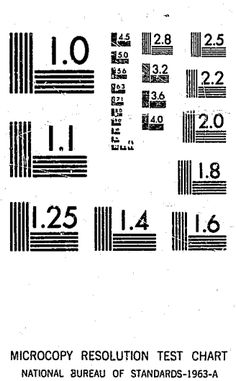

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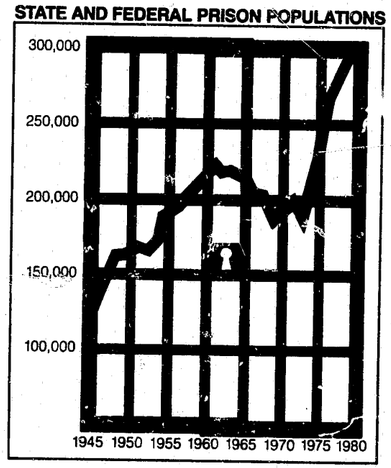
American Prisons and Jails

Volume III: Conditions and Costs of Confinement



a publication of the **National Institute of Justice**

OVERVIEW OF MATERIALS AVAILABLE FROM THE SURVEY OF AMERICAN PRISONS AND JAILS

On October 15, 1976, the *Crime Control Act of 1976* was enacted into law. The Act included the following mandate:

> "The Institute shall, before September 30, 1977, survey existing and future needs in correctional facilities in the Nation and the adequacy of federal, state and local programs to meet such needs. Such survey shall specifically determine the effect of anticipated sentencing reforms such as mandatory minimum sentences on such needs. In carrying out the provisions of this section, the Director of the Institute shall make maximum use of statistical and other related information of the Department of Labor, Department of Health, Education and Welfare, the General Accounting Office, federal, state and local criminal justice agencies and other appropriate public and private agencies."

The National Institute of Law Enforcement and Criminal Justice, within the Law Enforcement Assistance Administration, was assigned the responsibility for executing the study. In order to respond to the statutory requirement for a report to Congress no later than September 30, 1977, and to address the longer term research issues, a two-phased research project was developed, resulting in the following interim and final reports:

INTERIM REPORTS:

Prison Population and Policy Choices, Volume I: Preliminary Report to Congress and *Volume II: Technical Appendix*, September, 1977. These volumes document the first four months of project activity. The major analyses conducted during that period are also summarized in the final report volumes.

FINAL REPORTS:

American Prisons and Jails, Volume I: Summary Findings and Policy Implications of a National Survey, presents in summary form the major findings of the study and implications for corrections policy. This volume serves both as a self-contained document for the policymaker and a foundation for the more detailed presentation of results in Volumes II, III, IV and V.

American Prisons and Jails, Volume II: Population Trends and Projections, presents a history of the size and composition of inmate populations at the federal, state and local levels of government, defines the models used to project future populations, discusses the significant limitations of those models, and presents state-by-state projection results. The accuracy of these projections is tested for the years for which actual inmate counts have become available.

American Prisons and Jails, Volume III: Conditions and Costs of Confinement, discusses the physical conditions and costs of the institutions surveyed, including an important assessment of institutional capacities based on the application of standards promulgated by the Commission on Accreditation for Corrections, the Department of Justice and other prison and jail standard-setting groups.

American Prisons and Jails, Volume IV: Supplemental Report—Case Studies of New Legislation Governing Sentencing and Release, examines the impact of revisions in sentencing and release policies on inmate population flows. The case studies include investigations of two determinate sentencing statutes, a mandatory sentencing law, parole release guidelines, and a Community Corrections Law.

American Prisons and Jails, Volume V: Supplemental Report—Adult Pre-Release Facilities, discusses the physical conditions, staffing and costs of those institutions that house sentenced prisoners for less than 24 hours a day.

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AMERICAN PRISONS AND JAILS

Volume III:
Conditions and Costs of Confinement

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October 1980

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CHAPTER 1
MEASURING THE CONDITIONS OF CONFINEMENT

This report, one of five volumes documenting the results of a nationwide survey of American prisons and jails, examines the conditions and costs of custodial corrections. The 1976 Congressional mandate that prompted this assessment reflected a growing national concern for the ability of the nation's correctional facilities to maintain adequate living conditions for the 263 thousand persons then confined or to house future populations if the growth of the early 1970's continued unabated.[1] The preceding volume of this report (Volume II: Population Trends and Projections) has documented in some detail the unprecedented population increases that aroused this concern.

Briefly, between 1961 and 1968, the nation's prison population declined by approximately 14 percent.[2] In anticipation of this trend continuing, plans were announced to close selected facilities and, in some cases, to halt the construction of new facilities. By 1972 this downward movement was reversed, and many states and the federal system experienced dramatic growth in their prison population. Between 1972 and 1976 alone, prison populations increased by more than one-third, and prison conditions in many jurisdictions deteriorated rapidly as a consequence of severe overcrowding. At the local level, while the population of inmates under local jurisdiction remained stable, many jails became extremely overcrowded, frequently as a direct result of the back-up of prisoners awaiting transfer to state facilities.

At the state and federal levels, various emergency measures were instituted to respond to the increased demand for prison space.[3] The construction moratorium urged by the National Advisory Commission was set aside, and plans were made to expand institutional capacity. Between 1972 and 1977, state correctional agencies increased reported capacity by some 23,000 beds; in March 1978, these agencies reported new plans for a net increase of 52,843 beds over the next four years.[4] Securing appropriations for facility construction and conversion became one of the overriding concerns of corrections policy in many jurisdictions.

Prison crowding is not a new problem. In 1931, the Wickersham Commission reported widespread and serious crowding at the federal and state levels, even citing examples in five states of prisoners sleeping in doubledeck cots in the corridors of prisons.[5] Though it is not a new phenomenon, the crowding that developed this past decade has had important implications for corrections policy, largely due to the new visibility of prison and jail conditions.

As discussed below, recent years have seen a greater willingness on the part of the courts to address the constitutional rights of prisoners, and the emergence of increasingly specific professional standards and accreditation procedures. As a result, correctional facilities have become more accountable for the conditions and practices existing behind their walls.

1.1 The Role of Standards and Litigation

In this century, several notable commissions have issued substantive recommendations for upgrading prison conditions. These have included:

- The National Commission on Law Observance and Enforcement (The "Wickersham" Commission, 1931);[6]
- The American Correctional Association (1946-1966);[7]
- The United Nations' Economic and Social Council (1957);[8]
- The American Law Institute (1962);[9]
- The National Council on Crime and Delinquency (1966);[10]
- The President's Commission on Law Enforcement and Administration of Justice (1967);[11]
- The American Bar Association's Project on Standards for Criminal Justice (1968-1973);[12]
- The Joint Commission on Corrections Manpower and Training (1969);[13]
- The National Sheriff's Association (1970);[14]
- The President's Task Force on Prisoner Rehabilitation (1970);[15]
- The Advisory Commission on Intergovernmental Relations (1971);[16]
- The National Advisory Commission on Criminal Justice Standards and Goals (1973).[17]

In many cases, the standards and recommendations that emerged from these efforts can be characterized as statements of general intent rather than precise guides for daily practice or policy determination. While many were extremely comprehensive in their descriptions of prison programs and facilities, the use of terms such as "appropriate", "as necessary" or "based on reasonable evidence" offered little guidance in measuring institutional compliance.[18] As a result, these early standards might best be described

as aspirational in nature, capable of exerting little direct influence on corrections policy. Enforcement mechanisms were also largely absent. While the 1956 revision of the American Correctional Association's Manual of Correctional Standards included a plan for applying those standards, the 1966 edition of the manual reported little progress toward the goal of testing and self-evaluation.[19] A survey of this nation's experience with the United Nations' "Standard Minimum Rules for the Treatment of Prisoners" also reported[20] the absence of a substantial impact on prison laws and regulations. Although several Departments of Correction adopted the rules through executive or administrative order, the adopting language was often broadly stated to direct adherence to the Rules' "spirit and intent", asserting that departmental policies already conformed in "philosophy and principle".[21]

In more recent years, corrections standards have made considerable progress in moving away from broad statements of purpose and discretionary guidelines toward the development of minimum standards and formal accreditation procedures. The initiative for this movement has come from four quarters: The courts, through decisions challenging the conditions of confinement; the corrections profession, through the Commission on Accreditation of the American Correctional Association; related professional organizations, through standards promulgated by such organizations as the American Bar Association and the American Medical Association; and the Department of Justice, through its own standards for reviewing the conditions of confinement in federal facilities. To provide the context for this study's review of prison and jail conditions, the role of each of these groups is considered briefly below.

The Standards of the Courts

Since the Attica tragedy of 1971, judicial intolerance of conditions that threaten inmates' constitutional rights has been expressed with increasing frequency in federal and, occasionally, state court decisions establishing minimum standards of institutional adequacy. Appendix A-1 reviews some of the key decisions that mark the judiciary's increasing role in corrections policy. While litigation in the South has produced landmark decisions, court action has not been limited to any geographic area. Responses to the survey conducted for this report reveal that, as of March 31, 1978, there was no region in the country unaffected by court orders to eliminate substandard conditions of confinement (see Chapter 2, Section 2.5).

Courts have repeatedly characterized overcrowding as the condition of confinement that exposes inmates to the most harmful physical and mental consequences. One of the most frequently litigated issues, by 1978 overcrowding had been a principle factor--and in some instances, the sole factor--prompting judicial supervision of state prisons in at least 12 states. The District of Columbia Jail and innumerable city and county jails across the country had also been declared unconstitutionally overcrowded. By early 1980, institutions in 19 states were under court order to improve the conditions of confinement and cases were pending in another 12 states.

From the many cases in which overcrowding has been held unconstitutional, there has emerged no clearly delineated set of standards for determining constitutionally acceptable population levels. In setting limits on the number of inmates who may be confined to an institution, judges have prohibited the practice of double-occupancy in cells ranging in size from 35 to 80 square feet; limited the overall inmate population to the design or normal capacity of the facility; or adopted expert testimony as to the minimum amount of square feet of sleeping space per inmate humanely permissible. These latter estimates have produced a range from 48 square feet to 75 square feet (See Appendix A-1).

While the specific standards have varied from case to case, in general, these decisions have established the doctrine that corrections standards cannot be considered in isolation, but must be viewed as a totality. In assessing the impact of crowding, the courts have considered such variables as the length of incarceration in the facility, the number of hours each day that inmates are confined to their quarters, and the adequacy of opportunities for physical exercise and recreation.

The recent and only Supreme Court decision in this area clearly illustrates the absence of a set of absolute judicial standards for the kinds of confinement practices that will be proscribed by the courts. In the landmark case of Bell v. Wolfish (1979)[22] the Supreme Court failed to uphold the lower court's finding of unconstitutional confinement practices in the Metropolitan Correctional Center (MCC) in New York. While detainees were frequently double-bunked in 75 square foot cells, the court found compensatory value in the limited number of hours detainees were confined to their cells and their short terms of confinement in the facility itself.

Just as standards of adequacy have varied among cases, so also have the courts' affirmative actions to remedy unlawful overcrowding. While some judges have chosen to enjoin corrections officials from receiving any new prisoners, to order individual facilities closed, or to mandate countermeasures such as bail reform for local facilities, others have been generally reluctant to dictate specific steps, preferring to outline a variety of options with timetables for compliance. Suggestions offered by the courts or considered by state legislatures in response to court-ordered population reductions have included accelerated release programs or reclassification and the transfer of minimum security inmates to alternative facilities such as community treatment centers, halfway houses and residential restitution centers. New construction has often figured prominently in state plans to achieve compliance--although judges have warned that construction should not be considered a panacea and attorneys have pointed to the inability of construction to keep pace with the population increases of the last decade.

On balance, while the process of court litigation has been slow and the results often mixed, it is nonetheless clear that persistent judicial intervention (or even the threat of intervention) has served as an important stimulus for upgrading penal conditions.[23] After a tour of court-ordered improvements at the Mississippi state penitentiary, a state official was asked how much would have been accomplished in the absence of judicial intervention. His blunt reply: "None of it."[24]

The Commission on Accreditation for Corrections

Not surprisingly, the new judicial activism has added a sense of urgency to the development of self-regulatory procedures within the corrections profession. The most comprehensive standards-setting exercise has emerged from the Commission on Accreditation for Corrections which was established by the American Correctional Association in 1974. Supported primarily by LEAA funds, the Commission in 1979 established its fiscal and administrative independence from the LEAA (which now participates primarily in selecting Commission members and approving standards).

The Commission's goal has been the development of a uniform set of standards, which, when used by the Commission's audit teams, would provide measurable criteria for assessing the safety and well-being of staff and inmates. Ten volumes of standards have been published covering both juvenile and adult corrections agencies responsible for institutional and community-based supervision as well as aftercare services.[25] Those pertaining to adult corrections facilities provide guidance in all aspects of institutional operations--including facility management, staff training, records, physical plant, security and control, inmate supervision, food services, sanitation, health care services, mail and visitation practices, reception and orientation, inmate money and property control, classification, inmate training, library services, religious services, release preparation and temporary release. Reflecting the universal concern for the provision of adequate physical space, the most costly and potentially controversial standard requires at least 60 square feet of floor space per inmate when confinement does not exceed 10 hours per day; when inmates are confined to quarters more than 10 hours per day, the standards require at least 70 square feet of floor space per inmate in jails and 80 square feet per inmate in prisons. These standards also urge that inmates be housed singly and that new prisons and jails be built with no confinement units designed for multiple occupancy.

The Commission uses these standards as the foundation for its voluntary accreditation process.[26] This process begins with a letter of intent from an interested corrections agency to the Commission's Executive Director. Following the submission and acceptance of a formal application, accreditation costs are determined and a contract is executed. At this point, the agency is granted "correspondent" status and undertakes a six-month period of self-evaluation. Upon submission of the self-evaluation report, which includes a plan for correcting known deficiencies, the agency is admitted to "candidate" status for a period not to exceed two years. A request for a standards compliance audit is submitted at any time that the agency believes it has met the required compliance levels. A Visiting Committee, composed of one or more consultant-examiners, is responsible for verifying compliance with the standards and making a recommendation to the Board of Commissioners about granting the agency "accreditation" status. To receive a three-year accreditation, the agency must comply with 90 percent of all "essential" standards, 80 percent of all "important" standards and 70 percent of all "desirable" standards. (Notably, the standards that establish minimum square footage requirements per inmate have been accorded the status of "important" but not "essential" guidelines--a temporary classification reportedly designed to provide corrections agencies with time to consider major facility improvements.)[27]

By the end of 1979, contracts had been executed with five federal adult correctional institutions and 123 state institutions in a total of 17 states: In three of those states, a total of 11 local detention facilities had also entered the accreditation process.[28] Eleven of the 17 states received LEAA support for their accreditation activities through a discretionary grant program initiated in fiscal year 1978. Departing from its typical categorical or block grant initiatives, this support was intended to provide fiscal incentives for states to enter an otherwise voluntary process.[29] In fact, these 11 states accounted for more than half of the facilities under contract with the Commission in 1979.

Related Professional Organizations

Concern for the legal status and physical well-being of the nation's prisoners has prompted a number of parallel efforts to produce detailed corrections standards. Between 1964 and 1973, the American Bar Association produced 17 volumes of Standards for Criminal Justice that focused primarily on due process issues and legal procedures. Largely as a consequence of the Attica tragedy in 1971, the ABA has undertaken a number of initiatives in corrections, beginning its work on the legal status of prisoners in late 1971. The ABA's Tentative Draft on the Legal Rights of Prisoners[30] specifies the most detailed and stringent due process protections of any set of corrections standards. Concerned that these standards were excessively stringent and that they would unduly burden corrections agencies and detract from the efforts of the Commission on Accreditation for Corrections, the ACA expressed extreme opposition to the ABA effort.[31]

Stimulated by mounting evidence of inadequacies in the medical and health care services in prisons and jails,[32] the American Medical Association's Standards for the Accreditation of Medical Care and Health Services in Jails[33] was published in 1978 following two years of deliberations. These standards provide the basis for an ongoing accreditation program, which, by the end of 1978, involved six states in a process similar to that established by the Commission on Accreditation for Corrections. A companion effort by the American Public Health Association produced Standards for Health Services in Correctional Institutions.[34] Published two years prior to the AMA standards, these recommendations accorded particular attention to the provision of health care to women offenders.

A number of other standard-setting and evaluation projects have emerged with the support of LEAA. One of the largest efforts has involved the University of Illinois in the development of a National Clearinghouse for Criminal Justice Planning and Architecture. In 1971, the Clearinghouse produced a 1300-page Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults.[35] These guidelines provided a series of architecturally oriented standards for assessing correctional facilities to be constructed or renovated with LEAA funds.

Department of Justice Standards

Finally, in response to a directive from former Attorney General Griffin Bell to "undertake a comprehensive review of federal corrections policy and to develop standards that are responsive to the rights and needs of inmates as well as to the requirements of institutional security and management," the Justice Department issued its own draft Federal Standards for Corrections for review and comment in June, 1978. The draft noted that the primary purpose of promulgating standards was not to require their literal adoption by state and locally operated facilities, but to "offer guidelines for the humane and safe operation of the nation's corrections and detention facilities." As such, the standards would be used as a basis for evaluating the correctional programs and policies of the federal Bureau of Prisons; for shaping correctional and financial assistance programs within the Department of Justice; and, not incidentally, for assisting those divisions of the Department of Justice (e.g., the Civil Rights Division and the Criminal Division) engaged in litigation involving state and local correctional systems.[36] The standards were explicitly derived from those developed by the Commission on Accreditation as well as related professional interest groups and the National Advisory Commission on Criminal Justice Standards and Goals. Once again, however, the emergence of this version of these standards added to the concern that the proliferation of guidelines might confuse rather than strengthen efforts to achieve a consensus on minimum standards of institutional operations.[37]

Implementation Issues

It remains to be seen whether the new generation of standards and accreditation procedures will shift the burden of reform from the judiciary to state executives and legislators. Arguably, many of the standards continue to be exceedingly difficult to measure. For accreditation purposes, others can only be verified by the presence of written guidelines specifying institutional policies in conformance with the relevant standards.[38] The fact that common practice may frequently differ from written policy may not be readily observed by a consulting examiner--yet it is precisely these discrepancies that may be introduced in future court proceedings. In addition to the inherent difficulties of measurement and validation, both the probable costs of compliance and the voluntary nature of the accreditation process may further constrain the direct influence of these standards on corrections policy.

In the immediate future, then, the question is not whether the new standards will remove the burden of reform from the judiciary, but rather, to what extent these standards will receive the support of the judiciary in reviewing the conditions of confinement. In several cases, attorneys have cited professional standards in their arguments; judges have occasionally referenced standards in their decisions; and the draft standards of the Department of Justice have pointed to the utility of these guidelines to the Department's litigating divisions. Under these circumstances, it is not unreasonable to assume that the combination of executive or professional standards backed by the judiciary will continue to exert powerful pressure on states and localities to achieve compliance.

1.2 Central Research Questions

For the purposes of this report, our interest in the new generation of standards lies in their use in providing uniform measures of the conditions of confinement in American prisons and jails. While court decisions have provided different views of the conditions in a number of state and local facilities, our goal has been to apply selected standards to all institutions at all levels of government.

As we undertook the task of responding to the study's mandate to assess "existing and future needs in correctional facilities and the adequacy of federal, state and local efforts to meet those needs," the available standards provided only the broadest context for selecting measures of "need" and "adequacy." Despite the proliferation of standards, the concept of adequacy remains difficult to quantify and subject to variable definition. Given the qualitative nature of many of the relevant issues and the differing values that can be assigned to these factors, there is nothing resembling a consensus on what constitutes adequate prison conditions. A judge might ask what is adequate to rehabilitate; a warden, what is adequate to maintain order; and a prisoner, what is adequate to guarantee his or her safety. Faced with the threat or reality of court intervention, a state corrections official might ask what is adequate to satisfy the local district court judge. Since the ranking of different dimensions of adequacy--sanitation, training, privacy, safety, etc.--is influenced by one's choice of these perspectives, it is not surprising that no consensus exists.

Our choice of measures was necessarily influenced by the requirement for a survey of all federal, state and local facilities. This restricted the study to a mail survey design and clearly called for measures that could be easily quantified, self-administered, and compared across jurisdictions. (This design was subsequently modified to permit a small number of on-site inspections intended primarily to validate the mail survey responses.)

At the same time, our initial design work revealed the critical need to apply a uniform measure of capacity that would assist in defining the problem of prison and jail crowding by describing the physical space available to house the nation's prison and jail populations. In the absence of that measure, our early reports, like many of their predecessors, relied on information reported by corrections agencies on their "rated" or "design" capacities. Although a number of space standards based on square footage had been proposed, there was no reason to believe that measures of rated capacity conformed with any consistency to any of these standards. Consider, for example, the institution where cells of roughly 60 square feet, originally designed or rated to hold a single inmate, constituted the facility's primary housing space. With no modifications in the physical plant, it was not uncommon to see increases in reported capacity that merely corresponded to subsequent increases in population.

In addition to shifts in population, definitions of rated capacity were also vulnerable to varying financial, legal and political exigencies

While overstatements might occur in response to the threat of litigation, understatements were equally likely to be used as a means of dramatizing the need for additional bedspace. In this context, the terms "over-capacity" or "under-utilization" were then (and remain) virtually meaningless.

To address this information gap, our survey was designed to answer the following central questions for all federal, state and local institutions:

- Capacity. Applying standards based on the square footage of confinement units, to what extent does reported capacity understate or overstate the physical capacity of the nation's prisons and jails?

- Occupancy. How are inmates distributed within the spaces allocated to cells and dormitories?

- Density. To what extent do federal, state and local institutions meet or exceed minimum standards of square footage per inmate?

- Crowding. Combining density and occupancy standards, how crowded are the nation's prisons and jails?

It is important to emphasize two limitations of our response to the latter question:

(1) Our definition of crowding is based only on the application of physical measurements of density and occupancy. A range of other variables that may influence perceptions of crowding--including other physical conditions as well as psychological aspects of the environment--are not considered and must be reserved for a future research agenda.

(2) The minimum standard of density that is most often applied in our analyses is 60 square feet per inmate. While this measure was derived from recommendations of the Commission on Accreditation, other organizations--including the courts--have selected both higher and lower values.[39] It is useful to recall that in the early 1820's, when one school of the penological art favored total solitary confinement, the cells at the Eastern State Penitentiary in Philadelphia were 96 square feet and each had its own outdoor recreation area, inside plumbing and hot water heat.[40] This historical observation demonstrates the relative nature of the concept of adequacy.[41] Standards, whether developed by professional associations, executive agencies or the courts, are only one tool for gauging the conditions which characterize incarceration.

To supplement our analyses of the crowding phenomenon, data were also collected on the distribution of employees and the operating expenses in each facility surveyed. These data, together with related information on the basic characteristics of the institutions and the inmates they housed, are combined in this report to provide a broad overview of the conditions and costs of custodial corrections in 1978.

1.3 Scope and Design

Despite the inherent limitations of our measures of adequacy, this study represented the most comprehensive survey of adult correctional institutions ever undertaken. Working in conjunction with the ongoing survey program of the National Criminal Justice Information and Statistics Service (NCJISS),[42] data were obtained from approximately 3,500 local correctional facilities, 521 state prisons, 38 federal prisons and 402 community-based pre-release facilities. (This volume covers the federal, state and local prisons and jails while Volume V presents a supplemental report on the community-based facilities.)

At all levels of government, the survey was confined to adult correctional facilities. As shown in Figure 1.1, in 1970 these facilities contained approximately 15 percent of all persons residing in public and private residential institutions. Juvenile correctional facilities were excluded,[43] as were correctional facilities under the jurisdiction of the Department of Defense or Indian reservations.[44] Also excluded were police lock-ups which held persons for less than 48 hours.[45] Finally, the study did not address non-custodial corrections, thereby excluding adults under probation or parole supervision. As illustrated in Figure 1.2, at the time of our survey, less than one-third of all adults under some form of correctional supervision were confined on a daily basis.

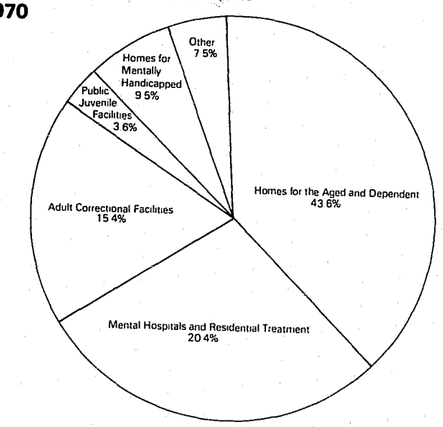
The results reported in this volume are based on a mail survey of federal and state institutions administered by the research project staff. The Bureau of Census, through an inter-agency agreement with NCJISS, provided the staff with data on local correctional facilities collected as part of its 1978 National Jail Census. In order to assess the validity of the mail instruments and to collect supplementary data bearing on the adequacy of correctional facilities, site visits were conducted at 52 facilities selected randomly from a stratified population list.

In the sections that follow we discuss in detail the data collection procedures and instruments for this investigation.

Mail Survey Instruments and Data Collection Procedures
Survey of State and Federal Adult Correctional Systems

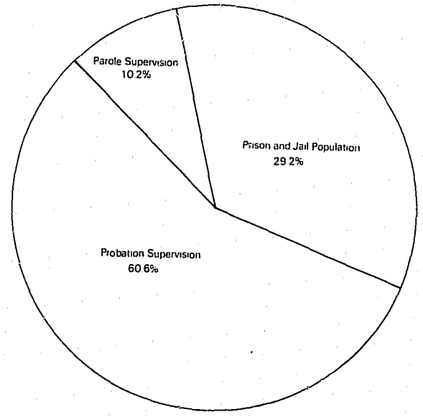
To complete the survey of state and federal facilities, coordinators were identified for 52 correctional agencies (the 50 states, Washington, D.C., and the federal Bureau of Prisons) and were asked to oversee the data collection for all facilities within their adult correctional system. Forty of the 52 coordinators chose to distribute the survey instruments to their facilities themselves. In these jurisdictions, the central coordinating agency verified responses for consistency with their records and completed any missing information. The remaining 12 coordinators requested that we mail the instruments directly to all facilities in the state (District of Columbia, Idaho, Indiana, Louisiana, Michigan, Mississippi, New Hampshire, Oregon, Utah, Virginia, and Washington).

Figure 1.1*
Proportion of Total Population Housed in Institutions—By Type of Institution, 1970



Source: *Psychiatric Services and the Changing Institutional Scene, 1950-1985* (National Institution of Mental Health Series 3, No. 12). Washington, D.C., U.S. Government Printing Office, 1977.

Figure 1.2*
Proportion of Total Persons Under Correctional Supervision, By Type of Supervision



Sources: The prison and jail population of 445,003 is based on the *National Prisoner Statistics* for December 31, 1977 (NPS Bulletin SD-NPS-PSF-5, February, 1979) and this study's jail data collected by the Bureau of the Census, March 1978. The probation population of 923,064 and parole population of 156,194 refer to 1976 as reported in *State and Local Probation and Parole Systems*, U.S. Department of Justice, National Criminal Justice and Information and Statistics Service, Washington, D.C., 1978.

Virtually all of the 521 state and 38 federal facilities cooperated in completing the survey instruments. The survey instruments were mailed two weeks prior to the reference date of the survey (March 31, 1978) and all instruments were returned by December, 1978.

When the instruments were returned, if data were missing or the responses required clarification, respondents were contacted by telephone and asked to provide answers from available records at the facility or a central office. If precise calculations were not available, they were asked to provide a reasonable estimate of the information and a note was made of that fact. Less than 10 percent of the information provided was estimated.

Due to the volume of telephone follow-up calls that were required to complete the files, a decision was made to provide each state Department of Corrections with the opportunity to review the information finally recorded for all institutions in the state. Following all normal coding, keypunching and cleaning operations, printouts of the data contained in the files were submitted to the administrator of every state corrections department and the federal Bureau of Prisons. Each was asked to verify that no facilities were omitted or duplicated and to check each response for face validity. Thirty prison systems responded. While most adjustments were minor, five duplicate facilities were eliminated from the files and previously unavailable race and Hispanic population data were added for two states.

The following survey instruments were used (see Appendix A-2):

PC-1: Survey of State and Federal Adult Correctional Systems. This instrument was sent to the correctional agencies in each of the 50 states, the District of Columbia and the Federal Bureau of Prisons. The PC-1 solicited information on the number of inmates in these correctional systems on March 31, 1978 by sex, severity of sentence, and type of facility; the rated and operational capacities of all the facilities; plans for major facility construction, renovation, acquisition, or closing between March 31, 1978 and December 31, 1982; past and pending court orders affecting the facilities; and the issues involved in present court litigation.

PC-2: Survey of State and Federal Adult Correctional Facilities. This instrument was designed for facilities primarily holding inmates 24 hours a day. The PC-2 solicited information from individual facilities regarding the number of inmates housed on March 31, 1978 by sex, race, age, crime committed, and severity of sentence; the rated and operational capacity of the institution; and its security classification. For each confinement unit within the facility, information was requested on its rated capacity, the number of square feet of floor space, the number of inmates being housed, and the average number of hours per day those inmates were confined. Information was also obtained on the number of employees in the facility by job category, sex, race, and age; and finally, the operating expenses for the facility. (The corresponding survey of community-based pre-release facilities (PC-3) is described in Volume V.)

Survey of Local Correctional Facilities (National Jail Census, 1978). Two forms of this survey (CJ-3 and CJ-4) were used in the 1978 National Jail Census. These Census Bureau forms solicited information about the number of residents on February 15, 1978 by sex and sentencing status; the number of admissions and releases; the average daily population at the jails; plans to close, renovate, build, or acquire new facilities and the anticipated cost of those plans; the rated capacity, amount of floor space, and number of inmates for each confinement unit; and the number of full- and part-time employees. Extensive information was also obtained on the extent and substance of medical care, including the use of admission screenings and sick call; the number of inmate deaths; and the availability of work-release and counseling services. The CJ-3 and CJ-4 forms were almost identical, with the CJ-4 eliciting less information on medical facilities, admission procedures, and jail employees. The CJ-3 was sent to jails with 50 or more inmates, while the shorter CJ-4 was sent to jails with less than 50 inmates. Only 28 out of 3,493 facilities did not participate.

Site Visits to Selected Adult Correctional Facilities

In addition to the collection of national survey data, the research staff visited 24 state, 24 local, 2 federal and 2 community-based pre-release facilities. These visits had two primary purposes: (1) to validate the responses provided by those facilities to the mail survey instruments; and (2) to provide supplementary data on correctional practices and conditions.

Appendix A-3 describes the method used to select the sample and the procedures followed during the visits. Also included in this appendix are the results of the validation effort, with a focus on the accuracy of the floor space measurements provided by the facilities on the mail survey instruments.

Other data collected at these facilities, including that collected from interviews with inmates and correctional officers, are presented in Appendix A-4 and referenced, where appropriate, in subsequent chapters.

1.4 An Overview of Subsequent Chapters

In the remaining chapters of this volume, analyses of the data described in the preceding sections are generally provided at a national or regional level. However, due to the tremendous variations in physical conditions often found among the states, Appendix C provides a detailed report of these data at the state level.

- Chapter 2 provides a basic description of the correctional facilities in the national survey, reporting institutional characteristics as well as the characteristics of the inmates housed in 1978. Also included is an overview of court orders and inmate litigations (pending or effective on March 31, 1978) that have attempted to mediate or question the conditions of confinement in federal and state correctional systems.

- Chapter 3 addresses the central research questions defined in Section 1.2. Using data from the national survey of federal, state and local correctional facilities, this chapter presents the first comparative account of the capacity of prisons and jails using a uniform standard of measured space. This chapter also describes the distribution of persons within confinement units, thus presenting a national picture of prison density, inmate privacy, freedom of movement, and other measures that address the issue of crowding.

- Chapter 4 examines the staffing levels in the nation's prisons and jails. Beginning with an examination of historical staff population trends, inmate-to-staff ratios are examined by jurisdiction and region with a particular emphasis on custodial and services personnel.

- To assist the corrections planner or practitioner in assessing the fiscal implications of proposed standards, Chapter 5 provides a comparative review of the operating and capital costs of prisons and jails.

- Finally, Chapter 6 presents a brief concluding summary that references the major findings of the survey.

1.5 Cautionary Notes

In reviewing the findings in this volume, several caveats must be kept in mind. First, the reader should not expect the number of state-sentenced inmates reported in the present volume to be identical to those found in the National Prisoner Statistics (NPS) published by LEAA. The NPS statistics are based on a year-end enumeration of individuals sentenced as adults or as youthful offenders to maximum sentences of more than one year. In the survey of federal and state correctional systems reported here, inmate counts are based on all adults residing in the facilities on March 31, 1978.

Second, given the small sample of correctional facilities that were site visited, extreme caution should be used in interpreting those findings. The reader should be especially wary of generalizing from these few facilities to other correctional facilities. This same warning need not be applied to results from the surveys of federal, state, and local adult correctional facilities. Sampling in these cases was exhaustive, and the findings do not suffer the limitations of sampling error.

Third, although most of the data reported here were derived from precise calculations or measurements, some information had to be estimated by the respondents. For example, not all of the prisons and jails had measurements of floor space on record; most of these facilities provided estimates instead of taking measurements for the purposes of the survey.

Similarly, there were some institutions or systems that did not have precise counts of the number of inmates present on the day specified. Hence, they may have estimated the number of inmates present or chosen an alternative date close to the one specified. Response errors were greatly minimized by means of systematic telephone follow-ups. Still, discrepancies in the total number of inmates specified for any given variable will occasionally be noticed by the reader due to errors in reporting.

Chapter 1: NOTES

1. P.L. 94-503, Section 402 (c) of the Crime Control Act of 1973, as amended. The text of the Congressional mandate which was enacted into Law on October 14, 1976 is cited in the Preface; see also Congressional Record, July 22, 1976, S 512228. On December 31, 1976, NPS reports indicate a total of 263,291 prisoners sentenced to a maximum term of more than one year in state (236,492) and federal (26,799) institutions. U.S. Department of Justice, LEAA, National Criminal Justice Information and Statistics Service (now the Bureau of Justice Statistics), Prisoners in State and Federal Institutions on December 31, 1976, National Prisoner Statistics Bulletin SD-NPS-PSF-4, Washington, D.C., February, 1978.

2. Based on totals of 220,149 state and federal prisoners 1961 and 187,914 in 1968 as reported in Historical Statistics, Colonial Times to 1970, Series H, 1135-1140, U.S. Department of Commerce, Bureau of the Census, 1975, p. 420. For primary data, see the National Prisoner Statistics Bulletins for the relevant years.

3. National Advisory Commission on Criminal Justice Standards and Goals, Corrections, U.S. Department of Justice, LEAA, 1973.

4. Reported capacity increases between 1972 and 1977 are estimated from annual directories of the American Correctional Association. See Chapter 3 for expansion plans reported in March, 1978.

5. National Commission on Law Observance and Enforcement, Report No. 12: The Cost of Crimes, Washington, D.C., 1931. For a brief summary of this 657 page document, see "Real and Intangible Costs; Wickersham Report," Commonweal, 13: 562-563, March 25, 1931.

6. Ibid.

7. American Correctional Association, Manual of Corrections Standards, College Park, Marlyand, Third Edition, 1966.

8. United Nations Department of Economic and Social Affairs, "Standard Minimum Rules for the Treatment of Prisoners" (approved by the Economic and Social Council in 1957), Report of the Fourth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, New York, 1970.

9. American Law Institute, Model Penal Code, Part IV, Organization of Correction, Philadelphia, Pennsylvania, 1962.

10. National Council on Crime and Delinquency, Model Act for the Protection of Rights of Prisoners (1972); The Standard Act for State Correctional Services (1966), Hackensack, New Jersey.

11. The President's Commission on Law Enforcement and Administration of Justice, Task Force Report on Corrections, Washington, D.C., U.S. Government Printing Office, 1967.

12. Institute of Judicial Administration, American Bar Association, Standards for Criminal Justice, Approved Drafts, 1968-1973, Chicago, Illinois.

13. Joint Commission on Correctional Manpower and Training, A Time to Act, College Park, Maryland, American Correctional Association, 1969.

14. National Sheriff's Association, Manual on Jail Administration, Washington, D.C., 1970.

15. President's Task Force on Prisoner Rehabilitation, The Criminal Offender - What Should Be Done?, Washington, D.C., U.S. Government Printing Office, April, 1970.

16. Advisory Commission on Intergovernmental Relations, Correctional Reform and State and Local Relations in the Criminal Justice System, Washington, D.C., U.S. Government Printing Office, August, 1971.

17. National Advisory Commission on Criminal Justice Standards and Goals, Corrections, Washington, D.C., U.S. Government Printing Office, 1973.

18. Ernest G. Reimer and Dale K. Sechrest, "Writing Standards for Correctional Accreditation," Federal Probation, September, 1979, p. 11.

19. Dale K. Sechrest, "The Accreditation Movement in Corrections," Federal Probation, December, 1976, p. 16.

20. American Bar Association Corrections Commission, "The United Nations' Standard Minimum Rules for the Treatment of Prisoners," Criminal Law Bulletin, September-October, 1975, p. 637.

21. Ibid.

22. Bell vs. Wolfish, 47 U.S.L.W. 4507 (U.S. Supreme Court, May 14, 1979).

23. The three volumes which most directly address the issues of concern to this study are the Manuals of Standards for Adult Correctional Institutions, Adult Local Detention Facilities, and Adult Community Residential Services, Commission on Accreditation for Corrections, Rockville, Maryland, 1977.

24. See, for example, Accreditation: Blueprint for Corrections (May, 1979); Agency Manual of Accreditation Policy and Procedure: Adult Correctional Institutions, (Second Edition, February, 1979), Commission on Accreditation for Corrections, Rockville, Maryland.

25. The three volumes which most directly address the issues of concern to this study are the Manuals of Standards for Adult Correctional Institutions, Adult Local Detention Facilities, and Adult Community Residential Services, Commission on Accreditation for Corrections, Rockville, Maryland, 1977.

26. See, for example, Accreditation: Blueprint for Corrections (May, 1979); Agency Manual of Accreditation Policy and Procedure: Adult Correctional Institutions (Second Edition, February, 1979), Commission on Accreditation for Corrections, Rockville, Maryland.

27. Richard S. Allinson, "The Politics of Prison Standards," Corrections Magazine, March 1979, p. 62.

28. Commission on Accreditation for Corrections, November/December Activity Report (unpublished). Including juvenile agencies, adult probation and parole field offices, parole authorities and adult community residential facilities, a total of 396 agencies were under contract in 29 states, the federal system and Canada.

29. At the end of 1979, at total of 212 correctional agencies (including 69 adult prisons and six local detention facilities) in Arizona, Colorado, Connecticut, Iowa, Louisiana, Maine, Maryland, Massachusetts, Minnesota, New Jersey, and Vermont, were participating in LEAA's Correctional Standards Accreditation Program. Unpublished Briefing Paper, National Institute of Justice, January 1980.

30. American Bar Association, Tentative Draft of Standards Relating to Legal Status of Prisoners, Chicago, Illinois, 1977.

31. National Council on Crime and Delinquency, Criminal Justice Newsletter, "ACA Tries to Foil Proposed ABA Standards," September 25, 1978, p. 6.

32. See, for example, U.S. Department of Justice, National Institute of Justice, Health Care in Correctional Institutions, Washington, D.C., 1977.

33. American Medical Association, Standards for the Accreditation of Medical Care and Health Service in Jails, Washington, D.C., 1978.

34. American Public Health Association, Standards for Health Services in Correctional Institutions, Washington, D.C., 1976.

35. Fred D. Moyer et al., Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults, Department of Architecture, University of Illinois, Urbana, Illinois, 1971.

36. U.S. Department of Justice, Draft Federal Standards for Corrections, Washington, D.C., June 1978.

37. National Council on Crime and Delinquency, Criminal Justice Newsletter, "APPA Challenges Justice Department Standards," September 25, 1978, p. 6.

38. The manual provided to consultant examiners to verify compliance includes a compliance checklist for each standard that notes compliance or non-compliance and specifies the basis for that decision through a "Documentation Code." Four codes are indicated in the Manual:

    (1) "Written document, which also required procedural documentation to support total compliance with the standard.

    (2) "Written document, which alone supports total compliance with the standard.

    (3) "Slight confirmation, which can readily be seen by the Visiting Committee.

    (4) "Verbal confirmation, with supporting written or visual documentation also available."

    Commission on Accreditation for Corrections, Agency Manual of Accreditation Policy and Procedure, op cit, p. 30.

39. For example, the following measures were listed in our Phase I report:

National Advisory Commission on Criminal Justice Standards and Goals:	80 sq. ft./inmate
Federal Bureau of Prisons:	75 sq. ft./inmate
National Clearinghouse for Criminal Justice Planning and Architecture:	70 sq. ft./inmate
United Nations Minimum Standards:	65 sq. ft./inmate
Gates v. Collier 390 F Supp. 482 (1975):	50 sq. ft./inmate

40. As William Nagel notes, although the so-called "Eastern State" model attracted much attention, most systems preferred the "Auburn" model. The cells at Auburn (N.Y.) were intended for sleeping only and contained 28 square feet. Nagel comments: "In the battle for penal supremacy, Auburn, at least in the United States, was the row of cages stacked tier on tier atop each other." William G. Nagel, The New Red Barn: A Critical Look at the Modern American Prison, New York: Walker, 1973, pp. 63-64.

41. See Norman Johnston, The Human Cage: A Brief History of Prison Architecture, New York: Walker, 1973, pp. 28-41.

42. National Prisoner Statistics were first collected by the Federal government in connection with the decennial census of population in 1850. In 1926 the Bureau of Census initiated a program to collect data on federal and state prisoners on a continuing basis. This program is now administered in conjunction with the Bureau of Justice Statistics, formerly the National Criminal Justice Information and Statistics Service (NCJISS).

43. The most recent national data available suggested there were approximately 45,900 persons held in state and local government facilities for juveniles, and 29,100 juveniles in private facilities on December

31, 1977. Preliminary data on public facilities appear in Children in Custody: Advance Report on the 1977 Census of Public Juvenile Facilities, No. SD-JD-5A, U.S. Department of Justice, NCJISS, September, 1979. Preliminary data on private facilities appear in the Advance Report on the 1977 Census of Private Juvenile Facilities, No. SD-JD-5B.

44. There are approximately 3,600 persons held in facilities operated by the Department of Defense. During 1975, facilities located on Indian reservations had an average daily population of 1,002--153 juveniles and 849 adults. The Combined Tribal and Bureau Law Enforcement Services Annual Report, 1975, Bureau of Indian Affairs, Washington, D.C., 1976.

45. No recent estimates of the number of persons confined in police lock-ups are available. In 1931 it was estimated that there were 10,860 "police jails and village lock-ups" in the United States, and that from January to June, 1930, some 1,350,000 persons were held in those facilities. Hart, H.H., "Police Jails and Village Lock-ups," Report on Penal Institutions, Probation and Parole, National Commission on Law Observance and Enforcement, Washington, D.C., 1931, pp. 327-344.

CHAPTER 2
AN OVERVIEW OF FEDERAL, STATE AND LOCAL FACILITIES

The preceding chapter has provided an historical view of the role of the courts and other standard-setting organizations in the movement to regulate the conditions of confinement. The purpose of this chapter is to provide a brief overview of the characteristics of the federal, state and local facilities included in the present study and to outline the specific litigation issues that confronted those institutions at the time of the survey. We consider both the physical attributes of the institutions (size, security classification and age) as well as the characteristics of the inmates they housed in 1978.

As Chapter 1 has indicated, the prison and jail surveys encompassed a total of 38 federal prisons, 521 state prisons and 3,493 local jails. The corresponding survey of pre-release facilities included 402 publicly or privately operated pre-release facilities that housed inmates under state or federal jurisdiction. The results of all aspects of the pre-release survey are reported in Volume V. This volume considers only the larger surveys of prisons and jails.

2.1 Incarceration Rates

Any discussion of the conditions of confinement in American prisons and jails must begin by noting the significant regional differences in the distribution of sentenced prisoners. Of particular importance in this context is the disproportionate use of incarceration in the South.

Table 2.1 shows the rates of incarceration per 100,000 population by state and region for local jails and state prisons. Table 2.2 presents a corresponding distribution of facilities in March, 1978. These tables clearly confirm the concentration of prison and jail facilities and inmates in the South. Over 250,000 prisoners were incarcerated in state prisons, with nearly half (48 percent) confined in the South's 284 facilities. About 158,000 jail inmates were held across the country. Again, the South accounted for the largest share of both jail facilities (1,678) and jailed prisoners (43 percent). While almost half of the nation's prisoners were held in Southern institutions, the region contained only one-third of the U.S. population. The other three regions all supported inmate populations below their respective shares of the U.S. population.

Volume II discusses the regional components of inmate population trends in some detail. It will suffice to say here that the South's dominance in rate of incarceration per 100,000 population has made this region vastly more susceptible to deteriorating conditions of confinement.

Table 2.1
State Prison and Local Jail Population and Incarceration Rates by State and Region, 1978
(Excludes Federal Prison Population of 26,391)

Region and State	Civilian Population (In Thousands)	TOTAL: Number Incarcerated (% of Total)	TOTAL: Number Incarcerated Per 100,000 Civilian Population	STATE: Number of Prison Inmates (% of Total)	STATE: Prison Inmates Per 100,000 Civilian Population	LOCAL: Number of Jail Prisoners (% of Total)	LOCAL: Jail Prisoners Per 100,000 Civilian Population
Total	216,600	421,351 (100%)	195	268,189 (100%)	124	153,162 (100%)	71
NORTHEAST	48,986	64,274 (15%)	132	40,425 (15%)	83	23,849 (16%)	49
Maine	1,081	902	83	577	53	325	30
New Hampshire	865	653	76	283	33	370	43
Vermont	487	337	69	337	69	–	–
Massachusetts	5,758	5,018	87	2,811	49	2,207	38
Rhode Island	928	524	56	524	56	–	–
Connecticut	3,101	2,163	70	2,163	70	–	–
New York	17,720	31,125	175	20,458	115	10,667	60
New Jersey	7,291	9,292	127	5,419	74	3,873	53
Pennsylvania	11,753	14,260	121	7,853	67	407	54
NORTH CENTRAL	58,110	88,654 (21%)	153	60,246 (22%)	104	28,408 (18%)	49
Ohio	10,720	18,822	176	13,357	125	5,465	51
Indiana	5,381	6,803	126	4,350	81	2,453	45
Illinois	11,201	16,211	145	10,430	93	5,781	52
Michigan	9,170	20,629	225	14,944	163	5,685	62
Wisconsin	4,681	5,359	114	3,433	73	1,926	41
Minnesota	4,021	3,394	85	1,877	47	1,517	38
Iowa	2,905	2,699	93	2,035	70	664	23
Missouri	4,827	8,486	176	5,637	117	2,849	59
No. Dakota	641	287	45	169	26	118	19
So. Dakota	684	782	114	506	74	276	40
Nebraska	1,557	1,895	122	1,219	78	676	44
Kansas	2,322	3,287	142	2,289	99	998	43
SOUTH	69,797	190,743 (45%)	273	128,108 (48%)	183	62,635 (41%)	90
Delaware	578	1,005	174	1,005	174	–	–
Maryland	4,105	11,125	271	7,952	194	3,173	77
D.C.	663	3,942	594	2,535	382	1,407	212
Virginia	5,023	12,114	241	7,882	157	4,232	84
West Virginia	1,861	2,259	121	1,193	64	1,066	57
No. Carolina	5,472	15,445	282	12,647	231	2,789	51
So. Carolina	2,836	8,628	304	6,990	246	1,638	58
Georgia	5,015	19,152	382	10,874	217	8,278	165
Florida	8,566	30,819	360	20,573	240	10,246	120
Kentucky	3,455	5,539	160	3,390	98	2,149	62
Tennessee	4,311	10,274	238	5,835	135	4,439	103
Alabama	3,705	9,083	245	5,376	145	3,707	100
Mississippi	2,388	4,106	172	2,679	112	1,427	60
Arkansas	2,157	3,863	179	2,529	117	1,334	62
Louisiana	3,946	11,451	290	7,409	188	4,042	102
Oklahoma	2,814	5,524	196	3,820	136	1,704	60
Texas	12,901	36,414	282	25,419	197	10,995	85
WEST	39,707	77,680 (18%)	195	39,410 (15%)	99	38,270 (25%)	96
Montana	775	998	129	672	87	324	42
Idaho	876	1,369	156	830	95	539	61
Wyoming	421	704	167	436	103	268	64
Colorado	2,662	4,148	156	2,467	93	1,681	63
New Mexico	1,198	2,187	182	1,393	116	794	66
Arizona	2,346	5,951	254	3,450	147	2,501	107
Utah	1,312	1,584	121	908	69	676	52
Nevada	657	2,269	345	1,357	206	912	139
Washington	3,741	6,930	185	4,477	120	2,453	65
Oregon	2,449	4,757	194	2,885	118	1,872	76
California	22,040	45,758	208	19,552	89	26,206	119
Alaska	387	534	138	490	127	44	11
Hawaii	844	493	59	493	58	–	–

Sources: Data on state prisoners refer to prisoners sentenced more than one year as reported in U.S. Department of Justice, LEAA, NCJISS, *Prisoners in State and Federal Institutions On December 31, 1978*, NPS Bulletin SD-SPS-PSF-6A, Advance Report (Washington, D.C.: U.S. Government Printing Office, May 1979).

Data on civilian populations refer to estimates on July 1, 1978 as reported in U.S. Department of Commerce, Bureau of the Census, Current Population Reports, *Population Estimates and Projections*, Series P-25, No. 878 (Washington, D.C.: U.S. Government Printing Office, March 1980).

Data on jail populations refer to prisoners present on February 15, 1978 as reported in U.S. Department of Justice, LEAA, NCJISS, *Census of Jails and Survey of Jail Inmates—1978*, NPS Bulletin SD-NPS-J-6P (Washington, D.C.: U.S. Government Printing Office, February 1979) *less* 5,232 state prisoners housed in local jails (see NPS Bulletin SD-SPS-PSF-6A, Advance Report, listed above). The affected states include: Alabama (1,342), Florida (59), Louisiana (1,190), Maryland (380), Massachusetts (110), Michigan (44), Mississippi (1,000), New York (269), South Carolina (724), and Tennessee (114).

Table 2.2
Number of Federal and State Facilities by Age of Facility, Size of the Inmate Population, Facility Security Classification, Sex Designation, Region, and State, 1978

Region and State	Total Number of Facilities	Facility Security Classification: Maximum	Medium	Minimum	Size of Inmate Population: Less than 500	500-999	1000 or more	Age of Facility: Before 1875	1875—1924	1925—1949	1950—1969	1970—1978	Sex Designation of Facility: Female	Co-ed
United States	559	153	224	182	376	38	85	25	79	141	164	150	42	26
Federal Total	38	13	17	8	10	18	10	0	3	16	8	11	2	5
State Total	521	140	207	174	366	80	75	25	76	125	156	139	40	21
NORTHEAST	77	24	30	23	50	15	12	7	20	14	15	21	3	5
Maine	3	1	1	1	3	0	0	0	2	0	0	1	0	1
New Hampshire	1	1	0	0	1	0	0	0	1	0	0	0	0	0
Vermont	2	0	1	1	2	0	0	0	0	0	1	1	0	0
Massachusetts	13	5	2	6	11	2	0	0	3	1	3	6	0	1
Rhode Island	5	1	2	2	5	0	0	1	1	1	2	0	1	0
Connecticut	10	6	2	2	9	1	0	2	1	2	2	3	1	0
New York	27	6	13	8	15	5	7	3	5	6	4	9	1	1
New Jersey	8	2	5	1	2	4	2	1	3	2	1	1	0	1
Pennsylvania	8	2	4	2	2	3	3	0	4	2	2	0	0	1
NORTH CENTRAL	90	30	27	33	53	18	19	9	24	13	30	14	9	4
Ohio	11	2	6	3	3	1	7	1	3	3	3	1	1	0
Indiana	9	5	4	0	6	1	2	1	3	0	3	2	1	1
Illinois	10	5	4	1	4	2	4	2	3	2	1	2	1	0
Michigan	23	6	4	13	17	4	2	0	2	4	11	6	1	0
Wisconsin	8	2	3	3	5	2	1	1	3	0	3	1	1	0
Minnesota	5	2	0	3	3	2	0	0	3	0	2	0	1	0
Iowa	5	2	1	2	3	2	0	2	1	0	2	0	1	0
Missouri	8	2	2	4	5	1	2	1	0	3	3	1	0	1
North Dakota	2	1	0	1	2	0	0	0	1	1	0	0	0	1
South Dakota	1	0	1	0	0	1	0	0	1	0	0	0	0	1
Nebraska	2	0	2	0	1	0	1	0	2	0	0	0	1	0
Kansas	6	3	0	3	4	2	0	1	2	0	2	1	1	0
South	284	75	108	101	220	34	30	6	22	93	81	82	18	3
Delaware	5	0	4	1	4	1	0	0	0	1	0	4	1	0
Maryland	14	3	4	7	10	2	2	1	1	3	5	4	1	0
District of Columbia	5	1	3	1	4	0	1	0	0	2	2	1	0	0
Virginia	36	3	33	0	33	2	1	1	3	6	22	4	1	0
West Virginia	6	1	2	3	5	1	0	1	0	2	1	2	1	0
North Carolina	79	3	29	47	73	5	1	0	3	64	8	4	1	0
South Carolina	23	5	2	16	21	1	1	1	1	0	6	15	1	0
Georgia	17	14	3	0	13	1	3	0	0	1	9	7	1	0
Florida	35	19	13	3	22	7	6	0	1	3	16	15	2	0
Kentucky	11	1	2	8	9	0	2	0	1	2	1	7	1	1
Tennessee	7	2	5	0	4	2	1	1	0	1	1	4	1	0
Alabama	8	2	3	3	5	3	0	0	0	4	1	3	1	0
Mississippi	1	0	1	0	0	0	1	0	1	0	0	0	0	1
Arkansas	5	2	1	2	3	1	1	0	0	2	1	2	1	0
Louisiana	7	1	1	5	4	2	1	0	1	1	2	3	1	0
Oklahoma	10	4	1	5	9	0	1	0	2	0	2	6	2	1
Texas	15	14	1	0	1	6	8	1	8	1	4	1	2	0
WEST	70	11	42	17	43	13	14	3	10	5	30	22	10	9
Montana	2	0	1	1	1	1	0	0	0	0	1	1	0	0
Idaho	3	0	2	1	2	1	0	0	0	0	0	3	0	1
Wyoming	2	0	2	0	2	0	0	0	1	0	0	1	1	0
Colorado	8	1	3	4	5	3	0	1	1	0	5	1	1	0
New Mexico	4	0	1	3	3	0	1	0	1	1	2	0	1	1
Arizona	5	1	2	2	3	1	1	0	1	0	0	4	1	0
Utah	1	0	1	0	0	1	0	0	0	0	1	0	0	1
Nevada	5	1	4	0	4	1	0	1	0	0	2	2	1	0
Washington	9	3	2	4	6	2	1	0	2	0	3	4	1	0
Oregon	3	0	3	0	1	1	1	0	1	0	2	0	1	0
California	12	1	10	1	0	2	10	1	1	2	8	0	1	1
Alaska	9	3	5	1	9	0	0	0	0	1	5	3	1	4
Hawaii	7	1	6	0	7	0	0	0	2	1	1	3	1	1

Source: Survey of State and Federal Adult Correctional Institutions (PC-2), March 31, 1978.

2.2 Federal and State Facility Characteristics

In 1969, the Joint Commission on Correctional Manpower and Training described the "multi-purpose prison" or "Big House" as the cornerstone of the adult correctional system.[1] These facilities were characterized by their large size, antiquated physical plant, and maximum or mixed security designation. Used as the central or even the only prison in a state, they held about half of all adult inmates in federal and state institutions at the time of the Commission's survey. In describing these facilities, the Joint Commission emphasized their continuing influence on contemporary conditions of confinement:

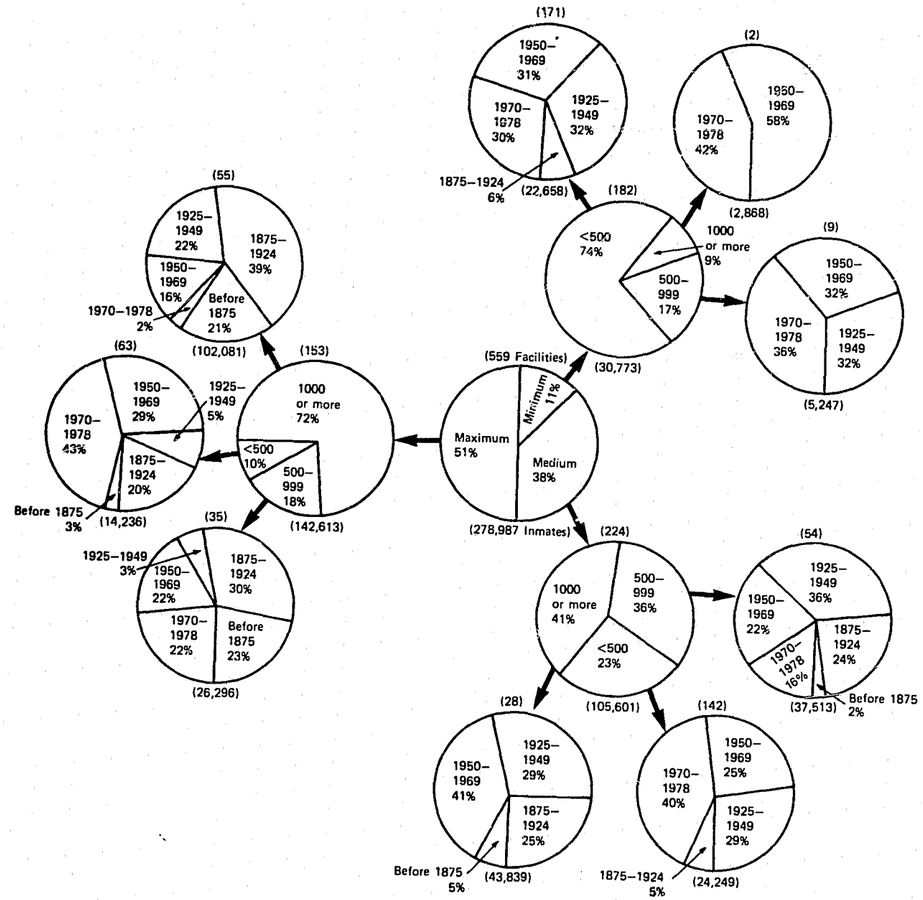
> "Multi-purpose prisons typically resemble dreary walled fortresses, studded by armed guard towers and sealed shut by massive steel doors. As a class of institution, they represent corrections' closest and strongest tie with the past and the main locus of the field's inertia. Indeed, a researcher concerned with corrections in the future feels a temptation to dismiss this class of institution as an anomaly of the past and to concentrate instead upon the contemporary adaptations of the institution such as the pre-release center. To do so, however, would ignore the continued importance of multi-purpose prisons in corrections today and would fail to take into account the amazing capacity for survival which this type of institution has demonstrated over the years."[2]

Another 10 years have passed since the Joint Commission's report, and, not surprisingly, these institutions have continued to demonstrate their capacity for survival. As shown in Figure 2.1, over half of the nation's state and federal prisoners were housed in maximum custody institutions; almost three-quarters of these lived in facilities housing 1,000 or more inmates and the majority of those were confined in prisons built prior to 1925. Expressed as a percent of the total state and federal prison population, over 20 percent of prisoners were confined in little better than one-sixteenth of the institutions and all of these facilities were large reminders of our "inglorious prison heritage."[3] Inspection of Table 2.3 shows the North Central region as the dominant user of the old "fortress" prison with 10 facilities (housing almost a third of all prisoners in the region) showing the combined attributes of large size, age and maximum custody designation.

While our definition of the fortress prison includes only the oldest facilities, construction of the large prison complex was not entirely restricted to the nineteenth and early twentieth centuries. Appendix Table B-2 presents the distribution of facilities by age, security classification and size. As indicated, of the 85 facilities housing 1,000 or more inmates, almost half were constructed between 1925 and 1969. It was not until the

Figure 2.1

Percentage Distribution of Inmates[a] in Federal and State Facilities[b] by Security Classification, Size of the Inmate Population on March 31, 1978 and the Age of the Facility



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978. Appendix Table B-1 provides supporting data for this figure; Appendix Table B-2 provides a comparable distribution of facilities by these attributes.

[a]Percentages within circles refer to inmates, the numbers of which are recorded at the foot of each circle. At the top of each circle, the number of relevant facilities is noted.

[b]Includes only facilities primarily holding inmates 24 hours per day.

Table 2.3
Distribution of Facilities and Inmates in Facilities with the Combined Attributes of Age (Constructed Prior to 1925), Large Size (Average Daily Population Greater than 1,000) and Maximum Security Designation by Region, 1978

Region	Facilities			Inmates		
	Total Number of Facilities	Number of Old, Large, Maximum Security Facilities	Percent	Total Number of Inmates	Number of Inmates in Old, Large, Maximum Security Facilities	Percent
Total U.S.	559	34	6%	278,987	62,002	22%
Federal Prisons	38	3	8	27,548	4,845	18
State Prisons	521	31	6	216,985	57,157	26
Northeast	77	6	8	39,361	9,013	23
North Central	90	10	11	58,343	17,940	31
South	284	12	4	115,878	25,181	22
West	70	3	4	37,857	5,023	13

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

decade of the 1970's that new prison construction began to emphasize smaller facilities. Of 150 facilities dated between 1970 and 1978, only two were designed to hold 1,000 or more inmates. Notably, however, these newer facilities were no less secure than their aging counterparts--despite a prediction made in the 1966 American Correctional Association (ACA) Standards that suggested, " . . . for many years to come, in most states, it will be unnecessary to build new maximum security institutions."[4] Roughly one-quarter of the facilities constructed in the 1970's were designed to provide maximum custody housing; fully one-half of all maximum security facilities were built between 1950 and 1978. While these facilities were relatively smaller (and accounted for only 28 percent of all prisoners confined in maximum security settings) maximum custody prisons built today may have a life expectancy of at least a century. Thus, this group of facilities may well be tomorrow's bastilles.

The same 1966 ACA standards offered the following assessment of the need for facilities of various security levels:[5]

- Maximum: "It is doubtful that real maximum security facilities are needed for more than 15 percent of an unselected prison population."

- Medium: "About one-half of an unselected state prison population can be handled satisfactorily in medium security facilities."

- Minimum: "If a prison system maintains an adequate program of classification, it is possible to maintain approximately one-third of the unselected adult prison population in open or minimum security institutions and facilities."

As summarized below, there clearly remains a substantial disparity between these guidelines and the actual distributions of inmates:

- Maximum: 51 percent of all state and federal inmates were confined in maximum security institutions. Consistent with the larger size of the older facilities, these institutions constituted only 27 percent of all prisons.

- Medium: 38 percent of all prisoners were held in medium custody facilities which accounted for 40 percent of all prisons.

- Minimum: Excluding inmates housed in pre-release facilities (11,437) only 11 percent of prisoners were housed in minimum security facilities. Since most of these institutions were both newer and smaller, they represented fully one-third of all facilities.

Appendix Tables B3-B7 show the regional distributions of inmates by size of facility, security classification, and the year the facility opened. The following patterns emerge:

- A large proportion of prisoners in the South and West were housed in newer facilities. In both regions, over two-thirds of all inmates were housed in facilities constructed between 1925 and 1978. This distribution may be partly the result of the many converted facilities in that region, such as tents and modular or trailer units. Because of their adaptability in warmer climates and their relatively low cost, these facilities have offered a quick means of responding to the steep rise in prisoner intake experienced in recent years. In contrast, reflecting the origins of the fortress prison, the Northeast and North Central regions confined roughly half of their prisoners in institutions constructed before 1925.

- The North Central and Western regions confined the largest percentages of prisoners in the "Mega-prison." In the West, California's 10 large facilities dominated the region; among the North Central States, Illinois and Ohio together supported 11 large facilities (Table 2.2).

- The West housed the lowest percentage of inmates in maximum security facilities with 23 percent, a figure less than half that shown for the federal system and the other three regions. This region's reliance on medium custody housing was consistent with the security classification of its inmates and, in turn, the larger portion of offenders incarcerated for "public order" offenses.

Also summarized in Appendix B (Table B-8) are the distributions of federal and state prisoners by the type of confinement units within facilities. These included regular units (holding 95.4 percent of all inmates as well as space reserved for the sick and injured (0.7 percent of inmates), for disciplinary detention (2.3 percent of inmates) and protective custody (1.6 percent of inmates). While the fraction of inmates in protective custody units is small, it is nonetheless an uncomfortable fact of prison life that this proportion represents 4,430 persons whose safety within the institution relies on total segregation from the general population of prisoners.

Federal and State Inmate Characteristics

In addition to information on facility characteristics, the survey obtained aggregate data on the characteristics of inmate populations--their age distribution, sex, race/ethnicity, offense category and security classification. Appendix Tables B9 and B10 present the regional distributions of males and females by each of these characteristics. Tables B11 - B16 display (for males and females separately) the distributions of these inmate attributes by the facility characteristics discussed above. Summary comments on these analyses are provided below. Volume II presents a more detailed analysis of the characteristics of the offender population without reference to specific types of facilities.

- Inmate Security Classification. While facility custody designations refer to the perimeter security of an institution, inmate security classifications are normally intended to reflect the degree of supervision and control required by individual inmates--regardless of the overall custody level of the institution. The standards of the Commission on Accreditation for Corrections avoid any predictions regarding the proportions of inmates who might receive maximum, medium and minimum designations, suggesting instead that all inmates should be assigned the least restrictive custodial level possible.[6] As indicated in Appendix Tables B9 and B10, 38 percent of all federal and state inmates were assigned maximum custody status; 35 percent were considered medium security risks; 22 percent received a minimum custody designation and the remaining 4 percent were accorded a "mixed" or "other" security classification. Predictably, when compared with facility designations, a lower percentage of inmates were classified as maximum security risks than lived in maximum custody facilities; similarly, a higher percentage of inmates were classified as minimum security risks.

- Offense Classification. Close to half of all prisoners were confined for violent crimes, a third for property offenses and the remainder for other crimes (e.g., drug offenses and other so-called crimes against the "public order"). Contributing to the potentially explosive environment of the fortress prison, greater percentages of those confined in older, larger maximum security facilities were classified as violent offenders.

- Race/Ethnicity. More than half of all prisoners were non-white. Blacks alone constituted 47 percent of the

male population and 53 percent of the female population. There were no discernable differences in the proportions of minority offenders held in prisons of varying sizes, ages or security classifications.

- Age. The majority of all male prisoners were between the ages of 18 and 34 with roughly equivalent proportions of 18 to 24 year olds (37 percent) and 25 to 34 year olds (38 percent). Again, these groups were distributed fairly evenly across institutions of varying sizes, ages and security classifications.

- Sex. As Table 2.2 has indicated, a total of 42 institutions were designated for females only, 26 confined both males and females and the remaining 491 held males only. Thus, female prisoners, who constituted roughly four percent of the total inmate population, were distributed among 12 percent of the facilities. Reflecting their smaller numbers and minimum security classifications, the majority of female offenders were confined in the smallest, medium and minimum security institutions. Less than one-fifth were held in maximum custody facilities.

2.3 Local Facility Characteristics

In contrast to their federal and state counterparts, local jails are larger in number, generally smaller in size and more diverse in location and jurisdiction. Many local jails are part of multi-purpose facilities that also serve as the county courthouse, the local sheriff's office or police station. With the authority to retain adults for 48 hours or longer, the local jail serves as a holding tank for pretrial detainees as well as the primary place of confinement for persons sentenced to short terms--generally less than one year. Increasingly, local jails have also served to hold inmates awaiting transfer to state facilities.[7] In Alabama, for example, as a result of the court's order in Pugh v Locke, 2,160 state prisoners were being held in county jails on December 31, 1976. At that time, 7,738 state prisoners were backed-up in local jails in 10 states.[8]

There is, of course, considerable variation across the states in the responsibilities of state and local jurisdictions. Thus, even the broadest definition for local jurisdiction may be inconsistent with local practice. In seven jurisdictions, for example, the state or federal city corrections agency is responsible for pretrial detention facilities

(Alaska, Connecticut, Delaware, Hawaii, Rhode Island, Vermont and Washington, D.C.). There are also many states where persons sentenced to one year or more need not fall under state jurisdiction, and others where the state assumes jurisdiction over those with shorter sentences. In South Carolina, for instance, jurisdictional changes effective in 1973 required the transfer of misdemeanant prisoners serving 90 days or more to state custody. In contrast, Pennsylvania prisoners sentenced up to 24 months can be held in local facilities.

Volume II presents the full distributions of the legal status of jail inmates, indicating that about half of all prisoners at the local level were awaiting trial and slightly less than one-third were serving sentences of less than one year.[9] There was no pattern of regional differences with the exception of those states in the Northeast and South that frequently used jails for sentences in excess of one year. The supplementary site visit data reported in Appendix A provide a view of the segregation policies of a sample of 24 local facilities. While males and females and juveniles and adults were commonly separated, there was far less consistency in the separation of sentenced from unsentenced prisoners--despite standards that clearly require the provision of separate quarters.[10]

Detailed data describing the characteristics of local jail populations are not yet available from the Survey of Jail Inmates conducted in 1978.[11] Results from the 1978 National Jail Census permit a division of local facilities along only two dimensions: (1) the year the facility was constructed; and (2) the average daily inmate population of each facility. The distributions of inmates and facilities according to these attributes are displayed by region in Appendix Tables B-17 and B-18. As these tables indicate, there was some regional variation in the percentage of inmates confined in jails built since 1950, ranging from 43 percent in the Northeast to 62 percent in the South and 66 percent in the West. These are parallel to the findings for state facilities cited in Table 2.2. Nationwide, 44 percent of all jails housed only up to nine inmates; 52 percent held from 10 to 249. Only 10 percent of the Northeastern facilities were in the smaller category; in all other respects there was relatively little regional variation.

2.4 An Overview of Court Orders and Pending Litigation

To complete this overview of the surveyed facilities, Tables 2.4 and 2.5 provide tabulations of the court orders/consent decrees and pending inmate suits reported by survey respondents from federal and state correctional systems. (Similar data were not available from the 1978 National Jail Census.) To highlight the areas of need being brought to the attention of the courts, both tables list the particular conditions of confinement at issue in these cases.

Table 2.4
NUMBER OF COURT ORDERS/DECREES REGARDING FACILITY CONDITIONS IN FEDERAL AND STATE ADULT CORRECTIONAL SYSTEMS IN EFFECT ON MARCH 31, 1978 BY ISSUE

Region and State	Number of Court Orders/ Decrees	Issues[a] Over-crowding	Staff Practices	Health	Sani-tation	Food	Medical Care	Due Process	Access to Courts
UNITED STATES (Total)	82	26	19	18	11	12	21	20	14
FEDERAL INSTITUTIONS (Total)	1	1	0	0	0	0	0	0	0
STATE INSTITUTIONS (Total)	81	25	19	18	11	12	21	20	14
NORTHEAST	21	4	5	4	2	1	2	4	2
Maine	1	0	1	0	0	0	0	0	0
New Hampshire	10	*	*	*	*	*	*	*	*
Vermont	0	0	0	0	0	0	0	0	0
Massachusetts	2	1	0	0	0	0	0	1	0
Rhode Island	6	1	4	4	2	1	2	2	2
Connecticut	0	0	0	0	0	0	0	0	0
New York	-	-	-	-	-	-	-	-	-
New Jersey	0	0	0	0	0	0	0	0	0
Pennsylvania	2	1	0	0	0	0	0	0	0
NORTH CENTRAL	19	1	3	1	1	2	3	4	2
Ohio	1	1	1	0	0	0	0	0	0
Indiana	0	0	0	0	0	0	0	0	0
Illinois	4	0	0	1	1	1	1	1	0
Michigan	-	-	-	-	-	-	-	-	-
Wisconsin	3	0	0	0	0	0	0	1	1
Minnesota	1	0	1	0	0	0	0	1	0
Iowa	2	0	0	0	0	0	1	1	0
Missouri	1	0	0	0	0	0	0	0	0
North Dakota	3	0	1	0	0	0	0	0	0
South Dakota	3	0	1	0	0	0	0	0	0
Nebraska	3	0	0	0	0	1	0	0	0
Kansas	-	-	-	-	-	-	-	-	-
SOUTH	29	17	10	10	6	7	11	12	8
Delaware	2	2	0	0	0	0	0	0	0
Maryland	5	1	0	0	0	0	1	1	0
District of Columbia	3	2	3	3	1	1	1	2	0
Virginia	1	0	1	1	0	1	1	1	1
West Virginia	-	-	-	-	-	-	-	-	-
North Carolina	0	0	0	0	0	0	0	0	1
South Carolina	1	0	0	0	0	0	1	0	0
Georgia	4	0	0	0	0	0	0	1	1
Florida	-	1	0	1	0	0	1	0	0
Kentucky	0	0	0	0	0	0	0	0	0
Tennessee	1	1	0	0	1	0	0	0	1
Alabama	4	4	2	2	2	2	2	3	2
Mississippi	4	3	1	1	1	1	1	2	1
Arkansas	1	1	1	0	0	1	1	0	0
Louisiana	1	1	1	1	1	1	1	1	0
Oklahoma	2	1	1	1	0	0	1	1	1
Texas	-	-	-	-	-	-	-	-	-
WEST	12	3	1	3	2	2	5	0	2
Montana	0	0	0	0	0	0	0	0	0
Idaho	0	0	0	0	0	0	0	0	0
Wyoming	2	2	1	2	0	0	2	0	0
Colorado	0	0	0	0	0	0	0	0	0
New Mexico	-	0	0	1	2	2	2	0	0
Arizona	1	1	0	0	0	0	0	0	1
Utah	2	0	0	0	0	0	0	0	0
Nevada	0	0	0	0	0	0	0	0	0
Washington	0	0	0	0	0	0	0	0	0
Oregon	3	0	0	0	0	0	0	0	0
California	-	0	*	0	0	0	*	*	*
Alaska	4	0	0	0	0	0	1	0	0
Hawaii	0	0	0	0	0	0	0	0	0

Source: Survey of State and Federal Adult Correctional System, 1978.

[a]Court orders/decrees may deal with more than one issue and therefore may be counted more than once. Due to reporting error or the absence of more specific information the totals listed under each issue will not add up to the total number of court orders/decrees in effect.

See Appendix Table B-19 for display of other issues regarding facility conditions involved in court orders/decrees.

*Signifies that the number of court orders/decrees is unknown.
-Signifies that no response was given.

Table 2.5
Pending Litigation Regarding Facility Conditions in Federal and State Adult Correctional Systems in Effect on March 31, 1978 by Issue

Region and State	Number of Suits Filed	Issues[a] Over-crowding	Staff Practices	Health	Sani-tation	Food	Medical Care	Due Process	Access to Courts
UNITED STATES (Total)	8,186	124	768	443	168	228	773	1,003	219
FEDERAL INSTITUTIONS (Total)	600	*	*	*	*	*	*	*	*
STATE INSTITUTIONS (Total)	7,586	124	768	443	168	228	773	1,003	219
NORTHEAST	3,519	2	172	200	33	28	80	164	65
Maine	2	0	2	2	2	0	2	2	1
New Hampshire	30	0	10	4	2	2	8	12	4
Vermont	16	1	2	1	0	1	1	11	5
Massachusetts	83	1	28	5	9	5	19	34	5
Rhode Island	150+	*	*	*	*	*	*	*	*
Connecticut	250	0	0	0	0	5	20	25	0
New York	2,388	0	10	173	0	0	0	0	0
New Jersey	500	*	*	*	*	*	*	*	*
Pennsylvania	100	0	120	15	20	15	30	80	50
NORTH CENTRAL	1,142	34	349	69	45	31	229	360	70
Ohio	3	1	0	0	0	0	1	0	0
Indiana	60	3	30	11	9	10	10	37	5
Illinois	230	14	77	36	26	11	65	69	31
Michigan	380	0	39	0	0	0	67	0	18
Wisconsin	417	15	200	10	0	1	75	250	15
Minnesota	25	*	*	*	*	*	*	*	*
Iowa	12	0	0	10	8	8	8	0	0
Missouri	1	0	0	1	1	0	1	0	0
North Dakota	1	0	1	0	0	0	0	0	0
South Dakota	0	0	0	0	0	0	0	0	0
Nebraska	13	1	2	1	1	1	2	4	1
Kansas	-	-	-	-	-	-	-	-	-
SOUTH	2,231	63	215	160	74	152	446	423	59
Delaware	65	0	10	10	0	5	0	6	0
Maryland	8	2	0	0	0	0	0	0	0
District of Columbia	180	1	1	1	0	0	1	1	0
Virginia	225	*	*	*	*	*	*	*	*
West Virginia	-	-	-	-	-	-	-	-	-
North Carolina	14	12	5	7	4	2	7	2	2
Sourth Carolina	52	3	20	5	3	0	10	16	3
Georgia	172	12	0	34	14	13	70	35	21
Florida	0	0	0	0	0	0	0	0	0
Kentucky	35	6	35	10	15	15	10	25	8
Tennessee	5	1	1	1	1	1	1	1	1
Alabama	520	20	15	15	15	15	15	15	10
Mississippi	25	1	5	2	2	1	6	6	2
Arkansas	125	5	100	25	0	0	25	15	2
Louisiana	800	0	20	50	20	100	300	300	10
Oklahoma	5	0	3	0	0	0	1	1	0
Texas	-	-	-	-	-	-	-	-	-
WEST	694	25	32	14	16	17	18	56	25
Montana	0	0	0	0	0	0	0	0	0
Idaho	1	1	0	0	0	0	0	0	0
Wyoming	1	1	1	1	1	1	1	1	1
Colorado	0	0	0	0	0	0	0	0	0
New Mexico	17	2	8	10	10	8	6	13	13
Arizona	30	15	0	0	2	5	5	20	5
Utah	4	1	3	1	1	1	1	1	2
Nevada	0	0	0	0	0	0	0	-	0
Washington	1	1	0	0	0	0	0	0	0
Oregon	11	1	3	0	0	0	2	4	0
California	600	0	-	0	0	-	-	-	-
Alaska	14	1	2	0	0	0	3	2	0
Hawaii	15	2	15	2	2	2	0	15	4

Source: Survey of State and Federal Adult Correctional System, 1978.

[a]Litigation may deal with more than one issue and therefore may be counted more than once. Due to reporting error or the absence of more specific information, the totals listed under each issue will not add up to the total number of suits filed.

See Appendix Table B-20 for display of other issues in litigation, as specified by respondents in an "other" category.

*Signifies that the number of suits filed is unknown.
-Signifies that no response was given.

Inspection of Tables 2.4 and 2.5 provides a revealing measure of the deteriorating conditions of confinement in the nation's prisons and the implied inaction of state officials. A total of 82 court orders were in effect on March 31, 1978. Many of these were the result of comprehensive attacks on entire state prison systems. Facilities in the Northeast and North Central regions accounted for 26 and 23 percent of these orders respectively. Consistent with the larger number of facilities in the South, the greatest proportion of court orders was found in that region (35 percent), while the West accounted for only 15 percent.

In addition to these comprehensive orders, states reported a total of 8,186 pending cases filed by inmates. In contrast to the regional distribution of court orders, pending litigation was concentrated in the Northeast, which accounted for 46 percent of all state cases reported on March 31, 1978. The South followed with 29 percent of all cases, the North Central region with 15 percent, and the West only nine percent. Since the disproportionate number of cases in the Northeastern region may simply reflect a social climate more conducive to litigation, these distributions cannot be viewed as true measures of litigable facility conditions or levels of inmate discontent. They do, however, provide a "view from the bench" of institutional practices that required mediation, indicating the substantial burden that the prison environment has placed on the courts.

Crowding. As the preceding chapter has indicated, the issue of crowding has been one of the most conspicuous concerns of the courts; as seen in Table 2.4 it was an issue raised in 26 court orders in effect on March 31, 1978. Complaints regarding crowding have appeared relatively infrequently in inmate litigation, which has focused more often on staff practices, the provision of institutional services, and legal protections. However, when asked about areas of institutional operations most in need of improvement, the limited sample of state inmates questioned during site visits (25) commonly cited overcrowding and the absence of privacy as major problems at their facilities. While many fewer local inmates made this complaint, interestingly, more local than state corrections officials mentioned the need for more living and bed space in their facilities. (Appendix A provides the tabulations for these site visit data.)

Medical and Health Care Services. For both court orders and pending litigation, the provision of medical and health care services combined represented the single most frequently cited issue. In marked contrast, relatively few of the 24 prison and 24 jail administrators interviewed during the site visits mentioned the need for more medical and psychiatric facilities or improved health care services (see Appendix A). While close to one-third or more of both state and local administrators cited the need for better recreational facilities and higher budgets for maintenance and repairs, only 13 percent noted additional medical care needs. Similarly, in the services area, the need for improved vocational training was mentioned more than three times as often as the need for improved health care services.

Staff Practices. One-fourth of the court orders and nine percent of the pending inmate suits reported in Tables 2.4 and 2.5 were concerned, at least in part, with staff practices. Many of the issues listed by the respondents in the "other" categories of both tables also included institutional or staff practices--e.g., "brutality," "discipline," "visitations," "classifications," or "procedures."

Other Physical Conditions of Confinement. Food services and sanitation practices are the remaining conditions cited with some consistency in both inmate litigation and court orders. That strong needs exist in these areas was clearly supported by the interview data reported in Appendix A. Administrators at the site visited state and local facilities cited the need for better maintenance and repairs, and inmates frequently complained about the consequences of inadequate maintenance--faulty plumbing, poor sanitation, and inadequate temperature control, ventilation, and lighting. A complete assessment of facility standards in each of these areas was beyond the scope of this study. However, the site visits did include limited inspections of inmate living quarters, sanitation, fire safety equipment, light levels, and airflow; the results of these inspections are also reported in Appendix A.

A more recent tally of effective and pending court actions challenging the conditions of confinement in state institutions is reported in Table 2.6 with relevant case citations. This table reveals the continuation of the trend reported by the survey respondents, suggesting quite clearly that in the absence of state executive or legislative action, the conditions of confinement will be increasingly subject to external dictation.

Table 2.6
Litigation Involving Prison Conditions and Overcrowding, April 1980

State	Affected Institution	Status	Case
Alabama	State System	Court order; Receiver appointed 466 F.Supp 628 (M.D. Ala. 1979).	*Pugh v. Locke,* 406 F.Supp 318 (M.D. Ala. 1976).
Arizona	State Penitentiary	Preliminary orders limiting prison population and reclassification.	*Harris v. Caldwell,* C.A. No. 75-185, PHX-CAM (D. Ariz.).
Arkansas	State System	Court order; Special Master appointed.	*Finney v. Mabry,* 458 F.Supp 720 (E.D. Ark. 1978).
Colorado	Maximum Security Penitentiary	Declared unconstitutional and ordered closed; partial stay issued pending appeal (10th Cir. 380).	*Ramos v. Lamm,* C.A. No. 77-K-1093 (D. Col. 12/20/79).
Delaware	State Penitentiary	Court order	*Anderson v. Redmon,* 429 F.Supp 1105 (D. Del. 1977).
Florida	State System	Court order	*Costello v. Wainwright,* 397 F.Supp 20 (M.D. Fla. 1975).
Georgia	State Penitentiary at Reidsville	Court order; Special Master appointed.	*Guthrie v. Evans,* C.A. No. 3068 (S.D. Ga.).
Illinois	State Penitentiary at Menard	Court order	*Lightfoot v. Walker,* C.A. No. 78-2095 (S.D. 111. 2/19/80).
Indiana	State Penitentiary at Pendleton	Pending	*French v. Owens*
	State Penitentiary at Michigan City	Pending	*Wellman v. Faulkner,* 1P79-37-C (S.D. Ind.).
Iowa	State Penitentiary	Pending	*Watson v. Ray,* C.A. No. 78-106-1, filed 12/28/79 (S.D. Ia).
Kentucky	State Penitentiary and Reformatory	Court order (by consent decree)	*Kendrick v. Carroll,* C76-0079 (W.O. Ky.) and *Thompson v. Bland,* (April 1980).
Louisiana	State Penitentiary	Court order	*Williams v. Edwards,* 547 F.2d 1206 (5th Cir. 1977).
Maine	State Penitentiary	Pending	*Lovell v. Brennan,* C.A. _____ (D. Me.).
Maryland	2 State Penitentiaries	Declared unconstitutional	*Johnson v. Levine,* 450 F.Supp 648 (D. Md. 1978), *Nelson v. Collins,* 455 F.Supp 727 (D. Md. 1978).
Massachusetts	Maximum Security Unit at Walpole	Pending	*Blake v. Hall,* C.A. 78-3051-T (D. Mass.).
Mississippi	State System	Court order	*Gates v. Collier,* 501 F.2d 1291 (5th Cir. 1974).
Missouri	State Penitentiary	Court order	*Burks v. Teasdale,* 603 F.2d 59 (8th Cir. 1979).
Nevada	2 State Penitentiaries	Pending	*Maginnis v. O'Callaghan,* C.A. No. 77-0221 (D. Nev.).
New Hampshire	State Penitentiary	Court order	*Laaman v. Helgemoe,* 437 F.Supp 269 (D. N.H. 1977).

State	Affected Institution	Status	Case
New Mexico	State Penitentiary	Pending	*Duran v. Apodaca,* C.A. No. 77-721-C (D. N.M.).
North Carolina	Central Prison at Raleigh	(NO INFORMATION AVAILABLE)	
	Women's Prison	Pending	*Batton v. State Gov't of North Carolina,* C.A. No. 80-143-CRIT-5 (E.D. N.C.), filed February 25, 1980.
Ohio	State Penitentiary at Lucasville	Court order	*Chapman v. Rhodes,* 434 F.Supp 1007 (S.D. Oh. 1977).
	State Prison at Columbus	Court order by Consent Decree; to close in 1983.	*Stewart v. Rhodes,* C.A. No. C-2-78-220 (S.D. Ohio) (12/79).
	State Prison at Mansfield	Pending	*Boyd v. Denton,* C.A. 78-1054A (N.D. Oh.).
Oklahoma	State System	Court order	*Battle v. Anderson,* 564 F.2d 388 (10th Cir. 1977).
Rhode Island	State System	Court order; Special Master appointed.	*Palmigiano v. Garrahy,* 433 F.Supp 956 (D. R.I. 1977).
South Carolina	State Penitentiary	Pending	*Mattison v. South Carolina Board of Corrections* C.A. No. 76-318.
Tennessee	State System	Declared unconstitutional; preliminary order closing one unit.	*Trigg v. Blanton,* C.A. No. A6047- Chancery Court, Nashville.
Texas	State System	Pending	*Ruiz v. Estelle,* trial ended summer, 1979.
Utah	State Penitentiary	Pending	*Nielson v. Matheson*
Washington	State Reformatory (Walla Walla)	Pending	*Collins v. Rhay,* C.A. No. C-7813-V (W.D. Wash).
Wyoming	State Penitentiary	Court order by consent decree	*Bustos v. Herschler,* C.A. No. C-76-143-B (D. Wyo.).

Source: National Prison Project of the American Civil Liberties Union Foundation.

Chapter 2: NOTES

1. John J. Galvin and Loren Karacki, Manpower and Training in Correctional Institutions, Joint Commission on Correctional Manpower and Training, Washington, D.C., December, 1969, p. 16.

2. Ibid, p. 17.

3. David Fogel, "We Are the Living Proof. . . .": The Justice Model for Corrections, Cincinnati: Anderson, 1976, p. 1.

4. American Correctional Association Manual of Correctional Standards, Third Edition, College Park, Maryland, 1966.

5. Ibid, pp. 332-333.

6. Commission on Accreditation for Corrections, Manual of Standards for Adult Correctional Institutions, (Standard 4193), Rockville, Maryland, 1977, p. 37.

7. Pugh v. Locke, 406 F. Supp. 318 (M.D. Ala. 1976): affirmed and remedied by U.S. Court of Appeals, 5th Circuit, September 16, 1977, No. 76-2269.

8. National Criminal Justice Information and Statistics Service, Prisoners in State and Federal Institutions on December 31, 1976. These were Maryland, South Carolina, Arkansas, Virginia, Georgia, Florida, Alabama, Mississippi, Louisiana, and New Jersey.

9. Data obtained from interviews conducted with inmates for the 1978 Survey of Jail Inmates indicated that only 42 percent of the inmates in local jails were unconvicted. The Bureau of the Census has been unable to reconcile the differences between the two values.

10. See Section 5337 in the Manual of Standards for Adult Local Detention Facilities, Commission on Accreditation for Corrections (Rockville, MD: American Correctional Association, 1977), p. 71. See also, Section 003 on page 48 of the Department of Justice draft, "Federal Standards for Corrections."

11. Data will be available at a later date when the report based on the Survey of Jail Inmates is completed.

CHAPTER 3
A PERSPECTIVE ON CROWDING

As preceding chapters have reported, crowding[1] has been a principal factor prompting judicial involvement in corrections policy. While there has been little systematic research on the consequences of crowding in the prison environment, previous studies have suggested that illness complaints,[2] disciplinary infractions,[3] deaths, suicides, self-mutilation, psychiatric commitments and assault and violence[4] may be associated with housing conditions or perceptions of crowding. In considering the constitutionality of confinement in crowded institutions, the courts, in turn, have cited the destructive psychological effects, the infringements on privacy and personal dignity and the risks to the personal security and health of inmates.[5]

Although there has been little agreement on the totality of conditions that constitute a crowded living space, several key physical dimensions repeatedly appear in court decisions and professional standards. Among these are:

- the number of inmates per confinement unit (occupancy);
- the number of hours confined to quarters (freedom of movement);
- the square feet of living space provided (density).

As Chapter 1 (and Appendix A-1) has shown, while the courts have stopped short of selecting a number of square feet as a constitutionally required minimum, they have set limits on the size of a population which is allowed given a certain capacity. Alabama is a case in point, where the court declared that the existing state facilities could not exceed a fixed number of inmates. Moreover, given the increasing convergence of various sets of standards around such numbers as the 60 square foot measure (see Table 3.1), one cannot exclude the possibility that future court decisions may include these standards in the definitions of Eighth Amendment requirements. At the very least, the Draft Federal Standards have noted, federal courts may reasonably consider compliance with these standards in assessing the need for court intervention.

To provide a view of the potential impact of standards governing prison and jail capacity, this chapter addresses the central research questions defined in Chapter 1 and elaborated below:

Table 3.1
Comparison of Correctional Space Standards

	ACA Commission on Accreditation for Corrections		U.S. Department of Justice Draft
	MANUAL OF STANDARDS FOR ADULT CORRECTIONAL INSTITUTIONS[a]	MANUAL OF STANDARDS FOR ADULT LOCAL DETENTION FACILITIES[b]	"FEDERAL STANDARDS FOR CORRECTIONS"[c]
CELLS	**4142** There is one inmate per room or cell, which has a floor area of at least 60 square feet, provided inmates spend no more than 10 hours per day locked in, exclusive of counts; when confinement exceeds 10 hours per day, there are at least 80 square feet of floor space. (Important) DISCUSSION: The institution should provide humane care. Single cells provide privacy and enable inmates to personalize living space. Less personal living space is required for inmates who have programs and activities available to them throughout the institution.	**5102** All cells and detention rooms designed for single occupancy house only one inmate. (Detention – Essential, Holding – Essential) DISCUSSION: Single-cell occupancy provides privacy and protection for the inmate, and should be provided based on the designed capacity of the facility.	**002** All cells and detention rooms rated for single occupancy house only one inmate.
		5103 Single rooms or cells in *detention facilities* have at least 60 square feet of floor space, provided inmates spend no more than 10 hours per day locked in, exclusive of counts; when confinement exceeds 10 hours per day, there are at least 70 square feet of floor space. (Detention – Essential, Holding – Not Applicable) DISCUSSION: Rooms or cells of sufficient size enable inmates to personalize living space. Inmates who have access to programs and activities throughout the facility require less space in their rooms or cells because they do not spend as much time there.	**003** Single rooms or cells in *holding facilities* have, at a minimum, 50 square feet of floor space. **004** Single rooms or cells have at least 60 square feet of floor space. Where inmates spend more than 10 hours per day in the room or cell, there is at least 70 square feet of floor space in *detention facilities* and at least 80 square feet in *long-term institutions*.
		5106 Multiple-occupancy cells are designed to house no more than 16 inmates, with a minimum of 50 square feet of floor space per inmate in the sleeping area. (Detention – Essential, Holding – Not Applicable) DISCUSSION: The facility classification committee should carefully evaluate each inmate, before assigning him/her to a multiple-occupancy cell, for the purpose of ensuring the protection of the individual being assigned as well as the protection of the other inmate(s) already assigned to the cell. Only minimum security inmates should be assigned to multiple-occupancy cells.	**005** Multiple-occupancy cells house no more than *16 inmates*, with a minimum of 60 square feet of floor space per inmate in the sleeping area (excluding activity spaces). DISCUSSION: The facility classification committee should carefully evaluate each inmate before assigning him/her to a multiple-occupancy cell for the purpose of ensuring the protection of the individual being assigned as well as the protection of the other inmate(s) already assigned to the cell.
DORMITORIES	**4144** Where used, dormitories house not more than 50 inmates each, and have: At least 10 cubic feet of fresh or purified and recirculated air per minute for each person occupying the dormitory; Access to hot and cold running water; Adequate toilet and shower facilities; Locker for each individual; Lighting of at least 20 footcandles; A minimum floor area of 60 square feet per inmate and a clearn floor-to-ceiling hight of eight feet; Noise levels low enough so as not to interfere with normal human activities; No double or triple bunking; and Clear observation supervision lines of sight for staff. (Important) DISCUSSION: Where dormitory housing cannot be avoided, the number of inmates per dormitory should be kept low. Living conditions may be enhanced by placing partitions between beds or by increasing the space between beds as much as possible. Chairs and desks should be provided for reading and writing.	**5107** Dormitory living units are designed for a capacity of no more than 50 inmates, with a minimum of 50 square feet of floor space per inmate in the sleeping area. (Detention – Essential, Holding – Not Applicable) DISCUSSION: Dormitories are large multiple-occupancy rooms that can be used to house minimum security inmates who do not need to be segregated and who pose relatively little risk to the facility or other inmates. Living conditions may be enhanced by placed partitions between beds or by increasing the space between beds as much as possible.	**012** Dormitory living units house no more inmates than can be *safely and effectively supervised* in a dormitory setting with a minimum of 60 square feet of floor space per inmate (excluding activity spaces). DISCUSSION: Dormitories are large multiple-occupancy rooms that can be used to house *minimum security inmates* who do not need to be segregated and who pose relatively little risk to the facility or to other inmates. Insofar as possible, living conditions should be enhanced by placing privacy partitions between beds or by increasing the spaces between beds as much as possible.
		5108 There is a separate day room for each cell block or detention room cluster. (Detention – Essential, Holding – Not Applicable) DISCUSSION: Day rooms equivalent to a minimum of 35 square feet per inmate should be available to all inmates for reading, writing or table games. Tables should be provided, which may also be used for dining.	**006** There is a separate day room for each cell block or detention room cluster.

[a] Commission on Accreditation for Corrections, *Manual of Standards for Adult Correctional Institutions* (Rockville, Md.: American Correctional Association, August 1977), pp. 27, 28.

[b] Commission on Accreditation for Corrections, *Manual of Standards for Adult Local Detention Facilities*, (Rockville, Md.: American Correctional Association, December, 1977), pp. 21, 22.

[c] United States Department of Justice draft, "Federal Standards for Corrections," June, 1978, pp. 10, 12.

Note: Other standards address the minimum space necessary or desirable for persons incarcerated in prisons and jails. For example: the National Advisory Commission on Criminal Justice Standards and Goals, *Corrections* (Washington, D.C.: U.S. Government Printing Office, 1973), p. 358, established 80 square feet as the minimum standard. The National Sheriffs' Association, *A Handbook on Jail Architecture* (Washington, D.C.: National Sheriffs' Association, 1975), p. 63, recommended 70 square feet of floor space for jails. The American Public Health Association, *Health Standards for Correctional Institutions* (Washington, D.C.: American Public Health Association, 1976) recommended a minimum of 60 square feet of floor space. The ABA Rights of Prisoners draft recommends one inmate per unit of adequate size and dorms designed for maximum privacy consistent with prisoner safety. The National Clearinghouse for Criminal Justice Planning and Architecture has recommended 70 square feet per inmate.

Capacity

- To what extent does reported capacity understate or overstate a standard of measured capacity that provides one unit of capacity for any room or cell and 60 square feet of floor space per unit of dormitory capacity?
- To what extent does reported capacity differ from a measure that requires all units of capacity to have at least 60 square feet of floor space?
- How many institutions of what ages, sizes and security classifications fail this latter test in the majority of their confinement units?

Density

- Considering floor space per inmate (rather than space per confinement unit), to what extent are federal, state and local prisoners confined with less than 60 square feet of floor space each?

Occupancy

- To what extent are cells occupied by more than one person? To what extent are celled inmates confined to quarters less than 10 hours per day? Are dormitory quarters frequently shared by more than 50 persons?

Crowding

- Combining density and occupancy standards, how crowded are the nation's prisons and jails?

For many of the analyses in this chapter, the results are presented at the regional or national level of aggregation. However, in view of the significant variation among states, the supporting data for individual states are provided in Appendix C.

3.1 Measures of Capacity

In order to assess the actual space available to house the nation's prisoners or to understand the extent of crowding, the use of a uniform standard of capacity is essential. Capacity is intended to reflect the

number of inmates that a confinement unit, facility, or entire correctional agency can hold. Most efforts to characterize prison and jail space have relied on reported "design" or "rated" capacities. These measures of capacity have traditionally been determined by correctional officials, using whatever criteria they believe to be most appropriate. Indeed, the capacities of correctional facilities have been administratively redefined from time to time, often with no attendant changes to the physical plant. It is sometimes the case that similar facilities in different jurisdictions will have dramatically different capacities. For example, a facility in one jurisdiction may be rated to have a capacity of 500 while a similar facility in another jurisdiction may be rated to have a capacity of 1,000. The former jurisdiction is rating its 500 cells to hold one inmate each, while the latter jurisdiction rates its cells, of approximately equal size, to hold two inmates each. Ratings of dormitory space can be even more arbitrary.

To rectify this problem, the surveys conducted for this report asked for the physical dimensions, in square feet of floor space, of all confinement units where inmates spend the night. This information has, for the first time, permitted the development of a uniform physical measure of "bedspace" capacity in the United States.

Recognizing that responding agencies' definitions of the various types of confinement units might also vary significantly from one jurisdiction to another, we categorized all confinement units as measuring less than 120 square feet or measuring 120 square feet or more. For convenience, we use the terms "cell" and "dormitory," respectively, to refer to these two types of confinement units.

All confinement units with less than 120 square of feet of floor space (cells) are rated as having a capacity of one inmate, since confinement units of this size holding more than one inmate would fail to meet a standard of 60 square feet per inmate.[6] Thus, any unit smaller than 120 square feet has a capacity of one, at most.

Confinement units with 120 or more square feet of floor space (dormitories) are assumed capable of holding more than one inmate. Their capacity is defined as the smaller of two values, the total square feet of floor space divided by 60 or the jurisdictionally defined capacity. This distinction is made because we found from our site visits that the utilization of space within the larger confinement units makes it difficult to interpret square footage in terms of sleeping space. For example, activity areas (e.g., day rooms) were sometimes included in the square footage figure if they were located inside confinement units. Our measure of dormitory capacity provides a minimum of 60 square feet per inmate and precludes an administrative determination of capacity smaller than this minimum standard.

Figure 3.1 shows that cells, as we have defined them, constituted about half the measured capacity of federal and local facilities and almost two-thirds the capacity of state facilities.

Figure 3.2 shows significant differences in the mix of confinement units in each of the four regions. For both state and local facilities in the South, less than five out of every 10 beds were in cells. The range in the proportion of measured capacity comprised of cells varied from almost all of the state capacity in the Northeast to only one-third of the local capacity of the West. Capacity not composed of cells is defined as dormitory space; thus, for example, two-thirds of the local capacity of the West was made up of dormitory living space.

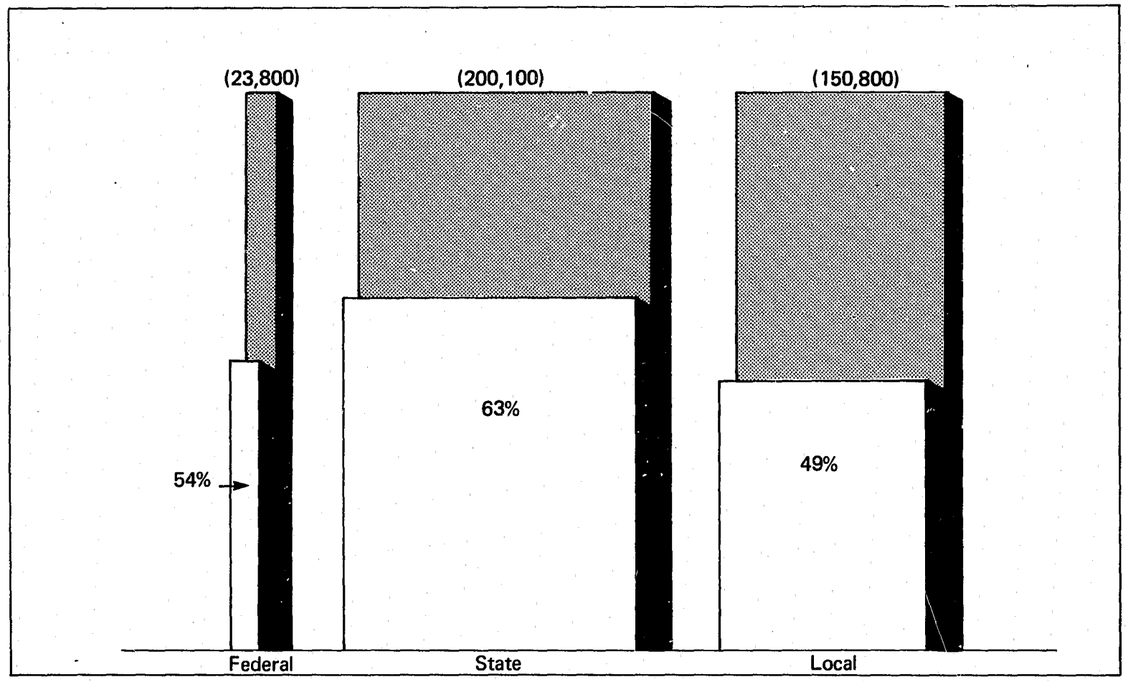
Comparisons of Capacity Measures

In addition to a measure of physical capacity based on the number of square feet for each confinement unit, data were also collected on the most recent administratively-determined capacities. Not surprisingly, a comparison of the two measures revealed a substantial discrepancy between state definitions of capacity and the study's uniform definition based on square footage. For all federal, state and local facilities, reported capacity was slightly more than half a million beds in 1978. Applying the standard measure of capacity described above, however, provided a figure of 374,700 beds. Thus, our measure of capacity resulted in the loss of one-quarter of the spaces reported by the various federal, state, and local correctional agencies. It must be noted that we are not yet describing the actual distribution of inmates in correctional facilities, but only reported and measured capacities. As noted below, the population of federal, state, and local correctional facilities was far from evenly distributed throughout the available correctional capacity of the nation.

Table 3.2 displays both reported and measured capacities by type of confinement unit. Figure 3.3 displays this relationship between the reported capacity and measured capacity as defined by this study. For Federal facilities, reported capacity was only slightly greater than measured capacity. In state facilities, reported capacity was 22 percent greater than measured capacity, while local facilities reported a capacity 55 percent greater than measured capacity. Clearly, the application of a standard of at least 60 square feet per inmate would have the greatest impact on the approximately 3,500 local correctional facilities.

While there was little regional variation among federal facilities, at both the state and local levels there were important regional differences. As presented in Figure 3.4, these differences were especially marked in the South. The South reported 33 percent more prison capacity and 78 percent more jail capacity than we computed using our physical measure of capacity.

Figure 3.1
Percentage of the Total Measured Capacity[a] Comprised of Cells[b] for Federal, State and Local Adult Correctional Facilities—1978[c]



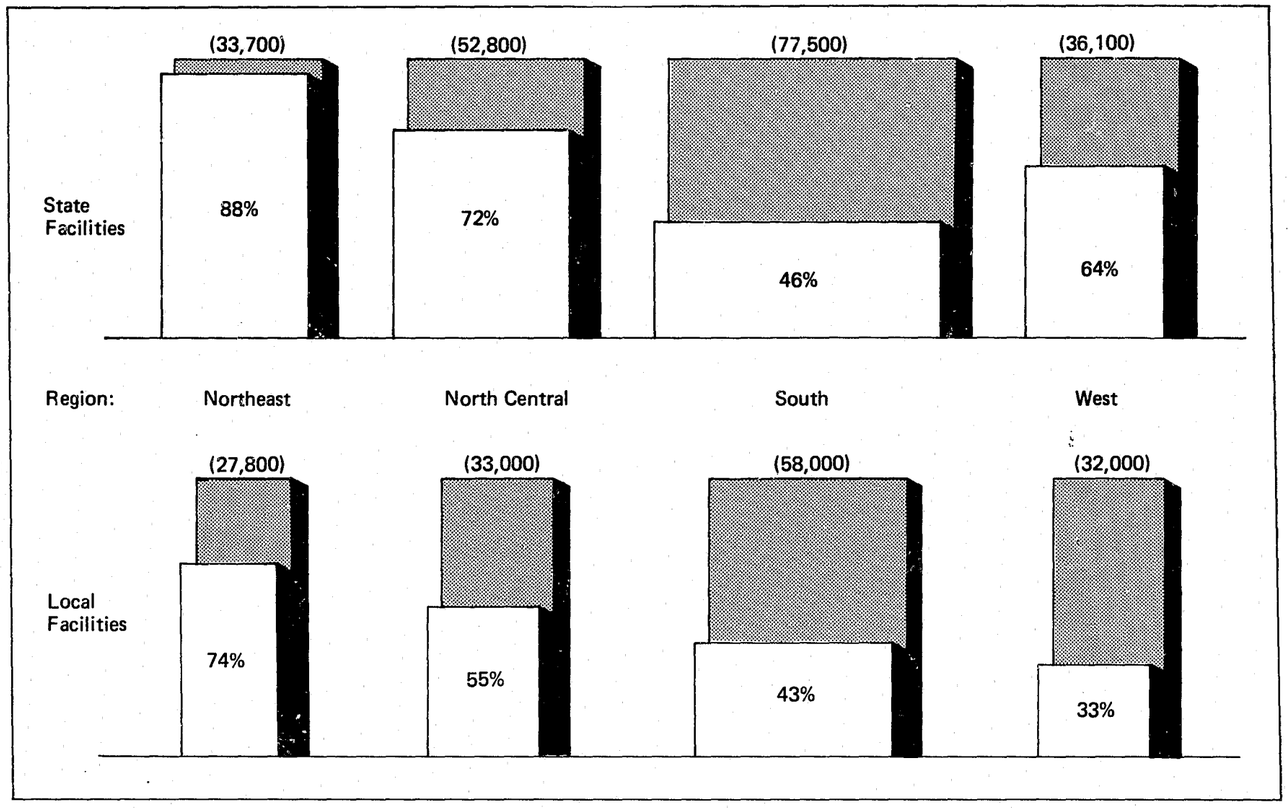
Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978. See note provided with Table 3.2.

[a]Measured capacity is defined as one inmate per cell or for dormitories as the smaller of (1) Number of square feet of floor space/60 or (2) The jurisdictionally reported capacity.

[b]Confinement units with less than 120 square feet of floor space.

[c]The width of each bar has been drawn as a proportion of the total measured cell capacity.

Figure 3.2
Percentage of the Total Measured Capacity[a] Comprised of Cells[b] for State and Local Adult Correctional Facilities by Region—1978[c]



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978. See note provided with Table 3.2.

[a]Measured capacity is defined as one inmate per cell or for dormitories as the smaller of (1) Number of square feet of floor space/60 or (2) The jurisdictionally reported capacity.

[b]Confinement units with less than 120 square feet of floor space.

[c]The width of each bar has been drawn as a proportion of the total measured cell capacity.

TABLE 3.2

Measured and Reported Capacities of Federal, State, and Local Confinement Units by Type of Confinement Unit-1978

	Total		Type of Confinement Units			
			Cells[a]		Dormitories[b]	
	Measured Capacity	Reported Capacity[c]	Measured Capacity[d]	Reported Capacity[c]	Measured Capacity[e]	Reported Capacity[c]
Total United States	374,700	502,200	213,400	284,300	161,300	217,900
Federal Facilities	23,800	24,800	12,900	12,800	10,900	12,000
State Facilities	200,100	243,500	126,300	154,000	73,800	89,500
Local Facilities	150,800	233,900	74,200	117,500	76,600	116,400

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978
National Jail Census (CJ-3/CJ-4), 1978

Note: Almost every state system had a few confinement units for which there were some missing values. Five of the states had over 500 inmates housed in confinement units not included in this table. Hence, the total measured capacity for state facilities provided in this table probably underestimates by 10,000 to 15,000 beds the figure that would have been obtained if there were no missing data.

Northeast:	Connecticut	850
	New York	5,000
South:	North Carolina	2,100
	Virginia	1,700
West:	California	750

[a] Confinement units with less than 120 square feet of floor space.

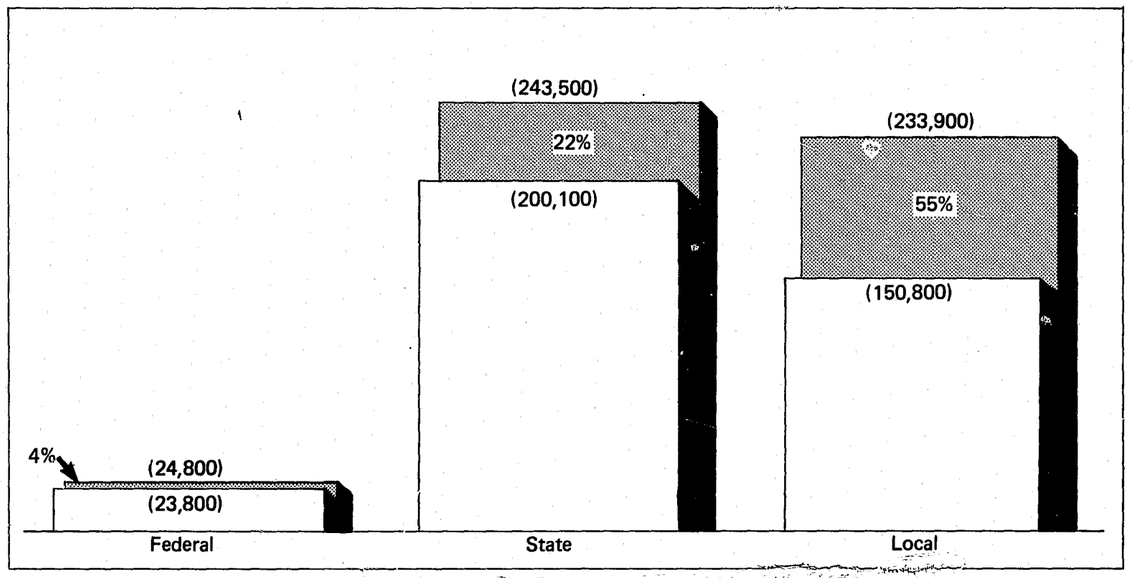
[b] Confinement units with 120 or more square feet of floor space.

[c] The capacity of individual confinement units as reported by the jurisdiction.

[d] Measured capacity is defined as one inmate per cell.

[e] Measured capacity for dormitories is defined as the smaller of: (1) Number of square feet of floor space/60 or (2) The jurisdictionally reported capacity.

Figure 3.3
Percentage of Reported Capacity[a] in Excess of Measured Capacity[b] for Federal, State and Local Adult Correctional Facilities—1978

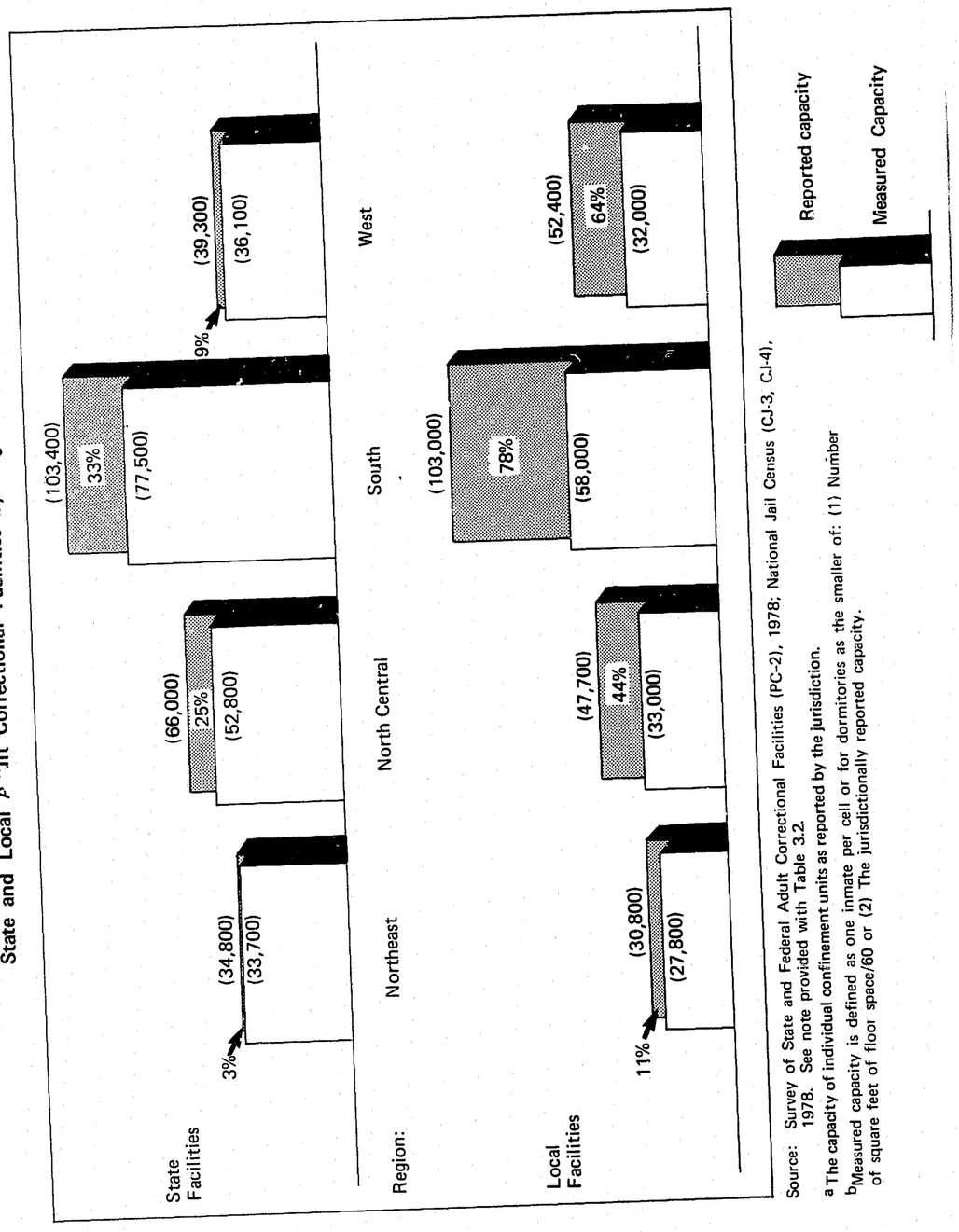


Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978. See note provided with Table 3.2.

[a] The capacity of individual confinement units as reported by the jurisdiction.

[b] Measured capacity is defined as one inmate per cell or for dormitories as the smaller of: (1) Number of square feet of floor space/60 or (2) The jurisdictionally reported capacity.

Figure 3.4
Percentage of Reported Capacity[a] in Excess of Measured Capacity[b] for State and Local Adult Correctional Facilities by Region—1978



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978. See note provided with Table 3.2.

[a] The capacity of individual confinement units as reported by the jurisdiction.

[b] Measured capacity is defined as one inmate per cell or for dormitories as the smaller of: (1) Number of square feet of floor space/60 or (2) The jurisdictionally reported capacity.

In contrast, the Northeast showed measured capacity only slightly overstated by reported capacity for either state or local facilities. In the West, however, there was little difference between rated and measured capacity for state facilities, but reported capacity was greater than measured capacity by some 64 percent for local facilities.

The Distribution of Cells by Size of Cell

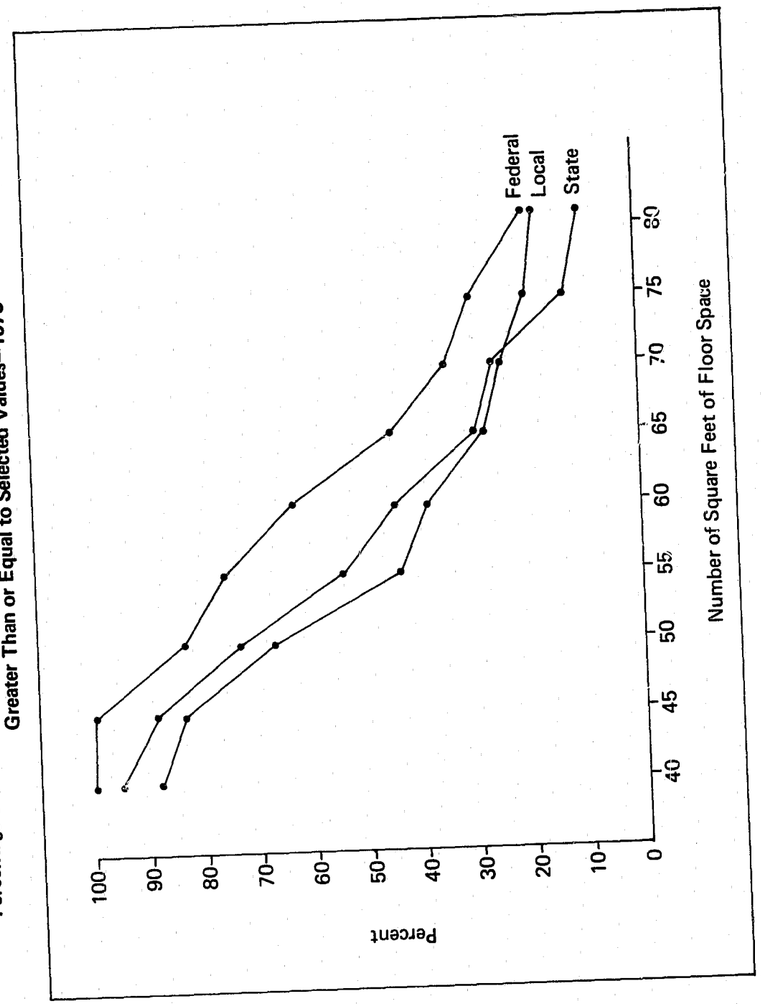
While our definition of measured capacity provides at least 60 square feet per unit of capacity in dormitories, it provides one full unit of capacity for any room or cell. Since cells are defined as units less than 120 square feet, the measured capacity figures do not necessarily represent units of capacity that would consistently meet proposed minimum standards of 60 square feet per space. Accordingly, this section reviews the actual size distribution of the nation's cell space.

Figure 3.5 plots the data collected on cell size for federal, state, and local facilities. In 1973, the National Advisory Commission on Criminal Justice Standards and Goals[7] established 80 square feet as a minimum requirement. Both the Commission on Accreditation for Corrections[8] and the Department of Justice draft, "Federal Standards for Corrections"[9] recommended 80 square feet of floor space when confinement exceeds 10 hours per day in long term institutions. Figure 3.5 shows that this standard was met for only two out of every 10 cells in federal and local facilities, and only one out of every 10 cells in state facilities--without considering the number of inmates in those cells or the amount of confinement time.

The National Sheriffs' Association[10] has recommended 70 square feet of floor space for jail cells. Both the Commission on Accreditation for Corrections and the Department of Justice draft standards recommended 70 square feet of floor space when confinement exceeds 10 hours per day for jails. Again, considering only the floor space requirement, a standard of 70 square feet per inmate was met by only one out of every four local confinement units.

Finally, both the Commission and the Department of Justice recommend 60 square feet of floor space when inmates spend less than 10 hours per day in their cells for both prisons and jails. The Tenth Circuit Court in Battle v. Anderson[11] ruled that it would adopt the standards of the American Public Health Association[12] of 60 square feet for cells as the minimum permissible in Oklahoma correctional facilities. It can be seen from Figure 3.5 that 61 percent of the cells in federal facilities, 45 percent of the cells in state facilities, and 39 percent of the cells in local facilities met the 60 square foot standard. Reducing the standard to 50 square feet of floor space per cell dramatically increased the number of cells that would comply: 83 percent of the federal cells, 73 percent of the state cells, and 67 percent of the local cells met this reduced standard.

Figure 3.5
Percentage of Federal, State, and Local Cells[a] with Number of Square Feet of Floor Space Greater Than or Equal to Selected Values—1978



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978.

[a] Confinement units with less than 120 square feet of floor space.

Table 3.3 shows regional differences in the percentage of cells that met a 60 square foot standard, from 30 percent of the local cells in the Northeast and state cells in the West to 58 percent of the state cells in the North Central region. As shown in Appendices C-110 and C-111, there was wide variation within regions; for example, 99 percent of Oklahoma's state cells met the 60 square foot standard while in Texas only 10 percent of the cells contained at least 60 square feet.

As further testimony to the influence of the "Big House" on contemporary conditions of confinement, the old, large, maximum security prisons also had the smallest cells. Only 17 percent of federal and state cells built prior to 1875 met a 60 square foot standard, compared with 83 percent of the cells built since 1970. This also held true for jails: the older the facility, the smaller were its cells. It should be noted that federal and state facilities were generally older than local facilities. As Table 3.4 demonstrates, 15 percent of the federal and state cells were constructed prior to 1875 compared to only five percent of the local cells. More than half the jail cells were constructed between 1950 and 1978 compared with one-third of the federal and state cells.

Table 3.5 shows that small facilities tended to have more spacious cells: 61 percent of federal and state facilities with average daily populations of less than 500 prisoners met a 60 square foot standard, while only 39 percent of cells in facilities with over 1000 prisoners met this standard. The larger local facilities also had smaller cells. In large local facilities (with average daily populations of 250 or more), only a quarter of the cells met the 60 square foot standard compared with one-half in small local facilities (those with average daily populations of less than 10). In federal and state facilities, nearly all (96 percent) of the minimum security cells contained at least 60 square feet compared with 54 percent of the medium security cells and only 37 percent of the maximum security cells (Table 3.6). In summary, older and larger facilities were more likely to have smaller cells, and for prisons, the higher the security level of the facility, the smaller the cell. (Additional data are presented in Appendices C-112 through C-115.)

As the next section will indicate, if the measured capacity figures reported above were adjusted to eliminate any room or cell that failed to provide at least 60 square feet of floor space, the total capacity of federal, state and local facilities would drop to little more than a quarter of a million beds, reducing reported capacity by almost half.

Summary: Capacity and Population

As we have seen, determining whether the nation's prisons and jails are operating above or below their capacities depends first on selecting

TABLE 3.3

Percentage of the Total Number of Federal, State and Local Cells With Number of Square Feet of Floor Space Greater Than or Equal to Sixty by Region, 1978

	Total Number Of Cells[a]	Percentage of Cells[a] Greater Than or Equal to 60 Square Feet
Federal Total	12,900	61%
State Total	128,900	45
Northeast	32,000	49
North Central	38,200	58
South	35,200	39
West	23,500	30
Local Total	74,200	39
Northeast	20,700	30
North Central	18,100	42
South	24,700	43
West	10,600	42

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978
National Jail Census (CJ-3/CJ-4), 1978

Note: See note provided with Table 3.2 and Tables C-109 and C-110 in the appendix for state-by-state percentages that have been computed for other amounts of floor space. The state total is slightly higher than found in Table 3.2 and Appendix C because it includes cells for which the number of inmates was not provided. Confinement units were included in Table 3.2 and Appendix C only if data were provided on the number of inmates occupying them.

[a]Confinement units with less than 120 square feet of floor space.

TABLE 3.4

Percentage of the Total Number of Federal, State and Local Cells With Number of Square Feet of Floor Space Greater Than or Equal to Sixty by Year Facility Opened, 1978

	Total Number Of Cells[a]	Percentage of Cells[a] Greater Than or Equal to 60 Square Feet
Federal and State Total	141,700	47%
Before 1875	20,200	17
1875-1924	40,800	37
1925-1949	32,700	56
1950-1969	30,800	50
1970-1978	17,200	83
Local Total	74,200	39
Before 1875	3,800	36
1875-1924	12,900	25
1925-1949	15,800	35
1950-1969	21,900	37
1970-1978	19,900	55

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978
National Jail Census (CJ-3/CJ-4), 1978

Note: See note provided with Table 3.2 and Tables C-111 and C-112 in the appendix for state-by-state percentages that have been computed for other amounts of floor space. The state total is slightly higher than found in Table 3.2 and Appendix C because it includes cells for which the number of inmates was not provided. Confinement units were included in Table 3.2 and Appendix C only if data were pro-

[a]Confinement units with less than 120 square feet of floor space.

TABLE 3.5

Percentage of the Total Number of Federal, State and Local Cells With Number of Square Feet of Floor Space Greater Than or Equal to Sixty by Average Daily Inmate Population, 1978

	Total Number Of Cells[a]	Percentage of Cells[a] Greater Than or Equal to 60 Square Feet
Federal and State Total	141,700	47%
Less than 500 inmates	20,300	61
500-999	39,400	52
1,000 or more inmates	81,900	39
Local Total	74,200	39
Less than 10	8,500	52
10-249	38,000	45
250 or more	27,800	27

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978
National Jail Census (CJ-3/CJ-4), 1978

Note: See note provided with Table 3.2 and Tables C-113 and C-114 in the appendix for state-by-state percentages that have been computed for other amounts of floor space.

[a]Confinement units with less than 120 square feet of floor space.

TABLE 3.6

Percentage of the Total Number of Federal and State Cells With Number of Square Feet of Floor Space Greater Than or Equal to Sixty by Facility Security Classification, 1978

	Total Number Of Cells[a]	Percentage of Cells[a] Greater Than or Equal to 60 Square Feet
Federal and State Total	141,700	47%
Maximum	79,900	37
Medium	54,800	54
Minimum	7,000	96

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See note provided with Table 3.2.

[a]Confinement units with less than 120 square feet of floor space.

measures to define the space available in the nation's corrections facilities. Using an administratively determined "design" or "rated" capacity, there were over half a million bed spaces available to house prisoners in 1978. As shown in Table 3.7, state facilities were using a higher proportion of their capacity than local facilities, but only the federal system and the state prison systems of the South reported more inmates than capacity to hold them.

Applying the standard of 60 square feet of floor space per unit of capacity for dormitories and one unit of capacity per room or cell of any size, a fourth of the reported capacity is lost leaving room for approximately 375,000 inmates. The North Central state prison systems and local facilities in the Southern and Western regions now join the list of those regions and jurisdictions with more inmates than capacity.

If we also subtract those rooms or cells that contain less than 60 square feet (assuming that under proposed standards no inmates could be confined in these units) the reported capacity of federal, state and local facilities is reduced by approximately half. The effect is now most dramatic for state and local facilities in the Northeast where a large percentage of total capacity is made up of cells with less than 60 square feet of floor space. Each of these capacity measures is compared with the reported 1978 populations of federal, state and local facilities in Table 3.7.

Table 3.8 provides one demonstration of the magnitude of the renovation problem that would arise if the second measured capacity standard were applied to all state and federal prisons. Assume for a moment that:

- In all dormitories, partitions or walls are constructed to provide as many 60 square foot units as the space will allow. One inmate is placed in each unit and the excess prisoners are removed from the institution.

- In cells, inmates are allowed to remain if their cells contain at least 60 square feet of floor space. If a cell fails this dimensional standard, the inmate(s) it holds are also removed from the institution. While we have constructed walls in dormitories, we do not tear down walls between cells under the assumption that many institutions would require such total renovation that inmates would be displaced for indefinite periods--if not permanently.

Applying these two sets of assumptions produces a total of 87 state and federal institutions that would be forced to displace 90 percent or more of their inmate populations. From these institutions alone, over 54,000 inmates would be displaced. As Table 3.8 illustrates, a substantial portion of the affected population is confined in 15 old, large, maximum

TABLE 3.7

Utilization of Federal, State, and Local Correctional Facilities Using Reported Capacity and Two Values of Measured Capacity by Region, 1978

	Total Number of Inmates	Reported Capacity[a]	Reported Utilization	Measured Capacity (Based on single occupancy cells & 60 sq. ft./dorm space)[b]	Measured Utilization	Measured Capacity (Based on 60 square foot units)[c]	Measured Utilization
U.S. Total	411,800	502,200	82%	375,000	110%	256,500	161%
Federal	28,100	24,800	113	23,800	118	18,700	150
State	229,200	243,500	94	200,200	114	132,200	173
Northeast	30,400	34,800	87	33,700	90	17,800	171
North Central	56,700	66,000	86	52,900	107	37,200	152
South	107,200	103,400	104	77,500	138	56,900	188
West	34,900	39,300	89	36,100	97	20,300	172
Local	154,500	233,900	66	151,000	102	105,600	146
Northeast	23,900	30,800	78	27,800	86	13,200	181
North Central	27,400	47,700	57	33,000	83	22,600	121
South	65,100	103,000	63	58,100	112	44,100	148
West	38,100	52,400	73	32,100	119	25,700	148

Sources: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978
National Jail Census (CJ-3/CJ-4), 1978

[a]The capacity of individual confinement units as reported by the jurisdiction.

[b]Measured capacity defined as one inmate per room of any size or, for dormitories, the smaller of: (1) Number of square feet of floor space/60 or (2) The jurisdictionally reported capacity.

[c]Measured capacity defined as a minimum of 60 square feet of floor space per inmate.

TABLE 3.8

Custody Level, Average Size and Age of Institutions Where 90 Percent or More Inmates Would Be Displaced If a 60 Square Foot Standard Were Applied To All Confinement Units[a]

	Maximum Security		Medium Security		Minimum Security		Total	
	No. Facilities	Ave. Size	No. Facilities	Ave. Size	No. Facilities	Ave. Size	No. Facilities	Ave. Size
1825-1924	15	1214	4	861	1	207	20	1093
1925-1969	13	1011	30	464	6	130	49	568
1970-1978	6	245	9	314	3	130	18	260
Total	34	965	43	469	10	138	87	

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

[a]See Section 3.1.3 for a full description of the assumptions used in applying the standard

security facilities and 13 slightly smaller and newer--but nonetheless obsolete--maximum custody institutions.

This demonstration is only useful for illustrating the fact that--before any inmates enter--virtually the entire physical plant of many institutions cannot survive the test of minimum standards of floor space per confinement unit. It does not consider the entire distribution of inmates who are confined with less than 60 square feet of floor space, nor does it allow for the fact that while many inmates are confined in units with less than 60 square feet of floor space, they also have the presumed benefit of a single room or cell. In the next section, we consider these issues of density and occupancy by examining the distribution of inmates within confinement units.

3.2 Distribution of Inmates in Prisons and Jails

The previous sections have described the capacity and size of the nation's prisons and jails. Nothing has yet been said about the actual distribution of inmates throughout the federal, state, and local correctional systems. This section uses data collected in the surveys to describe how inmates were distributed in confinement units throughout the United States in early 1978. Two related but distinct concepts are required to organize this mass of data: occupancy and density.

Density

Density is the number of square feet of floor space per inmate. It is derived by dividing the size of confinement units by the number of inmates confined. For purposes of exposition, high, medium and low density have been defined as follows:

- High Density: confinement units with less than 60 square feet of floor space per inmate.
- Medium Density: confinement units with 60-79 square feet of floor space per inmate.
- Low Density: confinement units with 80 or more square feet of floor space per inmate.

For convenience in presenting the data, in a number of subsequent tables the latter two categories are combined to form a single category of low-to-medium density units, defined as confinement units with 60 or more square feet of floor space per inmate.

These density definitions correspond to recommended standards of confinement space. As the preceding section has noted, both the Commission on Accreditation for Corrections and the Department of Justice draft, "Federal Standards for Corrections" recommend single occupancy cells with a minimum of 80 square feet of floor space when prisoners are held for 10 or more hours per day in long-term institutions, 70 square feet of floor space when prisoners are held for 10 or more hours per day in detention facilities, and a minimum of 60 square feet of floor space when they are confined less than 10 hours per day for both long-term and detention facilities. By assuming there will be only one inmate per room or cell, these standards refer to floor space per cell and not necessarily space per inmate. In our data, however, there are a significant number of multiply occupied cells. Thus, we are interested here in floor space per inmate--regardless of the size of cells.

As Table 3.9 indicates:

- Approximately two-thirds of all inmates in federal, state and local correctional facilities were confined in high density cells or dormitories.
- Almost half of the federal inmates were assigned to cells and slightly over half of these inmates were living in high density units.
- Both state and local inmates housed in cells were more likely to be living in high density units than those housed in dormitories.

Following a discussion of occupancy levels, the next section presents a state-by-state distribution of inmates living in high density conditions.

Occupancy

Occupancy refers to the number of inmates per confinement unit. Obviously, occupancy and density are closely related; the more individuals in a confinement unit, the greater its density. However, there is considerable evidence that a given density is experienced in very different ways if confined alone, with one, with several, or with many other inmates. In recent years, standards have recommended that each prisoner have his or her own confinement unit and have generally criticized the use of dormitories in any

TABLE 3.9

Percentage and Number of Inmates in Federal, State and Local Cells[a] and Dormitories[b] by Density[c], 1978

	Total		Jurisdiction					
			Federal		State		Local	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Total	100%	411,923	100%	28,124	100%	229,196	100%	154,603
High	66%	272,000	61%	17,224	65%	149,255	68%	105,521
Medium	19	77,929	29	8,210	22	50,294	13	19,425
Low	15	61,994	10	2,690	13	29,647	19	29,657
Cells	100%	233,469	100%	13,570	100%	145,541	100%	74,358
High	73%	169,662	52%	7,116	70%	102,525	81%	60,021
Medium	20	47,769	34	4,609	24	34,844	11	8,316
Low	7	16,038	14	1,845	6	8,172	8	6,021
Dormitories	100%	178,454	100%	14,554	100%	83,655	100%	80,245
High	57%	102,338	69%	10,108	56%	46,730	57%	45,500
Medium	17	30,160	25	3,601	18	15,450	14	11,109
Low	26	45,956	6	845	26	21,475	29	23,636

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978
National Jail Census (CJ-3/CJ-4), 1978

[a]Confinement units with less than 120 square feet of floor space.

[b]Confinement units with 120 or more square feet of floor space

[c]Number of square feet of floor space per inmate.

but minimum security facilities.[13] Where dormitory housing cannot be avoided, the Commission on Accreditation for Corrections has urged that there be no more than 50 inmates per dormitory unit. Both cell and dormitory standards are considered below.

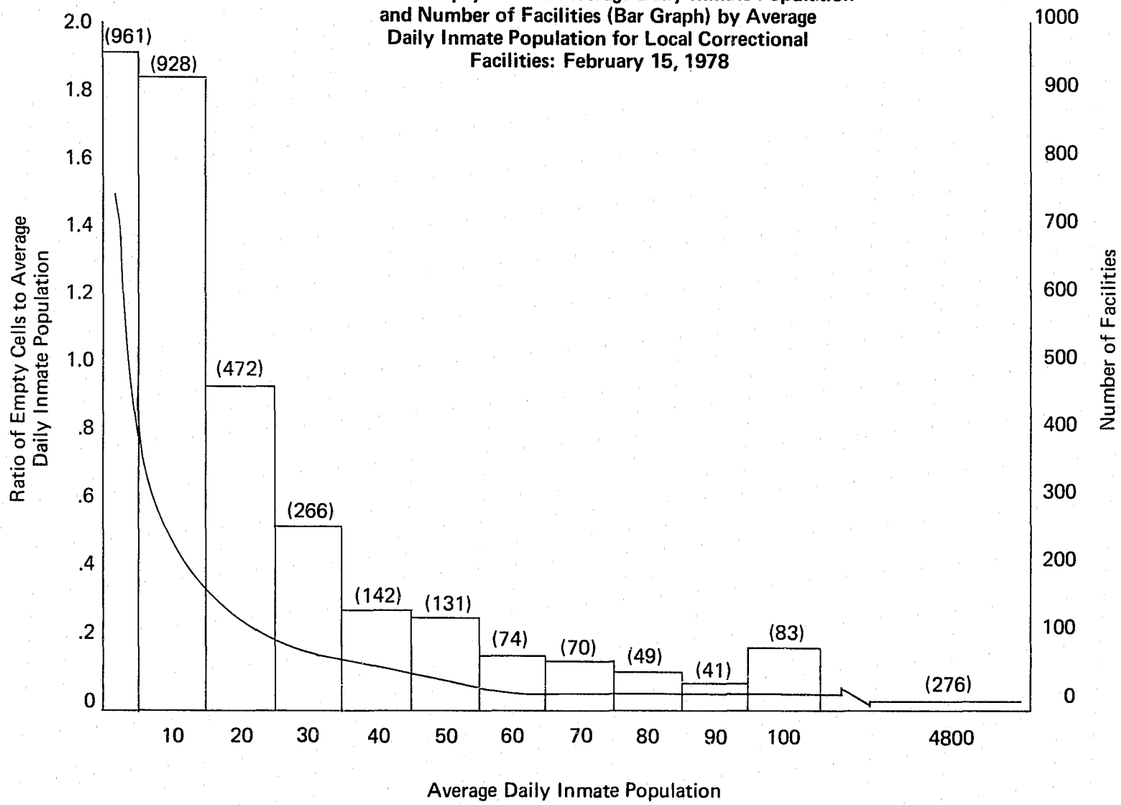
--Occupancy of Cells: Privacy and Freedom of Movement

To address current standards of one inmate per unit, we distinguish single occupancy cells from those which are empty and those housing more than one prisoner. It should be noted that empty cells do not necessarily mean that space is, in fact, underutilized. Some vacancies are required on any given day to accommodate the segregation of inmates, maintenance needs, and the possibility of more inmates the next day. The population sizes of small institutions tend to be significantly less predictable than those of large facilities, much as estimates based on small samples are less precise than those based on large samples. The proportion of reserve vacancy required for small institutions is, therefore, generally higher than the proportion for large institutions. Figure 3.6 demonstrates this relationship for local facilities. There were on the average 1.5 empty cells for every occupied cell for the 961 facilities with average daily populations of less than five inmates. This ratio drops off rapidly as the size of the facility increases. The 131 facilities with an average daily population around 50 have approximately one empty cell for every ten occupied cells. Most of the local facilities with average daily populations over 50 have less than 10 percent of their cells empty.

Figure 3.7 presents occupancy data for cells in federal, state and local facilities. Federal facilities had the smallest percentage of empty cells (six percent), followed by state facilities with eight percent or approximately 10,000 empty cells across the nation. Conforming to the greater reserve required for smaller facilities, in local facilities, one in every four local cells was reported to be empty. Only one-tenth of all federal prison cells contained more than one inmate compared with a fifth of all state cells.

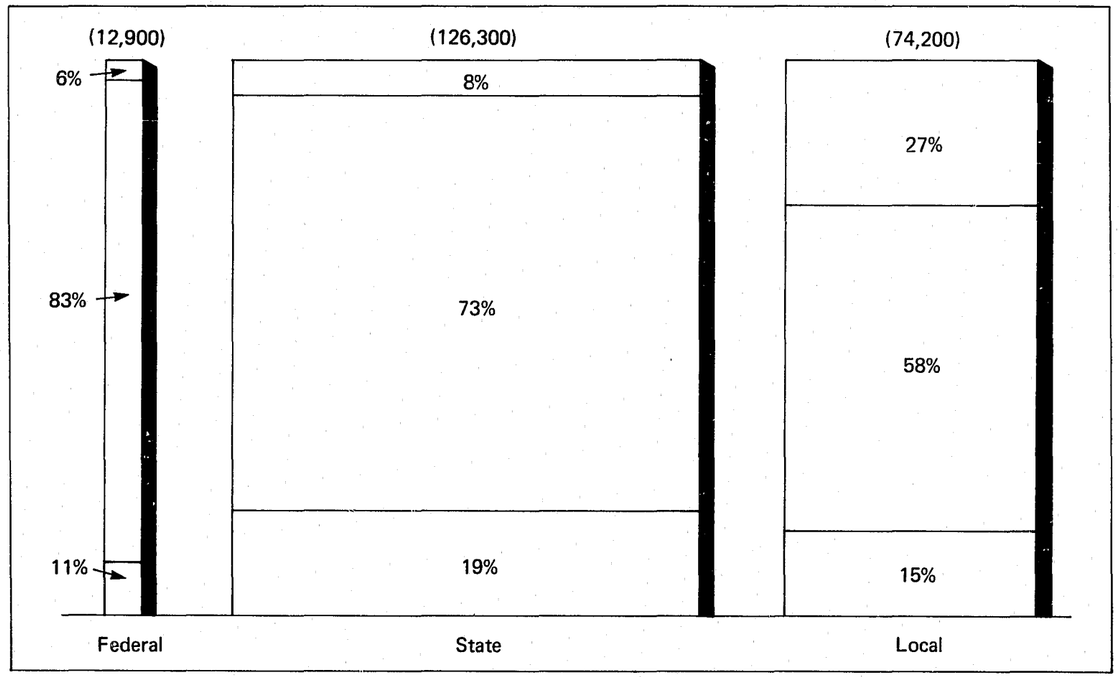
Figure 3.8 shows dramatic regional differences in occupancy. Nearly half of the state cells in the South confined at least two inmates compared with 17 percent in the North Central region, seven percent in the West, and only four percent of the state correctional facilities in the Northeast. Multiple occupancy cells were also infrequent in local cells in the Northeast; only three percent of these 20,000 cells held more than one inmate. In contrast, nearly one-fourth of the cells in the South and West held two or more inmates. Occupancy figures by state are provided in Appendix C.

Figure 3.6
Ratio of Empty Cells to Average Daily Inmate Population and Number of Facilities (Bar Graph) by Average Daily Inmate Population for Local Correctional Facilities: February 15, 1978



Source: National Jail Census (CJ-3, CJ-4), 1978

Figure 3.7
Occupancy[a] of Cells[b] in Federal, State, and Local Facilities—1978[c]



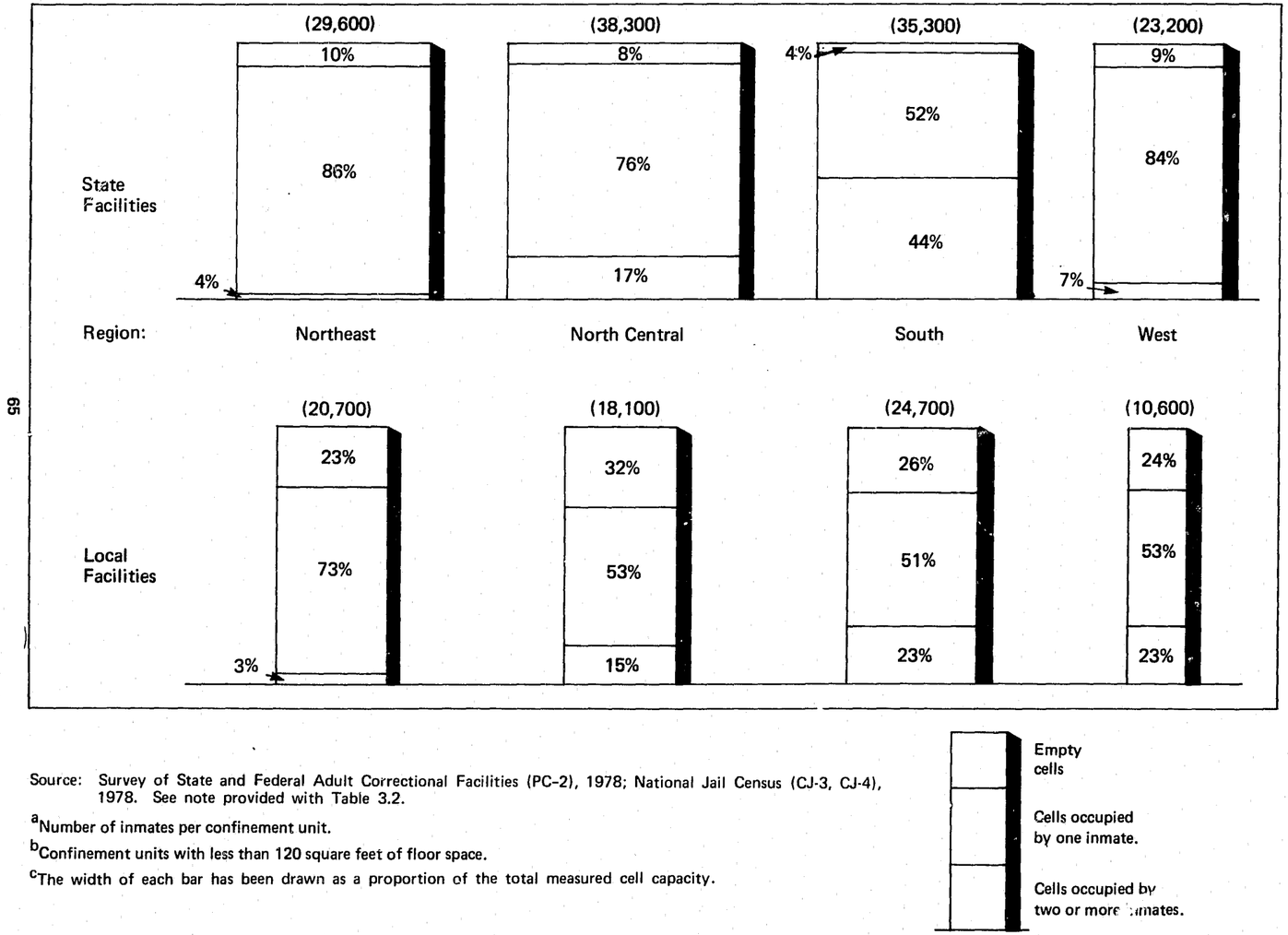
Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978. See note provided with Table 3.2.

[a]Number of inmates per confinement unit.

[b]Confinement units with less than 120 square feet of floor space.

[c]The width of each bar has been drawn as a proportion of the total measured cell capacity.

Figure 3.8
Occupancy[a] of Cells[b] in State and Local Facilities by Region—1978[c]



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978. See note provided with Table 3.2.

[a]Number of inmates per confinement unit.

[b]Confinement units with less than 120 square feet of floor space.

[c]The width of each bar has been drawn as a proportion of the total measured cell capacity.

In addition to the assumption that cells will contain only one inmate, standards for the confinement of celled inmates recommend different amounts of floor space contingent upon how long the inmate remains locked in his or her room or cell. Both the Commission on Accreditation for Corrections and the Department of Justice require a minimum cell size of 80 square feet of floor space when the inmate spends more than 10 hours per day locked in long-term adult correctional facilities.

The importance of considering any one standard in relation to associated conditions of confinement was clearly illustrated by the Supreme Court decision in Bell vs. Wolfish which held that "double bunking" pretrial detainees in jail cells of only 75 square feet was not necessarily unreasonable. The Court's opinion was based on two factors: the inmates were only confined to their rooms between 11:00 P.M. and 6:30 A.M., and for brief periods during the afternoon and evening head counts; and nearly all of the detainees were released within 60 days. Specifically the opinion reads:

> We disagree with both the District Court and the Court of Appeals that there is some sort of "one man, one cell" principle lurking in the Due Process Clause of the Fifth Amendment. While confining a given number of people in a given amount of space in such a manner as to cause them to endure genuine privations and hardship over an extended period of time might raise serious questions under the Due Process Clause as to whether those conditions amounted to punishment, nothing even approaching such hardship is shown by this record. . . . We simply do not believe that requiring a detainee to share toilet facilities and this admittedly rather small sleeping place with another person for generally a maximum period of 60 days violates the Constitution. (emphasis supplied)

Current standards are understandably reluctant to condone double-bunking with a guideline that suggests that more hours of liberty might compensate the double-celled prisoner. Accordingly, the standard for hours confined pertains only to single-celled inmates. Our analysis, however, refers to all celled inmates, 35 percent of whom share their cells with at least one other inmate.

As shown in Table 3.10, most federal facilities reported that inmates spent 10 or fewer hours in their cells, but a sizeable number of state inmates were reported to spend more than ten hours a day in their cells. In marked contrast to current standards, those inmates housed in the smallest cells also spent the most time in their cells. Of those inmates confined to cells more than 10 hours per day in cells less than 60 square feet, inmates in federal facilities and state facilities in the Northeast spent less time locked in their confinement units than inmates in the remaining three regions.

TABLE 3.10

Percentage of Inmates Confined in Federal and State Cells More Than Ten Hours Per Day By Region and Size of Confinement Units, 1978

Region	Total Number of Inmates in Cells	Number of Inmates Confined to Cells More Than 10 Hours	Percent Size of Confinement Units* Total	Less Than 60	60-79	80 or More
Federal Total	11,722	1,884	16%	25%	8%	16%
State Total	117,660	52,018	44	50	41	25
Northeast	29,081	4,034	14	21	9	1
North Central	34,479	20,627	60	63	61	39
South	33,335	15,744	47	48	52	34
West	20,765	11,613	56	67	27	19

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Note: Sixty one percent of all inmates confined to federal and state cells more than 10 hours per day (N = 53,902) are confined to cells less than 60 square feet; 33 percent to cells 60-79 square feet; and 6 percent to cells 80 or more square feet in size. Missing data for the number of hours per day confined to units accounts for the totals being lower than those reported in Appendix C.

* For example, of those inmates confined in federal facilities with less than 60 sq. ft. of floor space, 25% were confined to cells for more than 10 hours per day.

Similar standards have been set for local facilities. Both the Commission on Accreditation for Corrections and the Department of Justice draft standards recommend a minimum cell size of 70 square feet of floor space when the inmate spends more than 10 hours per day locked in detention facilities. Although no data were collected on length of time locked in cells in the National Jail Census, anecdotal evidence and our site-visit observations suggest that a large proportion of the inmates incarcerated in local detention facilities do, in fact, spend more than 10 hours per day in their cells. Even if jail inmates were confined to their cells for lesser amounts of time, the fact remains that only one-fourth of all local cells could meet or exceed a standard of 70 square feet of floor space.

--Occupancy of Dormitories

Since all dormitory space is space shared with other inmates, the standards of the Commission on Accreditation for Corrections preclude any new dormitory construction to house mainline prison populations. In existing dorms, the standards require that the number of persons confined in a single dormitory be kept low, with no more than 50 inmates per unit.[14]

Table 3.11 clearly indicates that more than half of the existing dormitory units in state and federal facilities failed to meet the 50 person occupancy standard. Of all federal inmates confined in dorms, 63 percent shared their unit with more than 50 inmates; for state facilities this figure dropped only slightly to 52 percent. Consistent with the smaller size of many local facilities, only nine percent of local prisoners housed in dorms shared those units with more than 50 inmates.

Appendix Table C-116 presents a breakdown of these occupancy figures by region indicating that 40 percent of all state prisoners housed in dormitories were found in the South sharing their confinement with at least 50 other inmates.

Standards regarding the length of time inmates are confined to quarters are only addressed to rooms or cells housing one inmate. In fact, since dormitories may include common areas for recreation or meeting purposes, it would be difficult to apply such a measure in a dormitory setting. This measurement problem is unfortunate in many respects in view of the ease with which additional beds can be added to dormitories--quickly transforming common areas into living space and further restricting the privacy and freedom of movement for all occupants.

CONTINUED

1 OF 5

TABLE 3.11

Number and Percent of Inmates in Federal, State and Local Dormitories by Occupancy[a], 1978

Occupancy	Total		Federal		State		Local	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	178,454	100%	14,544	100%	83,655	99%	80,245	99%
One inmate	5,482	3	30	-	1,841	2	3,611	4
2-10 inmates	43,714	24	2,703	19	9,462	11	31,549	39
11-50 inmates	69,051	39	2,732	19	28,500	34	37,819	47
More than 50 inmates	60,207	34	9,089	62	43,852	52	7,266	9

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978 National Jail Census (CJ-3, CJ-4), 1978

[a]Number of inmates in each confinement unit

Distribution of Inmates by Occupancy and Density: An Introduction to the Crowded Inmate

Thus far we have considered the square feet of floor space per inmate in federal, state and local facilities as well as the occupancy levels within both cells and dorms. In this section, the concepts of occupancy and density are combined in order to locate those inmates who have neither privacy nor an amount of floor space that satisfies a 60 square foot standard.

Figures 3.9 and 3.10 present national and regional distributions of inmates by density and occupancy--regardless of types of confinement unit (i.e., cell or dormitory). The most ideal living situation--low density, single occupancy--is presented at the top of each bar. This situation was most prevalent in federal facilities and least so in local facilities. The least desirable situation--high density, multiple occupancy--constitutes our definition of crowding discussed in the next Section. This extreme condition affected 46 percent of federal inmates, 44 percent of state inmates and 50 percent of all local jail prisoners.

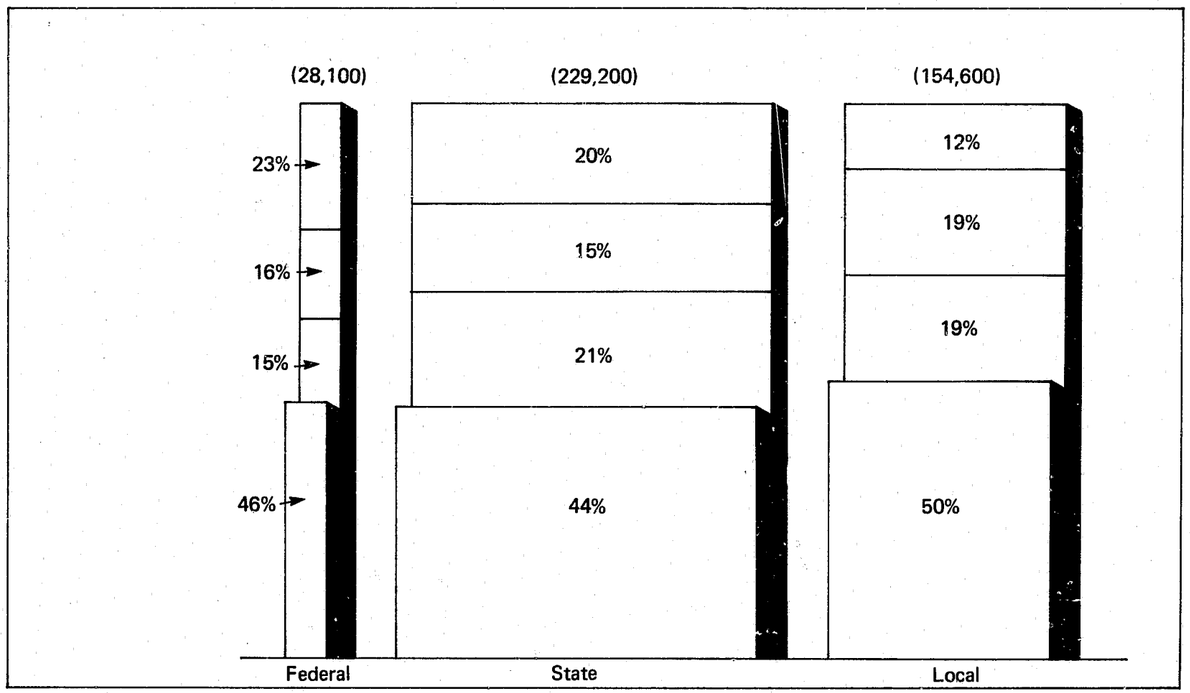
State-by-state density and occupancy figures for state and local facilities are presented in Figures 3.11 and 3.12. For each state, these figures show the total percentage of inmates living with less than 60 square feet and the portion of that total who were confined in dormitories, in multiple occupancy cells, and in single occupancy cells. Although the latter group was not afforded 60 square feet per person, at the very least, a measure of privacy was available as these inmates did not share their rooms or cells with other prisoners. In the next Section, this group is eliminated and states are re-ordered according to the percentage of inmates confined only in high-density multiple occupancy units.

The Extent of Crowding in State and Local Facilities

The preceding Section examined the full distribution of inmates by various occupancy and density conditions. In this Section, Figure 3.13 elaborates on the portion of that distribution that we have defined as "crowded" inmates. To reiterate: a crowded inmate is one who lives in a high density multiple occupancy confinement unit--i.e., a cell or dormitory shared with one or more inmates with less than 60 square feet of floor space per inmate.

As we have implied, this definition provides a conservative estimate of the extent of physical crowding for two reasons:

Figure 3.9
Percentages of Inmates in Federal, State, and Local Facilities by Density[a] and Occupancy[b]—1978[c]



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978. See note provided with Table 3.2.

[a] Number of square feet of floor space per inmate.

[b] Number of inmates per confinement unit.

[c] The width of each bar has been drawn as a proportion of the total number of inmates.

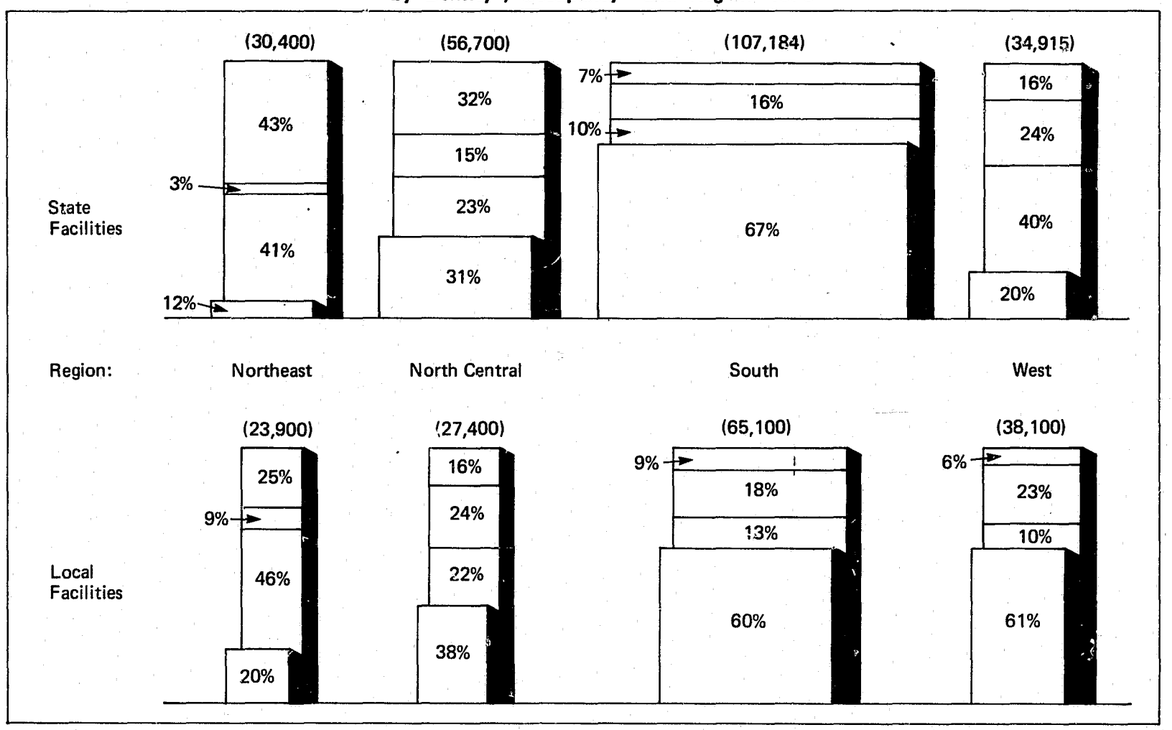
[d] Confinement units with 60 or more square feet of floor space per inmate.

[e] Confinement units with less than 60 square feet of floor space per inmate.

[f] Confinement units occupied by one inmate.

[g] Confinement units occupied by two or more inmates.

Figure 3.10
Percentages of Inmates in Federal, State, and Local Facilities by Density[a], Occupancy[b] and Region—1978[c]



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978; National Jail Census (CJ-3, CJ-4), 1978. See note provided with Table 3.2.

[a] Number of square feet of floor space per inmate.

[b] Number of inmates per confinement unit.

[c] The width of each bar has been drawn as a proportion of the total number of inmates.

[d] Confinement units with 60 or more square feet of floor space per inmate.

[e] Confinement units with less than 60 square feet of floor space per inmate.

[f] Confinement units occupied by one inmate.

[g] Confinement units occupied by two or more inmates.

Figure 3.11
Percentage of Prison Inmates Living in High Density Cells or Dormitories
(less than 60 square feet of floor space per inmate)

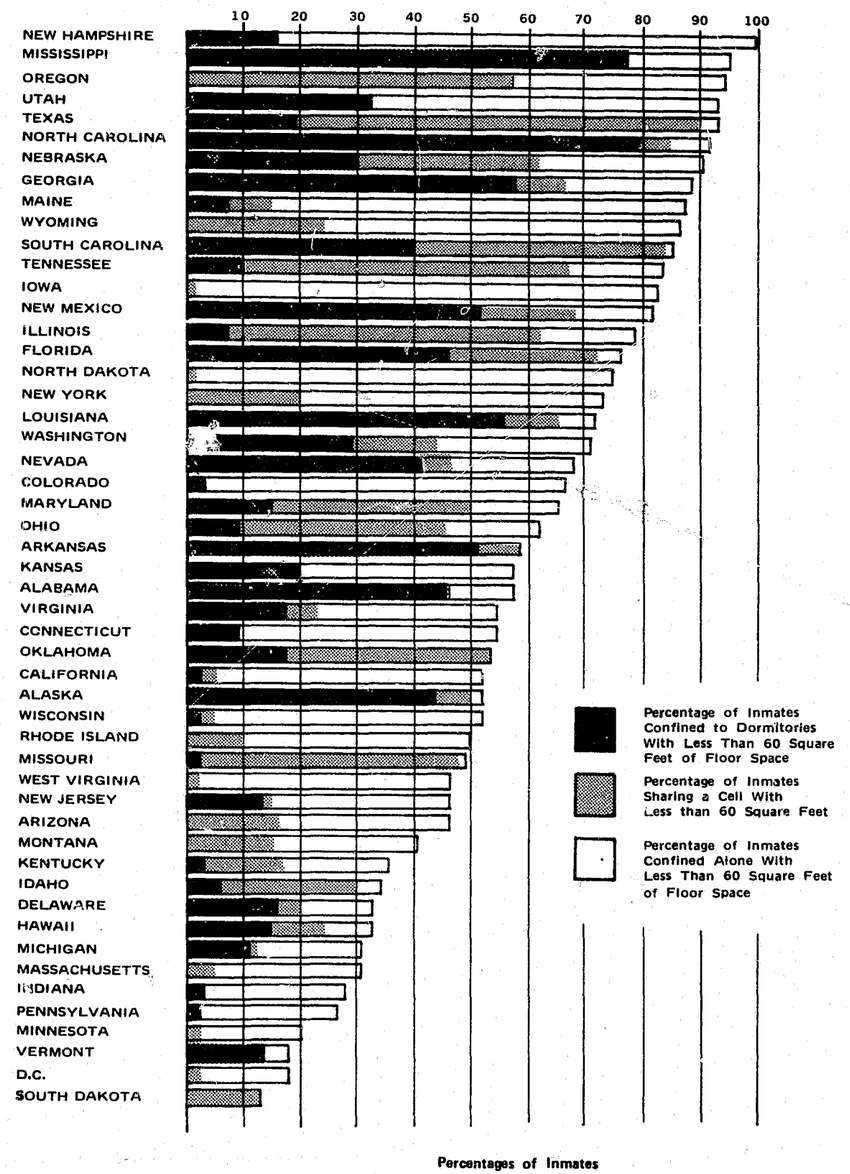


Figure 3.12
Percentage of Jail Inmates Living in High Density Cells or Dormitories
(less than 60 square feet of floor space per inmate)

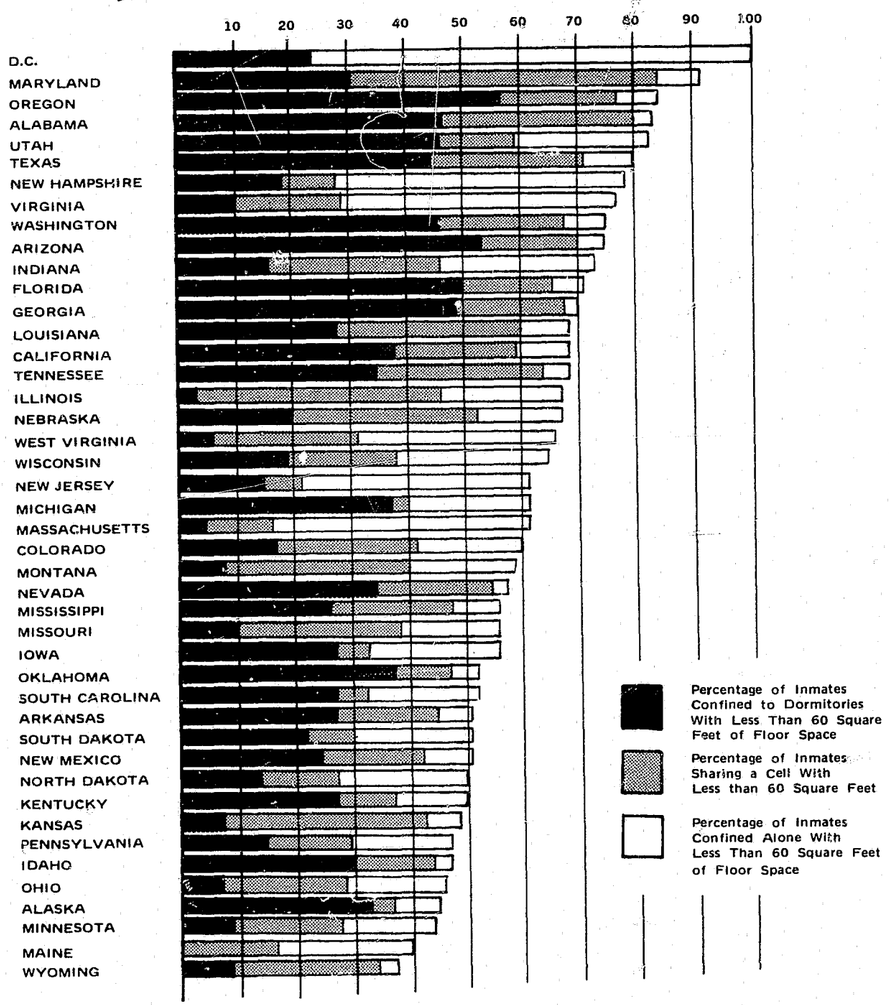
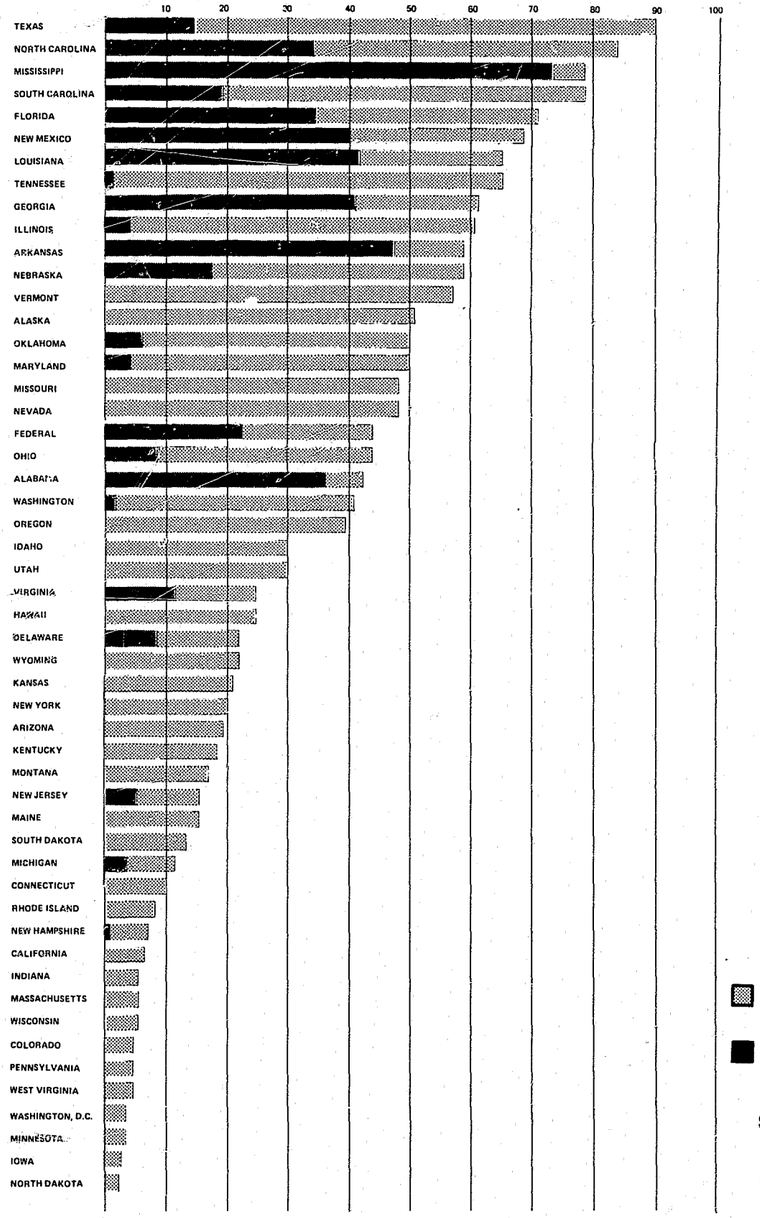


Figure 3.13
Percentage of Inmates Held in Crowded[a] Confinement Units In State and Federal Correctional Facilities by State
March 31, 1978



Key:
- Percentage of Inmates Held in Units Occupied by More Than One with Less Than 60 sq. ft. of floor space per inmate.
- Percentage of Inmates Held in Crowded Units Occupied by More Than 50 Inmates.

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

[a]A "crowded" confinement unit is a cell or dormitory with two or more inmates and less than 60 square feet of floor space per inmate.

(1) Inmates who may live with less than 60 square feet but did not share their confinement unit are excluded. Only those inmates subjected to both conditions--high density and multiple occupancy--are considered in Figure 3.13. Thus, the distribution under-reports the extent to which each state's facilities failed to meet minimum density standards alone. This analysis was provided in Figures 3.11 and 3.12.

(2) The 60 square foot standard presumes that inmates were confined to quarters less than 10 hours per day. If they are confined for longer periods, an 80 square foot per inmate standard has been recommended. Since we know that many inmates were in fact, confined more than 10 hours per day, once again Figure 3.13 depicts all institutions in the best possible light.

The overall length of each bar in Figure 3.13 represents the percent of all inmates in a given state who lived in high density units and who shared those units with one or more other inmates. The shaded portion of the bar reveals the proportion who shared their crowded confinement units with more than 50 inmates -- a condition that can certainly be considered an extreme of crowding.

The results clearly demonstrate that it is inappropriate to speak in terms of a national prison crowding problem. Both Figure 3.13 and the subsequent summary table (Table 3.12) illustrate the enormous range of variation among states:

- For 28 states and the District of Columbia, a third or less of the inmates were confined in crowded quarters, and sharing of units with 50 or more inmates was relatively infrequent.

- Sixteen states confined from one-third to two-thirds of their inmates in crowded quarters; the federal system had 45 percent in such quarters. For five of these states and the federal system, the number of inmates in crowded units shared by 50 or more was substantial, ranging from 19 to 46 percent of all inmates in those systems.

- In the remaining six states--Florida, Mississippi, New Mexico, North Carolina, South Carolina, and Texas--two-thirds or more of the inmates were confined in crowded units; Texas heads the list with 90 percent. Large numbers of these inmates also shared these units with 50 or more inmates; Mississippi, for instance, had 72 percent of its inmates so confined.

Table 3.12

Percentage of Inmates Held in Crowded[a] Confinement Units
in State and Federal Adult Correctional Facilities
by Percentage Held in Crowded Units Shared by 50 or More Inmates

Percentage of Inmates Held in Crowded Confinement Units Shared by 50 or More Inmates	Percentage of Inmates Held in Crowded Confinement Units		
	0 - 33 Percent	34 - 66 Percent	67 - 100 Percent
0 - 15 Percent	28 states[b] District of Columbia	11 states[c]	
16 - 25 Percent		Federal Nebraska	South Carolina Texas
26 Percent or More		Alabama Arkansas Georgia Louisiana	Florida Mississippi New Mexico North Carolina

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

[a]A "crowded" confinement unit is a cell or dormitory with two or more inmates and less than 60 square feet of floor space per inmate.

[b]Arizona, California, Colorado, Connecticut, Delaware, Hawaii, Idaho, Indiana, Iowa, Kansas, Kentucky, Maine, Massachusetts, Michigan, Minnesota, Montana, New Hampshire, New Jersey, New York, North Dakota, Pennsylvania, Rhode Island, South Dakota, Utah, Virginia, West Virginia, Wisconsin, Wyoming.

[c]Alaska, Illinois, Maryland, Missouri, Nevada, Ohio, Oklahoma, Oregon, Tennessee, Vermont, Washington.

Figure 3.14 displays the same information for jail inmates. For the most part, the nation's prisons have experienced the greatest population increases in recent years, while inmate populations under local jurisdiction have remained fairly stable. However, where externally imposed limits on state prison capacity have occurred, crowding in local jails is also apparent. Several states that were among the first subject to court order to reduce crowding are also among those that had the highest percentages of jail inmates held in crowded confinement units: Alabama (80 percent); Florida (65 percent); Louisiana (60 percent); Mississippi (47 percent); Nevada (54 percent); and Tennessee (64 percent). Among the nine additional states where local facilities held more than 50 percent of their inmates in crowded units, are several whose state systems were under pending court actions: Texas (71 percent), Maryland (84 percent), and Georgia (67 percent). Predictably, the two states that contained the most crowded local facilities confined the largest number of state inmates backed-up under local jurisdiction: Alabama (with 2600 state inmates under local jurisdiction) and Maryland (with 921 locally confined state inmates).

3.3 Future Capacity

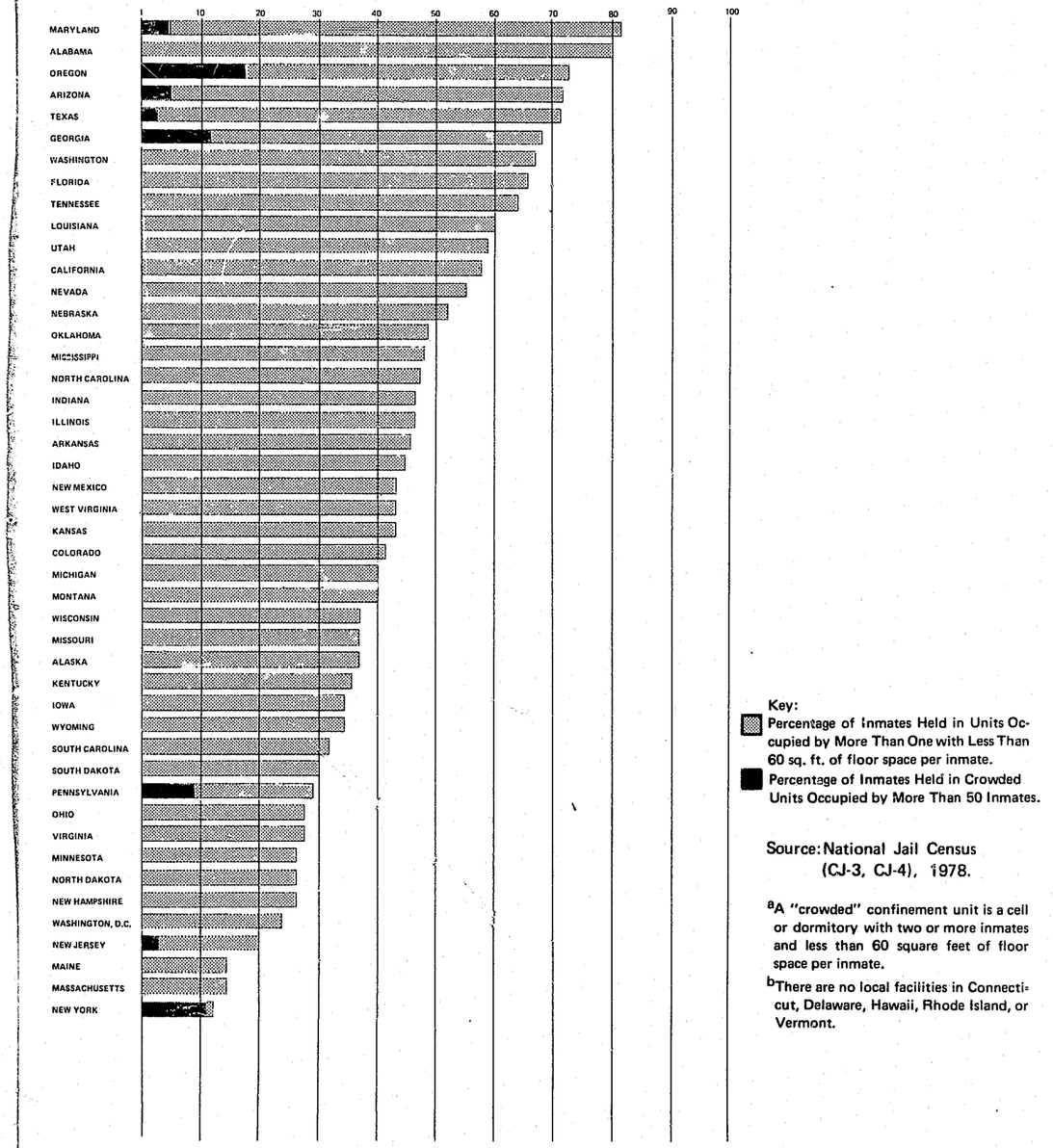
In an effort to gauge the extent to which states intended to expand their prison capacity, the survey form PC-1 asked each state Department of Corrections for information on facility construction, renovation, acquisition and closing plans between March 31, 1978 and December 31, 1982. Table 3.13 displays the results. In interpreting these data, two cautions are in order. First, increases in bedspace reported here must be assessed against rated capacity, not the measured capacity standards discussed in Section 3.1. Second, appropriations may or may not have been authorized by state legislatures to accommodate these changes as respondents provided information on both funded and unfunded plans.

As Table 3.13 indicates, a total of 5,652 new beds were planned for the federal system, including a decrease of 550 beds in maximum security areas. Fulfillment of this plan would bring a 23 percent increase over present rated capacity in the federal prisons. Across all security classifications, 47,191 new beds were planned for the nation's state prisons by 1982, 57 percent of which were to be in medium security areas. This is a projected increase of 19 percent over current rated capacity. Not surprisingly, the largest projected increases were in the South where close to 27,000 additional beds were planned--fully 26 percent over current rated capacity.

Table 3.14 presents comparable information for local jails. On February 15, 1978, funds had been committed to construct or acquire before

Figure 3.14

Percentage of Inmates Held in Crowded[a] Confinement Units In Local Correctional Facilities by State February 15, 1978



Source: National Jail Census (CJ-3, CJ-4), 1978.

[a]A "crowded" confinement unit is a cell or dormitory with two or more inmates and less than 60 square feet of floor space per inmate.

[b]There are no local facilities in Connecticut, Delaware, Hawaii, Rhode Island, or Vermont.

Table 3.13
Estimated Changes in Bedspace Resulting from Federal and State Facility Construction, Renovation, Acquisition, or Closing Plans

by Security Classification, Region and State[a]--
March 31, 1978 to December 31, 1982

Region and State	Security Classification					
	Maximum	Medium	Minimum	Community-based Pre-Release	Other[b]	Net Change
UNITED STATES	+8,425	+31,700	+8,682	+2,755	+1,281	52,843
FEDERAL TOTAL	-550	+4,946	+1,256	0	0	5,652
STATES TOTAL	+8,975	+26,754	+7,426	+2,755	+1,281	47,191
NORTHEAST	+3,363	+1,066	+358	+475	+180	5,442
Maine	-100	+30	+70	0	0	0
New Hampshire	0	+32	+64	+9	0	105
Vermont	+24	+45	+20	0	0	89
Massachusetts	+346	+286	-26	+24	0	630
Rhode Island	-364	+81	+50	+20	+180	-33
Connecticut	-64	0	0	+72	0	8
New York	+4,031	+192	0	0	0	4,223
New Jersey	-510	+400	0	+350	0	240
Pennsylvania	0	0	+180	0	0	180
NORTH CENTRAL	+403	+4,265	+779	+540	0	5,987
Ohio	0	0	0	0	0	0
Indiana	+470	-100	+325	+75	0	770
Illinois	+250	+1,550	0	0	0	1,800
Michigan	-1,268	+1,044	+174	+300	0	250
Wisconsin	+766	+491	0	+90	0	1,347
Minnesota	-200	+544	+95	0	0	439
Iowa	+75	+100	0	0	0	175
Missouri	+50	+600	+300	0	0	950
North Dakota	0	0	0	0	0	0
South Dakota	0	0	0	0	0	0
Nebraska	+260	+36	-115	+75	0	256
Kansas	0	0	0	0	0	0
SOUTH	+3,728	+15,564	+5,312	+1,410	+890	26,904
Delaware	+64	+91	+42	-61	+21	157
Maryland	+400	+2,008	-166	+547	0	2,789
Dist. of Columbia	0	+1,100	0	0	0	1,100
Virginia	+400	+1,222	0	0	+248	1,870
West Virginia[c]	--	--	--	--	--	--
North Carolina	+968	+364	+1,128	0	+172	2,632
South Carolina	-138	+610	+1,326	+354	+240	2,392
Georgia	0	+3,030	0	+100	+209	3,339
Florida	+848	+3,128	+60	0	0	4,036
Kentucky	+334	+332	+180	0	0	846
Tennessee	+119	+1,632	0	0	0	1,751
Alabama	+516	0	+1,600	+145	0	2,261
Mississippi	+60	+692	+192	+200	0	1,144
Arkansas	0	0	0	0	0	0
Louisiana	+96	+650	+750	0	0	1,496
Oklahoma	+61	+705	+200	+125	C	1,091
Texas[c]	--	--	--	--	--	--
WEST	+1,481	+5,859	+977	+330	+211	8,858
Montana	0	+192	0	0	0	192
Idaho	0	0	0	0	+96	96
Wyoming	+248	+245	+141	+28	0	642
Colorado	-80	0	+70	0	0	-10
New Mexico	0	+200	+390	0	0	590
Arizona	+615	+1,832	+22	0	0	2,469
Utah	+40	+115	0	+150	0	305
Nevada	-12	+644	0	0	0	632
Washington	+198	+200	+354	+152	0	904
Oregon	0	+130	0	0	0	130
California	+400	+2,000	0	0	0	2,400
Alaska	0	+23	0	0	+115	138
Hawaii	+72	+298	0	0	0	370

Source: Survey of State and Federal Adult Correctional Systems (PC-2), 1978.

[a]These data are collapsed across sex of inmates. A minus sign indicates a planned decrease in bedspace; a plus sign indicates a planned increase in bedspace. Whenever a range was given, the mean was used.

[b]Alaska: pretrial facility; Delaware: not specified; Georgia: diversion centers; Idaho: not specified; North Carolina: mixed security facilities; Rhode Island: new intake facility; South Carolina: intake services; Virginia: dorm conversion (-188), youth offenders (+200), reception and classification areas (+236).

[c]Missing information from Texas and West Virginia.

Table 3.14

Estimated Number of New Jails and Beds to be Built or Acquired Before December 31, 1982 for Which Funds Have Been Committed by Region and State: February 15, 1978[a]

	Number of New Jails	Number of New Beds
STATES TOTAL	207	66,237
NORTHEAST	17	5,663
Maine	2	64
New Hampshire	2	150
Vermont	-	-
Massachusetts	2	346
Rhode Island	-	-
Connecticut	-	-
New York	1	40
New Jersey	5	2,573
Pennsylvania	5	2,490
SOUTH	96	28,574
Delaware	-	-
Maryland	7	6,602
District of Columbia	0	0
Virginia	5	2,522
West Virginia	4	2,097
North Carolina	9	668
South Carolina	1	26
Georgia	6	1,248
Florida	5	1,746
Kentucky	3	164
Tennessee	11	2,223
Alabama	3	198
Mississippi	7	4,111
Arkansas	8	2,254
Louisiana	1	75
Oklahoma	1	40
Texas	25	4,599
NORTH CENTRAL	54	18,759
Ohio	6	4,240
Indiana	6	2,422
Illinois	7	2,387
Michigan	5	2,543
Wisconsin	5	281
Minnesota	4	231
Iowa	2	2,052
Missouri	9	4,175
North Dakota	0	0
South Dakota	0	0
Nebraska	7	361
Kansas	3	67
WEST	40	13,241
Montana	5	2,070
Idaho	0	0
Wyoming	3	2,108
Colorado	3	194
New Mexico	3	315
Arizona	3	205
Utah	0	0
Nevada	0	0
Washington	5	532
Oregon	4	252
California	13	7,565
Alaska	-	-
Hawaii	-	-

Source: National Jail Census, 1978.

[a]Approximately 3300 beds will be added through renovation or addition and approximately 3300 beds will be removed through renovation or by closing all or part of existing facilities.

December 31, 1982, 207 new jails containing 66,237 new beds. The number of funded beds represents a 45 percent increase over the 148,000 beds estimated as the total local capacity on February 15, 1978.

The North Central region accounted for the largest percentage increase over current bedspace capacity (58 percent). The South was second (50 percent), followed by the West (42 percent) and the Northeast (21 percent). Forty-three percent of the new beds will be constructed in the South while only eight percent will be constructed in the Northeast region. This differential rate of construction will increase the South's share of national local capacity from 38 to 40 percent and decrease the Northeast's share from 18 to 15 percent.

California leads in the local construction of new jails with a planned increase of 7,565 beds. Local governments in 17 other states have each committed funds to construct at least 2,000 beds. Two of these states, Montana and Wyoming, have relatively small populations and may be building new jails in response to recent economic development in the area.

Finally, it should be noted that very little of this increase in capacity is being offset by corresponding decreases in existing capacity. Only 3,800 beds will be removed through renovation or by closing all or part of existing facilities.

3.4 Summary

At the time of our surveys, many state, federal, and local correctional institutions in the United States were very near their limits by any standards. No standard-setting body has recommended less than 60 square feet of floor space per inmate. Only 61 percent of the cells in federal facilities, 44 percent of state prison cells and 39 percent of local jail cells met or exceeded this standard. Standards as high as 80 square feet have been proposed. Only nine percent of state cells and 19 percent of local jail cells met or exceeded this higher standard.

Approximately two out of every three inmates in the United States shared a confinement unit with at least one other inmate and half lived in high density conditions. High density units (those with less than 60 square feet per inmate) were more likely to be found in older, larger, maximum security facilities--precisely those institutions described as "corrections' closest and strongest tie with the past."[15] Despite standards that suggest that inmates be provided more freedom of movement as density increases, the opposite appears to be the rule. Nationwide, a greater percentage of inmates in high density units spent more than 10 hours per day in confinement than those in low density units.

Confinement in a cell or dormitory shared with one or more inmates with less than 60 square feet of floor space per inmate (the definition of crowding used in this report) was extremely variable among the states. Half of the states confined less than 35 percent of their inmate population under crowded conditions as they have been defined in this report. The remaining states confined even greater proportions of inmates under crowded conditions--over 75 percent in the states of Mississippi, North Carolina, South Carolina, and Texas. States confining large proportions of their inmates under crowded conditions were also more likely to confine many of these inmates with 50 or more other inmates--a situation that can be considered crowded in the extreme.

There was no simple direct correspondence between crowding in state penal systems and local jails with the notable exceptions of those jails that confined substantial numbers of state inmates or those subject to court action to reduce state prison capacity. Nationwide, jail crowding was more severe than that observed in state or federal institutions. Fifty percent of the inmates in local facilities occupied crowded confinement units compared with 46 and 44 percent of the inmates in federal and state facilities, respectively.

Responses of inmates to confinement conditions require more study to determine the actual extent of crowding in correctional facilities. The definition of crowding that we have applied here, i.e., confinement in high density, multiple occupancy units--provides one objective measure of this concept. Crowding, however, is a subjective phenomenon. Loo[16] explains that,

> . . . researchers may compare two density conditions, and if they find no significant differences in the behavior of those occupying the two conditions, it may be erroneously concluded that crowding has no effect. For if there is no experienced stress for the occupants of the high-density condition, then neither condition is crowded, and the researcher is simply comparing two densities. This distinction between density and crowding has served to highlight the need for researchers to analyze both the physical measurements of the environment and the psychological aspects of the condition (emphasis added).

Holding density or occupancy constant, the perception of crowding might vary as a function of other physical factors, such as noise[17] and temperature levels,[18] or social factors, such as the allocation of inmate status and power[19] or the distribution of sex[20] or age groups[21] within a facility. It should also be noted that individuals experience crowding differently based on their own idiosyncratic preferences for interpersonal space,[22] normative expectations,[23] their perceptions of their ability to control the situation,[24] and their freedom to act.[25] Thus, for

example, an inmate in a facility built over a hundred years ago may be more likely to view his living conditions as crowded than one confined in a facility opened during the last decade.

While a more complete understanding of crowding in the nation's prisons and jails awaits examination of these variables, the importance of the present study cannot be diminished. Results of this study have provided for the first time a consistent description of capacity for all adult correctional facilities in the United States. If professional standards and court decisions are used as guides, this description points to the need for significant changes in confinement policies in many states, at all levels of government.

Chapter 3: NOTES

1. The term "overcrowding" is often used in this context. See, for example, Carolyn Johnson and Margorie Kravitz, Overcrowding in Correctional Institutions: A Selected Bibliography. Washington, D.C.: National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, 1978. We have been unable in any empirical way to distinguish between "crowding" and "overcrowding" and have therefore chosen to use the less emotive term, "crowding."

2. Garvin McCain, Verne C. Cox, and Paul B. Paulus, "The Relationship Between Illness Complaints and Degree of Crowding in a Prison Environment," Environment and Behavior, Vol. 8, No. 2 (June 1976), pp. 283-289; David D'Atri, "Psychophysiological Responses to Crowding," Environment and Behavior, Vol. 8, No. 2 (June 1976), pp. 283-289; L. King and G. Geis, "Tuberculosis Transmission in a Large Urban Jail," Journal of the American Medical Association, Vol. 237 (February 21, 1978), pp. 790-793; and Bailus Walker and Theodore Gordon, "Health and High Density Confinement in Jails and Prisons," Federal Probation, Vol. 44, No. 1 (March 1980), pp. 53-58.

3. Edwin I. Megargee, "Population Density and Disruptive Behavior in a Prison Setting," in Albert Cohen, George Cole, and Robert Bailey, Prison Violence (Lexington, MA: Heath Lexington Books, 1976); P.L. Nacci, J. Prather, H.E. Teitelbaum, "Population Density and Inmate Misconduct Rates in the Federal Prison System," Federal Probation, Vol. 41, No. 2 (June 1977), pp. 271-282.

4. Garvin McCain, Verne C. Cox, and Paul B. Paulus, The Effect of Prison Crowding on Inmate Behavior, Interim Report, LEAA Grant 78-Nl-AX-0019.

5. See Chapter 2 for references to specific decisions. Paul Paulus, Verne Cox, Garvin McCain and Jane Chandler, "Some Effects of Crowding in a Prison Environment," Journal of Applied Social Psychology, Vol. 5, No. 1 (1975), pp. 86-91.

6. See Section 4142 in the Manual of Standards for Adult Correctional Institutions and Section 5103 in the Manual of Standards for Adult Local Detention Facilities, both published by the Commission on Accreditation for Corrections. See also Section 004 on page 10 of the Department of Justice draft, "Federal Standards for Corrections." Sixty square feet of floor space is a minimum. The standards referenced above recommend 70 square feet of floor space in detention facilities and 80 square feet of floor space in long-term institutions when confinement exceeds 10 hours per day.

7. National Advisory Commission on Criminal Justice Standards and Goals, Corrections (Washington, D.C.: U.S. Government Printing Office, 1973), p. 358.

8. Commission on Accreditation for Corrections, Manual of Standards for Adult Correctional Institutions (Rockville, MD: American Correctional Association, 1977), p. 27.

9. U.S. Department of Justice, "Draft Federal Standards for Corrections," June 1978, p. 10.

10. The National Sheriffs' Association, A Handbook on Jail Architecture (Washington, D.C.: National Sheriffs' Association, 1975), p. 63.

11. Battle vs Anderson, 564 F. 2d 388, 395 (10th Cir. 1977).

12. American Public Health Association, Standards for Health Services in Correctional Institutions (Washington, D.C.: American Public Health Association, 1976), p. 62.

13. See Section 4142 in the Manual of Standards for Adult Correctional Institutions and Section 5102 in the Manual of Standards for Adult Local Detention Facilities, both published by the Commission on Accreditation for Corrections. See also Section 002 on page 10 of the Department of Justice draft, "Federal Standards for Corrections." The language of these standards is worth noting. For Adult Correctional Institutions, the standard unambiguously reads, "There is one inmate per room or cell." For Local Detention Facilities, it reads, "All cells and detention rooms designed for single occupancy house only one inmate." This is not a rigorous standard because many, if not most local cells and detention rooms with less than 120 square feet of floorspace, were originally designed to hold more than one inmate. Less rigorous still is the standard from "Federal Standards for Corrections" which reads, "All cells and detention rooms rated for single occupancy house only one inmate." Indeed, this standard does not even specify that cells should be rated to hold only one inmate.

14. The Commission on Accreditation for Corrections recommends that dormitories house no more than 50 inmates each. It is interesting to note that the Department of Justice draft, "Federal Standards for Corrections," recommmends only that, "Dormitory living units house no more inmates than can be safely and effectively supervised..."

15. Joint Commission on Correctional Manpower and Training, Manpower and Training in Correctional Institutions, Washington, December 1969.

16. Chalsa Loo, "The Psychological Study of Crowding," American Behavioral Scientist, Vol. 18, No. 6 (July/August 1975), p. 832; John R. Aiello, et al., "Crowding and the Role of Interpersonal Distance Preference," Sociometry, Vol 40, No. 3 (September 1977), pp. 271-282; Daniel Stokols, "On the Distinction Between Density and Crowding," Psychological Review, Vol. 79, No. 3 (1972), p. 275.

17. D. Glass and J. Singer, Urban Stress: Experiments on Noise and Social Stressors. New York: Academic Press, 1972.

18. Edwin I. Megargee, "The Association of Population Density, Reduced Space, and Uncomfortable Temperatures with Misconduct in a Prison Community," American Journal of Community Psychology, Vol. 5, No. 3 (September 1977), pp. 289-298.

19. Nacci, et al, Supra note 3.

20. J.L. Freedman, A.S. Levy, R.W. Buchanan, and J. Price, "Crowding and Human Aggressiveness," Journal of Experimental Social Psychology, Vol. 8 (1972), pp. 502-517.

21. Nacci et al., Supra note 3.

22. John R. Aiello, et al., "Crowding and the Role of Interpersonal Distance Preference," Sociometry, Vol 40, No. 3 (September 1977), pp. 271-282.

23. J.L. Freedman, et al., Supra note 20.

24. Drury R. Sherrod, "Crowding, Perceived Control and Behavioral Aftereffects," Journal of Applied Social Psychology, Vol. 4, No. 2 (June 1974), pp. 171-186; S. Zlutnick and I. Altman, "Crowding and Human Behavior," in J. Wohlwill and D. Carson (eds.), Environment and the Social Sciences: Perspectives and Applications (Washington, D.C.: American Psychological Association).

25. H. Proshansky, W. Ittleson, and L. Rivlin, "Freedom of Choice and Behavior in a Physical Setting," in H. Proshansky, W. Ittleson, and L. Rivlin (eds.) Environment Psychology: Man and His Physical Setting (New York: Holt, Rinehart and Winston, 1970).

CHAPTER 4
INMATE/STAFF RATIOS

While the survey data on institutional staff are neither as detailed nor revealing as those collected on the crowding issue, this chapter examines staff availability as a partial measure of other important aspects of the quality of prison life. The level of supervisory control, the availability of medical and health care services, the opportunities for structured activities and freedom of movement within the institution are among the dimensions of prison life that are largely conditioned by the availability and quality of staff support. A direct examination of each of these dimensions was far beyond the scope of this study. Rather, we focus on the staffing patterns reported by the institutions surveyed, as one indicator of the supervision and services provided to inmates of federal, state and local facilities.

Throughout this chapter, we focus primarily on two categories of personnel--corrections officers or "custodial" staff; and "treatment" or "services" personnel (including teachers, vocational instructors, social workers, psychologists, counselors, doctors, nurses and related staff designated to address the human service needs of the nation's prisoners). As a measure of adequacy, the former category reveals only the extent to which prisoners are more or less guarded or controlled by institutional staff. The treatment staff category addresses the issue of adequacy more directly, providing one indication of the resources available to ameliorate many of the problems of confinement raised repeatedly in "conditions" suits.

We begin in Section 4.1 with an historical overview of trends in the employment of custodial and treatment personnel. This is followed in Sections 4.2 and 4.3 with an examination of staff-inmate ratios--by type of personnel, level of government, region, and state. Finally, Section 4.4 comments on the correspondence between the age and race of staff and inmates.

The data sources for this chapter include:

- A variety of secondary sources, most notably, The National Manpower Survey, a project of the National Institute of Justice that gathered correctional employment data in 1975;
- The Survey of State and Federal Adult Correctional Systems (PC-1 and PC-2) conducted by this project, and the related jail survey administered by the Bureau of the Census.

It is important to note that the primary data are based on a survey question that requested numbers of personnel by job title. Since these titles may reflect varying responsibilities in different states, it is virtually impossible to define a strict dichotomy between custodial and treatment personnel. Practically speaking, most employees probably spend some time serving both functions and the administrative definitions which distinguish counselors from guards will vary from institution to institution.

4.1 Staff Population Trends

Figure 4.1 illustrates the trends in the numbers of staff devoted to state corrections institutions between 1962 and 1978. Although the breakdowns among staff categories are only roughly comparable, this table provides a crude indication of changing correctional priorities reflected in the distributions of custodial and treatment personnel.

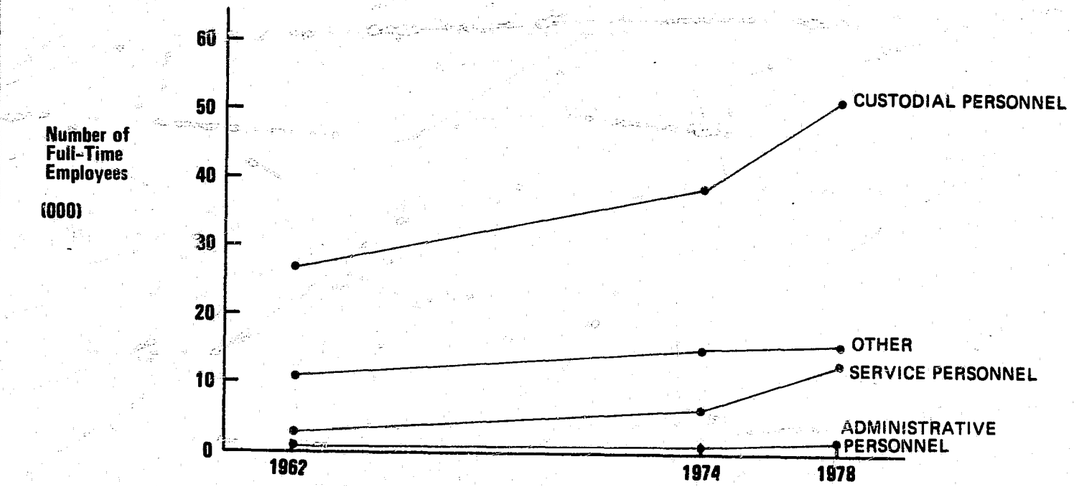
- Correctional officers have consistently accounted for the largest portion (63 percent) of the total workforce. In absolute numbers, custodial staff nearly doubled between 1962 (26,966) and 1978 (52,240).

- Predictably, a fairly small fraction of total employment has been allocated to treatment personnel. The number of personnel in this category has, however, more than quadrupled (from 3,061 in 1962 to 13,142 in 1978). In 1962, seven percent of total staff were treatment and educational specialists. By 1974, the proportion had grown to 10 percent, and in 1978, 16 percent of the total were services staff.

Figure 4.2 shows the same distribution for local facilities for the two years for which data are available. Custodial personnel have accounted for about half of all jail employment, treatment personnel between seven and nine percent, administrative personnel roughly one quarter, and other personnel about one-tenth of the total. The higher percentage of administrative staff at the local level undoubtedly reflects the combination of law enforcement and supervisory functions associated with many jail positions.

Table 4.1 shows the distribution of full- and part-time employees working in federal, state and local facilities in early 1978. Most correctional employees are full-time with the majority of part-time employees located in local facilities. Forty three percent of the full-time staff are custodial personnel in federal facilities compared with 63 percent in state facilities and 68 percent in local facilities. Conversely, only seven percent of the full-time local staff are made up of service personnel compared with 16 percent of the state personnel and 23 percent of federal personnel.

Figure 4.1
Number of Full-Time Employees in State Adult Correctional Facilities by Occupational Group
1962, 1974, and 1978*

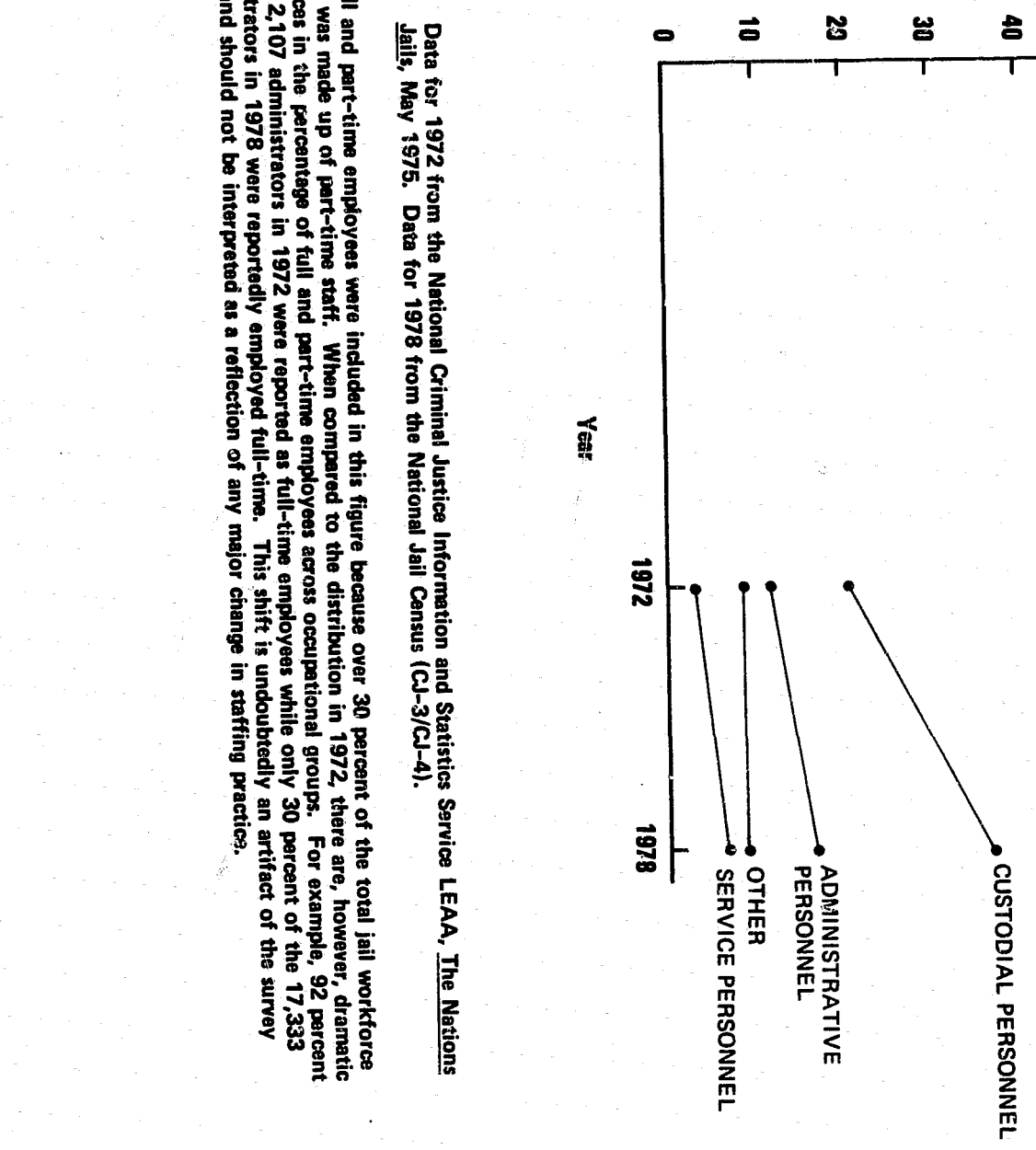


Sources: Data for 1962 are from U.S. Department of Justice, Bureau of Prisons, National Prisoner Statistics, Number 35, Personnel 1962, October 1964, p. 5, 10, and 11. State data for 1974 are from a tabulation based on the 1974 Census of the State Correctional Facilities (NPS-20) collected by the Bureau of the Census for the Law Enforcement Assistance Administration. Data from both years are cited from the U.S. Department of Justice, National Institute of Law Enforcement, and Criminal Justice, The National Manpower Survey of the Criminal Justice System, Volume Three, Corrections, September 1978, p. 15. Federal and state data for 1978 are from a tabulation based on the 1978 Survey of State and Federal Adult Correctional Facilities (PC-2).

Note: Does not include data for Massachusetts for 1962 and 1974.

Figure 4.2

Number of Full and Part-Time Employees in Local Jails by Occupation Group 1972 and 1978*



Sources: Data for 1972 from the National Criminal Justice Information and Statistics Service LEAA, The Nations Jails, May 1975. Data for 1978 from the National Jail Census (CJ-3/CJ-4).

*Both full and part-time employees were included in this figure because over 30 percent of the total jail workforce in 1978 was made up of part-time staff. When compared to the distribution in 1972, there are, however, dramatic differences in the percentage of full and part-time employees across occupational groups. For example, 92 percent of the 12,107 administrators in 1972 were reported as full-time employees while only 30 percent of the 17,333 administrators in 1978 were reportedly employed full-time. This shift is undoubtedly an artifact of the survey design and should not be interpreted as a reflection of any major change in staffing practice.

TABLE 4.1

Number and Percentage of Full- and Part-Time Employees for Federal, State and Local Adult Correctional Facilities by Occupational Group, 1978

	Total		Full-Time		Part-Time	
	Number	Percent	Number	Percent	Number	Percent
Total	162,678	100%	139,232	100%	23,446	100%
Administrative Personnel	19,372	12%	7,298	5%	12,074	51%
Custodial Personnel	93,552	58	88,435	64%	5,117	22
Service Personnel	21,780	13	18,487	13	3,293	14
Other	27,974	17	25,012	18	2,962	13
Federal	8,626	99%	8,582	100%	44	100%
Administrative Personnel	191	2%	191	2%	0	0%
Custodial Personnel	3,659	42	3,658	43	1	2
Service Personnel	1,985	23	1,945	23	40	91
Other	2,791	32	2,788	32	3	7
State	83,535	100%	82,595	100%	940	100%
Administrative Personnel	1,848	2%	1,831	2%	17	2%
Custodial Personnel	52,536	63	52,240	63	296	31
Service Personnel	13,264	16	13,142	16	122	13
Other	15,887	19	15,382	19	505	54
Local	70,517	100%	48,055	100%	22,462	100%
Administrative Personnel	17,333	25%	5,276	11%	12,057	54%
Custodial Personnel	37,357	53	32,537	68	4,820	21
Service Personnel	6,531	9	3,400	7	3,131	14
Other	9,296	13	6,842	14	2,454	11

Sources: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978
National Jail Census (CJ-3/CJ-4), 1978

4.2 Inmate-Staff Ratios by Region and Staff Type

Inmate-to-employee ratios are one means of judging the sufficiency of present staffing levels among the institutions surveyed. Recognizing the many factors that must be considered in developing prison staffing policy, correctional standards generally avoid suggesting ideal inmate/staff ratios. For example, standards of the American Correctional Association for counselor staffing levels state:

> "Factors that should be considered in determining the workloads of counselors and social workers include, but are not limited to: type of inmate population served, type of institution, legal requirements, goals to be accomplished and administrative tasks required. Other factors that may influence the number of professionals required include whether or not the team approach is used and whether the institution uses para-professionals, volunteers and students."[1]

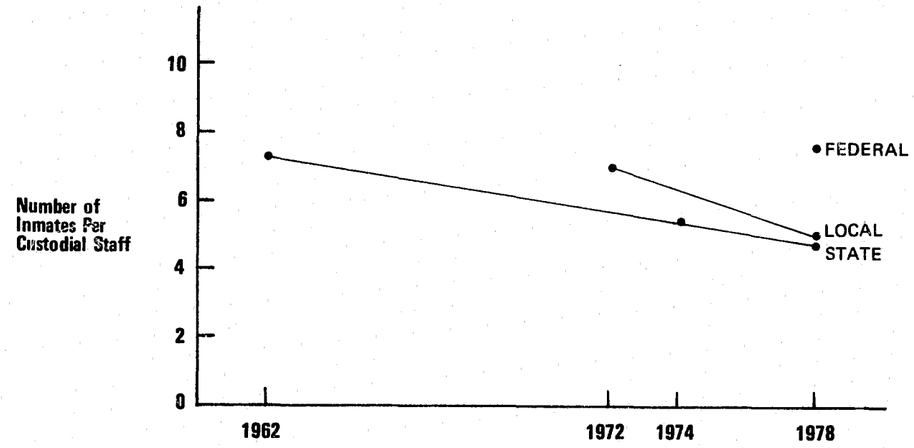
Similarly, in considering relative numbers of correctional officers, most corrections standards recommend that the staffing ratio not be determined solely by the size of the inmate population, but also reflect other factors, including "legal requirements, goals to be accomplished, character and needs of inmates, and other duties of staff."[2] In two cases where an ideal inmate-to-corrections officer ratio has been proposed, the recommendation has been to have one correctional officer for every six inmates.[3] The National Manpower Survey reported a ratio of 8.2 inmates per officer in 1960 (for all state adult facilities), dropping to 5.0-5.2 in 1974-1975.[4]

Custodial Staff Ratios

Figure 4.3 displays the downward trend in the number of inmates supervised by custodial staff in state and local correctional facilities and the inmate-to-corrections officer ratio for the federal system in 1978. These data indicate that both state and local facilities, when each was considered as a whole, fell within the 6:1 guideline for correctional officers, while federal facilities exceeded this recommended ideal with a staffing ratio of 7.5 to 1.

It is interesting to note that corrections officers themselves believed that these staffing levels were inadequate. Of the corrections officers interviewed at site visited state and local facilities, 56 percent of state and 76 percent of local officers did not believe their facility had enough guards to maintain safety and security. The National Manpower Survey reported comparable dissatisfaction among corrections administrators in ten states visited in 1975-76.[5] These administrators suggested that

Figure 4.3
Number of Inmates Per Custodial Staff for Federal, State, and Local Correctional Facilities 1962 to 1978



Sources: Local data for 1972 from U.S. Department of Justice, National Criminal Justice Information and Statistics Service, The Nations Jails, May 1975, p. 23 and 34. Local data for 1978 are from tabulations based on the 1978 National Jail Census (CJ-3/CJ-4) collected by the Bureau of the Census for the Law Enforcement Assistance Administration. State data for 1962 are from U.S. Department of Justice, Bureau of Prisons, National Prisoner Statistics, Number 33, Prisoners in State and Federal Institutions 1962, December 1963, p. 15, and U.S. Department of Justice, Bureau of Prisons, National Prisoner Statistics, Number 35, Personnel 1962, October 1964, pp. 5, 10, and 11. State data for 1974 are from a tabulation based on the 1974 Census of State Correctional Facilities (NPS-20) collected by the Bureau of the Census for the Law Enforcement Assistance Administration and from U.S. Department of Justice, National Criminal Justice Information and Statistics Service, Prisoners in State and Federal Institutions on December 31, 1974, June 1976, p. 36. Employment data for both years are cited from the U.S. Department of Justice, National Institute of Law Enforcement and Criminal Justice, The National Manpower Survey of the Criminal Justice System, Vol. Three, Corrections, September 1978, p. 15. Federal and State data for 1978 are from a tabulation based on the 1978 Survey of State and Federal Adult Correctional Facilities (PC-2).

Note: Does not include state data for Massachusetts for 1962 and 1974.

the 6:1 standard may be inadequate in view of the increases in various daytime release programs, the emphasis on volunteer activities, and the expansion of custodial duties as a result of more stringent due process standards.

Custodial staff ratios may increasingly become a subject of court action. The 400 inmates of the maximum security facility at Lorton Reformatory were recently awarded $600,000 in damages in a class action suit filed in U.S. District Court. Attorneys for the inmates successfully argued that there were not enough guards to provide adequately for safe conditions. The case generated a number of separate legal actions against the District of Columbia Department of Corrections in April 1980 when officials tried to reduce the number of guards as part of its budget cutbacks. The city government assured both the federal trial and appellate courts that the number of custodial staff at the maximum security facility would not be reduced below 122. (The facility reported 127 full-time guards on March 31, 1978.) Attorneys for the inmates informed the trial judge that the number of full-time guards has dropped to 110.[6] Regardless of which number is correct, they all produce on inmate-to-custodial staff ratio below the overall median of four inmates per guard for state adult correctional facilities.

The difficulties of judging the sufficiency of custodial staff ratios are further compounded by the structural characteristics of an institution. At the risk of some oversimplification, it might be said that corrections officers do not guard prisoners, they guard space. The need for having knowledge of the prison's physical plan to understand the meaning of a given staffing ratio is illustrated in remarks made recently by F. Warren Benton, Director of the Oklahoma Department of Corrections, at the "Special National Workshop on Crime Control: The State of the Art." Under court order to reduce the inmate population at the Oklahoma State Penitentiary, Benton's staff drew up plans to modify the confinement units and reduce the population for both cells and dormitories to one-fourth their current level. When Benton asked his staff how many fewer guards would be needed to supervise the reduced inmate population, they told him that no decrease could be anticipated. Since the overall dimensions of the plant remained the same, there was no safe way to reduce the number of guard posts. Thus, the same number of correctional officers were needed at the penitentiary whether there were 400 inmates or 1600.

Service Staff Ratios

The period between 1962 and 1978 has also produced major reductions in the national average number of inmates per service employee in state facilities. In 1962 there were roughly 64 inmates for each full-time service employee at the state level and prison populations had begun a period of decline. By 1974 the state prison population had returned to its

1962 level of a little over 200,000 inmates, but the number of inmates per service employee had been cut by nearly half (to 34). Despite subsequent population increases, by 1978 the number of inmates per service employee was again significantly reduced to 19. Between 1972 and 1978, substantial reductions were also experienced in local facilities which moved from roughly 80 inmates per full-time service employee to an average figure of 55. While federal facilities supported more inmates per correctional officer than state or local facilities, the number of federal inmates per service employee was lowest with roughly 14 inmates for each service employee. These trends have been summarized in Figure 4.4.

It should be emphasized that average ratios mask wide variation--not only among regions, states and institutions, but also across institutions of varying sizes. This is particularly true for local facilities where the majority of institutions reported no full-time personnel. Accordingly, the next section reviews the full distributions of these ratios.

4.3 Distribution of Inmate-Staff Ratios Among Local, State and Federal Facilities

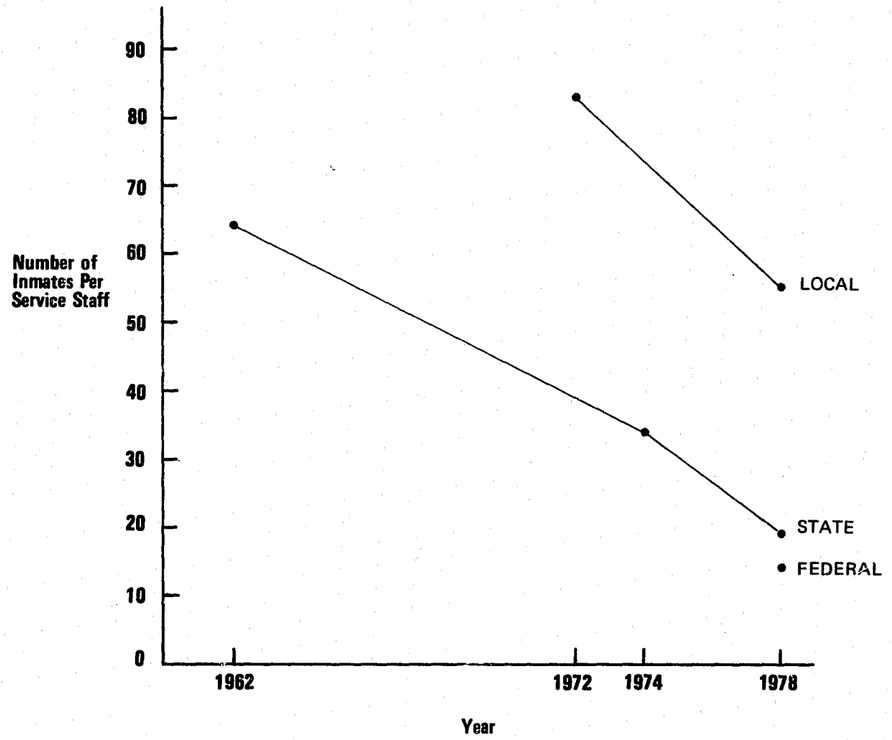
Local Distribution of Custodial Personnel

Figure 4.5 shows the overall U.S. and regional distributions of local inmate-to-custodial staff ratios aggregated at the state level. Local jurisdictions with average daily populations of over 1,000 have also been presented. Overall, the median of these state ratios is five inmates for each custodial staff with half the states between four and seven custodial staff per inmate. There is, however, considerable regional variation. With a median of three inmates per custodial staff, all six of the Northeast states (including the three jurisdictions with average daily populations greater than 1,000) have inmate-to-custodial staff ratios below 4 to 1. The median value for the South and West is about twice that of the Northeast. California and Texas, both states with large jail populations, have inmate-to-custodial staff ratios of nearly 8 to 1. Compared with the other three regions, custodial staffing practices clearly appear to be different for the Northeast.

Local Distributions of Services Personnel

To some extent, measures of the employment of services personnel at the local level fail to provide a reliable indication of the availability of programs and services, as many institutions rely on the use of contracted services outside their facilities. Moreover, the more rapid turnover of local jail inmates is generally considered a significant constraint to

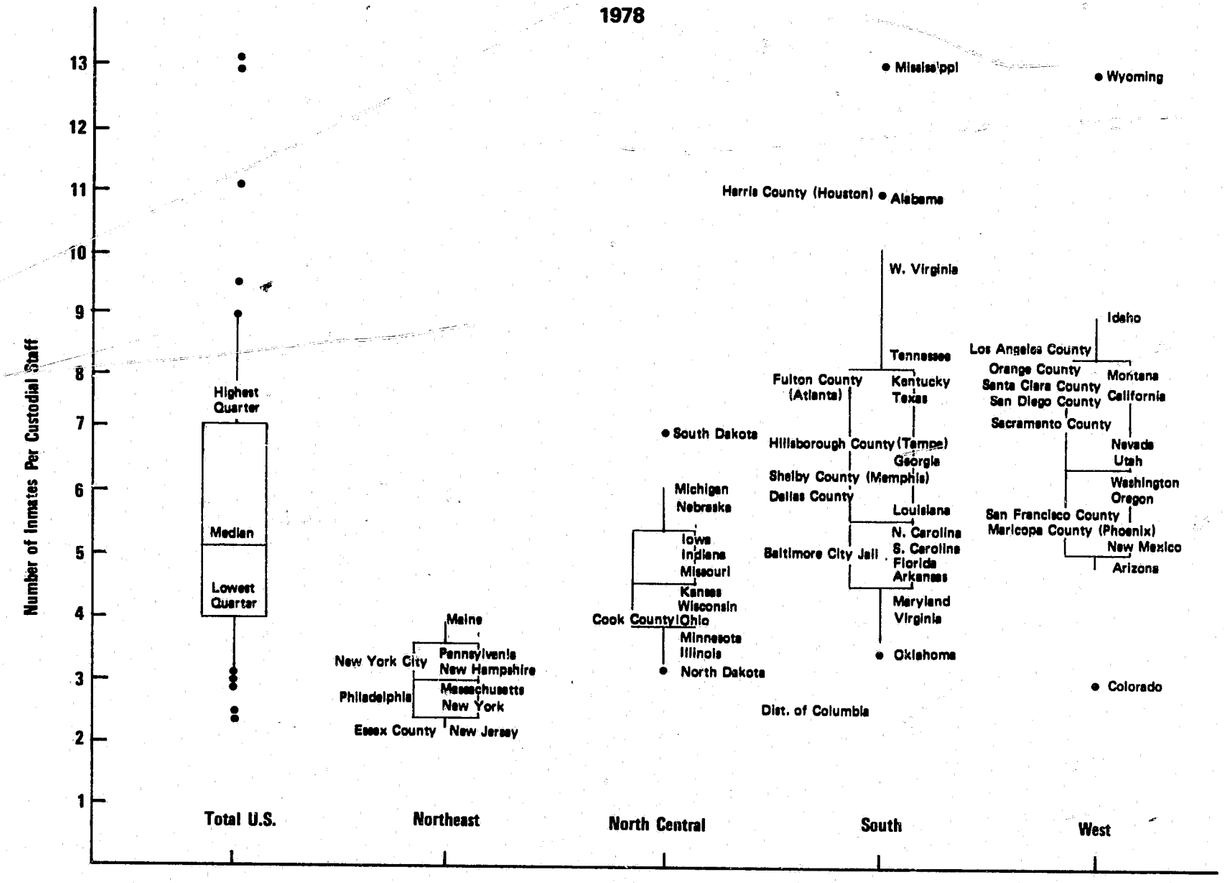
Figure 4.4
Number of Inmates Per Service Staff for Federal, State, and Local Correctional Facilities 1962 to 1978



Sources: Local data for 1972 from U.S. Department of Justice, National Criminal Justice Information and Statistics Service, The Nations Jails, May 1975, p. 23 and 34. Local data for 1978 are from tabulations based on the 1978 National Jail Census (CJ-3/CJ-4) collected by the Bureau of the Census for the Law Enforcement Assistance Administration. State data for 1962 are from U.S. Department of Justice, Bureau of Prisons, National Prisoner Statistics, Number 33, Prisoners in State and Federal Institutions 1962, December 1963, p. 15, and U.S. Department of Justice, Bureau of Prisons, National Prisoner Statistics, Number 35, Personnel 1962, October 1964, pp. 5, 10, and 11. State data for 1974 are from a tabulation based on the 1974 Census of State Correctional Facilities (NPS-20) collected by the Bureau of the Census for the Law Enforcement Assistance Administration and from U.S. Department of Justice, National Criminal Justice Information and Statistics Service, Prisoners in State and Federal Institutions on December 31, 1974, June 1976, p. 36. Employment data for both years are cited from the U.S. Department of Justice, National Institute of Law Enforcement and Criminal Justice, The National Manpower Survey of the Criminal Justice System, Vol. Three, Corrections, September 1978, p. 15. Federal and State data for 1978 are from a tabulation based on the 1978 Survey of State and Federal Adult Correctional Facilities (PC-2).

Note: Does not include state data for Massachusetts for 1962 and 1974.

Figure 4.5
Distributions of the Number of Inmates Per Custodial Staff for Local Correctional Facilities by Region
1978



Source: National Jail Census, 1978.

program development at the local level. Nevertheless, the limited observational data gathered during the course of our site visits generally confirmed the disparity between prisons and jails in the opportunities for structured activities of any kind, and the particularly critical shortage of medical and health care personnel at the local level. Thus, only part of the difference in service staff ratios between local facilities and their state and federal counterparts may be attributed to the more frequent turnover of inmates in local facilities, or reliance on the use of contracted services. For many local institutions, the balance represents inadequate numbers of staff in service positions.

Table 4.2 provides a regional summary of the distribution of inmates-to-service personnel. There were only about 3,000 full-time service personnel in local facilities for an average daily U.S. inmate population of over 160,000. Service personnel in local facilities are concentrated in the larger jurisdictions; two-thirds were working in facilities with average daily inmate populations of over 250 inmates that contained slightly less than half the inmates held in local facilities. The overall inmate/service staff ratio was 55 to 1, but the ratio was twice as high in those jurisdictions with an average daily inmate population less than 250, than those jurisdictions over 250. Only 453 facilities have any full-time service personnel at all. Full-time service staff are virtually non-existent in facilities with average daily inmate populations of less than 50 inmates. The same regional pattern exists for service personnel; the lowest ratio is found in the Northeast, the highest ratios are found in the South and to a lesser degree the West, with the North Central region falling in between. A presentation of inmate-to-custodial and service personnel ratios for local jurisdictions with average daily inmate populations of over 250 inmates has been included as Appendix D of this volume.

Federal and State Custodial Staff Distributions

Figure 4.6 shows the distribution of inmate-to-custodial staff ratios for federal and state adult correctional systems, with the state systems displayed by region. Half of the states have inmate-to-custodial staff ratios that lie between 3:1 and 6:1, with a quarter above and a quarter below this range. Vermont has the lowest custodial staff/inmate ratio of 2:1 and Texas has the largest with 12:1. Only three states (Arkansas, New Mexico, and Texas) had fewer custodial staff per inmate than the federal system.[7] Among the state systems, those in the Northeast showed the lowest ratios, as well as the least variability across prisons. The weighted median for the Northeast is 3:1 compared with 5:1 in the remaining three regions.[8] All of the state systems with local detention functions (Alaska, Connecticut, Delaware, Hawaii, Rhode Island, and Vermont) had inmate-to-custodial staff ratios at or below 3:1.

TABLE 4.2

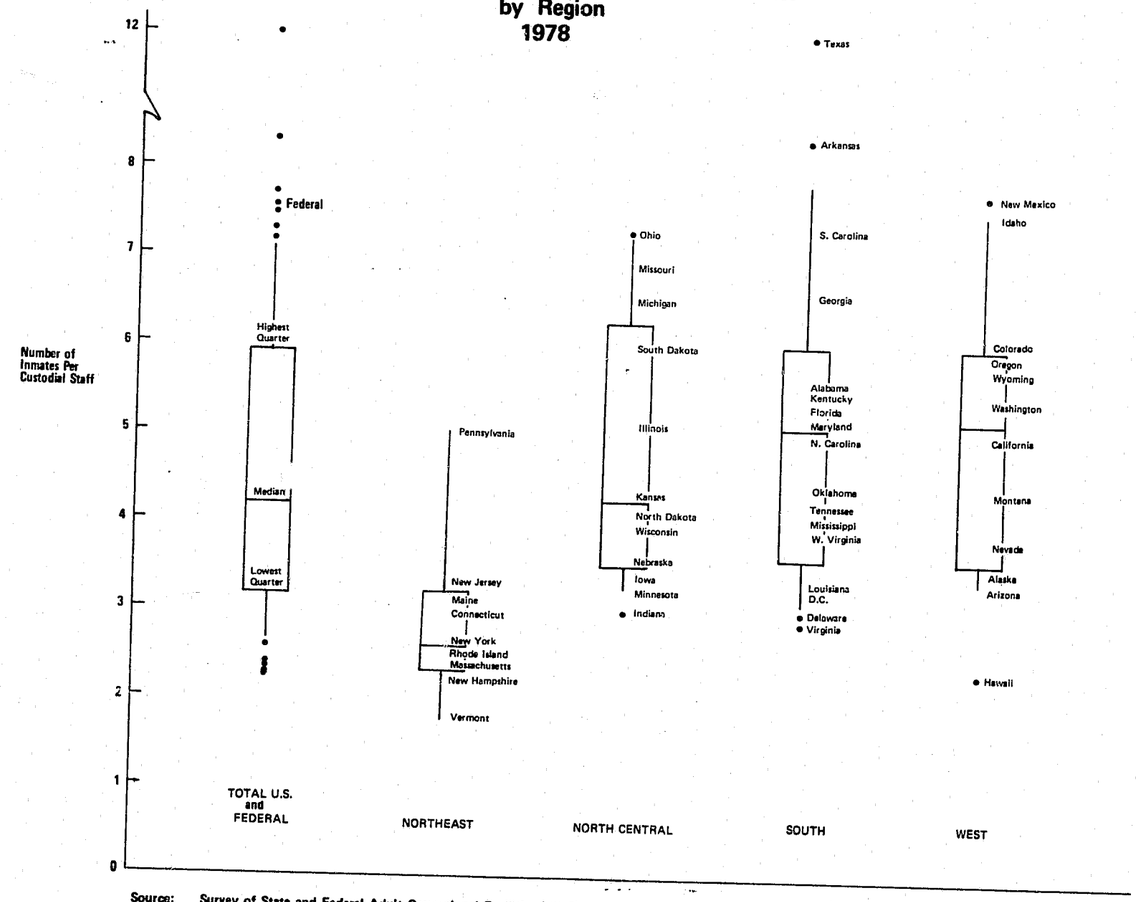
Percentage of Inmates and Full Time Service Staff in Local Jurisdiction with Average Daily Inmate Populations of Over 250 Inmates[a] by Region and Inmate/Service Staff Ratios by Jurisdictions With Average Daily Inmate Populations Under and Over 250 Inmates by Region, 1978

Region	Average Daily Inmate Population	Percentage of Inmates in Jurisdictions with ADP Over 250	Number of Full Time Service Staff	Percentage of Staff in Jurisdictions with ADP Over 250	Inmate/Service Staff Ratios		
					Total	ADP<250	ADP>250
Total	162,788	49%	2,947	66%	55	83	41
Northeast	24,376	54	880	71	28	44	21
North Central	29,705	37	610	54	49	67	33
South	69,258	40	766	58	90	128	63
West	39,449	69	691	79	57	83	50

Source: National Jail Census, 1978

[a]Out of a total of 3,493 local facilities, 224 facilities are located in 102 jurisdictions with an average daily inmate population of over 250 inmates. One hundred twenty-three facilities had average daily inmate populations of over 250 inmates. See Appendix D-1.

Figure 4.6
Distributions of the Number of Inmates per Custodial Staff for Federal and State Adult Correctional Facilities by Region 1978



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Note: N = 549. Utah was excluded because it classifies personnel with custodial functions as service personnel. With only 10 custodial and 175 service personnel, the staff/inmate ratios would not have been comparable with the other states. Additionally, there were missing data from one facility each in Michigan, Maryland, Idaho, and California; two facilities in New York; and three facilities in Oklahoma.

State and Federal Service Staff Distributions

Figure 4.7 displays comparable data for the inmate-to-service personnel ratios. With a 25:1 weighted median, the South has a higher inmate/service staff ratio than the Northeast, North Central and Western regions, each with ratios below the overall national median of 19:1. There is a considerable range in the inmate/service staff ratios, with Minnesota the lowest at 6:1 and Texas, again with the highest ratio, with one service staff for every 60 inmates. The federal system has a service staff-to-inmate ratio of 14:1, lower than all but 13 states (again, excluding Utah).

Correlations

Since it is possible that prison systems make trade-offs (either implicitly or explicitly) between custodial and treatment staff, we might expect to find fewer service staff in states with more custodial personnel. This possibility was tested by correlating the inmate-to-guard and inmate-to-service personnel ratios. The correlation between the two ratios was .23, suggesting the prison systems are not making the hypothesized trade-offs between custodial and service staff. If this were the case, a small negative correlation would be expected, rather than the moderate positive one that was observed. Most likely, this correlation partly reflects regional and budgetary differences. Southern prisons, which rely heavily on dormitory accommodations, have staffing requirements unlike those of the North, where cells are the norm. Further, the Southern states tend to spend less per inmate than do systems in other parts of the country (see Chapter 5). Those states that spend relatively more per inmate for custodial staff also spend more for service personnel.

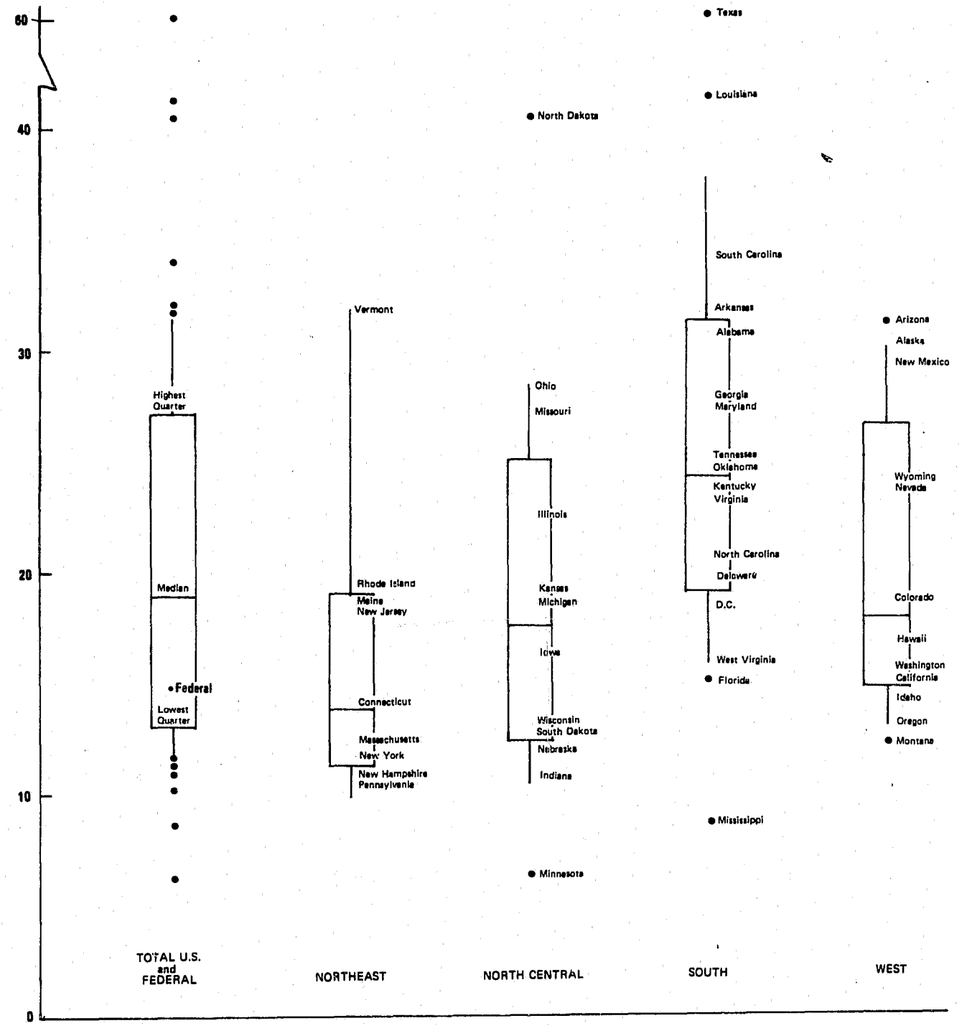
Predictably, with the usual lag in both hiring and adequate training of staff, the ratio of inmates to staff increases under crowded conditions. The correlation between inmate-to-service staff ratios and levels of crowding was .35; a similar analysis of custodial staff ratios and crowding produced a correlation of .45.

4.4 Staff-Inmates Racial, Ethnic and Age Composition

In addition to the sheer numbers of available staff, the quality of the staff-inmate relationship is necessarily influenced by the nature of those staff. This section briefly considers the age and racial composition of institutional staff and the degree to which these match inmate profiles.

The changing racial and ethnic composition of American prisons and jails has had enormous implications for correctional management. The Association of State Correctional Administrators has described the emergence

Figure 4.7
Distributions of the Number of Inmates Per Service Staff for Federal and State Adult Correctional Facilities by Region
1978



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Note: N = 540. Utah was excluded because it classifies personnel with custodial functions as service personnel. With only 10 custodial and 175 service personnel, the staff/inmate ratios would not have been comparable with the other states. Additionally, there were missing data from one facility each in Michigan, Maryland, Idaho, and California; two facilities in New York; and three facilities in Oklahoma.

of racial and ethnic problems in correctional facilities as one of the most disturbing trends of recent years.[10] Previous studies have drawn attention to the relationship between street gangs or inmate organization and other racial conflicts in prisons and jails.[11]

In 1969, the Joint Commission on Correctional Manpower and Training reported that of the total number of employees in prisons and jails at that time, eight percent were black, four percent Hispanic and less than one percent from other minority groups.[12] At the time of the Attica revolt in New York in September 1971, there were no black correctional officers although 54 percent of the prisoners were black.[13] According to the 1978 National Manpower survey, no state prison systems reporting data in 1974 to the Equal Employment Opportunity Commission (EEOC) approached parity between the racial and ethnic composition of their guard force and that of their inmate population.[14] For example, New York reported that in 1974 just over 20 percent of its custodial officers, but 58 percent of its inmates were black. In Louisiana, an inmate population that was 71 percent black was guarded by a staff that was only 16 percent black.

Results from the national survey of adult correctional facilities clearly show that this pattern has not changed since that 1974 EEOC report. Figure 4.8 shows the distribution of non-white full-time male and female employees--including both custodial officers, service personnel and others--for the total U.S., the federal system, and the state systems by region and compares these figures to those for the prisoners housed in those facilities. Overall, 48 percent of the male prisoners were non-white, only 14 percent of the staff were non-white. Some regional variation is apparent: the Western prisons come closest to achieving parity, largely due to the smaller percentage of non-white inmates.

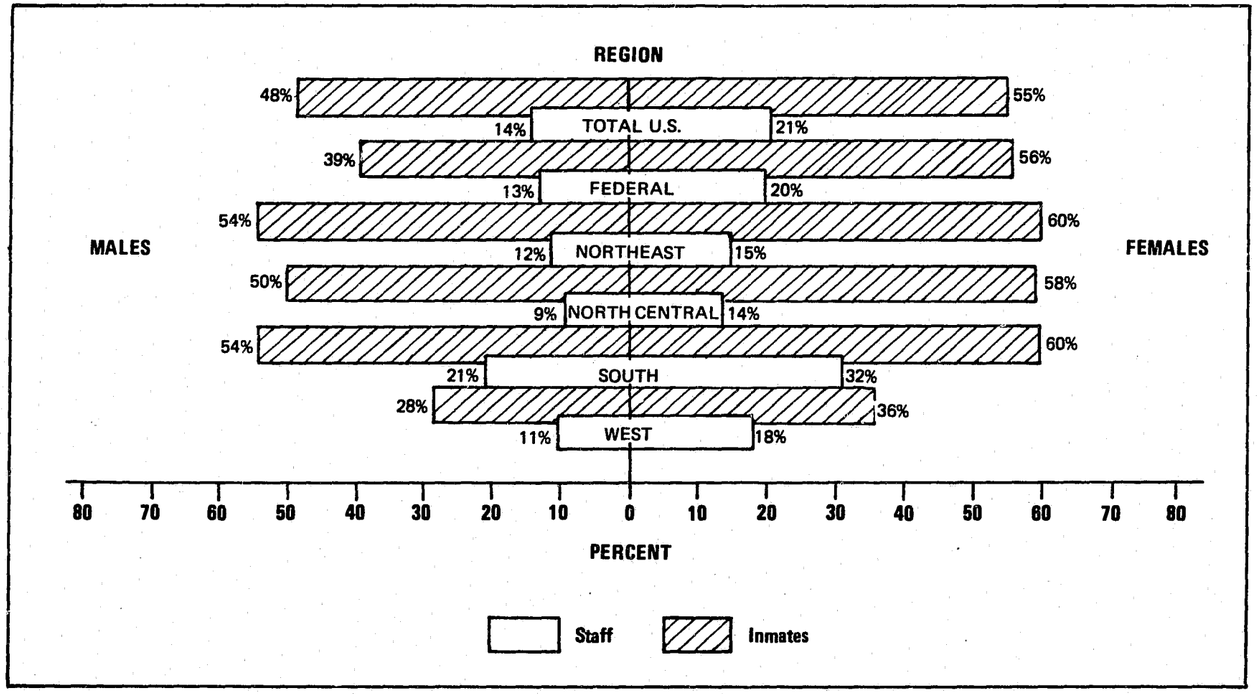
Similar findings prevail in viewing the age distributions of full-time employees and inmates, as shown in Figure 4.9. The vast majority of the prisoners in federal and state prisons were under the age of 35, but the majority of full-time employees were 35 or older. While 42 percent of the male full-time staff are over 44, only eight percent of the male inmates exceed this age.

In short, while it would be difficult to find such an extreme situation in any part of the United States today, the racial, ethnic, and age disparities between the kept and their keepers in most prisons remains enormous.

4.5 Summary

Measured over the time frame of recent fluctuations in prison population, prison space has behaved as if it were largely insensitive to

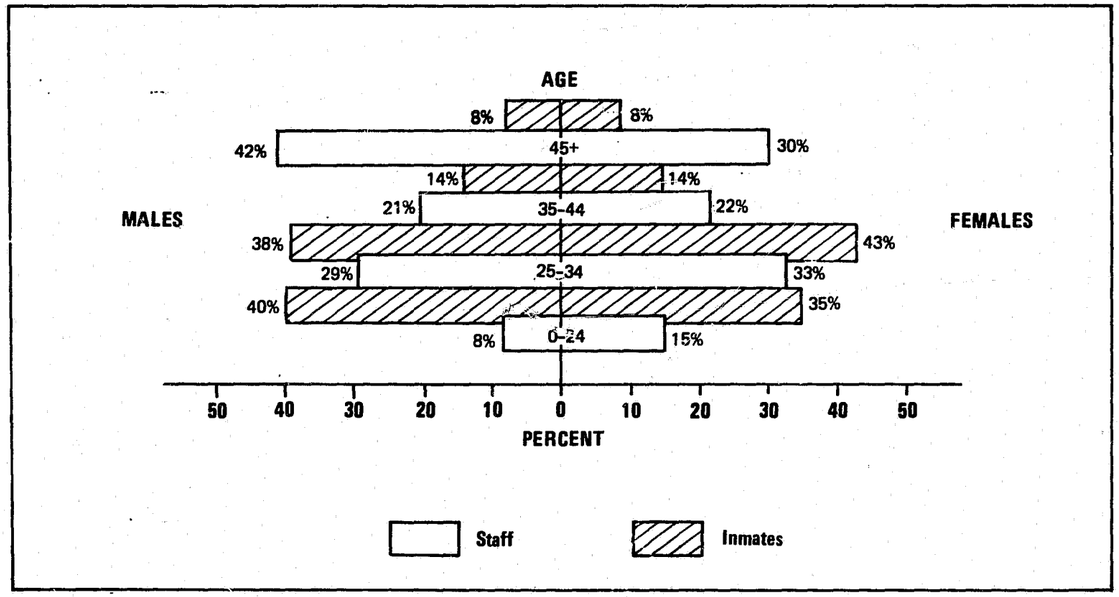
Figure 4.8
Percent Distribution of the Non-White Full-Time Staff and Inmate Populations of Federal and State Adult Correctional Facilities by Region and Sex
1978



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Note: Figure based on 261,562 male inmates, 11,416 female inmates, 74,754 full-time male employees, and 13,610 full-time female employees.

Figure 4.9
Percent Distribution of the Full-Time Staff and Inmate Populations of Federal and State Adult Correctional Facilities by Age and Sex
1978



Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Note: Figures based on 246,581 male inmates, 10,606 female inmates, 72,630 Full-time male employees, and 11,374 full-time female employees.

prison population. As this Chapter has indicated, levels of prison manpower have proved to be somewhat more responsive--at least to increases in prison populations. In large part this simply reflects the fact that hiring is an easier decision to make and implement than building additional facilities or developing alternatives to imprisonment. The stronger relationship also reflects an array of pressures which encourage staffing increases. The National Manpower Survey found the level of correctional staff to be linked to the generally rising fraction of the GNP devoted to the public sector.

Between 1962 and 1978 the number of state custodial staff increased by 94 percent, decreasing the inmate-to-custodial staff ratios from 7.2 to 4.8. For jails, the number of custodial staff increased by 60 percent between 1972 and 1978. This has effectively reduced the inmate-to-custodial staff ratios for jails from 7.0 in 1972 to 4.9 in 1978. With an inmate-to-custodial staff ratio of 7.5, the federal system in 1978 has fewer custodial staff per inmate than either state or local facilities.

While the employment of full-time service personnel began at a lower level, it increased at a faster rate for both state (108 percent between 1974 and 1978) and local (72 percent between 1972 and 1978) facilities. This resulted in inmate-to-service staff ratios of 55:1 (down from 81:1 in 1972) for local facilities and 19:1 (down from 34:1 in 1974) for state facilities. This increase in personnel occurred during a period of more moderate increase in the size of inmate populations (12 percent between 1972 and 1978 for jail populations and a 21 percent increase between 1974 and 1978 for state inmate populations). There were roughly 14 federal inmates for each service employee in 1978.

Despite these apparent trends in the national averages, there is considerable variation in staffing patterns among regions and states:

- The Northeast, for both state and local facilities and for both custodial and service staff, had the lowest staffing ratios, sometimes half that of the other regions.
- Among state facilities, Texas was in a class by itself with staffing ratios for both custodial and service staff three times the national median.
- Most of the local jurisdictions with average daily inmate populations over 1,000 are located in the South and West and have a higher number of inmates per custodial and service staff than the national average.
- States with high levels of crowding were also among those with the highest ratios of inmates to staff.

While these data provide a useful perspective on the simple weight of staff numbers available (and in many cases, unavailable) within the nation's prisons and jails, they provide little information on the qualitative aspects of the staff-inmate relationship. The need for a broader perspective is clearly suggested by the increasing volume of litigation challenging the staff-inmate relationship. On March 31, 1978, staff practices were at issue in nearly 10 percent of all pending inmate suits. Obviously, these cases encompass a broad range of issues and their growing number may reflect only the increasing willingness of prisoners to file suit. Nonetheless, they have provided a new visibility to the staff-inmate relationship.

Despite the fact that inmate interaction with custodial personnel is generally much more frequent than contact with professional counselors, there has been little systematic experimentation with the functions of the correctional officers. Jacobs' observational studies of prison environments suggest a number of reasons to expect that the effects of custodial staff on inmates may be even more marked than those of non-custodial staff.[15] Some kind of basic "social contract" has to be negotiated between the guards and the guarded in order for the institution to function at all. The terms of such a hidden agreement reflect perceived relative strengths of guard and inmate groups, the social interaction skills of both sides and the available motivational factors--rewards and punishments with which the two sides can negotiate. The Joint Commission on Correctional Manpower and Training has described these negotiations as follows:

> "Greatly outnumbered by the offender population and unable to cover every nook and cranny of the institution, (line personnel) may resort to various transactions with inmates, often sub rosa, in order to maintain at least the surface appearance of a properly controlled situation. Such transactions may include the use of informers, cultivating and influencing peer group leaders . . . entrapment of suspects . . . frequent searches of persons and places . . . breaking up informal inmate cliques, deflating unmanageable inmate leaders, supporting dominant factions against minority groups, tolerating some forms of rule-breaking as a concession for compliance in other matters, and conniving at threats and beatings when these serve to 'discipline' people who 'buck the system.'"[16]

In the same report, published ten years ago--but perhaps as true today--the Commission also noted that "there is little scientific knowledge about handling offender populations, few principles for consistent practice, and almost no provision for assessing the value of particular measures in specific situations. Custodial staff generally operate on the basis of lore which has not been subjected to the kind of thorough analysis which has made for continued improvements in practice in other fields and occupations."[17]

Chapter 4: NOTES

1. Manual of Standards for Adult Correctional Institutions, Section 4442, p. 84.

2. Ibid., Section 4063, p. 13.

3. National Advisory Commission on Criminal Justice Standards and Goals, Corrections, Standard #9.6.11, p. 300. This same ratio of 1:6 for custodial staff was used by the President's Crime Commission in estimating manpower needs in 1967. Although this ratio was used by the President's Commission, the report commented: "The desirable ratio of custodial personnel to inmates depends upon the institution's program and the type of inmates involved. No standard ratio exists, nor are data available which would allow an estimate of the average ratio needed." President's Commission on Law Enforcement and Administration of Justice, Task Force Report on Corrections, 1967, p. 96.

4. The National Manpower Survey of the Criminal Justice System, Volume Three, Corrections, National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U.S. Department of Justice, September, 1978, p. 17.

5. Ibid., p. 18.

6. Laura A. Kiernan and Michel McQueen, "Lorton Felons Win $600,000 Over Safety," The Washington Post, June 21, 1980.

7. Utah was excluded because it classifies personnel with custodial functions as service personnel. With only 10 individuals identified as custodial personnel, the inmate-to-custodial staff ratio would be 83:1.

8. The medians provided in Figures 4.5 through 4.7 are unweighted.

9. This correlation excludes both Utah and Texas. The exclusion of Utah was discussed in footnote 6. Texas was excluded because its high staffing ratios for both custodial and service personnel heavily determine the magnitude of the correlation coefficient between the two ratios; including Texas, it is 46.

10. Association of State Correctional Administrators, Uniform Correctional Policies and Procedures, 1972. See also John O. Boone, "Racial Issues in Prison Planning," Report on the Colloquium on Correctional Facilities Planning, American Justice Institute, Sacramento, California, 1978, pp. 230-252.

11. E.g., in his study of an Illinois prison, James Jacobs found: "Where an inmate's influence was once rooted in his ability to manipulate the system through his position in the formal organization, today influence is based on organizational rank carried over from the street. The changing basis of power in the inmate's social system means that there are fewer grounds for accommodation between inmates and staff." James B. Jacobs, Stateville: The Penitentiary in Mass Society, Chicago: University of Chicago Press, 1977; "Dealing with Prison Violence," in Prison Violence (ed. Albert K. Cohen, George F. Cole and Robert G. Bailey), Lexington: Lexington Books, 1976, pp. 474-475.

12. Joint Commission on Correctional Manpower and Training, A Time to Act, Washington, D.C. 1969; see also, National Advisory Commission on Criminal Justice Standards and Goals, Corrections, 1973, pp. 474-475.

13. Official Report of the New York State Special Commission on Attica, New York: Bantam Books, 1972, pp. 16-24.

14. The National Manpower Survey of the Criminal Justice System, supra note 4, p. 50.

15. James B. Jacobs, Stateville, supra note 10, personal communication.

16. Joint Commission on Correctional Manpower and Training, Manpower and Training in Correctional Institutions, Washington, D.C., December, 1969, p. 43.

17. Ibid.

CHAPTER 5
COSTS

A central cause of the concern surrounding the recent rise in prison and jail populations is the fear that vast additional sums of money will be required to construct and operate correctional facilities, particularly in the face of recent court decisions demanding adherence to minimum standards of confinement (see Chapter 1). Any complete assessment of corrections population policy must, therefore, consider the cost of incarceration. Consistent with the focus of this study, the present chapter examines the costs of adult correctional facilities and generally excludes those of probation, parole, and general administration. The costs of juvenile, military and Indian corrections systems are also beyond the scope of this chapter.

In order to place the focus of this chapter in perspective, Table 5.1 presents data on government spending for fiscal year 1977 at four levels of aggregation: correctional institutions, all correctional activities, the complete criminal justice system and all functions of government. As shown in that table, spending for correctional institutions in that fiscal year was more than $3.6 billion, nearly three-fourths of the total spending on corrections of $4.9 billion. The latter, in turn, accounted for almost one-fourth of the $21.6 billion in expenditures for the entire criminal justice system. The criminal justice system in total accounted for roughly 3 percent of all govern-ment spending, which totaled $681 billion in fiscal year 1977. Thus, spending for all correctional activities was only 0.7 percent of all government spending in that year; spending for correctional institutions was about 0.5 percent of all government spending.

As seen in Table 5.1, state governments account for nearly 60 percent of government expenditures for correctional activities, while local governments account for just over one-third and the federal government spends five percent of that total. Relative spending for correctional institutions parallels those figures. These figures show that corrections is disproportionately a state and local responsibility.

In presenting and discussing cost data, it is important to distinguish among several related terms. Operating cost is the cost of resources such as personnel, utilities, food, and materials that are used up or consumed during an accounting period such as a year. Capital cost is the cost of a correctional facility or a piece of equipment that is used over a multi-year period. A transfer cost is a payment made by one organization (e.g., a state correctional agency) to another organization (e.g., a local jail) to cover the costs incurred by the recipient organization. An external cost is a cost that is not reflected in a cash payment but can still be considered a cost to society (e.g., the foregone earnings of an inmate).

Table 5.1

Direct Expenditures[a] at Four Levels of Aggregation
by Level of Government (in Millions of Dollars)
Fiscal Year 1977

Level of Government	All Governmental Functions	Criminal Justice System	All Correctional Activities	All Correctional Institutions
Total	$681,000 (100%)	$21,574 (100%)	$4,936 (100%)	$3,632 (100%)
Federal	359,000 (52.7%)	2,779 (12.9%)	299 (6.1%)	181 (5.0%)
Stte	129,000 (18.9%)	5,812 (26.9%)	2,847 (57.7%)	2,173 (59.8%)
Local	193,000 (28.4%)	12,983 (60.2%)	1,788 (36.2%)	1,278 (35.2%)

Sources: Expenditure and Employment Data for the Criminal Justice System: 1977. Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice and U.S. Bureau of the Census, 1979. Tables 2, 4, 47. Statistical Abstract of the United States (100th Ed.). Washington, D.C.: U.S. Bureau of the Census, 1979. Table 472.

[a]Direct expenditures = Direct current expenditures and capital outlays; intergovernmental transfers are excluded in order to avoid double-counting.

The first objective of this chapter is to present a description of the current costs of incarceration. In all subsequent tables, operating costs are presented and analyzed separately from capital costs. The capital costs data presented are limited to those associated with constructing new facilities, renovating existing facilities, and acquiring facilities for correctional use; no attempt is made to estimate the current debt service payments occasioned by past capital outlay decisions. Costs in this study are measured at the level where the resources are actually used; transfer costs are excluded, thus avoiding double-counting. External costs are ignored in this study because of the difficulties, both conceptual and practical, of measuring such costs.

Once this description of current operating and capital costs is presented, an attempt will be made to estimate the total operating and capital cost of the nation's prisons and jails in fiscal year 1982. Finally, the chapter will conclude with a brief discussion of the expenditures necessary, at current price levels, for the nation's correctional facilities to match present standards of confinement.

5.1 Operating Costs

This section presents data on the total and per inmate operating costs of adult correctional facilities.[2] In order to approximate these operating costs, data on direct current expenditures for adult correctional institutions were drawn from Expenditure and Employment Data for the Criminal Justice System, the most reliable source of data available for assessing cost trends. The term direct current expenditures refers to current cash outlays for the purchase of non-capital goods and services for use in adult correctional facilities. It is important that the limitations of these data be kept in mind; they do not represent the total cost of incarcerating adult offenders. The most important exclusions from total cost are the capital costs associated with prisons, which are discussed in Section 5.2. Also excluded are the costs of central office administration, employer contributions to employee fringe benefits (e.g., contribution to pension funds), and the costs of a wide variety of services provided to prison inmates by public and private agencies. Despite these omissions, data on direct current expenditures do provide a "lower-bound" estimate of the true operating cost of corrections. Also, because these costs have been measured on a consistent basis from year to year, they provide a reasonable basis for estimating rates of change in the costs of incarceration.

Direct current expenditures for adult correctional facilities across all levels of government in fiscal year 1977 were more than $2.4 billion. As shown in Table 5.2, $1.5 billion or 60 percent of this total was spent at the state level. The total direct current expenditure per inmate for all adult institutions was $5,461. At $5,662, state agencies spent slightly more per

Table 5.2

Direct Current Expenditures Per Inmate for Federal, State and Local Correctional Facilities--Fiscal 1977

Level of Government	Direct Current Expenditures For Adult Institutions FY 1977 (in thousands)[a]		Total Number of Persons Held		Direct Current Expenditures Per Inmate
	Number	Percent	Number	Percent	
Total	$2,457,298	100%	450,061	100%	$5461
Federal	149,006	6	30,920[b]	7	4819
State	1,476,292	60	260,747[b]	58	5662
Local	832,000	34	158,394[c]	35	5253

Sources: [a] Expenditure and Employment Data for the Criminal Justice System: 1977, Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice and U.S. Bureau of the Census, 1979. Total direct current expenditures for correctional institutions minus expenditures for juvenile institutions from Tables 4, 47, 53, 56, and 59. Local expenditure was estimated.

[b] Prisoners in State and Federal Institutions on December 31, 1977, Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice, 1979. Total number of persons held in state institutions from Table 1.

[c] Census of Jails and Survey of Jail Inmates, 1978, Law Enforcement Assistance Administration, U.S. Department of Justice, National Prisoner Statistics Bulletin No. SD-NPS-J-6P, February 1979. The reference date for local facilities was February 15, 1978--45 days after the December 31, 1977 reference data for federal and state facilities.

inmate than federal ($4,819) or local ($5,253) agencies. The single figure for states masks rather wide variation among states in the amount of money per inmate expended. With a median of about $6,250, half the states fell between $4,200 and $9,000 per inmate with the lowest amount expended per inmate in Texas ($2,241) and the highest in New Hampshire ($15,946). These costs have been displayed for all states in Table 5.3.

Staff-inmate ratios, rates of crowding and incarceration rates were explored as possible predictors of state-to-state variation in direct current expenditures per inmate. Plotting the ratio of the number of inmates per correctional officer against direct current expenditures per inmate revealed a clear relationship between lower costs on inmates and higher inmate-staff ratios. The relationship between direct current expenditures per inmate and staff costs was also reflected in the correlation between such expenditures and the annual starting salaries for state officers in each of the fifty states. The Spearman rank-order correlation between these salaries and the direct current expenditures per inmate cited in Table 5.3 is .40, t (48) = 3.02, $p < .01$.[3] Another treatment of the relationship between per inmate operating costs and the predictor variables of starting salaries for correctional officers and inmate-to-staff ratios can be found in Appendix E-1.

Predictably, because it is less expensive to house more inmates per unit of space, states in which "crowding" existed (see Chapter 3 for a definition of this term) also had lower costs per inmate. Finally, states with lower costs per inmate were also those with higher incarceration rates. These plots had an R^2 value in the range of .35 to .40.

None of the states with over $7,000 of direct current expenditures per inmate had an inmate-to-staff ratio of over 6:1; only three states had more than 30 percent of their inmates in crowded confinement units or an incarceration rate in excess of 100 per 100,000. It should be noted that all of the Southern states had direct costs per inmate of less than $8,000 and that most had higher inmate-to-staff ratios, tended to be crowded, and had incarceration rates in excess of 100. On the other hand, New Hampshire, Massachusetts, North Dakota, and Minnesota, with direct costs per inmate of more than $10,000, had lower inmate-to-staff ratios, tended to be less crowded, and had lower incarceration rates.

5.2 Capital Costs

This section presents data on capital outlays for obtaining and upgrading prisons and jails, which accounts for most of the capital outlays made in connection with such facilities. Capital outlays are also made to purchase equipment, but these represent a relatively small proportion of the

Table 5.3

Direct Current Expenditures Per Inmate in State Prisons By State--Fiscal Year 1977

Rank	State		Rank	State	
1	Texas	2241	26	West Virginia	6305
2	Georgia	2467	27	Indiana	6350
3	South Carolina	2475	28	Wisconsin	6366
4	Arkansas	3088	29	Utah	6990
5	Missouri	3326	30	Wyoming	7008
6	New Mexico	3606	31	Delaware	7221
7	South Dakota	3609	32	Vermont	7382
8	Alabama	3649	33	Colorado	7528
9	North Carolina	3767	34	Maine	7676
10	Oklahoma	3772	35	New Jersey	7443
11	Kentucky	3818	36	California	8173
12	Arizona	4011	37	Iowa	8305
13	Florida	4205	38	Connecticut	8962
14	Louisiana	4270	39	North Dakota	9032
15	Ohio	4585	40	Pennsylvania	9439
16	Oregon	4953	41	New York	9445
17	Michigan	4990	42	Washington	10,030
18	Idaho	5369	43	Montana	10,303
19	Virginia	5434	44	Rhode Island	11,194
20	Nevada	5651	45	Minnesota	11,852
21	Tennessee	5815	46	Kansas	12,153
22	Illinois	5841	47	Hawaii	13,943
23	Nebraska	5869	48	Alaska	14,071
24	Mississippi	6036	49	Massachusetts	14,442
25	Maryland	6208	50	New Hampshire	15,946

Sources: Expenditure and Employment Data for the Criminal Justice System: 1977. Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice and U.S. Bureau of the Census, 1979. Total direct current expenditures for correctional institutions minus expenditures for juvenile institutions from Table 53. Prisoners in State and Federal Institutions on December 31, 1977, Washington, D.C. Law Enforcement Assistance Administration, U.S. Department of Justice, 1979. Total number of persons held in state institutions from Table 1.

total. As indicated in Table 5.4, capital outlays for correctional institutions in fiscal year 1977 amounted to $415 million; 94 percent of those expenditures were made at the state or local level. New construction, including newly constructed additions to existing facilities, will continue to account for a large proportion of capital outlays for correctional facilities in the future. As will be seen, new construction accounts for 86 percent of planned capital outlays for jails between 1978 and 1982 (see Table 5.11, "Upper Estimate"). Following a discussion of new construction costs, this section briefly reviews the costs of prison renovation or acquiring existing structures (e.g., motels, hospitals) for use as correctional facilities.

Due to measurement problems, no attempt has been made to estimate the current annual cost associated with the existing capital stock in the corrections sector of the criminal justice system.[4] From the perspective of the policymaker, this omission of the cost of the existing capital stock is not problematic. The financial obligations associated with previous acquisitions of capital goods (i.e., the obligation to make payments on the bonds issued to raise cash for the initial capital outlay) will continue regardless of what is done with these goods, except in the unlikely event that the goods are sold for a significant price and the proceeds used to retire some or all of the outstanding bonds. And this stock, which consists primarily of prison buildings and the equipment necessary to operate the prisons, is not readily convertible to other uses. Thus, current decisions to expand or reduce prison capacity will not have a significant impact on the cost of the existing capital stock. On the other hand, these decisions will directly affect the level of capital outlays for new construction, renovation and acquisition.

New Construction Costs

The National Council on Crime and Delinquency, in a recent publication, asserted that construction costs for prisons range from $25,000 to $50,000 per bed.[5] The federal Bureau of Prisons estimated that the construction cost for a new 500 bed federal facility is approximately $35,000 per bed.[6] The National Clearinghouse for Criminal Justice Planning and Architecture estimated that the average construction cost per bed in 1974 was $36,000 for a federal prison and $30,000 for a state prison.[7] Among a sample of recently constructed prisons, costs per bed ranged from $7,500 for a 100 bed, minimum security facility in South Carolina constructed in 1976, to $55,600 per bed for a 360 bed, maximum security prison in Virginia constructed in 1978. See Appendix E-2 for the construction costs of this sample of recently constructed state prisons.

One of the major sources of variation in capital costs associated with new prison construction is the large variation in prison design, especially that related to the security classification of the institution. Table 5.5 shows average construction costs for prisons at three different security

Table 5.4

Capital Outlays for Federal, State, and Local Correctional Facilities--Fiscal 1977

Level of Government	Capital Outlays (in thousands)	
	Number	Percent
Total	$415,873	100%
Federal	25,306	6
State	223,518	54
Local	167,049	40

Source: Expenditure and Employment Data for the Criminal Justice System: 1977, Washington D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice and U.S. Bureau of the Census, 1979. Tables 4, 48, and 52.

Note: Capital outlays for adult correctional institutions were not presented separately from those for juvenile detention facilities for state and local governments. The Federal figure for capital outlays for adult correctional institutions was $24,337.

levels and jails, as calculated in a 1976 study of the costs of correctional institutions.[8] The estimates reported there were based on a sample of facilities constructed or planned circa 1974, drawn to be roughly representative of all regions of the country. These figures suggest that mixed and high security prisons are much more costly to construct than minimum security prisons, while the cost for jails is roughly comparable to that for mixed security prisons. Similar conclusions about the relationship of security level and construction cost can be drawn from averages, compiled from the sample of more recently constructed state prisons, listed in Appendix E-2 (See Table 5.6).

The size of an institution may also have an impact on the construction cost per bed; other things being equal, a larger facility could be cheaper to construct. One attempt to test for such "economies of scale" found that per bed construction costs for the California correctional system were not lower in larger institutions.[9] The test applied by this study was admittedly crude; thus, the existence of economies of scale is still an open question.[10]

Another reason for wide variation in construction costs is differences in labor and material costs across various parts of the country. Construction labor costs are typically lower in the South, and the cost of materials varies by region as well. One measure of this regional variation in construction prices is provided by a price index developed by the Department of Defense for use in estimating construction costs for defense facilities.[11] With Washington, D.C. as an arbitrary reference point (i.e., the point at which the index = 1.00), relative construction prices by region of the country are displayed in Table 5.7. Construction costs in the South are shown to be lower than those in the other three regions of the country.

Another indication of the differences in construction prices across regions is the variation in estimated per bed construction costs for local jails to be built between 1978 and 1982. These data, collected as part of the 1978 National Jail Census, are presented in Table 5.8. The estimates provided in that table do not control for possible differences in the ambitiousness of those construction plans. Nevertheless, the variation in construction prices across different regions suggested by the Department of Defense price index seems to be corroborated by these additional data.

Finally, of course, some of the apparent differences in construction costs may be attributable simply to non-standardized reporting of costs. In particular, the costs of site acquisition and preparation, furnishings and equipment, and architectural fees may or may not be included in reported figures. Each of these items may add substantially to the initial capital outlay required to complete a construction project. The National Moratorium on Prison Construction estimated that furnishings and equipment costs may be as much as $5,000 per bed, while architectural fees may add 10 percent and site acquisition and preparation may add still another 20 percent to basic construction costs.[12]

Table 5.5

Estimated Capital Cost Per Bed by Type of Institution
(In 1978 Dollars)[a]

Type of Institution	Capital Cost Per Bed
High Security	$50,876
Mixed Security[b]	39,035
Low Security	15,364
Jail	37,472

Source: Singer, N. and Wright, V.D. Cost Analysis of Corrections Standards: Institutional-Based Programs and Parole. Washington, D.C.: National Institute of Law Enforcement and Criminal Justice, 1976, p. 20.

[a]Figures adjusted to 1978 dollars using an average annual inflation rate of 8.2%.

[b]"Mixed" security facilities are not equivalent to medium security facilities.

Table 5.6

Average Capital Cost Per Bed for a Sample of
Recently Constructed State Prisons by
Security Classification of Institution (In 1978 Dollars)[a]

Security Classification of Institution	Average Capital Cost Per Bed	Sample Size[b]
Maximum	$46,413	3
Medium	26,965	10
Minimum	18,459	4

Source: Carter, Goble, Roberts, Inc., 1978.

[a]Figures adjusted to 1978 dollars using an average annual inflation rate of 8.[illegible].

[b]See Appendix I for a list of the prisons in this sample.

Table 5.7

Price Index for New Construction
by Region

Region	Price Index[a]
Northeast	1.02
North Central	1.00
South	0.89
West	1.06

Source: Military Construction Cost Review Guide: Fiscal Year 1980. U.S. Department of Defense, Office of the Deputy Assistant Secretary of Defense Installations and Housing, 1978, pp. 9-12.

[a]Washington, D.C. costs are assigned a score of 1.00 on this index.

Table 5.8

Average Estimated Jail Construction Costs Per Bed:
Projected New Construction by Region --
1978 to 1982

Region	Estimated Construction Costs Per Bed
Northeast	$37,200
North Central	35,200
South	20,500
West	41,600

Source: National Jail Census (CJ-3 and CJ-4), 1978.

Clearly, this complex picture leaves the planner and policymaker with tremendous uncertainty in estimating the implications of various prison population projections for capital cost outlays. To provide further guidance in this area, a prototype (or model) prison design that would meet current corrections standards was developed.[13] This prototype and the square footage costs of its various components are presented in Appendix E-3, together with a discussion of its potential use to planners and policymakers.

One issue frequently raised in discussions of prison construction is the likely impact of the Department of Justice or American Corrections Association standards on the design and construction costs of new prisons. It should be noted that guidelines issued by the National Clearinghouse for Correctional Planning and Architecture[14] have been influential in recent facility design as a result of that group's involvement in construction grants issued by the Law Enforcement Assistance Administration under Part E of the Crime Control Act (as amended, 1970). Thus, even prior to the issuance of the DOJ and ACA standards, there had been a general movement within the architectural profession toward designs consistent with those standards.

In comparison with traditional prison and jail designs, the designs suggested by these recent standards would seem to involve higher construction costs. Most important among these standards are requirements for single cell occupancy, exterior light in every cell, larger cell sizes, and metropolitan locations. The housing component of a prison or jail is the most expensive to construct on a cost per square foot basis; thus, larger cells clearly add to the cost per bed of construction. Also, for a given allotment of space per inmate, it is clearly more expensive to construct single occupancy cells than double occupancy cells. The requirement that all cells must have direct exterior light dictates a limited number of design options and eliminates the use of internal space for cells. This requirement increases either the length, width, or height of a building, and, therefore, the square footage of the exterior surface area. Finally, the requirement that prisons be located closer to metropolitan areas means that land costs are likely to be higher; also delays in locating urban or suburban sites acceptable to the public will add to the overall capital outlay required to complete the prison project.

A recently completed project by the Institute for Economic and Policy Studies provides the most up-to-date information on the possible costs of meeting present corrections standards.[15] Corrections administrators in five states were asked to complete a self-assessment report of their system's compliance with current standards. In consultation with the IEPS staff, these administrators then devised a list of resource needs for reaching compliance. Estimates of the direct current expenditures necessary for compliance were made on the basis of extant salary schedules, price lists and purchase orders. Estimates of the necessary capital costs were made on the basis of both recent capital expenditures by those states and national level data. It was estimated that the following total expenditures would be needed for these state systems, including all juvenile detention facilities, to be

brought up to standards: Colorado ($16.1 million); Connecticut ($2.0 million); Iowa ($28.6 million); Maine ($18.1 million); and New Jersey ($18.3 million). Notably, these states are not among those that confined substantial portions of inmates in crowded quarters (Chapter 3). In defending its facilities against charges of unlawful conditions of confinement, Texas has estimated that current square footage standards might require the replacement of all state prisons at a cost of roughly one billion dollars. We can develop an equally crude estimate of the national costs of compliance by looking at the loss in capacity that occurs when the 60 square foot standard is applied to all confinement units in state and federal institutions (Chapter 3). Assuming new per bed costs of $32,000 to $40,000, expenditures on the order of eight to 10 billion dollars would only resolve the discrepancy between reported and measured capacity without considering expanded operating budgets.

Without a state-level examination of specific facility conditions and needs, these figures are no more than arbitrary indicators of the magnitude of the re-construction task. We can be confident, however, that even allowing for a wide margin of error, the costs of maintaining 1978 population levels and meeting minimum floor space standards, will far exceed the resources of many state and local corrections systems.

Additions to Existing Facilities

One option adopted by several states in recent years to expand prison capacity has been to add newly constructed confinement units to an existing facility. In principle, the per bed cost of this approach should be less than that of building a completely new facility since it requires little or no addition to the support components of the prison. One such project was recently completed in South Carolina, where per bed costs were estimated to be approximately $7,800. Another project was recently completed in Arkansas, where the per bed cost, including the cost of upgrading some support facilities, was only $12,900. A third "add-on" project in Arizona cost almost $30,000 per bed. It should be noted that most current corrections standards have effectively set an upper limit on the use of this option to expand capacity by their recommendation that new facilities not exceed a certain size (e.g., 500 inmates).[16]

Renovation of Existing Facilities

While the bulk of capital outlays for adult correctional facilities appears to be for new construction, some money is allocated for renovation of existing facilities; many of these renovation projects may be in response to recent court orders (see Chapter 2). Approximately 16 percent of the capital funds to local jails between 1978 and 1982 is allocated for the renovation of existing facilities. The average per bed cost of these renovations is $3,700. It should be noted that this average comes from a

wide variety of projects and cannot be used as an estimate of the renovation costs required to bring the typical jail up to standards. One renovation project designed to bring a facility up to standards--specifically, the guidelines issued by the National Clearinghouse for Correctional Planning and Architecture--was recently completed in Montana. The state renovated a prison industry building to accommodate maximum security inmates at a cost of $6,000 per bed space. This figure nearly matches the costs incurred by New York in its renovation of the Green Haven Correctional Facility. In expanding cells to 71 square feet each, a total of 240 cells were lost. The cost per new cell, including furnishings, was $6,783.

Acquisition of Non-Prison Facilities

The final category of capital outlays associated with adult correctional institutions is the acquisition of non-prison buildings for use as prison facilities. States have converted schools (South Carolina), office buildings (Arizona), military barracks (Florida), mobile homes (Arkansas) and other buildings to accommodate prisoners. Oklahoma recently acquired a number of buildings (motels, a junior high school, a hospital, and an old apartment complex) and converted them to minimum security facilities at an average cost per bed of approximately $4,500, including the cost of needed renovations.[17]

It should be noted that this approach has been limited to the expansion of minimum security capacity and is probably not feasible for medium and maximum security facilities. For example, the Division of Corrections in Maryland studied the feasibility of converting a large industrial complex to a medium security prison and found that the proposed conversion would cost approximately five to 10 percent more than construction of an entirely new facility.[18]

5.3 Estimates of Future Operating and Capital Costs of Adult Correctional Facilities

This section presents estimates of the future costs of the nation's adult correctional facilities. These estimates are presented separately for operating costs and capital outlays as defined in the early part of this chapter. Operating cost estimates are given for fiscal year 1982, while capital outlay estimates are for the period extending from March 31, 1978 to December 31, 1982. The operating cost estimates are based in part on projections of the inmate population of the nation's prisons and jails for fiscal year 1982. The projections used here are those reported in a preliminary

draft of Volume II of this report, Population Trends and Projections. Volume II presently offers population projections through fiscal year 1983; given the enormous range in the cost estimates reported here for fiscal year 1982, no effort was made to extend those estimates beyond that year.

It is important to place these projections in the context of cost trends for direct current expenditures and total capital outlays in the early and mid-1970's. Figure 5.1 shows that federal, state and local governments have seen a steady increase in their direct current expenditures for all correctional activities from fiscal year 1971 to 1977. In 1977 equivalent dollars, state systems have experienced a 45 percent increase in such expenditures during this period; increases in federal expenditures matched this rise (47 percent), while local governments saw a 46 percent increase. Direct current expenditures for adult correctional facilities have risen quite sharply during this seven-year period. Figure 5.2 displays these data for state governments; data were not available at the federal or local levels for the entire time period. In 1977 equivalent dollars, state systems saw a 58 percent increase in their operating costs for adult facilities or $350 more per inmate in 1977.

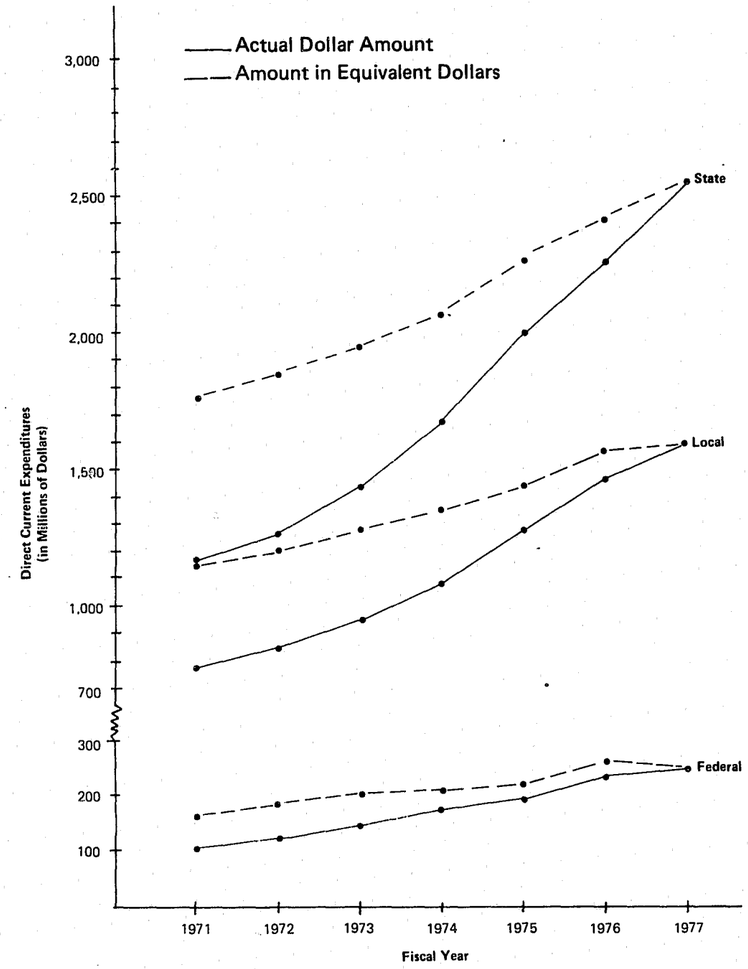
Figure 5.3 plots the total capital outlays for all correctional activities for fiscal years 1971 to 1977 at the federal, state and local levels. During that seven-year span, state governments incurred capital costs of $1.3 billion; interestingly, capital outlays fell in fiscal years 1972 and 1973 and then rebounded sharply in successive years. While this shift generally corresponds to the shift in prison population, recall that the time between capital outlays and the actual accommodation of prisoners is roughly a generation of prisoners (2-1/2 years). Capital outlays at the local level totaled $1.009 billion, with these expenditures rising steadily from year to year. In comparison to these figures, federal capital outlays for correctional activities have been modest, totaling only $185 million. As can be seen in Figure 5.3, federal capital costs have oscillated throughout the seven-year period. Data on capital outlays for adult correctional facilities alone are not available.

Projection of Operating Costs in 1982

In considering the level of operating costs for the nation's prisons and jails in 1982, aggregate estimates are presented separately for federal prisons, state prisons, and local jails. The goal is to establish a range within which the operating cost totals are likely to fall and to assess the impact of increases in the population of incarcerated adults on these totals.

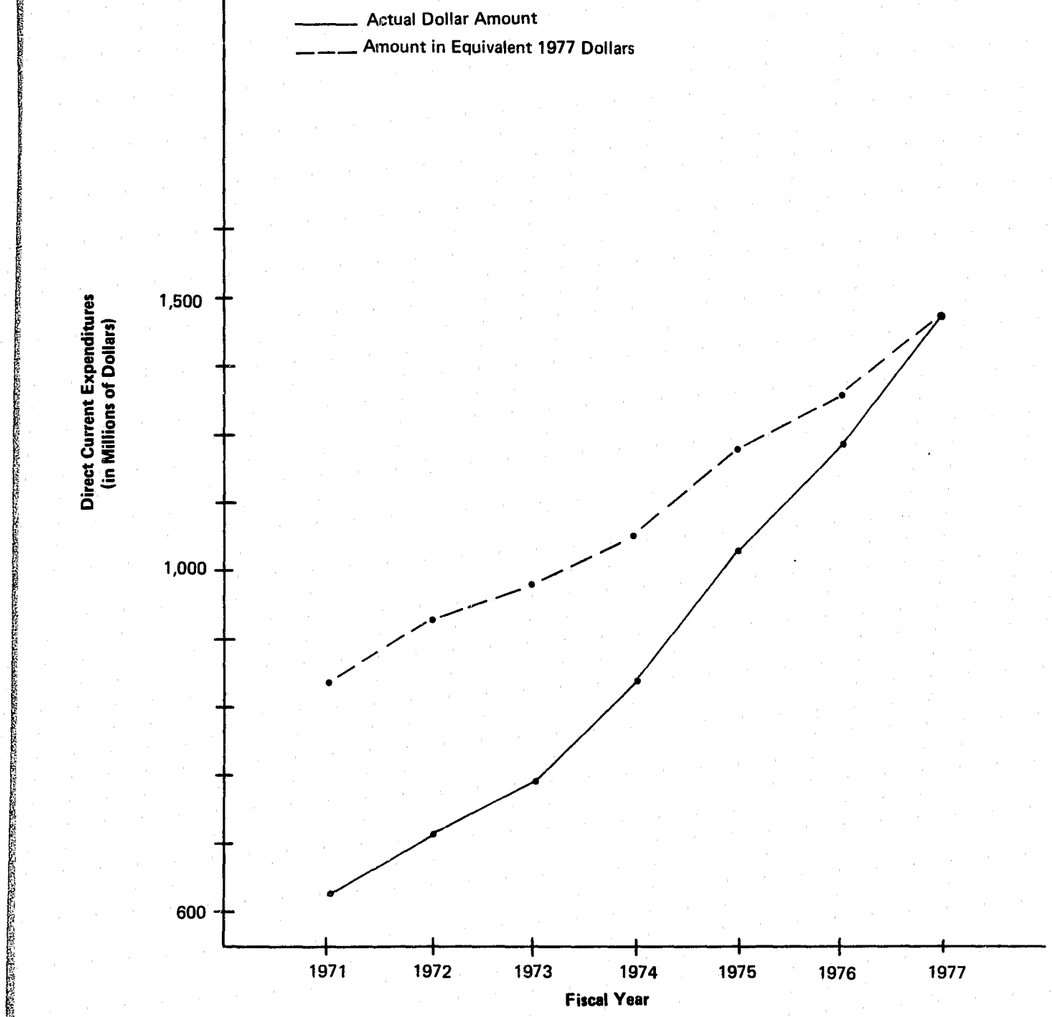
Any estimates of future costs are subject to a high degree of uncertainty. Possible future policy changes--including the enforcement of standards by the courts and the efforts of regulatory and accreditation

Figure 5.1
Total Direct Current Expenditures for Corrections by Level of Government—Fiscal Years 1971-1977



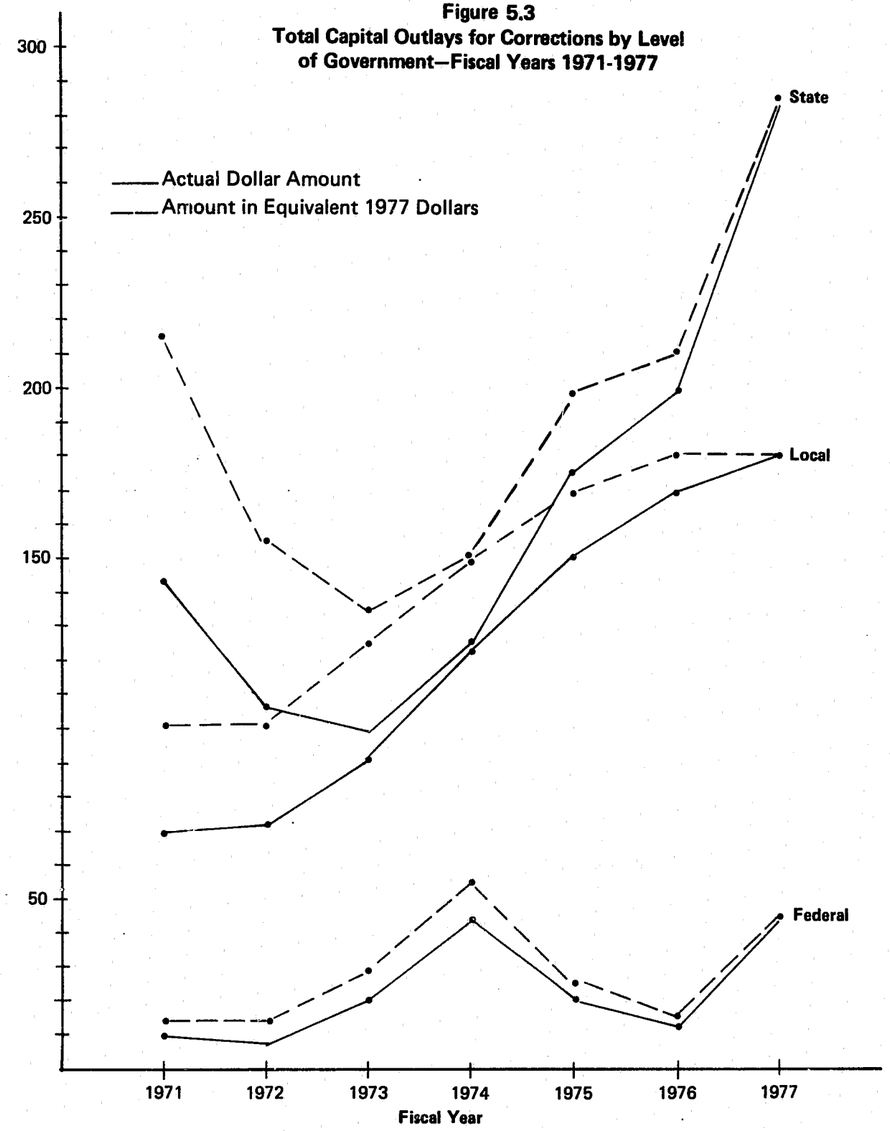
Source: *Expenditure and Employment Data for the Criminal Justice System.* Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice and U.S. Bureau of the Census. 1970-1971: Tables 4 and 50. 1971-1972: Tables 4 and 39. 1972-1973: Tables 4 and 39. 1974: Tables 4 and 39. 1975: Tables 4 and 40. 1976: Tables 4 and 45. 1977: Tables 4 and 47. *Statistical Abstract of the United States: 1979* (10th Ed.). Washington, D.C.: U.S. Bureau of the Census, 1979. Table 790.

Figure 5.2
Total Direct Current Expenditures for Adult Correctional Facilities by State Governments—Fiscal Years 1971-1977



Source: *Expenditure and Employment Data for the Criminal Justice System.* Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice and U.S. Bureau of the Census. 1970-1971: Table 51. 1971-1972: Table 40. 1972-1973: Table 40. 1974: Table 40. 1975: Table 41. 1976: Table 47. 1977: Table 5.3. *Statistical Abstract of the United States: 1979* (10th Ed.). Washington, D.C.: U.S. Bureau of the Census, 1979. Table 790.

Figure 5.3
Total Capital Outlays for Corrections by Level of Government—Fiscal Years 1971-1977



Source: *Expenditure and Employment Data for the Criminal Justice System.* Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice and U.S. Bureau of the Census. 1970-1971: Tables 4 and 50. 1971-1972: Tables 4 and 39. 1972-1973: Tables 4 and 39. 1974: Tables 4 and 39. 1975: Tables 4 and 40. 1976: Tables 4 and 45. 1977: Tables 4 and 47. *Statistical Abstract of the United States: 1979* (10th Ed.). Washington, D.C.: U.S. Bureau of the Census, 1979. Table 790.

bodies--could have a substantial impact on actual costs. Other unknowns include the future course of the economy and the possibility of legislative efforts to cut back public spending. Finally, as discussed in Volume II, projections of future prison and jail populations are subject to considerable error. Given these uncertainties, the estimates presented here can only be viewed as rough indicators of possible future operating costs; nevertheless, they may provide useful benchmarks for policy planners.

The operating cost projections rely on the fiscal year 1977 totals described in Section 5.1 as their base. Three different methods are used in making these projections. The simplest approach (Method I) is simply to extend the fiscal year 1977 totals to 1982 on the assumption that the average annual growth rates of total operating costs observed from 1972 to 1977 would continue unchanged into the near future. This approach essentially assumes that operating costs, at least over periods as short as five years, are determined by policy and are not closely tied to the changes in prisoner populations likely to occur over this period.

The second approach (Method II) has recently observed trends in operating costs per inmate, rather than total operating costs, as its base. Total operating costs are then projected as the product of projected cost per inmate and the projected number of inmates. This method assumes that the average cost per inmate is determined by the system, and that the marginal cost of an additional inmate is equal to that average cost. Of the three projection methods, this one is the most sensitive to projected changes in the population of incarcerated adults.

The third method (Method III) is based on a regression equation estimated from expenditure and inmate data for the fifty states for the period 1972 to 1976, as well as from data on the change in total personal income in each state over this period. This regression equation is described more fully in Appendix E-1. With this equation, changes in total operating costs are seen to be a function of changes in the inmate population and changes in total personal income. Specifically the equation suggests that a 10 percent increase in the inmate population will result in a 7.2 percent increase in total operating costs, while a 10 percent increase in personal income is associated with a 10 percent increase in total operating costs.

The results of applying these three methods are presented in Table 5.9. Two estimates each are presented for Methods II and III to reflect the upper and lower bounds of estimated changes in the prison and jail population, as described in Volume II. Thus, five alternative estimates are presented for each of the three levels of government.

There is a wide range in the estimates produced by the alternative methods and the two projections of inmate population. Method II, the most sensitive to differences in inmate population estimates, provides estimates at the upper and lower ends of the range. Method I, which is completely

Table 5.9

Projections of Total Operating Costs for the Nation's Prisons and Jails in 1982
(in Millions of Dollars)

Level of Government	Method of Estimation[a]									
	Method I (Total Cost Trends)		Method II (Per Inmate Cost Trends)				Method III (Regression Equation)			
			Low		High		Low		High	
	Estimate	% Change[b]	Estimate	% Change[b]	Estimate	% Change[b]	Estimate	% Change[b]	Estimate	% Change[b]
Total	$4,978	15.3%	$3,942	10.0%	$5,336	16.9%	$4,031	10.5%	$4,607	13.5%
Federal	317	16.3	245	10.5	314	16.1	246	10.5	276	13.1
State	3,024	15.6	2,264	9.1	3,385	18.2	2,377	10.2	2,872	14.4
Local	1,637	14.5	1,433	11.5	1,637	14.5	1,374	10.6	1,459	11.6

Sources: Expenditure and Employment Data for the Criminal Justice System: 1971-1972. Washington, D.C.: Law Enforcement Assistance Administration (LEAA), U.S. Department of Justice and U.S. Bureau of the Census, 1974; same volume for fiscal year 1977, published in 1979.

The Nation's Jails: A Report on the Census of Jails from the 1972 Survey of Inmates of Local Jails. Washington, D.C.: LEAA, U.S. Department of Justice, 1975.

Prisoners in State and Federal Institutions on December 31, 1971, 1972 and 1973. Washington, D.C.: LEAA, U.S. Department of Justice, 1975; same volume for December 31, 1977, published in 1979.

National Jail Census (CJ-3 and CJ-4), 1978.

[a]These methods are described in Section 5.3. Method III is more fully explained in Appendix I.

[b]Average annual change from 1977 to 1982.

independent of inmate population projections, provides estimates near the upper end of the range. Method III, which gives weight to both the estimated change in inmate populations and to other factors, tends to produce estimates in the middle of the range. Table 5.10 provides a comparison of total operating costs in 1977 with the high and low estimates of such costs in 1982 by Method II. These figures suggest that total operating costs may range from close to $4 billion to as much as $5.3 billion in 1982, a figure far greater than the $2.4 billion total for fiscal year 1977.

Projection of Capital Costs: 1978 to 1982

This section presents a compilation of capital spending plans at the federal, state and local levels for the period extending from March 31, 1978 to December 31, 1982, as reported in the Survey of State and Federal Adult Correctional Systems (PC-1) and the 1978 National Jail Census (CJ-3 and CJ-4). Three estimates are provided for each level of government. One estimate includes only capital spending for which data were reported and funds have been committed; this probably represents a lower bound estimate of actual capital outlays over this five-year period. A second estimate includes all reported spending plans, whether or not funds were actually committed, so long as a cost estimate was reported. Finally, the third estimate includes all spending plans; where the cost of a proposed facility construction, renovation, or acquisition was not provided, an estimate has been made. Thus, this last estimate represents a probable upper bound on capital spending over this five-year period. Because of the long period of time between the initial planning for major facility construction, renovation or acquisition and the actual opening of a facility, the range of capital spending estimates presented in this section should be a good predictor of the actual level of such spending over the period from 1978 to 1982. It is unlikely that many projects not even in the planning stage on March 31, 1978 would be completed and ready for occupancy by December 31, 1982.

Table 5.11 presents capital spending plans for the federal Bureau of Prisons and the state correctional systems; regional totals are provided for the latter. Capital spending at the federal level is estimated to range from between $118 and $191 million, while such spending among state systems is projected to fall between $574 million and $1.4 billion. Regionally, the South accounts for roughly 50 percent of the total for state spending. The Northeast has the least ambitious spending plans of any of the regions. The North Central region is below the West for the lower and middle estimates, but exceeds the West for the upper estimate.

Estimated capital outlays for jail renovation and new construction are presented in Table 5.12. Separate estimates are provided for renovation and new construction, and totals are provided by region. Across the entire country, such outlays are estimated to range from nearly $750

Table 5.10

Comparison of Total Operating Costs in 1977
with High and Low Estimates of Total Operating Costs in 1982
(In Millions of Dollars)

Level of Government	Total Operating Costs 1977	Projection of Total Operating Costs in 1982			
		Low Estimate		High Estimate	
		Estimate	% Change[a]	Estimate	% Change[a]
Total	$2,457	$3,942	10.0%	$5,336	16.9%
Federal	149	245	10.5	314	16.1
State	1,476	2,264	9.1	3,385	18.2
Local	832	1,433	11.5	1,637[b]	14.5

Source: Tables 5.2 and 5.9.

[a]Average annual change from 1977 to 1982.

Table 5.11

Estimated Capital Outlays for Federal and State Prison Construction, Renovation, or Acquisition -- March 31, 1978 to December 31, 1982
(In Millions of Dollars)

Region	Type of Estimate[a]		
	Lower	Middle	Upper
United States Total	$692.1	$1,393.8	$1,593.3
Federal Total	118.1	190.5	190.5
States Total	574.0	1,203.3	1,402.8
Northeast	59.8	99.6	99.6
North Central	64.7	206.7	317.0
South	341.1	641.8	727.1
West	108.4	255.2	259.1

Source: Survey of State and Federal Adult Correctional Systems (PC-1), 1978.

[a]Lower, middle, and upper estimates are defined as follows:
(a) Lower estimate: cost data reported and funds committed;
(b) Middle estimate: cost data reported, whether or not funds committed;
(c) Upper estimate: adds to the middle estimate the estimated cost of renovation, acquisition, or new construction projects for which cost estimates were not provided.

Table 5.12

Estimated Capital Outlays for Jail
Renovation and New Construction -- 1978-1982
(In Millions of Dollars)

Region	Type of Estimate[a]		
	Lower	Middle	Upper
United States Total:[b]	$ 747.1	$ 1,181.5	$ 1,431.7
(Renovation)	(118.8)	(152.9)	(202.0)
(New Construction)	(628.3)	(1,028.6)	(1,229.7)
Northeast:	91.9	121.9	135.7
(Renovation)	(30.2)	(33.0)	(45.0)
(New Construction)	(61.7)	(88.9)	(90.7)
North Central:	152.9	305.8	403.4
(Renovation)	(23.4)	(35.3)	(48.9)
(New Construction)	(129.5)	(270.5)	(354.5)
South:	307.7	327.7	424.1
(Renovation)	(38.6)	(51.5)	(70.9)
(New Construction)	(269.1)	(321.2)	(353.2)
West:	194.6	381.1	468.5
(Renovation)	(26.6)	(33.2)	(37.3)
(New Construction)	(168.0)	(347.9)	(431.2)

Source: National Jail Census (CJ-3 and CJ-4), 1978.

[a]Lower, middle, and upper estimates are defined as follows:
(a) Lower estimate: cost data reported and funds committed;
(b) Middle estimate: cost data reported, whether or not funds committed;
(c) Upper estimate: adds to the middle estimate the estimated cost of renovation, acquisition, or new construction projects for which cost estimates were not provided.

[b]Regional figures may not sum exactly to United States totals because of rounding error.

million to more than $1.4 billion. Considering only plans for which funds have been committed, the South again exceeds the other regions, although not as dramatically as was the case with prison capital outlays. However, for total spending plans (i.e., the middle and upper estimates), the West actually exceeds the South. Again, the Northeast has the lowest estimated capital spending plans of any region.

Across all three levels of government, capital spending for major adult correctional facilities (new construction, renovation, and acquisition) is estimated to range from $1.4 billion to more than $3 billion for the period 1978 to 1982, with the South leading the other regions of the country in its spending plans. It is important to note that most of the capital outlays for facilities are for additions to, rather than replacement of, existing capacity. Thus, variations among regions in capital outlays primarily reflect regional differences in the projected need for additional capacity, as viewed by policymakers in the various states and localities.

5.4 Summary

Compared against the costs of all government functions, corrections is disproportionately a state and local responsibility. State governments account for nearly 60 percent of government expenditures for correctional activities, while local governments account for just over one-third of that figure. In fiscal year 1977, for example, direct current expenditures for adult correctional facilities totaled slightly more than $2.4 billion across all levels of government. Of that total, $1.5 billion was spent at the state level, while local governments spent $0.8 billion and the federal government spent $0.15 billion. For that year, total direct current expenditures represented an average operating cost of $5,461 per inmate.

There is a wide range in per inmate operating costs across the nation's state prison systems. Three factors were associated with this state-to-state variation: (1) the inmate-to-staff ratio, with states having higher ratios spending less per inmate; (2) the extent of inmate crowding, with states housing a higher percentage of inmates in crowded units spending less per inmate; and (3) the incarceration rate, with states confining a higher percentage of its citizens spending less per inmate.

Capital outlays for all correctional institutions, including both adult and juvenile facilities, were $415 million in fiscal year 1977, 94 percent of which was spent at the state and local level. Most of that amount was spent in the expansion and upgrading of correctional capacity. The capital costs of new construction are found to be associated with several variables: (1) the security classification of the facility; (2) the overall size of the facility; and (3) regional variation in the construction

price index. While no single figure serves adequately to describe the likely costs of compliance with minimum floor space standards, billions would clearly be required to address these standards through new construction.

An option exercised by many states attempting to expand prison capacity has been to add new confinement units to an extant facility. Clearly, the cost per bed of such projects is considerably less than that for a completely new facility; however, adoption of this strategy is constrained by the fact that current standards have recommended that prisons not exceed a certain size. A relatively small percentage of capital outlays is allotted to prison renovation; costs for these projects have run between approximately $3,000 and $7,000 per bed. Finally, some states have recently acquired non-prison buildings and converted them to minimum security facilities; whether a cost savings can be realized by this method of expanding prison capacity is not yet clear.

Chapter 5: NOTES

1. The term "capital cost" may refer to the initial cash outlay for a capital good or to an annualized figure that takes into account the useful life of the capital good and the interest cost associated with the financing of the purchase. This chapter is concerned only with the initial cash outlay.

2. Inmate totals were those reported in Prisoners in State and Federal Institutions on December 31, 1977. Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice, 1979.

3. S. Siegel, Non-parametric Statistics for the Behavioral Sciences. New York: McGraw-Hill, 1956.

4. In principal, it would be possible to calculate the "true" annualized capital costs for correctional institutions by estimating how much is "used up" in that year and calculating an appropriate interest cost. However, such an exercise would be plagued with technical problems. For example, what is the appropriate "useful life" for a prison or jail building? In calculating costs for the current year, should the initial capital cost be adjusted for inflation? What interest rate is appropriate--the one in existence at the time the building was constructed or the current rate? Various analysts have attempted to address some of these problems, but there is no generally agreed upon methodology for calculating the current annualized costs of capital goods purchases made over a long period of time.

5. Prisons: The Price We Pay. Hackensack, NJ: National Council on Crime and Delinquency, 1977, p. 7.

6. What Can Be Done About Overcrowding in Long-Term Federal Correctional Facilities? Washington, D.C., General Accounting Office, 1978, p. 13.

7. W. H. Robinson, P. Smith, and J. Wolf, Prison Population and Costs: Illustrative Projections in 1980. Washington, D.C.: Congressional Research Service, Library of Congress, 1977, pp. 29, 32.

8. N. Singer, and V.B. Wright, Cost Analysis of Corrections Standards: Institutional-Based Programs and Parole. Washington, D.C.: National Institute of Law Enforcement and Criminal Justice, 1976, p. 20.

9. M. Block, Cost, Scale Economics and Other Economic Concepts. Washington, D.C.: Correctional Economics Center, 1976.

10. It is extremely difficult to test for economies of scale on the basis of actual prison construction costs because many factors vary in

addition to size: the basic design of the prison; the extent of support facilities; the location of the facility; and the year it is constructed. There is no completely satisfactory way to control for these factors. Experience with similar types of construction projects, such as the building of barracks for the military, apartment buildings and housing sub-divisions, has shown that increasing the size of a construction project typically results in lower per unit costs.

11. Military Construction Cost Review Guide: Fiscal Year 1980. Washington, D.C.: U.S. Department of Defense, Office of the Deputy Assistant Secretary of Defense Installations and Housing, 1978, pp. 9-12.

12. Jail and Prison Costs. Washington, D.C.: National Moratorium on Prison Construction, 1975.

13. The prototype was developed by the architectural firm of Carter, Gobel, Roberts, Inc. and reflects this firm's experience in consulting with a number of states on the design of new correctional facilities.

14. Guidelines for Correctional Architecture, Champaign, IL: National Clearinghouse for Correctional Planning and Architecture, 1971-1972.

15. G.S. Funke, Cost Analysis of Correctional Standards: Colorado;
R. Greiser, Cost Analysis of Correctional Standards: Maine;
T. Henderson, Cost Analysis of Correctional Standards: Iowa;
G. Legaz, Cost Analysis of Correctional Standards: Connecticut;
B. L. Wayson, Cost Analysis of Correctional Standards: New Jersey.
Alexandria, VA: Institute for Economic and Policy Studies, 1979.

16. Draft Federal Standards for Corrections. Washington, D.C.: U.S. Department of Justice, 1978.

17. Personal communication: Planning and Research Division, Oklahoma Department of Corrections, November 1978.

18. Feasibility Study: The Biddle Street Site. Division of Corrections, State of Maryland, 1977.

CHAPTER 6
SUMMARY AND CONCLUSIONS

6.1 Summary

"How crowded are the nation's prisons and jails?" As we have reported, the answer depends on the measures used to define the capacity of the nation's corrections facilities.

- In March, 1978, all federal, state and local facilities combined reported a capacity of over a half million beds. At the same time, there were roughly 411,500 persons confined in these facilities. Clearly, using reported capacity figures, there was excess bedspace in 1978. Most of this "surplus" was reported by jail facilities where close to 154,600 persons were confined in space reportedly capable of holding almost 234,000 inmates. At the state and federal levels, deficits were reported: the federal system reported slightly more than 24,800 beds for approximately 28,000 inmates while state systems reported a shortfall of nearly 15,000 beds.

- A significantly different picture emerged by applying a standard measure of one inmate per room or cell and at least 60 square feet per dormitory space. By this definition, many jurisdictions were operating under severe bedspace deficits; many more were very near their limits. Across all institutions, this standard produced a measured capacity of almost 375,000 bedspaces to hold the 411,500 persons then confined. Federal prisoners exceeded measured capacity by 18 percent or 4,300 beds. State facilities faced a deficit of more than 25,000 beds or 14 percent of a reported population of 229,200. Finally, the population of local facilities exceeded this standard of measured capacity by two percent or roughly 3,800 beds.

- While the previous measure included cells with less than 60 square feet of floor space (provided they were singly occupied), the final measure of capacity discussed in this volume required that each unit of capacity contain at least 60 square feet. Imposition of this standard would close down almost half of the nation's reported facility capacity with federal prisons and local jails facing a deficit of one-third and state facilities, a shortfall equivalent to 42 percent of reported population.

In view of these disparities, the distribution of inmates among confinement units could hardly be expected to conform to minimum standards of adequacy. As Table 6.1 indicates:

Table 6.1

Summary Table

	Number of Facilities	Incarcerated Rate Per 100,000 Civilian Population	Total Number of Inmates	Reported Capacity	Measured Capacity	Percentage of Measured Capacity Comprised of Cells	Percentage of Cells With Less than 60 sq. ft.	Percentage of Cells Occupied By Two or More Inmates	Percentage of Inmates Living In High Density Units	Percentage of Inmates Living In Crowded Units	Median Number of Inmates Per Custodial Staff	Median Number of Inmates Per Service Staff
Total	4,052	--	411,900	502,200	374,700	57%	44%	17%	67%	47%	4.6	--
Federal	38	--	28,100	24,800	23,800	54	61	11	61	46	7.5	15
State	521	124	229,200	243,500	200,100	63	45	19	65	44	4.2	18
Northeast	77	83	30,400	34,000	33,700	88	49	4	53	12	7.6	14
North Central	90	104	56,700	66,000	52,800	72	58	17	54	31	4.3	17
South	284	183	107,200	103,400	77,500	46	39	44	77	67	5.1	24
West	70	99	34,900	39,300	36,100	64	30	7	60	20	5.3	18
Local	3,493	71	154,600	233,900	150,800	49	39	15	69	50	5.1	55
Northeast	207	49	23,900	30,800	27,800	74	30	3	66	20	3.0	28
North Central	1,042	49	27,400	47,700	33,000	55	42	15	60	38	4.5	49
South	1,678	90	65,100	103,000	58,090	43	43	23	73	60	5.5	90
West	566	96	38,100	52,400	32,000	33	42	23	71	61	6.4	57

- In state facilities, 63 percent of the measured capacity was composed of cells. While current standards unambiguously require one inmate per cell, in practice, 19 percent of all cells were occupied by more than one inmate. Dormitories frequently housed more than the recommended 50 inmates per unit: fully 52 percent of prisoners housed in dorms resided in confinement units with more than 50 others. Given these occupancy levels, the number of square feet of floor space per inmate was predictably low: almost two-thirds (65 percent) of all state prisoners were provided less than 60 square feet of confinement space. Combining the occupancy and density standards, fully 44 percent were living in crowded conditions--defined in this report as high density (less than 60 square feet), multiple occupancy units.

- The conditions of federal prisoners were generally comparable to those of state sentenced inmates. Cells constituted 54 percent of federal bedspaces and 11 percent of these units were occupied by more than one inmate. Sixty-two percent of inmates housed in dormitories shared these units with more than 50 others. Overall, three-fifths (61 percent) of federal inmates were confined with less than 60 square feet of floor space while 46 percent lived in high density, multiple occupancy confinement units.

- Finally, at the local level, the lowest percentage of capacity was composed of cells (49 percent) and 15 percent of cells were occupied by more than one inmate. Compared to state and federal facilities, the highest percentage of inmates were confined with less than 60 square feet (69 percent) and exactly half of all jailed prisoners met our definition of crowded inmates.

These national figures submerge even greater discrepancies that were found among regions and states. These discrepancies, in turn, reflected widely different practical answers to more fundamental questions regarding the appropriate use of incarceration. In Chapter 2, we began our report of the survey results by noting two conditions that characterized the distribution of inmates in the nation's prisons and jails:

- The disproportionate use of incarceration in the South. In 1978, nearly half of the nation's state and local prisoners were confined in facilities in the South--a region that supported one-third of the U.S. population. The rate of incarceration per 100,000 civilian population (for state and local prisoners combined) was 273 in the South, followed by 195 in the West, 153 in the North Central region and 132 in the Northeast. Even within regions, the disparities were often wide: Louisiana's rate was 290 while neighboring Mississippi incarcerated 172 persons per 100,000 members of the general population.

- The continued reliance on larger, older, maximum security facilities to house state and federal prisoners. Although

efforts to depart from the huge, walled prison have met with some success over the past two decades, in 1978 over half of the nation's state and federal prisoners were still housed in maximum security institutions; 22 percent were confined in maximum security facilities that were built prior to 1925 and held 1,000 or more inmates.

In reporting on the extent of crowding in prisons and jails nationwide, Chapter 3 returned to the South and to the large, antiquated facility in describing the central locations of inmates confined in crowded conditions. This Chapter noted:

- The disproportionate incidence of crowding in Southern facilities. The differences between reported capacity and our standards of measured capacity were especially marked in the South where both jail and prison capacities were substantially overstated. Two-thirds of the inmates in this region were confined in high density, multiple occupancy units--units shared by two or more inmates with less than 60 square feet per occupant. Six states confined two-thirds or more of their state inmates in units occupied by more than one with less than 60 square feet of floor space per inmate: Texas, North Carolina, Mississippi, South Carolina, Florida and New Mexico.

- The prevalence of sub-standard confinement units in the older, more secure, multi-purpose prison. While the South clearly tolerated a uniquely high level of crowding, problems were also evident in the remaining three regions--largely as a consequence of the older mega-prison. The North Central states followed the South's lead with over 30 percent of all inmates confined in crowded conditions. While the Western and Northeastern regions held fewer inmates in high density, multiple occupancy conditions (20 percent and 12 percent respectively) on the density standard alone, both regions confined over half of their inmates with less than 60 square feet of floor space. Once again, the influence of the old, large, maximum security facility was quite evident. Across the nation, confinement units with less than 60 square feet of floor space were generally more likely to be found in those institutions repeatedly condemned as corrections' most visible failures. Only 17 percent of federal and state cells built prior to 1875 met a 60 square foot standard compared to 83 percent of the cells built since 1970. While nearly all of the minimum security cells contained 60 square feet, only 37 percent of the cells in maximum security facilities met this standard. Finally, only four out of every 10 cells in large state facilities (over 1000 prisoners) satisfied the 60 square foot standard.

While these figures clearly reveal a problem of national proportions, only by examining states within regions--or even individual facilities within states--can the problem be effectively described. Within the Southern region,

for instance, the percentage of inmates living in crowded conditions ranged from two percent in West Virginia to 90 percent in Texas. In the Western region, 69 percent of New Mexico's inmate population were housed in crowded quarters compared with a regional total of 20 percent.

As an ancillary measure of the conditions of confinement, Chapter 4 examined inmate-to-staff ratios. Not surprisingly, higher inmate-to-treatment staff ratios were correlated with higher percentages of inmates confined in crowded quarters. As Table 6.1 indicates, across all federal institutions, there were 15 inmates for every treatment or service employee; in state systems, this figure rose to 18. In local facilities, there were roughly 55 inmates per treatment specialist but the ratio was twice as high in smaller (<250 ADP) jurisdictions. Only 453 local facilities supported any full-time service staff. While these ratios were substantially improved over prior years, the regional distributions pointed to severe staff shortages in the South, where the inmate-to-staff ratios were higher than those found in the other three regions or the federal system.

Finally, Chapter 5 reported correlations between lower costs per inmate and:

- higher incarceration rates;
- higher percentages of inmates confined in crowded conditions; and
- higher inmate-staff ratios.

In short, by 1978, it was quite evident that corrections resources in many jurisdictions had failed to keep pace with rising inmate populations--placing proposed capacity standards well out of reach of the majority of inmates in many jurisdictions.

6.2 Conclusions

The implications of these data are clear--and not unlike those suggested or implied by the courts in response to litigation challenging the conditions of confinement. In many states, even voluntary compliance with the capacity standards discussed in this volume will require substantial increases in the budgets allocated to institutional corrections and/or fundamental changes in incarceration policies.

While expanded budgets are undoubtedly a necessary condition for compliance, two aspects of the study suggest that this option alone is not likely to provide sufficient relief:

- First, based on the estimates provided in Chapter 5, the level of expenditures required to achieve compliance is likely to go well beyond the financial capabilities of many jurisdictions. Assuming construction costs between $32,000 and $40,000 per space,

expenditures on the order of eight to 10 billion dollars could be anticipated merely to resolve the deficit between reported capacity and a measure based on 60 square feet per space. Increased capacity also requires increased operating costs to maintain adequate conditions of confinement. As one federal judge in Ohio observed: "The popular and simplistic idea is that the important source of the problems is the purely physical one... but the evidence clearly demonstrates that if a beautiful brand new jail were built and operated the way the present jail is operated, there would be little improvement in the differences at first, and what improvement there was would very rapidly disappear."[1]

- Second, Volume II of this report has presented some evidence that capacity for both prisons and jails may play a decisive role in limiting population. Where incarceration policies have explicitly taken capacity limitations into account, it has generally been possible to control the degree of crowding. Where new space has been freely added, however, on the average it has been followed two years later by population increases of nearly equal size. While these findings are only suggestive, they point strongly to the need for caution in assuming that space added will necessarily improve the conditions of today's prisoners.

In the absence of a policy solely determined to construct more bedspace, the only remaining alternative is, obviously, to remove inmates and subtract bedspace. At the simplest level, subtracting bedspace means that beds must be removed from cells and dormitories until each inmate confined in those units is provided with 60 square feet of floor space. At a more costly level, where there are cells whose basic dimensions fail the 60 square foot test, there must be renovations that produce a smaller number of cells of larger size. Finally, where there are whole institutions composed of confinement units that cannot survive the test of minimum standards, renovation probably implies destruction. Indeed, as part of any strategy to achieve compliance with proposed standards, a policy of closing institutions must be considered in overall facilities planning. While they are admittedly the most difficult institutions to close, this study has identified facilities combining the attributes of large size, maximum security and age, as prime candidates for dissolution. Many of the cells in these facilities were not constructed at the outset to provide 60 square feet of floor space and thus had a capacity of less than one before the first inmate was confined. For these facilities, such total renovation would be required that closing may be the only practical alternative.

Whether this space is replaced by newer beds or by the expanded use of non-custodial dispositional alternatives, is a choice that depends on answers to basic questions about the goals of imprisonment and which norms should determine whom to incarcerate. The wide variation in incarceration rates both across and within regions is a subject discussed in detail in Volume II. It will suffice to say here that the correspondence

between incarceration rates and the physical conditions of confinement discussed in this volume, clearly suggests that the answers to these questions must change if minimum standards of adequacy are to be achieved.

These issues are discussed more fully in Volume I as we combine the data from this volume with those of the remaining aspects of the survey.

Chapter 6: NOTES

1. Jones v. Wittenberg, 330 F. Supp. 707, 712 (1971).

APPENDIX A

APPENDIX A-1

Litigation and Its Impact on Correctional Populations

APPENDIX A-1
LITIGATION AND ITS IMPACT ON CORRECTIONAL POPULATIONS

Until the late 1960's and early 1970's, the judiciary avoided involvement in the administrative practices and conditions of correctional institutions. This "hands-off" policy had a variety of rationales, including the doctrine of separation of powers, the lack of judicial expertise in penology, the fear that judicial involvement would disrupt prison discipline, and the desire to stem a flood of new litigation.[1] The 1971 Attica uprising is generally credited with awakening the judicial conscience to the decaying conditions in America's prisons. Since that time, the courts have intervened in the day-to-day operation of prisons and jails with increasing frequency.

Although still reluctant to interfere with matters of prison administration, acknowledging that the courts are "ill-equipped" to do so,[2] many judges are no longer willing to tolerate executive and legislative inattention to inmates' fundamental constitutional rights. Since prisoners are effectively barred from the political process and wield no influence over legislators, the courts have felt compelled to establish and enforce minimum standards of institutional adequacy. Court decisions declaring certain correctional systems unconstitutional have come largely from the federal district courts and only occasionally from the state courts. Until May, 1979, in the case of Bell v. Wolfish (examined at the conclusion of this chapter), no broad-based ruling concerning the adequacy of a prison facility's physical plant or inmate living conditions had been issued by the Supreme Court.

Litigation Prior to the 1979 Supreme Court Decision

For a number of purely tactical reasons, almost all inmates' rights cases have been litigated in federal court.[3] First, the reluctance of prisoners and their attorneys to proceed in state court stems from a perception that state judges are more susceptible to local political pressures and tend to be less progressive on these issues than their federal counterparts. Second, federal pretrial discovery is controlled by more flexible rules than those in state courts. Finally, state prosecutors, charged with defending the suits on behalf of state and prison officials, tend to be less familiar with federal litigation and are at a disadvantage in federal court.[4] A number of cases, however, have been successfully brought at the state level. Indeed, a state judge recently issued a decision, as comprehensive as any entered by a federal court, ruling that conditions in all of Tennessee's penal institutions violated the federal and state constitutions as well as state statutory law.[5] [See Chapter 2 for a listing of pending litigation and court decrees regarding facility conditions in federal and state correctional systems at the time of the national survey reported in this volume (March, 1978).]

Pugh v. Locke,[6] the now famous 1976 Alabama prison case, exemplifies the new judicial activism at the lower federal court level. Concluding that substandard conditions throughout the Alabama state prison system constituted cruel and unusual punishment in violation of the Eighth Amendment, U.S. District Court Judge Frank Johnson issued a remedial order aimed at correcting deficiencies in virtually every aspect of prison life: massive crowding; unsanitary conditions in the living and food services areas; inadequate plumbing, heating, lighting, and ventilation; insufficient mental and medical health services; lack of protection from violence; an unmanageable and nonfunctioning classification system; the absence of opportunities for recreation or work; and inadequate staff resources. The district court decision, which was slightly modified by the Fifth Circuit, established a detailed set of minimum constitutional standards for operation of the state's prisons and directed prison administrators to take specific steps toward implementing them.

The Supreme Court declined to review the Pugh decision on its merits, granting certiorari for the sole purpose of ordering the dismissal of the State of Alabama and the Board of Corrections as defendants on the grounds of Eleventh Amendment immunity from suit. The Court did not remove individual state officials as defendants and left the substance of the decision completely intact.[7]

Until the Wolfish decision in May 1978, the only case in which the Court had considered the constitutionality of physical conditions of incarceration was Hutto v. Finney, decided June 23, 1978.[8] In Hutto, the Supreme Court affirmed a lower federal court ruling that conditions in Arkansas' isolation cells violated the Eighth Amendment and upheld the district court's remedial order limiting the maximum period of punitive isolation to 30 days. This case began as Holt v. Sarver in 1969.[9] Holt was the first decision to address the totality of prison conditions and to declare an entire penal system unconstitutional. Punitive isolation was one of several issues in the case. Cells were crowded and filthy, the meals consisted merely of a baked paste callel "grue," and violence was pervasive. The 30-day limitation on punitive isolation was part of a more comprehensive order, the other aspects of which were not challenged on appeal. The Supreme Court said that ordering the limitation was a proper exercise of the lower court's discretion in fashioning appropriate relief.

In the second part of the Hutto decision, the Supreme Court upheld an award of $20,000 in attorneys' fees, which served the same purpose as a remedial fine for contempt, to be paid out of Arkansas' Department of Corrections funds for "bad faith" in failing to comply with previous court orders and dragging out the litigation over a period of eight years. The Court also affirmed an additional award of $2,500 to cover fees and expenses on appeal pursuant to the Civil Rights Attorney's Fees Awards Act of 1976.

Crowding

The courts have repeatedly characterized crowding as the condition of confinement that exposes inmates to the most harmful physical and mental consequences. One of the most frequently litigated issues, crowding has been a principal factor, and in some instances the sole factor, prompting judicial supervision of state prisons in Alabama,[10] Arizona,[11] Delaware,[12] Florida,[13] Louisiana,[14] Maryland,[15] Mississippi,[16] Ohio,[17] Oklahoma,[18] Tennessee,[19] and Puerto Rico.[20] The District of Columbia Jail[21] and innumerable city and county jails across the country[22] have also been declared unconstitutionally crowded.

In analyzing the constitutionality of crowding and other conditions of confinement, the courts have drawn a legal distinction between the rights of convicted prisoners and those of pretrial detainees. The primary constitutional theory underlying judicial intervention on behalf of convicted offenders has been the Eighth Amendment's ban on cruel and unusual punishment, applicable to the states through the Fourteenth Amendment. As interpreted by the Supreme Court, the Eighth Amendment precludes punitive treatment that violates contemporary notions of "dignity, civilized standards, humanity, and decency."[23] In practice, judges generally inquire as to whether conditions of confinement are so deplorable as to "shock the conscience" before concluding that a violation has reached the Eighth Amendment criterion.

The pretexts for judicial intervention into the conditions affecting pretrial detainees are more broadly defined. Emphasizing that detainees are merely defendants, unconvicted of any crime and presumed innocent under the law, courts have held that the due process clause of the Fourteenth Amendment precludes states from subjecting detainees to any restrictions other than those justified by the nature of confinement itself or by the "compelling necessities" of jail administration.[24] Although potentially quite significant, the distinction between convicted persons and detainees has not produced substantially different results in the cases decided to date. Conditions in prisons and jails for pretrial detainees have generally been found to satisfy the more stringent "cruel and unusual punishment" standard.

In making judgments, the courts frequently focus upon the extent to which crowding has impaired the overall quality of institutional conditions. Where ever-expanding populations have overtaxed facilities to the point that confinement poses serious hazards to the health or safety of the inmates, the courts agree that a reduction in population is constitutionally required. For example, in concluding that overcrowding in Alabama's prison system constituted cruel and unusual punishment, the court observed that "overcrowding is primarily responsible for and exacerbates all of the other ills of Alabama's penal system."[25] Similarly, crowding in the Florida penal system was found to have a direct and immediate relationship

to the failure to provide minimally adequate medical care. The Court concluded that crowding had led to a critical shortage of medical staff and equipment and had created a dangerous risk of epidemics of contagion.

The relationship between crowding and an atmosphere of violence is also frequently cited as a basis for finding crowding unconstitutional. Placing excessive numbers of inmates in dormitories and cells without adequate classification procedures or supervision has produced institutions where stabbings, beatings, and forcible rapes continually jeopardize the personal security of every inmate.[26]

The courts have also acknowledged that crowding in itself can be so dehumanizing as to constitute an independent basis for finding a constitutional violation. Convinced that a "minimum space to call one's own is a psychological necessity,"[27] the courts have emphasized that crowding in the closed prison or jail setting inevitably produces extreme depression and alienation[28] while increasing the incidence of homosexuality, aggression, and suicide.

The practice of housing two or more inmates in cells intended to accommodate only one person, "double-bunking" or "double-celling," has been the focus of many decisions. Condemning this practice as an intolerable infringement on privacy and personal dignity, judges have pointed to the humiliation of having to urinate and defecate in the presence of a cell-mate sitting only a few feet away, the frustration of unavoidable physical contact between cell-mates who cannot move in their tiny cells without bumping into one another, and the degradation of having to fight over the only available chair at meal time.

In assessing the destructive psychological impact of crowding, courts take into consideration the average length of incarceration in the facility, the square feet of living space provided per inmate, the number of hours each day that inmates are confined to their quarters, and the adequacy of opportunities for physical exercise and recreation. In one case in which a court concluded that double-celling prisoners in cells originally designed for single occupancy was not a violation of inmates' constitutional rights, the Fourth Circuit stressed that the prisoners were confined to their 65 square foot cells for only 10 hours at night, and that during the day they enjoyed wide freedom of movement and ample opportunity for exercise and recreation. The Court also noted that crowding had not led to unsanitary conditions or to an atmosphere of violence.[29]

From the many cases in which crowding has been held unconstitutional, there emerges no clearly delineated set of standards for determining constitutionally acceptable population levels. In setting limits on the number of inmates who may be confined to an institution, judges have decided: (1) to prohibit the practice of double-celling in cells ranging in size from 35 to 88 square feet;[30] (2) to limit the overall inmate population to the design (rated) or normal capacity of the facility;[31]

or (3) to adopt expert testimony regarding the minimum amount of square feet of sleeping space per inmate that is humanely permissible.[32]

Relying on violations of minimum standards set by certain statutes and regulations, a few cases have carved out non-constitutional grounds for ordering population reductions. For example, a federal court in Delaware relied on mandatory language in state corrections regulations ("sleeping accommodations shall meet all requirements of health") to enjoin double-celling in 60 square foot cells and to require 75 square feet of dormitory space in accordance with standards set by the American Public Health Association.[33] The federal court exercised its discretion to hear the state claim on the theory of pendent jurisdiction. The court explained that disposition of the case as a matter of state law made resolution of the constitutional issues unnecessary. In Michigan, a state court applied the state housing code and Department of Corrections regulations to require 52 square feet of floor space and 500 cubic feet of air space per jail inmate. The jail was also held in violation of the state building code with respect to plumbing, ventilation, heating, electrical, fire, and sanitation requirements.[34]

Implementation of Court-Imposed Population Reduction

Invariably, state and local officials have protested that they lack the financial resources to comply with court orders to eliminate crowding. Though understanding of these practical difficulties, the courts have repeatedly held that budgetary problems are no defense to the continued existence of unconstitutional conditions. As the Supreme Court has stated:

> [E]xpenditures not required by the Constitution may not be given priority over those needed to remedy a deprivation of constitutional rights...[N]o government may be excused from according its citizens their constitutional rights because of a lack of funds.[35]

The courts are generally reluctant to dictate specific steps officials must take to reduce inmate populations, preferring to outline a variety of options and then setting timetables for compliance. Some judges, however, have expressly directed that certain measures be implemented to alleviate crowding. Federal courts in Ohio and Massachusetts ordered the funding of bail reform projects which, by making recommendations for bail reductions, were expected to have a considerable impact upon jail populations.[36] The District Court in Massachusetts also ordered the state corrections commissioner to exercise his authority to transfer inmates from a county jail after county officials reported being unable to comply with a court deadline to eliminate double-celling.[37]

In Alabama, Mississippi, and Louisiana, federal judges issued emergency court orders enjoining state officials from accepting any new prisoners, except escapees and parole violators, until prison populations reached constitutionally permissible levels. As a result, much of the prison crowding problem in those states has shifted to the county and city jails where state officials have housed thousands of prisoners awaiting transfer to state facilities. As shown in Figure A-1.1, inmate population levels at Jefferson County Jail in Birmingham, Alabama, increased dramatically after the injunction barring the admission of new prisoners into the Alabama prison system went into effect in late August, 1975. The population level at Jefferson County Jail was relatively constant from 1970 to 1975. The daily inmate population at the jail then jumped from 393 on December 15, 1975 to 793 on June 15, 1978, an increase of 102 percent. The mean of the average daily populations (ADP) during the years 1970 to 1975 was 414.44, whereas the mean ADP after 1976 was 655.75.

The Alabama prisoners' attorneys are returning to the courts to seek the removal of the state prisoners from local jails on grounds that such confinement is cruel and unusual punishment. To further complicate matters, constitutional challenges to the jail conditions are also being brought on behalf of the city and county prisoners. Some state prisoners have been confined for as long as three years in crowded jails originally designed for short-term occupancy. These facilities are now plagued by essentially the same deficiencies that prompted the original litigation over the state prison system. As of September 1978, court motions on behalf of the state prisoners were pending in Alabama and anticipated in Mississippi. At that time, about 3,000 of Alabama's state prisoners and 800 of Mississippi's state prisoners were confined in substandard local facilities.[38]

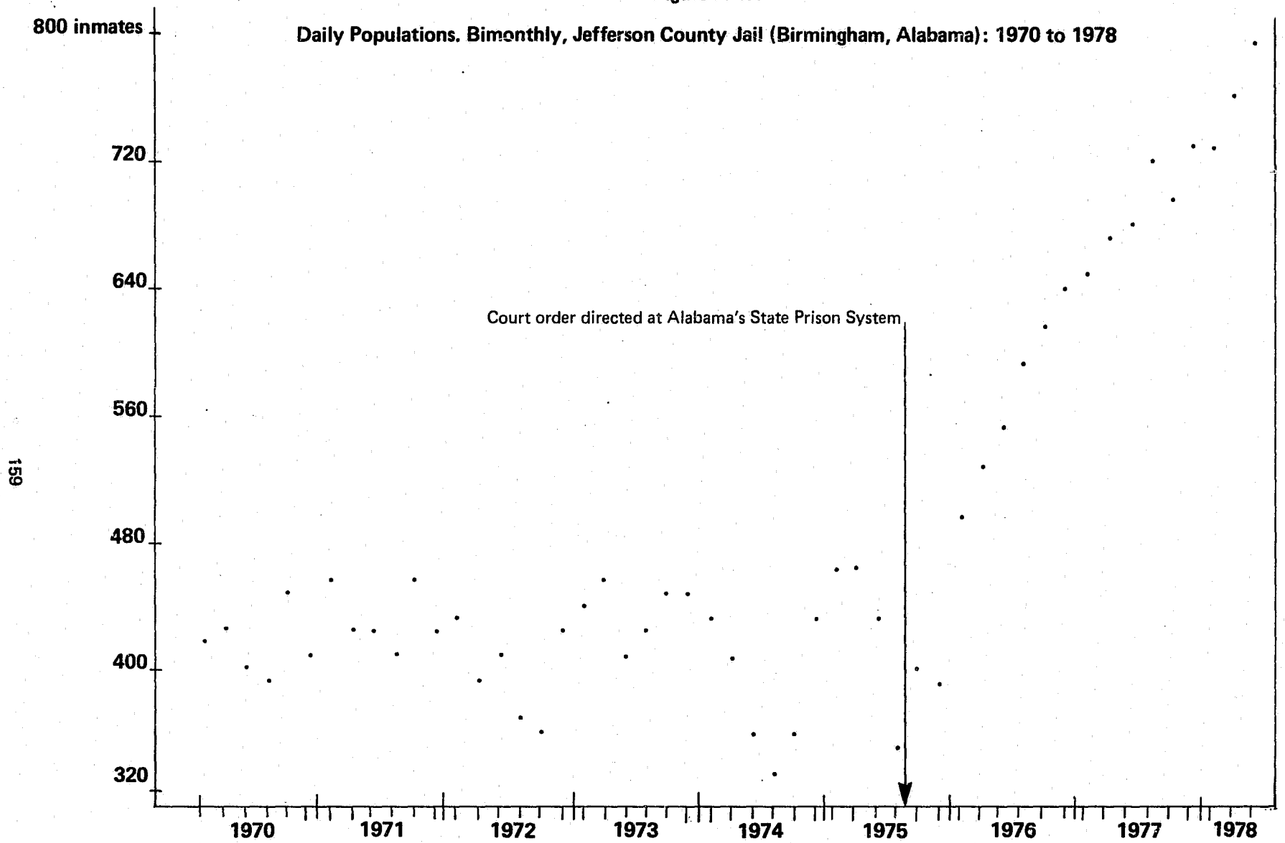
Accelerated Release Programs

Corrections officials have also arranged for the early parole of certain inmates as part of their efforts to alleviate crowding, although this practice has typically not been pursuant to court order. Although judges have threatened to order the release of inmates, they consider release a drastic judicial remedy to be used only as a last resort. Some state officials, however, are concerned that by setting "impossible" compliance deadlines, judges are encouraging them to parole offenders arbitrarily, many of whom may pose a threat to public safety.

In Maryland, for example, the state appealed orders by two federal judges (in May, 1978) requiring officials to remove about 1,000 prisoners in eight months from medium and maximum security institutions.[39] The state argued that this timetable would leave the prison administration no choice

Figure A-1.1

Daily Populations. Bimonthly, Jefferson County Jail (Birmingham, Alabama): 1970 to 1978



Source: Jefferson County Jail Records

but to grant the premature release of violent offenders. The judges rejected the state's 22-month timetable for eliminating double-celling, a plan that was tailored to new construction timetables, explaining that prisoners should not have to wait years before receiving relief from constitutional violations. To reduce the prison population as promptly as possible, the courts suggested that officials consider: (1) transferring mentally ill inmates to state mental hospitals; (2) hiring additional prison personnel to screen and reclassify inmates for transfer to minimum security institutions, halfway houses, and community treatment centers; (3) hiring additional parole board personnel to expedite parole hearings; and (4) only if warranted, accelerating the release of certain inmates on parole.[40]

Mississippi is one state where the legislature chose to enact accelerated release programs as part of its efforts to comply with a court-ordered population reduction. Two pieces of legislation--"early parole" and "supervised earned release"--were passed to accelerate parole eligibility for those convicted of property crimes and for other offenders who had served at least one year of their sentences. According to the attorney for the prisoners' defense committee, however, the state has not taken full advantage of the early release programs as a means of reducing the prison population. He contends that the state has been applying restrictive standards for determining early release and that officials have failed regularly to consider prisoners backed-up in county jails for early release.[41]

Alternatives to Incarceration

In the hope of easing the backlog of prisoners in local jails, the Mississippi legislature also appropriated funds for six new satellite prison facilities.[42] Under the satellite program, minimum security inmates work at state surplus property centers, charity hospitals, or other public jobs and live on-site in renovated buildings or temporary housing units. To help meet the court-imposed population limit, prison officials also hope to create a statewide system of restitution centers. The first center opened in 1977; by the spring of 1978, the legislature had appropriated funds for three more. Residents will sleep at the centers at night and work in regular jobs in the community during the day; their earnings are used to pay for room and board, to support their families, and to reimburse their victims.

In the aftermath of litigation, one might hypothesize that local trial judges will feel pressured to rely more heavily on alternatives to imprisonment in their sentencing decisions. As various types of community-

based facilities are developed to reduce prison populations, it is feared that judges will simply sentence defendants to these facilities in cases where they previously would have granted probation. In Mississippi, the governor has periodically called meetings of trial judges to discuss this issue; there are no data to show whether the sentencing practices of these judges have changed to any marked degree as a result.[43]

New Construction

Many state and local officials are counting on new construction as the ultimate long-range solution to reaching compliance with court orders. In Oklahoma, for example, officials are hoping that the construction of three 400-bed medium security institutions, additional housing units at the minimum security institutions, and three new community treatment centers will enable them to comply with a federal court order to relieve systemic crowding. However, attorneys for the prisoners are critical of the state's reliance upon medium security institutions, and they point to the inability of construction to keep pace with recent prison population increases. They emphasize that alternatives to incarceration are much less costly, financially and socially.[44]

Judges have warned that construction of new correctional facilities should not be viewed as a panacea. As one federal judge in Ohio observed:

> [T]he problems which must be remedied...stem from two sources, purely physical matters, and actions and attitudes of public officials. There is no precise line of demarcation between these two sources, nor can they be considered as being entirely separate and independent. Rather, they blend into one another and are interdependent.
>
> The popular and simplistic idea is that the important source of the problems is the purely physical one, and that this is easily remedied...[b]ut the evidence clearly demonstrates that if a beautiful brand new jail were built and operated the way the present jail is operated, there would be little improvement in the differences at first, and what improvement there was would very rapidly disappear.[45]

Court Implementation of Decisions

Because of the enormous complexity of these cases, judges have begun to appoint outside experts as "special masters" to oversee compliance efforts and to assist in the resolution of implementation problems. The authority for appointing a master in federal court is found in Rule 53 of the Federal Rules of Civil Procedure. State rules of civil procedure have a similar provision. Some prior cases have shown that in order to expect

positive institutional change, a court must retain jurisdiction over a case and aggressively monitor and enforce compliance.[46] In instances where judges have not done so, cases have dragged through the courts indefinitely while conditions steadily deteriorated.

Courts have threatened to place prisons in federal receivership or even to close down entire penal systems if officials fail to comply with their orders. Only in Alabama has such an extreme measure been taken, though in some instances, where the physical plant has degenerated beyond any realistic hope of repair, courts have ordered individual facilities closed.[47] In February 1979, Federal District Court Judge Frank Johnson declared the entire Alabama prison system unconstitutional and appointed the governor of Alabama as temporary receiver.[48]

In practice, courts have been quick to extend compliance deadlines if the state seems to be making some progress. While contempt sanctions are available to coerce compliance and to compensate inmates for losses sustained as a result of noncompliance, they have been used infrequently. In one case, a Pennsylvania state court imposed a conditional fine of $250,000 upon state officials to be remitted only if those officials met a forthcoming compliance deadline, citing their use of "dilatory tactics" in implementing an earlier prison reform decree. In addition, the court imposed a fine of $75,000 to compensate the prisoners for past violations of their rights and established a committee to spend the money to improve conditions in the prison.[49]

A 1976 American Bar Association study on the implementation of four prison reform decrees concluded that the judicial activism of the particular judge handling the case was the key factor that determined the speed and degree of compliance.[50] The study also noted that the news media played a significant role during the compliance stage. One of the authors of the study recently commented:

> The thing that sticks out in my mind was the impact of the media. These cases were much more political than I originally thought; the principal actors in these were very sensitive to where they thought the public opinion was. Judges, attorneys, corrections officials, and appropriating bodies were all sensitive to it. And all the principal actors made some attempt to influence the media, and to pay attention to it.[51]

Not surprisingly, the problems of prison management have proven too broad and complex to be easily resolved by court action. The process of court litigation has been slow and the results often disappointing. Court orders to reduce correctional populations have improved the quality of

institutional life for some inmates. For others, backed-up in local jails or transferred to other crowded institutions, conditions may have worsened. Despite the shortcomings of the legal process, it is clear that persistent judicial pressure is forcing the legislative branch of government to reevaluate correctional policies and to appropriate funds for upgrading penal systems. After a tour of recent improvements at the Mississippi state penitentiary, which included provision of 50 square feet of floor space per inmate, a state official was asked how much would have been accomplished in the absence of a court order. His blunt reply: "None of it."[52]

The Supreme Court Decision - May, 1979

The Metropolitan Correctional Center (MCC), a federally operated, short-term custodial facility in New York City designed primarily to house pretrial detainees, was constructed in 1975. It differed markedly from typical jails with barred cells and clanging steel gates, having many modern and innovative features and reflecting "the most progressive penological planning."[53] However, within a short time after its opening, newly detained inmates had to sleep on cots in common areas until they could be transferred to rooms as space became available.[54]

Within four months of its opening, inmates brought a class action suit in federal district court challenging the conditions of confinement and practices in the MCC. The district court enjoined 20 MCC practices (e.g., "double-bunking," prohibitions against receiving packages from the outside, the practice of body-cavity searches of inmates after contact visits, etc.) on a number of constitutional or statutory grounds. These rulings were then affirmed by the Court of Appeals, which held that the MCC had failed to show a "compelling necessity" sufficient to justify those practices. Appeal was made to the United States Supreme Court.

In the landmark case of Bell v. Wolfish,[55] the Supreme Court, in an opinion written by Justice William Rehnquist, held that:

- Restrictions imposed on pretrial detainees that are reasonably related to legitimate, non-punitive government objectives and that are not imposed for purpose of punishment do not deprive those detainees of liberty without due process.

- Requiring detainees to share a 75 square foot cell with another person during sleeping hours does not constitute "punishment" in violation of the due process clause, particularly when nearly all detainees are released within 60 days. In regard to the claim that double-bunking

violates the due process clause, Justice Rehnquist wrote: "We disagree with both the District Court and the Court of Appeals that there is some sort of 'one man, one cell' principle lurking in the due process clause of the Fifth Amendment . . . We simply do not believe that requiring a detainee to share toilet facilities and this admittedly rather small sleeping place with another person for generally a maximum period of 60 days violates the Constitution" (p.4513).

- Prohibition against receipt of hardback books unless mailed directly from publishers, book clubs, or bookstores does not violate First Amendment rights, in light of the obvious need to prevent smuggling of contraband, the availability of alternative means for obtaining reading material, and the limited period of detention.

- Prohibition against receipt of packages containing food or personal property does not deprive inmates of property without due process in light of the correctional facilities' justified concern about contraband.

- A rule barring detainees from watching guards perform a room search facilitates the safe and effective performance of that search and does not violate the Fourth Amendment.

- Conducting visual body-cavity inspections after every contact visit constitutes reasonable practice in furtherance of significant and legitimate security concerns.

- None of the above-noted security restrictions and practices constitutes punishment in violation of the due process clause.[56]

This decision represents the first broad-based ruling concerning conditions of detention ever issued by the Supreme Court. In its decision, the Court found that the rules governing the pretrial detention of defendants can be identical to those for convicted criminals, except that pretrial detainees may not be "punished." In defining what constitutes punishment, the Court made it clear that jail officials would be given much leeway so long as imposed restraints were reasonably related to the institution's interest in maintaining jail security and in ensuring the detainees' presence at trial. In imposing these restraints, prison officials must not have punitive intent or establish "arbitrary or purposeless" conditions.

In its decision, the Court repeatedly stated that the judiciary should not unnecessarily interfere with the running of jails and prisons, and that the courts are "ill-equipped" to deal with the problems of prison administration:

> We think the District Court and the Court of Appeals have trenched too cavalierly into areas that are properly the concern of MCC officials. It is plain from their opinions, that the lower courts simply disagreed with the judgment of MCC officials about the extent of the security interests affected and the means required to further those interests. But our decisions have time and again emphasized that this sort of unguided substitution of judicial judgment for that of the expert prison administrators on matters such as this is inappropriate.[57]

Response to the Bell v. Wolfish decision was immediate, but mixed. Justice Marshall had written a strong dissent, as had Justice Stevens in conjunction with Justice Brennan. Of course, the Justices often disagree with a majority decision and sometimes write strong dissenting opinions, but their public discussion of those decisions is highly unusual. It was reported in the New York Times that in an address to the annual meeting of judges and attorneys of the Second Judicial Court, Justice Marshall took his fellow Justices to task for their decision in Bell v. Wolfish.[58]

On the other hand, Attorney General Griffin Bell reported he was "pleased with the decision," but hastened to reaffirm that the Justice Department would maintain the improvement of prison and jail standards as a high priority.[59] Similarly, Bureau of Prisons Director, Norman Carlson, was quoted as saying: "We fully recognize our responsibility to provide inmates with safe, humane places of incarceration and, within the limits of our resources, we will do everything possible to improve federal institutions."[60]

Some members of the corrections community have viewed the Bell v. Wolfish ruling as the knell of judicial concern for prisoners.[61] Others have been less pessimistic. In a recent presentation to the American Bar Association, Allan Breed, Director of the National Institute of Corrections, emphasized that his own reading of the Bell v. Wolfish decision showed it to be limited in many respects to the unique situation at the New York MCC:

> The decision does not alter the viability of the totality of conditions doctrine which has been so important in so many important prison cases in recent years, and it does not eviscerate inmates' rights secured by other provisions of the constitution, such as freedom of speech and religion.

It is too soon to know the long term impact of Bell v. Wolfish on corrections policy or on the way that lower courts will decide future cases. In one recent case, a class action suit was filed on behalf of inmates at Passaic County Jail in New Jersey asking the court to consider the constitutionality of the jail's regulations banning visits from inmates' children and limiting visits by others to non-contact visits. The judge

decided that the policy barring visitation by inmates' children was unconstitutional. Claiming that he needed more information with regard to the non-contact visit regulation, he appointed a special master to investigate and file a report.[62] Although the judge referred at length to Bell v. Wolfish, citing the need for the courts to defer to the informed discretion of prison officials, he nonetheless concluded that the ban imposed by Passaic County Jail officials on visits by inmates' children was not reasonably related to any legal goal of the jail.

How other judges will construe the Bell v. Wolfish decision remains to be seen.

Appendix A
NOTES

1. See "Beyond the Ken of the Courts: A Critique of Judicial Refusal to Review the Complaints of Convicts," 72 Yale L.J. 506 (1963).

2. Procunier v. Martinez, 416 U.S. 396, 405 (1974).

3. 42 USC 1983 enables prisoners to seek relief in federal court from state abuses of their constitutional rights:

   > Every person who, under color of any statute, ordinance, regulation, custom, or usage of any State or Territory, subjects, or causes to be subjected, any citizen of the United States or other person within the jurisdiction thereof to the deprivation of any rights, privileges, or immunities secured by the Constitution and laws, shall be liable to the party injured in an action of law, suit in equity, or other proper proceeding for redress.

4. Hirschkop, Crisman and Millemann, "Litigating an affirmative prisoner's rights action," American Criminal Law Review, 1972, 39, 51.

5. Trigg v. Blanton, C.A. No. A60947 (Chancery Court, Nashville, August 23, 1978).

6. Pugh v. Locke, 406 F.Supp. 318 (M.D. Ala. 1976), aff'd as modified sub nom. Newman v. Alabama, 559 F.2d 283 (5th Cir. 1977).

7. Alabama v. Push, ___U.S.___, 98 S. Ct. 3057 (1978).

8. Hutto v. Finney, ___U.S.___, 98 S. Ct. 2565 (1978).

9. The long history of this litigation may be found in several reported decisions. See Holt v. Sarver, 300 F.Supp. 825 (E.D. Ark. 1969); Holt v. Sarver, 309 F.Supp. 362 (E.D. Ark. 1970), aff'd 442 F.2d 304 (8th Cir. 1971); Holt v. Hutto, 363 F.Supp. 194 (E.D. Ark. 1973), rev'd in part, 505 F.2d (8th Cir. 1974); Finney v. Hutto, 410 F.Supp. 251 (E.D. Ark. 1976), aff'd 548 F. 2d 740 (1977).

10. Pugh v. Locke, supra note 6.

11. Harris v. Cardwell, Civil Action No. A. 75-185 (D. Ariz. August 1977).

12. Anderson v. Redmon, 429 F.Supp. 1105 (D. Del. 1977).

13. Costello v. Wainwright, 397 F.Supp. 20 (M.D. Fla. 1975), aff'd 525 F.2d 1239 (5th Cir. 1976) and 553 F.2d 506 (5th Cir. 1977).

14. Williams v. Edwards, 547 F.2d 1206 (5th Cir. 1977).

15. Johnson v. Levine, 450 F.Supp. 648 (D. Md. 1978), and Nelson v. Collins, 455 F.Supp. 727 (D. Md. 1978).

16. Gates v. Collier, 349 F. Supp. 881 (N.D. Miss. 1972), aff'd 501 F. 2d 1291 (5th Cir. 1974).

17. Chapman v. Rhodes, 434 F.Supp. 1007 (S.D. Ohio 1977).

18. Battle v. Anderson, 564 F.2d 388 (10th Cir. 1977).

19. Trigg v. Blanton, supra note 5

20. Martinez-Rodriguez v. Jimenez, 409 F.Supp. 582 (D.P.R. 1976), aff'd 537 F.2d 1 (1st Cir. 1977).

21. Campbell v. McGruder, 416 F.Supp. 100 and 111 (D.D.C 1976), aff'd and remanded C.A. Nos. 75-1350, 75-2273 (D.C. Cir., March 30, 1978); see also companion case (Inmates of D.C. Jail v. Jackson, 416 F.Supp. 119 (D.D.C. 1976).

22. E.g., Detainees v. Malcolm, 520 F.2d 392 (2d Cir. 1975); Ambrose v. Malcolm, 414 F.Supp. 485 (S.D.N.Y. 1976); Taylor v. Sterret, 344 F.Supp. 411 (N.D. Tex. 1972), aff'd as modified, 499 F.2d 367 (5th Cir. 1974); Inmates of Suffolk County Jail v. Eisenstadt, 360 F.Supp. 676 (D. Mass. 1973), aff'd 494 F.2d 1196 (2 Cir. 1974); Hamilton v. Schiro, 338 F.Supp. 1016 (E.D. La. 1970), order entered sub nom. Hamilton v. Landrieu, 351 F.Supp. 549 (E.D. La. 1972); Jones v. Wittenberg, 323 F.Supp. 93, 330 F.Supp. 707 (N.D. Ohio 1971), aff'd sub nom. Jones v. Metzger, 456 F.2d 854 (6th Cir. 1972); Wayne County Jail Inmates v. Wayne County Board of Commissioners, 1 Prison L. Rptr. 51 (Cir. Ct. of Wayne Co., Mich. 1971), 1 Prison L. Rptr. 186 (Cir. Ct. of Wayne Co., Mich. 1972), aff'd and remanded 391 Mich. 359 (1974).

23. Estelle v. Gamble, 429 U.S. 97, 102 (1972) quoting Jackson v. Bishop, 404 F.2d 571, 579 (8th Cir. 1968).

24. E.g., Detainees v. Malcolm, supra note 22; Campbell v. McGruder, supra note 21.

25. Pugh v. Locke, 409 F.Supp. 318, 323 (M.D. Ala. 1976).

26. E.g., Pugh v. Locke, supra note 25; Gates v. Collier, supra note 16.

27. Battle v. Anderson, 564 F.2d 388, 395 (10th Cir. 1977).

28. Other courts have found that in the circumstances before them crowding inflicted mental and physical damage on inmates. See, e.g., Detainees of Brooklyn House of Detention v. Malcolm, 520 F.2d 392, 396, and n. 4 (CA2 1975) (testimony of correctional experts that double-bunking is "psychologically destructive and increases homosexual impulses, tensions and aggressive tendencies"); Battle v. Anderson, 564 F.2d 388, 398 (CA10 1977); Campbell v. McGruder, 580 F.2d 521, 536 (1978) (crowding likely "to impair the mental and physical health" of detainees); Chapman v. Rhodes, 434 F.Supp. 1007, 1020 (S.D. Ohio 1977).

29. Hite v. Leeke, 564 F.2d 670 (4th Cir. 1977); see also Crowe v. Leeke, 540 F.2d 740 (4th Cir. 1976).

30.
- 35-40 sq. ft. cells--Battle v. Anderson, 564 F.2d 388 (10th Cir. 1977).
- 40 sq. ft. cells--Detainees v. Malcolm, 520 F.2d 392, (2d Cir. 1975); Johnson v. Levine, Civil Action No. H-77-113 (D. Md. May 7, 1978).
- 44 sq. ft. cells--Nelson v. Collins, Civil Action No. B-77-116 (D. Md. May 17, 1978).
- 48 sq. ft. cells--Campbell v. McGruder, 416 F.Supp. 106 (D.C. 1976), aff'd and remanded Civil Action No. 1462-71 (D.C. Cir. March 30, 1978).
- 49 sq. ft. cells--Costello v. Wainwright, 397 F.Supp. 20 (M.D. Fla. 1975), aff'd 525 F.2d 1239 (5th Cir. 1976).
- 60 sq. ft. isolation and segregation cells--Pugh v. Locke, 406 F.Supp. 318 (M.D. Ala. 1976), modified in other respects sub nom. Newman v. Alabama, 559 F.2d 283 (5th Cir. 1977).
- 63 sq. ft. cells--Chapman v. Rhodes, 434 F.Supp. 10007 (S.D. Ohio 1977).
- 75 sq. ft. cells--United States ex rel. Wolfish v. Levi, 428 F.Supp. 333 (S.D.N.Y. 1977), modified in other respects, 573 F.2d 118 (2d Cir. 1978).
- 88 sq. ft. cells--Inmates of Suffolk County Jail v. Eisenstadt, 360 F.Supp. 676 (D. Mass. 1973), aff'd 494 F. 2d 1196 (1st Cir. 1974).

31. Pugh v. Locke, supra note 25; Costello v. Wainwright, supra note 30; Hamilton v. Schiro, 338 F.Supp. 1016 (E.D. La. 1970), order entered sub nom Hamilton v. Landrieu, 351 F.Supp. 549 (E.D. La. 1972); Jones v. Wittenberg, 330 F. Supp. 707 (N.D. Ohio 1971), aff'd sub nom. Jones v. Metzger, 456 F.2d 854 (6th Cir. 1972).

32. • 48 sq. ft.--Campbell v. McGruder, supra note 30.
• 50 sq. ft.--Gates v. Collier, 423 F.Supp. 732 (N.D. Miss. 1976), aff'd 548 F.2d 1241 (5th Cir. 1977); Williams v. Edwards, 547 F.2d 1206 (5th Cir. 1977), proceedings on remand sub nom. Williams v. McKeitchen, Civil Action No. 71-98 (M.D. La., April 27, 1977).
• 70 sq. ft.--Martinez-Rodriguez v. Jiminez, 409 F.Supp. 582 (D.P.R. 1976), aff'd 537 F.2d 1(1st Cir. 1977).
• 60 sq. ft. in cells
75 sq. ft. in dormitories--Battle v. Anderson, supra note 30.
• 75 sq. ft. in dormitories--Ambrose v. Malcolm, 414 F.Supp. 485 (S.D.N.Y. 1976).
See also United States ex rel. Wolfish v. Levi, 573 F.2d Cir. 1978), remanded for reconsideration of the proper space allocation in dormitories.

33. Anderson v. Redmon, supra note 12.

34. Wayne County Jail Inmates v. Wayne County Board of Commissioners, supra note 22; see also Taylor v. Sterret, supra note 22.

35. Goldberg v. Kelley, 397 U.S. 254, 266 (1969).

36. Jones v. Wittenberg, 330 F.Supp. 707 (1971); Inmates of Suffolk County Jail v. Eisenstadt, 518 F.2d 1241 (1st Cir. 1975). See also Alberti v. Sheriff of Harris County, 406 F.Supp. 649 (S.D. Tex. 1975).

37. Inmates of Suffolk County Jail v. Eisenstadt, 494 F.2d 1196, 1199, (1st Cir. 1974).

38. Telephone interviews with Alvin J. Bronstein, Executive Director of the National Prison Project, and Ronald Welch, General Counsel of the Mississippi Prisoners' Defense Committee (September 1978).

39. Johnson v. Levine, 450 F.Supp. 648 (D. Md. 1978), Nelson v. Collins, 455 F.Supp. 727 (D. Md. 1978).

40. This information stems from telephone interviews with attorneys for the prisoners and for the state of Maryland (September 1978) as well as an examination of the courts' decisions in Johnson v. Levine, supra note 39 and Nelson v. Collins, supra note 39.

41. Telephone interview with Ronald Welch, General Counsel of the Mississippi Prisoners' Defense Committee (September 1978).

42. Telephone interviews with Mr. Welch and Morris Thigpen, Deputy Commissioner of Corrections in Mississippi (September 1978).

43. Telephone interview with Mr. Welch (September 1978).

44. Telephone interviews with Ned Benton, Director of Corrections, and attorneys for the prisoners (September 1978).

45. Jones v. Wittenberg, 330 F.Supp. 707, 712 (1971).

46. For an in-depth look at some of the compliance decisions facing Chief Judge Raymond Pettine, who ordered reform of the Rhode Island prison system in Palmigiano v. Garrahy, 443 F.Supp. 956 (D.R.I. 1977), see "Prison Reform: The Judicial Process," Crim. L. Rptr. supplement to volume 23, No. 17, August 2, 1978. The Rhode Island case does not involve massive crowding.

47. E.g., Inmates of Suffolk County Jail v. Eisenstadt, 360 F.Supp.676 (D. Mass. 1973); Gates v. Collier, 390 F.Supp. 482 (N.D. Miss. 1975); Palmigiano v. Garrahy, supra.

48. Newman v. Alabama, 466 F.Supp. 628 (M.D. Ala. 1979).

49. Jackson v. Hendrick, 22 Crim. L. Rptr. 2356 (Pa. Ct. Common Pleas, 1977.

50. M. Kay Harris and Dudley P. Spiller, Jr., After Decision: Implementation of Judicial Decrees in Correctional Settings, American Bar Association, November 1976.

51. Kay Harris, currently Director of the Washington office of the National Council on Crime and Delinquency, quoted in Prison Reform: The Judicial Process, supra note 46, p. 10.

52. See Stephen Gettinger, "Cruel and Unusual Prisons," Corrections Magazine, December 1977, p. 16.

53. Wolfish v. Levi, 573 F.2d 118,121 (2d Cir. 1978).

54. Ibid. at 127-128.

55. 47 U.S.L.W. 4507 (U.S. Supreme Court, May 14, 1979).

56. Bell v. Wolfish, No. 77-1829, ibid., p. 4507.

57. Ibid., p. 4516.

58. New York Times, May 28, 1979.

59. Griffin Bell, The Pretrial Reporter, Pretrial Services Resource Center, Washington, D.C., 1979.

60. Norman Carlson, ibid.

61. Conversation with Robert Smith, National Institute of Corrections, August 23, 1979.

62. Valentine v. Englehardt, 42 U.S.C. 1983, July 18, 1979.

APPENDIX A-2

Survey Instruments

Report Period Covered: January 1, 1970 through December 31, 1982 OMB No. 43 - S78003; Approval Expires March 31, 1979

FORM PC-1
(4-1-78)

This report is authorized by law (PL 94-503). While you are not required to respond, your cooperation is needed to make the results of this survey comprehensive, accurate and timely.

SURVEY OF STATE AND FEDERAL ADULT CORRECTIONAL SYSTEMS

RETURN COMPLETED FORM TO

Abt Associates Inc.
Attn: Criminal Justice Area
55 Wheeler Street
Cambridge, MA 02138

(Please correct any error in name and address)

INSTRUCTIONS

Please answer all questions with respect to the adult correctional system identified above. If there are items on the questionnaire for which the answer cannot be obtained from available records, your reasonable estimates are requested. Indicate these estimates with an asterisk (*). If there are questions about how to complete any item, please call Dr. Bradford Smith collect at (617) 492-7100.

1. **What was the total number of inmates in your adult correctional system on March 31, 1978?** Inmates include **all** persons in the custody of your adult correctional system (e.g., sentenced, unsentenced, probation and parole violators, civil and diagnostic commitments, and inmates temporarily absent from the facility), but do not include persons on parole. Include inmates from other jurisdictions housed in your adult correctional system and inmates housed in local jails because of overcrowding in state facilities, whether or not they are considered to be in the custody of your adult correctional system. Do **not** include inmates under your jurisdiction housed in other states or in federal facilities.

If you cannot distinguish inmates with maximum sentence lengths of more than one year from the rest of the inmates, please check the box to the right and enter the combined figures in the "Other inmates" column. ☐	INMATE COUNT ON MARCH 31, 1978			
	Inmates with over one year maximum sentence		Other inmates	
	Male	Female	Male	Female
State-operated facilities primarily holding inmates 24 hours a day. Include prisons; reception, classification, diagnostic, hospital and psychiatric units; work camps; and jails which are part of the state system				
State-operated community-based pre-release facilities primarily holding inmates fewer than 24 hours a day				
Privately operated community-based pre-release facilities primarily holding inmates fewer than 24 hours a day				
Work/education release programs in which inmates sleep at home				
Local jails holding state inmates as a direct result of overcrowding in state prisons				
Local jails holding state inmates for other reasons				
Other (please specify) _____				
TOTAL NUMBER OF INMATES				

2. **Please indicate the number of inmates under the jurisdiction of your adult correctional system that were housed in other states or federal correctional facilities on March 31, 1978.**

Names of states that house your inmates in their facilities	Number of Inmates	
	Male	Female
Federal Bureau of Prisons		

3. **Please indicate the number of inmates housed for other states or federal correctional authorities in your adult correctional system on March 31, 1978.**

Names of states that house their inmates in your facilities	Number of Inmates	
	Male	Female
Federal Bureau of Prisons		

4. **What was the rated capacity (that is, official capacity typically based on administrative policy, court order, or legislative restriction) for your adult correctional system on March 31, 1978?**

	Male	Female
State-operated facilities primarily holding inmates 24 hours a day		
State-operated community-based pre-release facilities		
TOTAL RATED CAPACITY		

5. **Do you have an operational capacity that differs from your rated capacity?** Operational capacity is that which has been determined for day-to-day operations and may be more or less than the rated capacity.

☐ No

☐ Yes ⟶ **What was the operational capacity for your adult correctional system on March 31, 1978?**

	Male	Female
State-operated facilities primarily holding inmates 24 hours a day		
State-operated community-based pre-release facilities		
TOTAL OPERATIONAL CAPACITY		

6. **How many court orders/consent decrees dealing with facility conditions in your system were in effect on March 31, 1978?**

Number

7. **Please indicate the number of times each of the following was an issue of the court orders/consent decrees regarding facility conditions on March 31, 1978?** When a court order / consent decree was applied to more than one issue, count it for each issue.

Overcrowding	
Staff practices	
Health	
Sanitation	
Food	
Medical care	
Due process	
Access to courts	
Other _____	
Other _____	
Other _____	
Other _____	

8. **Approximately how many court litigations were currently filed regarding facility conditions in your system on March 31, 1978?** Do **not** include challenges to convictions.

Number

9. **Please indicate the approximate number of times each of the following is an issue of pending court litigations regarding facility conditions on March 31, 1978?** If a court litigation applies to more than one issue, count it for each issue.

Overcrowding	
Staff practices	
Health	
Sanitation	
Food	
Medical care	
Due process	
Access to courts	
Other _____	
Other _____	
Other _____	
Other _____	

FORM PC-1 (4-1-78)

10. **Please provide the following information for any major facility construction, renovation, acquisition, or closing plans (whether or not funds have been authorized) for your system between March 31, 1978 and December 31, 1982.** If there are no such plans, enter "None" in the first column.

Name and/or location of facility	Year change effective	Sex of inmates		Number of beds to be increased or decreased by level of security. (Please circle + for an increase, enter "0" for no change in the number of beds, and – for a decrease.)					Amount authorized to be spent as of March 31, 1978	Total estimated cost as of December 31, 1982
		Male	Female	Maximum	Medium	Minimum	Community-based pre-release	Other		
				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		
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				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		
				+ –	+ –	+ –	+ –	+ –		

PLEASE COMPLETE ITEMS 11 THROUGH 17 ON PAGE 4

11. **Do you have plans to increase or decrease the number of contracted beds in privately operated community-based pre-release facilities between March 31, 1979 and December 31, 1982?**

- ☐ No changes planned
- ☐ Yes, plan to increase ..... Number
- ☐ Yes, plan to decrease ..... Number

12. **How many state-operated community-based pre-release facilities were there in your system on January 1, 1970?** Number

13. **Since January 1, 1970, how many state-operated community-based pre-release facilities in your system have been opened?** Number

14. **Since January 1, 1970, how many state-operated community-based pre-release facilities in your system have been closed?** Number

15. **How many state-operated community-based pre-release facilities were there in your system on March 31, 1978?** Number

16. **Approximately how many inmates released in calendar year 1977 participated in community-based pre-release programs, or were eligible but did not participate, or were not eligible to participate in these programs.** If the counts are not available, please provide an estimated percentage breakdown.

	Male	Female
Participated		
Eligible, but did not participate		
Not eligible		
TOTAL RELEASED IN 1977		

COMMENTS:

17. REPORT COMPLETED BY — Name (Please print)	Telephone: Area Code	Telephone: Number	Telephone: Extension	Date Completed

Report Period Covered: July 1, 1976 through March 31, 1978

OMB No. 43 - S78003; Approval Expires March 31, 1979

FORM PC-2
(4-1-78)

SURVEY OF STATE AND FEDERAL ADULT CORRECTIONAL SYSTEMS

This report is authorized by law (PL 94-503). While you are not required to respond, your cooperation is needed to make the results of this survey comprehensive, accurate and timely.

RETURN COMPLETED FORM TO:
Abt Associates Inc.
Attn: Criminal Justice Area
55 Wheeler Street
Cambridge, MA 02138

(Please correct any error in name and address)

INSTRUCTIONS

This questionnaire is for facilities primarily holding inmates 24 hours a day. Please answer all questions with respect to the adult correctional facility identified above. If there are items on the questionnaire for which the answer cannot be obtained from available records, your reasonable estimates are requested. Indicate these estimates with an asterisk (*). If there are questions about how to complete any item, please call Dr. Bradford Smith collect at (617) 492-7100.

1. **What was the total number of inmates housed in this facility on March 31, 1978?** Inmates include **all** persons housed in this facility (e.g., sentenced, unsentenced, probation and parole violators, civil and diagnostic commitments, **and** inmates temporarily absent from the facility).

If you cannot distinguish inmates with sentences from the rest of the inmates, please check the box to the right and enter the combined figures in the "Unsentenced inmates" column. ☐

	INMATE COUNT ON MARCH 31, 1978			
	Sentenced inmates		Unsentenced inmates	
	Male	Female	Male	Female
Inmates held 24 hours				
Inmates held less than 24 hours on work/education release programs				
Inmates held less than 24 hours on furlough				
Other _____				
TOTAL NUMBER OF INMATES				

2. **In what year was this facility opened?** 1 ☐☐☐

3. **What were the rated (that is, official) capacity and inmate count for confinement units of each security designation indicated below on March 31, 1978?** If you are unable to provide the security designation breakdown, please enter the total rated capacity of the facility.

Security designation of confinement units	Rated capacity		Inmate count	
	Male	Female	Male	Female
Maximum				
Medium				
Minimum				
Other _____				
TOTAL				

4. **Is the rated capacity defined as a percentage of the total number of available beds?**
- ☐ No
- ☐ Yes → **What is the percentage?** %

5. **Do you have an operational capacity that differs from your rated capacity?** Operational capacity is that which has been determined for day-to-day operations and may be more or less than the rated capacity.
- ☐ No
- ☐ Yes → **What was the operational capacity for this facility on March 31, 1978?**

Male _____ Female _____

6. **What is the security classification of this facility?** (Please check one)
- ☐ Maximum ☐ Medium ☐ Minimum
- ☐ Other _____

7. **For all confinement units (cells, rooms, dormitories, wards, or other units where inmates spend the night), please provide:**

A. The rated (that is, official) capacity (e.g., 2 person, 15 person, etc.).

B. The typical floor space for ONE unit of each type (e.g., 54 sq. ft.).

C. The number of confinement units of each size.

D. The average number of hours per day confined to units of each size.

E. The total number of inmates assigned to each type of unit TODAY _____ Date

Count all inmates and confinements units only once. Indicate estimates with an asterisk (*).

Two examples have been included below:

- The first example indicates that there are 140 one person confinement units, each with a typical floor space of 54 square feet, confining a total of 164 inmates an average of 11 hours a day.
- The second example indicates that there are 2 fifteen person confinement units, each with a typical floor space of 930 square feet, confining a total of 26 inmates an average of 8 hours a day.

	Confinement units (e.g., cells, rooms, dormitories, wards, or other units where inmates spend the night) for . . .	A. Rated capacity	B. Typical floor space for ONE unit of each type	C. Number of confinement units of each size	D. Average number of hours per day confined to units of each size	E. Total number of inmates assigned to each type of unit TODAY
TOTAL RATED CAPACITY	ONE inmate	1	54 sq. ft.	140	11 hrs.	164
		1	sq. ft.		hrs.	
		1	sq. ft.		hrs.	
		1	sq. ft.		hrs.	
		1	sq. ft.		hrs.	
		1	sq. ft.		hrs.	
	TWO or MORE inmates	15	930 sq. ft.	2	8 hrs.	26
			sq. ft.		hrs.	
			sq. ft.		hrs.	
			sq. ft.		hrs.	
			sq. ft.		hrs.	
			sq. ft.		hrs.	
			sq. ft.		hrs.	
			sq. ft.		hrs.	
			sq. ft.		hrs.	
☐	Disciplinary action*		sq. ft.		hrs.	
☐	Protective custody*		sq. ft.		hrs.	
☐	Sick or injured inmates*		sq. ft.		hrs.	
	Other purposes**		sq. ft.		hrs.	
					TOTAL NUMBER OF INMATES TODAY	

* Check boxes above if confinement units designed for disciplinary action, protective custody or for sick or injured inmates are considered part of the total rated capacity of the facility.

** Enter units used for confinement but **not** considered part of the total rated capacity of the facility (e.g., program space, corridors, etc.) under "Other purposes."

8. **Was any part of this facility constructed for housing inmates, but is not currently being used for that purpose?** Include confinement units that have been administratively deactivated for purposes of housing inmates, but that could be reactivated.

☐ Yes → **What would be the rated capacity of the following types of spaces if they were to be used to house inmates?**

Space now in use (offices, etc.) — Number

Space not now in use — Number

☐ No

9. **Was any part of this facility constructed for purposes other than to house inmates, but is now used to house inmates?**

☐ Yes → **How many inmates are so confined?** — Number

☐ No

10. **How many inmates were housed in this facility under each type of inmate security designation on March 31, 1978?**

Security designation of inmates	Male	Female
Maximum		
Medium		
Minimum		
Other _____		
TOTAL NUMBER OF INMATES		

11. **How many inmates in this facility were there in each of the categories listed below on March 31, 1978?** The Hispanic population includes persons of Mexican, Puerto Rican, Cuban, Central American, South American or other Spanish culture or origin. If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Male	Female
A. Total population by race		
White		
Black		
American Indian or Alaskan Native		
Asian or Pacific Islander		
B Hispanic population		
Of the black population reported above, how many were Hispanic?		
Of the white population reported above, how many were Hispanic?		

12. **How many inmates in this facility were there in each of the age categories listed below on March 31, 1978?** If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Male	Female
Under 18		
18 - 24		
25 - 34		
35 - 44		
Over 44		
TOTAL NUMBER OF INMATES		

13. **How many inmates were serving sentences for violent, property, or other crimes on March 31, 1978?** Count each inmate only once and for his/her most serious crime. If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Male	Female
Violent crimes (for example, murder, forcible rape, robbery, aggravated assault)		
Property crimes (for example, burglary, larceny-theft, motor vehicle theft)		
Inmates serving sentences for other crimes		
Unsentenced inmates		
TOTAL NUMBER OF INMATES		

14. **On March 31, 1978, how many inmates were being paid for work performed in each of the positions listed below and what were the total earnings, from all sources for these inmates for the month of March?** Do **not** include monies earned in work release programs.

	Number of inmates on March 31, 1978	Amount of payroll for March 1978
Correctional industries		$ .00
Attending school		$ .00
Support services		$ .00
Other _____		$ .00

PLEASE COMPLETE ITEMS 15 THROUGH 21 ON PAGE 4

15. **What was the average (mean) daily population for this facility for the calendar year 1977?** Include those on temporary authorized absences, such as court appearances, short furlough, hospitalization, etc. Do **not** include those on indefinite absences, such as indefinite commitment to mental health facilities, work release living at home, or those that have escaped.

Male _____ Female _____

16. **What was the average (mean) weekday number of inmates that participated in work/education release programs outside of this facility for the month of March 1978?**

Male _____. Female_____.

17. **How many employees of this facility (excluding inmates and volunteers) were in each of the positions listed below on March 31, 1978?** Full-time employees are persons who work at or for this facility full time.

	Number of employees on March 31, 1978	
	Full-time	Part-time
Administrators (warden, superintendent, assistant or deputy wardens, assistant or deputy superintendents)		
Custodial personnel (guards, correctional officers, etc.)		
Clerical and maintenance personnel (typists, secretaries, janitors, cooks, grounds keepers, etc.)		
Services (academic and vocational teachers, social workers, psychologists, counselors, doctors, nurses, etc.)		
Other _____		
TOTALS		

18. **Please enter the total operating expenses (including salaries, wages, food, supplies, maintenance) for your facility from July 1, 1976 through June 30, 1977.** Do **not** include farm and industry expenses or capital outlay. If figures for this period are not available, please supply for another annual period and indicate the last day of the annual period covered.

Amount $

Date

19. **How many full-time employees of this facility were there in the categories listed below on March 31, 1978?** The Hispanic population includes persons of Mexican, Puerto Rican, Cuban, Central American, South American or other Spanish culture or origin. If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Male	Female
A. Total population by race		
White		
Black		
American Indian or Alaskan Native		
Asian or Pacific Islander		
B. Hispanic population		
Of the black population reported above, how many were Hispanic?		
Of the white population reported above, how many were Hispanic?		

20. **How many full-time employees of this facility were there in the age categories listed below on March 31, 1978?** If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Male	Female
Under 25		
25 - 34		
35 - 44		
Over 44		
TOTAL NUMBER OF EMPLOYEES		

COMMENTS: _____

21. REPORT COMPLETED BY — Name (please print) | Telephone: Area Code | Number | Extension | Date Completed

Report Period Covered: July 1, 1976 through March 31, 1978

OMB No. 43 - S78003; Approval Expires March 31, 1979

FORM PC-3
(4-1-78)

This report is authorized by law (PL 94-503). While you are not required to respond, your cooperation is needed to make the results of this survey comprehensive, accurate and timely.

SURVEY OF COMMUNITY-BASED PRE-RELEASE FACILITIES

RETURN COMPLETED FORM TO:
Abt Associates Inc.
Attn: Criminal Justice Area
55 Wheeler Street
Cambridge, MA 02138

(Please correct any error in name and address)

INSTRUCTIONS

This questionnaire is for facilities primarily housing residents less than 24 hours a day (e.g., work/education release programs). Please answer all questions with respect to the adult community-based pre-release facility identified above. If there are items on the questionnaire for which the answer cannot be obtained from available records, reasonable estimates are requested. Indicate these estimates with an asterisk (*). If there are questions about how to complete any item, please call Dr. Bradford Smith collect at (617) 492-7100.

1. **Is this community-based pre-release facility . . .**

☐ Federally-operated?

☐ State-operated?

☐ Privately operated?

☐ Other? _____

2. **What was the total number of residents housed in this facility on March 31, 1978?**

	Male	Female
Sentenced residents		
Parolees		
Probationers		
Other_____		
TOTAL NUMBER OF RESIDENTS		

3. **How many residents were being held for federal, state, and local authorities on March 31, 1978?**

	Male	Female
Federal		
State		
Local		
TOTAL NUMBER OF RESIDENTS		

4. **Please indicate the number of residents participating in the following activities as of March 31, 1978?** Count each resident only once and for his/her primary activity.

	Male	Female
Work release		
Education release		
Other _____		
TOTAL NUMBER OF RESIDENTS		

5. **In what year was this facility constructed?** 1 ☐☐☐

6. **What was the original function of this facility (e.g., jail, residential house, Y.M.C.A., college dormitory, etc.)?**

_____

7. **In what year was the community-based pre-release program established in this facility?** 1 ☐☐☐

8. **What was the rated capacity (that is official capacity typically based on administrative policy, court order, or legislative restriction) for this facility on March 31, 1978?**

Male _____ Female _____

9. **For all rooms, please provide:**

A. The rated (that is, official) capacity (e.g., 2 person, 4 person, etc.).

B. The typical floor space for ONE unit of each type (e.g., 74 sq. ft.).

C. The number of rooms of each size where residents spend the night.

D. The total number of residents assigned to each room TODAY _____ Date

Count all residents and rooms only once. Indicate estimates with an asterisk (*).

Two examples have been included below:

- The first example indicates that there are 20 one person rooms, each with a typical floor space of 74 square feet, housing a total of 16 residents.
- The second example indicates that there are 8 two person rooms, each with a typical floor space of 190 square feet, housing a total of 14 residents.

	Rooms (or other units where residents spend the night) for . . .	A. Rated capacity	B. Typical net floor space of ONE room of each type	C. Number of rooms of each size	D. Total number of residents assigned to each type of room TODAY
TOTAL RATED CAPACITY	ONE resident	1	74 sq. ft.	20	16
		1	sq. ft.		
		1	sq. ft.		
		1	sq. ft.		
		1	sq. ft.		
		1	sq. ft.		
	TWO or MORE residents	2	190 sq. ft.	8	14
			sq. ft.		
			sq. ft.		
			sq. ft.		
			sq. ft.		
			sq. ft.		
			sq. ft.		
			sq. ft.		
			sq. ft.		
	TOTAL NUMBER OF RESIDENTS TODAY				

10. **How many residents in this facility were there in each of the categories listed below on March 31, 1978?** The Hispanic population includes persons of Mexican, Puerto Rican, Cuban, Central American, South American or other Spanish culture or origin. If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Male	Female
A. Total population by race		
White		
Black		
American Indian or Alaskan Native		
Asian or Pacific Islander		
B. Hispanic population		
Of the black population reported above, how many were Hispanic?		
Of the white population reported above, how many were Hispanic?		

11. **How many residents in this facility were there in each of the age categories listed below on March 31, 1978?** If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Male	Female
Under 18		
18 - 24		
25 - 34		
35 - 44		
Over 44		
TOTAL NUMBER OF RESIDENTS		

12. **How many residents left this facility in each of the ways listed below during calendar year 1977?**

	Male	Female
Paroled		
Completed sentence or returned to regular probation		
Removed from the facility for criminal, disciplinary, or administrative reasons		
Other _____		
TOTAL NUMBER OF RELEASES IN 1977		

13. **What was the average length of stay for residents of this facility for the calendar year 1977?**

Male _____ Female _____

14. **How many residents were serving sentences for violent, property, or other crimes on March 31, 1978?** Count each resident only once and for their most serious crime. If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Male	Female
Violent crimes (for example, murder, forcible rape, robbery, aggravated assault)		
Property crimes (for example, burglary, larceny-theft, motor vehicle theft)		
Residents serving sentences for other crimes		
Unsentenced residents		
TOTAL NUMBER OF RESIDENTS		

15. **How many man-days were served by residents in this facility for the month of March 1978?** A man-day is one resident serving one day.

Male _____ Female _____

16. **What was the average (mean) daily population for this facility for the calendar year 1977?** Include those on temporary authorized absences, such as court appearances, short furlough, hospitalization, etc. Do **not** include those on indefinite absences, such as indefinite commitment to mental health facilities, work release living at home, or those that have escaped.

Male _____ Female _____

17. **Please enter the total operating expenses (including salaries, wages, food, supplies, maintenance) for your facility from July 1,1976 through June 30, 1977.** If figures for this period are not available, please indicate the last day of the annual period covered.

Amount $ _____

_____ Date

18. **Do residents pay for room and board?**

☐ No

☐ Yes → **What was the total amount paid for the period referred to in Question 17?** Amount $ _____

PLEASE COMPLETE ITEMS 19 THROUGH 21 ON PAGE 4

19. **How many employees in this facility (excluding inmates and volunteers) were in each of the positions listed below on March 31, 1978?** Full-time employees are persons who work at or for this facility full time. If records do not allow the count for March 31, 1978, please provide the count for another date.

Date _____	Full-time	Part-time
Administrators		
Custodial personnel (guards, correctional officers, etc.)		
Clerical and maintenance personnel (typists, secretaries, janitors, cooks, grounds keepers, etc.)		
Services (academic and vocational teachers, social workers, psychologists, counselors, doctors, nurses, etc.)		
Other _____		
TOTALS		

20. **Approximately how many hours were worked by inmates and volunteers in each of the positions listed below on March 31, 1978?** If records do not allow the figure for March 31, 1978, please provide the figure for another date.

Date _____	Inmates	Volunteers
Administrators		
Custodial personnel (guards, correctional officers, etc.)		
Clerical and maintenance personnel (typists, secretaries, janitors, cooks, grounds keepers, etc.)		
Services (academic and vocational teachers, social workers, psychologists, counselors, doctors, nurses, etc.)		
Other _____		
TOTALS		

COMMENTS:

21. REPORT COMPLETED BY — Name (please print)	Telephone: Area Code	Telephone: Number	Telephone: Extension	Date Completed

FORM PC-3 (4-1-78)

APPENDIX A-3

Site Visit Methods and Validation Results

APPENDIX A-3:
SITE VISIT METHODS AND VALIDATION RESULTS

Objectives

The site visits were intended primarily to validate the results of the mail survey and secondarily, to gather supplementary information on the conditions of confinement.

Sample Selection

The primary objective of the sampling procedure was to choose a sample set that provided a cross-section of adult correctional facilities with respect to location, size, and sex of inmates. Twenty-four state and 24 local facilities were selected using a stratified random sampling procedure. Tables A-3.1 and A-3.2 present a list of the site-visited facilities, respectively. To obtain this sample state and local facilities were stratified by region using four categories: Northeast, North Central, South, and West. State facilities were then stratified within each region into two size categories, with the larger facilities defined as those with 500 or more inmates. Three large and three small facilities were randomly selected from each region. Local facilities were stratified within each region into three size categories by inmate population: 10 or fewer inmates; 11 to 500 inmates; and 500 or more inmates. Within each region, one facility was selected in the first category, two in the second, and three in the third.

The federal Bureau of Prisons divides adult facilities into two basic categories: maximum security penitentiaries, designed to house persons serving sentences of more than five years, and medium security facilities, designed for persons serving two to five year sentences. Two federal facilities were selected: one maximum security penitentiary for adult males in the Northeast and one medium security institution for adult females in the South.

Finally, two community-based pre-release facilities were chosen: one privately operated facility in the Northeast and one state-operated facility in the South.

Of the original sample of 48 state and local facilities, eight were unable to participate. These were replaced with randomly selected substitutes from the same size/region categories. In two cases, the facilities originally selected declined to participate because they were currently under or facing court orders. The other six facilities originally selected were unable to participate due to scheduling problems.

Table A-3.1
Site Visited Local Facilities

Facility	State	Region
Local Facilities		
Jefferson County Jail	Alabama	South
Los Angeles County Jail	California	West
Madoc County Jail	California	West
San Joaquin County Jail	California	West
Wayside Honor Ranch	California	West
Power County Jail	Idaho	West
Cook County Jail/Div. 2	Iowa	North Central
Bringham City County Jail	Kansas	North Central
Douglas County Jail	Louisiana	North Central
Bienville Parish Jail	Louisiana	South
Baltimore City Jail	Maryland	South
Brooke House	Massachusetts	South
Detroit House of Corrections	Michigan	Northeast
Wayne County Jail	Michigan	North Central
Camden County Jail	Missouri	North Central
Middlesex County Jail	New Jersey	North Central
Nassau County Jail	New York	Northeast
New York City Correctional Institution for Men	New York	Northeast
New York City House of Detention for Minors	New York	Northeast
Mercer County Jail	Pennsylvania	Northeast
Bell County Jail	Texas	South
Putnam County Jail	West Virginia	South
Waukesha County Jail	Wisconsin	North Central

Table A-3.2
Site Visited State Facilities

Facility	State	Region
State Facilities		
Fountain Correctional Center	Alabama	South
Arizona State Prison	Arizona	West
Tucker Farm	Arkansas	South
California Correctional Facility	California	West
Brevard Correctional Institution	Florida	South
Lowndes Correctional Institution	Georgia	South
Wayne Correctional Institution	Georgia	South
Northern Idaho Correctional Institution	Idaho	West
Menard Psychiatric Institute	Illinois	North Central
Sheridan Correctional Center	Illinois	North Central
Tornoto Reservoir Honor Camp	Kansas	North Central
Framingham State Prison	Massachusetts	Northeast
Southern Michigan State Prison	Michigan	North Central
Missouri State Prison	Missouri	North Central
Yardville Youth RSCC	New Jersey	Northeast
Elmira Correctional Facility	New York	Northeast
Arthur Kill Correctional Facility	New York	Northeast
Mid-Orange Correctional Facility	New York	Northeast
Halifax Correctional Institution	North Carolina	South
Oregon State Penitentiary	Oregon	West
Oregon Women's Correctional Center	Oregon	West
Minimum Security Facility	Rhode Island	Northeast
Purdy Treatment Center for Women	Washington	West
Wisconsin Correctional Center	Wisconsin	North Central

Site Visit Instruments

The following site visit instruments were developed: (1) a lengthy interview questionnaire for collecting primary data from administrators of the selected correctional facilities; (2) a site inspection guide; (3) a corrections officer interview; and (4) an inmate interview. A review of previous research, periodic meetings with consultants from the corrections field, and pre-tests conducted at six facilities, contributed to the development of these instruments. The site visit instruments are described briefly below:

The State Correctional Institution Instrument was administered on-site by project staff to the superintendent of each participating site correctional facility. The interview elicited information on capacity; inmate population and classification; manpower; educational and vocational programs; and health and counseling services.

The Site Inspection Guide was used on-site by an architect/engineer to evaluate structural aspects of the living, service, and program areas of the facility. This evaluation included measurement of room size; notes on room occupancy, building construction, and conditions; and the presence of certain amenities (e.g., showers, furnishings, etc.) and fire safety equipment. The architect/engineer was accompanied on this visit by a member of the staff familiar with the structural aspects of the institution, most often the engineering or maintenance supervisor for the facility.

The Inmate Interview was administered to randomly selected inmates of each participating federal, state and local correctional facility. In two instances the facility administrator selected the inmate to be interviewed; otherwise, respondents were selected randomly from a list or by location in the facility. In facilities of 50 inmates or more, an attempt was made to interview at least six inmates. The interview included questions on living conditions; educational and vocational programs; medical and counseling services; and the inmates' views on needed physical improvements and policy changes at the facility.

The Correctional Officer Interview was administered to correctional officers at each participating state and local correctional facility. In facilities of 50 inmates or more, an attempt was made to interview at least six officers. The interview included questions on pre-service and in-service training, security needs, and needed physical improvements.

Site Visit Procedure. Implementation of the site visits involved a series of steps to gain the cooperation of the facilities and staff selected to

participate. For each state involved, the Commissioner of Corrections was contacted to obtain clearance to approach the selected facilities in that state. Once clearance was received, the superintendent or sheriff of each facility was sent a letter that included a description of the purposes of the site visit, a tentative daily schedule, and a copy of the clearance letter from the state's Commissioner of Corrections. Approximately two weeks later, a follow-up call and letter of confirmation were directed to the administrator or staff member designated to supervise the site visit.

Prior to the site visits, a two-day training session was held for all field staff in order to develop a consistent approach to the interviews. One or two day visits to the selected facilities were conducted by the staff from mid-May through September, 1978. At facilities with more than 50 inmates, data were collected on-site by a two-member team consisting of a staff member and an architect/engineer. At facilities with less than 50 inmates, a field staff member was responsible for all tasks.

Validation Plan

The validation plan conceived of the mail survey and the site visits as two independent efforts to obtain data about the physical dimensions of confinement units, the number of inmates housed in each of these confinement units, and the amount of time inmates were confined to their units.* The survey was mailed to local jails enough in advance to be received before February 15, 1978 and to state facilities before March 31, 1978. Site visits to the sample of 24 local jails and 24 state prisons began during the month of May, 1978. Unfortunately, not all of the mail surveys had been returned at the time the site visits were made. Thus, in four of the local jails and five of the state prisons, the visits were used to collect primary data, thus forfeiting the opportunity to compare the

*Matching data were also obtained during the site visit for most of the other items contained in the mail survey. Although some differences turned up in the data between the two methods, no differences were observed that would cast serious doubt on the quality of the data obtained through the mail survey. In addition to simply collecting the data during the site visits, we attempted to document how the data were obtained by the respondent -- e.g., computer printouts, reports, memoranda, special computer runs, facility records, estimates, etc. Almost all data were provided in a way that was easily replicated -- that is, the data were provided to researchers on-site from the same sources from which it had been obtained for the mail survey.

results of the mail and on-site surveys for these nine sites.

A more serious and unforeseen difficulty arose when we began to compare the data for the larger facilities. In the interests of methodological rigor, the on-site observers were not permitted to examine the data provided by the site on the mail survey. Only after the on-site data had been collected would the two data sets be available for inspection and comparison. While the post-site matching process worked well for the small facilities, difficulties were encountered in matching data for the larger facilities. Typically, more detail was obtained by our site visit team than was provided in the mail survey. As a result, only a crude match could be made between confinement units described on the mail survey and the descriptions provided on the site visit forms. Importantly, the total rated capacity and the total number of inmates never differed by more than ten percent between the two forms; however, any unambiguous links between the descriptions of individual types of confinement units proved to be impossible for most of the larger facilities.

An extreme example is presented below to help clarify the problem of matching the two data sets. (Note that the discrepancies revealed by this example are generally greater than those observed for the remaining facilities that were visited.)

Table A-3.3 presents the data obtained from the mail survey for the sample institution. For each type of confinement unit the mail survey requested information on the rated capacity, the number of confinement units, the typical floor space for one unit, the total number of inmates, and the average number of hours per day inmates were confined to units. Table A-3.4 displays the data obtained during the site visit for the same facility.

The total number of inmates was approximately the same on the two forms. Computed from the description of each type of confinement unit however, the total rated capacity was 2,758 on the mail survey and only 1,526 based on the site visit data. This discrepancy was resolved by noting that the overall total rated capacity of the facility was 1,714 with an operational capacity of 2,600. By changing the rated capacity of line (1) on Table A-3.3 to one, the total rated capacity of the facility is now computed to be 1,599, much closer to the total rated capacity of 1,526 obtained during the site visit.

Table A-3.5 summarizes one plausible match between the two data collection instruments. Eight types of confinement units from the on-site data collection form were assumed to have been combined into one entry on

Table A-3.3
Data Provided on the Mail Survey (PC-2) For One Facility

	Rated Capacity of ONE Unit	Number of Units	Sq. ft. of Floor Space of ONE Unit	Total Number of Inmates	Number of hours Confined	Comments
(1)	2	1,159	63	1,974	11	
(2)	115	1	27,338	115	11	
(3)	55	1	11,998	55	11	
(4)	63	1	20,000	140	24	
(5)	1	18	63	45	24	Disciplinary action
(6)	1	132	63	227	21	Protective custody
(7)	57	1	50,000	57	24	Sick or injured inmates
				Total number of inmates:2,613		

SOURCE: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: Total rated capacity=2,758. If the 1,159 units rated to hold two inmates are assumed to hold one inmate, the total rated capacity would then be equal to 1,159. This is much nearer the total rated capacity of 1,526 obtained during the site visit. See Table A-3.4.

Table A-3.4
Data Obtained On-Site For One Facility

	Rated Capacity of ONE Unit	Number of Units	Sq. ft. of Floor Space of ONE Unit	Total Number of Inmates	Number of hours Confined	Comments
(1)	55	1	3685.0	46	7	9 Dorm/Inside wall/Min.
(2)	43	2	2547.0	85	7	6 Dorm/Inside wall/Min.
(3)	1	182	46.6	295	11	2A/Inside wall/Max.
(4)	1	182	46.6	309	11	2B/Inside wall/Max.
(5)	1	182	46.6	318	22	5J/Inside wall/Max.
(6)	1	182	46.6	298	11	5K/Inside wall/Max.
(7)	1	93	57.0	164	20	1H Hall/Inside wall/Max.
(8)	1	140	113.0	273	6	4A Hall/Inside wall/Max.
(9)	57	2	3,066.0	114	11	7 Dorm/Outside wall/Min.
(10)	1	118	62.0	232	11	3A/Inside wall/Max.
(11)	1	118	62.0	233	11	3B/Inside wall/Max.
(12)	1	56	62.0	159	23	Adm.. Seq./Inside wall/Max.
(13)	1	18	96.0	47	23	Isolation/Inside wall/Max.
(14)	-	1	375.0	4	23	Not rated capacity
				Total number of inmates: 2,577		

SOURCE: Site Inspection Guide, 1978
Note: Total rated capacity = 1,526

Table A-3.5
An Attempt to Match For One Facility Data Provided on the Mail Survey With Data Obtained While On-Site

	Mail Survey					On-Site Data Collection				
	Rated capacity of One Unit	Number of Units	Sq. Ft. of floor space of ONE unit	Total number of inmates	Number of hours confined	Rated capacity of ONE unit	Number of units	Sq. Ft. of floor space of ONE unit	Total number of inmates	Number of hours confined
(1)	2	1,159	63	1,974	11	1	1,160	58.5[a]	2,117	13[b]
(2)						1	182	47	295	11
(3)						1	182	47	309	11
(4)						1	182	47	318	22
(5)						1	182	47	298	11
(6)						1	140	113	273	6
(7)						1	118	67	232	11
(8)						1	118	67	233	11
(9)						1	56	62	159	23
(10)	55	1	11,988	55	11	55	1	3,685	46	7
(11)	1	18	63	45	24	1	18	96	47	23
(12)	1	132	63	227	21	1	93	57	164	20
(13)	115	1	27,338	115	11	57	2	3,066	115	11
(14)	57	1	50,000	57	24					
(15)	63	1	20,000	140	24					
(16)						43	2	2,547	85	7
(17)							1	375	4	23

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978
Site Inspection Guide, 1978.

[a] Weighted average by number of units

[b] Weighted average by number of inmates

the mail survey. Although there are other possible ways of combining the data from the on-site data collection form, this seems to be the most parsimonious. The overall average amount of floor space is approximately equivalent (63 and 58.5 square feet); however, the on-site data show that over 60 percent of these units contain only 47 square feet of floor space. There is also variation in the reported length of time inmates are confined to their cells. The mail survey provides an overall figure of eleven hours, whereas the on-site data indicate from six to 23 hours are spent by inmates confined to their cells.

Other confinement units have been matched in ways that seem plausible; again, there are alternative ways of linking the two data sets. An obvious difference between the mail survey data and the data collected while on-site are the figures provided for the amount of floor space in the larger confinement units which are as much as ten times larger than the figures obtained while on site. While these differences are among the most extreme we found, it was generally true that the larger the confinement unit, the larger the discrepancies between the two forms.

In view of the often large differences in physical layout among larger confinement units such as dormitories, the primary lesson that emerged from the validation was the need for specific instructions defining the areas included in the floor space of a confinement unit. If the validation study were to be repeated, the mail survey questionnaire would be available during the on-site visit. While the on-site data would be collected without reference to that questionnaire, the descriptions on the two forms would be matched. The difficulty before leaving the site now painfully obvious, but unanticipated when the data were collected, was the absence of identifying information for the various areas of the facility described on the mail survey.

While the lack of this information reduced the rigor of the validation process, that process nonetheless disclosed no serious misrepresentations of facility characteristics. As noted, the total rated capacity and the total number of inmates for the entire facility never differed by more than ten percent between the two data collection instruments, and most were within five percent. As a result of our validation experience, the 1979 Census of State Adult Correctional Facilities (a project of the Bureau of the Census in collaboration with the Bureau of Justice Statistics) has refined the question that was used in our floor space 1978 survey. The question now includes a column that identifies the location and security designation of each type of confinement unit (e.g., "C Block," "West Wing," etc.) and asks about the purposes for which the confinement unit is being used (e.g., general housing, protective custody, administrative

segregation, disciplinary action, etc.). The definitions provided with the questions were also improved as a result of the ambiguities discovered during our on-site visits. The new question, included in the 1979 Census of State Adult Correctional Facilities (CJ-43), is displayed in Table A-3.6. The question used in our survey is included in the 1978 Survey of State and Federal Adult Correctional Facilities (PC-2) located in Appendix A-2.

Table A-3.6

Supplemental Questions to 1979 Census of State Adult Correctional Facilities

11. A little over a year and a half ago, the figures displayed below were provided by your facility in a survey of State and Federal Adult Facilities conducted for the Law Enforcement Assistance Administration. This information, along with similar information obtained by the Census Bureau for local jails, has proved to be immensely valuable in the development of a systematic measure of the available space in correctional facilities in the United States. Please read the instructions below, then check the figures to see if they remain an accurate description of the use of space for confinement in your facility. If these figures are accurate, simply transfer them to the table below and provide the additional information requested in columns 6, 7, and 8 for each type of unit identified. If changes are necessary, please make any corrections, additions, or deletions that more accurately reflect the confinement space in this facility.

a. FIGURES REPORTED PREVIOUSLY

Confinement units identification (1)	Rated capacity of ONE confinement unit (2)	Not rated	Floor space of ONE confinement unit (3)	Number of confinement units (4)	Average number of hours per day confined to unit (5)
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.
			sq. ft.		hrs.

INSTRUCTIONS

Column 1 – Confinement units identification (e.g., "C Block," "West Wing," etc.) – All confinement units (cells, rooms, dormitories, wards, or other units where inmates spend the night) including any area not normally used for confinement but presently being used for this purpose, e.g., day rooms, corridors, offices, etc. Other nonrated units should also be included, e.g., hospital units, infirmaries, segregation units, etc.

Column 2 – Rated capacity of ONE confinement unit – For each type of confinement unit, please enter the official capacity typically based on administrative policy, court order, or legislative restriction. If the confinement unit is not included in the total rated capacity of this facility, enter the number of beds and mark the not rated box.

Column 3 – Floor space of ONE confinement unit – For each type of confinement unit, please enter the number of square feet of floor space based on the interior measures. The floor space of larger confinement units, such as dormitories, should be based on the interior measure of the unit excluding areas devoted to bathing, program space, recreation space, office space, etc.

Column 4 – Number of confinement units – For each type of confinement unit, please enter the number of units. The figures entered in this column multiplied by the figures in column 2, rated capacity, should equal the total capacity for each type of confinement unit.

Column 5 – Average number of hours per day confined to unit – For each type of confinement unit, please enter the average number of hours per day that inmates are not allowed to leave their confinement units.

Column 6 – Confinement unit use – For each type of confinement unit, please enter "1," for a general housing unit, a "2," for a protective custody unit, a "3" for an administrative segregation unit, a "4" for a disciplinary action unit, and a "5" for a unit for sick or injured inmates. For other confinement unit uses enter "6," "7," etc. and define their meaning in the comments section below. In the case of units with more than one use, enter the purpose for which it was most recently used.

Column 7 – Security Designation of Confinement Unit – For each type of confinement unit, please enter a "1" for maximum, "2" for close, "3" for medium, and "4" for minimum. For other security designations, enter "5," "6," etc. and define their meaning in the comments section below.

Column 8 – Number of inmates TODAY – For each type of confinement unit, please enter the number of inmates today. Inmates should be counted only once – where they spent the previous night, or where a bed is reserved for them in the case of temporary absences.

Item 9 – Total number of inmates today – Please add the entries in column 8 and enter here. This figure should be equal to the number in the official count given in question 6. If not, please explain in the comments section below (e.g., inmates are out to court or otherwise temporarily absent). Do not include inmates who are on escape or AWOL.

b. CURRENT INFORMATION

Confinement units identification (1)	Rated capacity of ONE confinement unit (2)	Not rated	Floor space of ONE confinement unit (3)	Number of confinement units (4)	Average number of hours per day confined to unit (5)	Confinement unit use (6)	Security designation of confinement unit (7)	Number of inmates TODAY (8)	CENSUS USE ONLY
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
			sq. ft.		hrs.				
(9) TOTAL NUMBER OF INMATES TODAY →									

COMMENTS

12. The following concerns programs offered for inmates. Please indicate the number of inmates currently participating in each type of program listed. (Include inmates in programs operated by private and public agencies.)

APPENDIX A-4

Supplementary Site Visit Data

APPENDIX A-4
List of Tables

APPENDIX A-4
List of Tables (con'd.)

APPENDIX A-4:
SUPPLEMENTARY SITE VISIT DATA

In addition to validating the results of the larger survey, the site visits described in the preceding Appendix offered the opportunity to conduct a pilot study of the physical conditions and correctional practices in the sample of 24 state and 24 local institutions. The findings from these inspections and interviews are discussed briefly below. In reviewing these results, recall that the limited sample precludes any generalizatons to the larger universe of state and local facilities. At best, these data should be regarded as a pilot effort to develop a set of measures for assessing the adequacy of prison and jail facilities.

Physical Conditions

- .Table A-4.1 shows whether basic amenities were present in all, most, some, or none of the facility living quarters. While "some" living units were deficient on each measure, basic furnishings were supplied in all living units in roughly two-thirds of the state prisons. In local facilities, showers and basic furnishings were somewhat less available in inmate living quarters.

- Table A-4.2 shows greater evidence of sanitation problems in local facilities than their state counterparts.

- Table A-4.3 suggests that few of the examined prisons and jails can meet standards specifying a minimum of 20 footcandles of light intensity, for each room, cell or dormitory at conventional facilities; when all rooms are considered, only one state facility met that standard.

- Successful airflow measurements (taken with a calibrated velometer), were achieved at less than one-half of the facilities visited. A number of older facilities had no mechanical ventilation system and depended on natural convection. Measurement of normal airflow would thus have required several visits. In facilities with mechanical systems, some were inoperative due to mechanical failure; in others, exhaust grills were closed due to dust accumulation. Where light fixtures were installed behind grills, others were closed by inmates wishing to reduce the amount of light in their cells.

Correctional Practices

- Tables A-4.4, A-4.5 and A-4.6 provide a view of state and local inmates classification practices. Availability of bedspace, medical or mental

health status and history of prior incarceration were the most commonly cited classification factors in state institutions. Age and status as sentenced or unsentenced prisoners were commonly mentioned by local jail respondents. While separation of males and females was common in all locations, there was much less consistency in the separation of sentenced and unsentenced prisoners. In contrast to the dictates of current standards, only three state and one local facility mentioned the use of a special classification committee for making classification decisions.

- Thirty two percent of inmates in state facilities and 14 percent in local facilities were enrolled in academic programs. Similarly, 16 percent of state inmates but only five percent of local prisoners were involved in vocational programs. Tables A-4.7 through A-4.10 show the instructors and teachers employed by the facilities and the extent to which state and local administrators believed their programs to be adequate.

- Table A-4.11 provides an indication of the most common industries at the visited facilities: furniture making and repair, shopwork, and the manufacture of cleaning products. Predictably, large state facilities had the greatest variety of industries but these tended to employ a fairly modest number of inmates. Overall, the pay scale ranged from 90 cents to $6.00 a day.

- Inmate employment in facility maintenance jobs is shown in Table A-4.12. Most state facilities and fewer local facilities employed inmates in non-industry jobs. In both types of facilities, 10 percent or less of the total inmate population were employed in each category. The pay scale for non-industry jobs ranged from 10 cents to $2.40 per day.

- Drawing from the larger survey of prison and jails, Table A-4.13 shows that work release programs were available in less than half of all facilities and supported fairly small average enrollments.

- Tables A-4.14 and A-4.15 show the availability of counseling services and the employment of counseling personnel. Fully 96 percent of state and 87 percent of local facilities reported some type of counseling service. The ratio of full-time counselors to inmates was 1:71 and 1:119 at state and local institutions, respectively. Both state and local administrators reported that additional resources were available through consultants or contractual arrangements.

- Drawing from both the National Jail Census and the sample of visited facilities, Tables A-4.16 through A-4.23 examine the availability of medical and health care facilities and personnel:

--Table A-4.16 shows a severe shortage of on-premises medical facilities in local jails. The site visit data confirmed the shortage of medical facilities in smaller facilities at both state and local levels. In one jail, a new hospital unit had, in fact, been constructed but had never opened due to the lack of funds for operating personnel.

--Tables A-4.17 - A-4.20 highlight the corresponding shortages of medical personnel. Only two percent of all jails surveyed employed full-time physicians; the majority relied on on-call services. Forty two percent of the visited state facilities employed at least one full-time physician and on-call services were used exclusively by only one visited prison.

--Despite standards that stipulate the provision of a medical exam upon admission, 70 percent of all surveyed jails provided no exam (Table A-4.20). The less frequent administration of exams in local facilities is confirmed in Table A-4.21.

--In Table A-4.22, only 13 percent of the visited state facilities but fully 35 percent of local facilities reported no regularly scheduled sick call. While standards require that sick calls be handled by trained medical personnel, the site visits indicated that screening for sick call and, in some cases, the sick call proceeding itself was frequently conducted by corrections officers.

- Staff training practices are the subject of Tables A-4.23 and A-4.24. As reported in Chapter 4, 42 percent of local and 44 percent of all state corrections officers interviewed, indicated they had received no pre-service training, close to a third expressed no needs for pre-service taining.

General Problems and Areas Needing Improvement

- Tables A-4.25 - A-4.27 present the response of administrators and inmates to questions regarding the adequacy of living conditions and institutional programs and services.

  --The need for recreational facilities and maintenance programs was commonly cited by state administrators. Local administrators also cited these problems as well as the need for improved living quarters and bedspace.

  --At both state and local facilities, needs for expanded medical and health care services were cited less frequently than needs for vocational training and supportive services.

--In state facilities, lack of privacy and overcrowding was the most common inmate complaint. Plumbing, maintenance, ventilation and lighting were the most common concerns of local inmates.

--The majority of inmates in a third or more of the institutions visited cited no problems with cell conditions.

Table A-4.1

Number of Site Visited State and Local Facilities With Amenities Present in All, Most, Some or None of the Facility Living Quarters

Type of Amenity	State Facilities[a] All N (%)	Most N (%)	Some N (%)	None N (%)	Local Facilities[d] All N (%)	Most N (%)	Some N (%)	None N (%)
Showers	30 (34)	0	40 (45)	19 (21)	9 (14)	6 (9)	44 (68)	6 (9)[e]
Wash Basins	68 (76)	1 (1)	15 (17)	5 (6)	41 (63)	3 (5)	20 (31)	1 (2)[e]
Hot and Cold Running Water	70 (79)	2 (2)	6 (7)	11 (12)	52 (78)	0	6 (9)	9 (13)
Toilet Facilities	53 (60)	2 (2)	22 (25)	2 (2)	46 (69)	2 (3)	18 (27)	0
Electric Outlets	67 (75)	2 (2)	6 (7)	14 (16)	8 (12)	0	2 (3)	56 (85)[f]
Occupant Controlled Light	47 (53)	2 (12)	2 (2)	38 (43)	9 (13)	0	0	58 (87)
Centrally Controlled Light	59 (66)	0	5 (6)	25 (28)	62 (93)	0	0	5 (7)
Window Presenting Outside View (Natural Light)	60 (67)	2 (2)	2 (2)	25 (28)	47 (70)	1 (1)	0	19 (28)
Bed for Each Occupant	85 (96)	1 (1)	1 (1)	2 (2)	63 (94)	1 (1)	0	3 (4)
Mattress for Each Bed	88 (99)	0	1 (1)	0	64 (96)	2 (3)	1 (1)	0
Sheet for Each Bed	85 (96)	0	1 (1)	3 (3)	59 (88)	1 (1)	0	7 (10)
Blanket for Each Bed	87 (98)	0	1 (1)	1 (1)	57 (85)	1 (1)	0	9 (13)
Desk	45 (51)	4 (4)	3 (3)	37 (42)	30 (45)	3 (5)	3 (5)	30 (45)[f]
Shelf	57 (64)	2 (2)	3 (3)	27 (30)	23 (35)	1 (2)	1 (2)	41 (62)[f]
Hooks/Closet	64 (74)	1 (1)	5 (6)	17 (20)[b]	32 (48)	5 (8)	3 (5)	26 (39)[f]
Chair/Stool	57 (65)	2 (2)	6 (7)	23 (26)[c]	37 (56)	3 (4)	4 (6)	22 (33)[f]
Mirror	67 (75)	4 (4)	4 (5)	14 (16)	28 (44)	0	5 (8)	31 (48)[g]

Source: Site Visit Instrument, 1978.

[a] Percentages based on 89 separately rated living units (i.e., cell blocks, etc.) at 21 state facilities, unless otherwise noted.

[b] Percentages based on 87 units.

[c] Percentages based on 88 units.

[d] Percentages based on 67 separately rated living units (i.e., cell blocks, etc.) at 20 local facilities, unless otherwise noted.

[e] Percentages based on 65 units.

[f] Percentages based on 66 units.

[g] Percentages based on 64 units.

Table A-4.2

Number of Site Visited State and Local Facilities
With Evidence of Sanitation Problems

Sanitation Problem	Type of Confinement Unit: State Facilities[a] N	(%)	Local Facilities[b] N	(%)
Stained Walls	16	(19)	22	(32)
Dirty Floors	11	(13)	21	(31)
Unclean Lavatories	10	(12)	20	(29)
Noxious Odors	6	(7)	17	(25)
Vermin or Pests	9	(11)	11	(16)

Source: Site Visit Instrument, 1978.

[a] Percentages based on 83 separately rated living units (i.e., cell blocks, etc.) at 21 state facilities.

[b] Percentages based on 68 separately rated living units (i.e., cell blocks, etc.) at 20 local facilities.

Table A-4.3

Light Readings at Site Visited
State and Local Facilities[a]

Light Readings (in footcandles)	Correctional Facilities: State (N=19)	Local (N=12)
Median Number of Readings Taken	19.0	14.0
Median of Lowest Readings Taken	10.0	6.5
Median of Highest Readings Taken	46.0	38.0

Source: Site Visit Instrument, 1978.

[a] Only facilities at which six or more measurements were taken are included in these analyses.

Readings were taken in various locations throughout each facility; to obtain a reading for any single location (e.g., cell) measurements were made at several spots and an average was taken. Nine of the 12 local facilities presented average readings less than 20 footcandles; nine of the 19 state facilities also did so. Note, however, that standards require the 20 footcandle criterion to be met in all rooms. Only one state facility and no local facilities met that standard.

Table A-4.4

Information/Criteria Used by Site Visited
State and Local Facilities in Assigning New Detainees
or Inmates to Living Areas

Information/Criteria Used[a]	Correctional Facilities			
	State (N=23)[b]		Local (N=23)[b]	
	N	(%)	N	(%)
Availability of Bedspace	5	(22)	1	(4)
Inmate Characteristics				
Sex	1	(4)	6	(26)
Age	2	(9)	13	(56)
Race	4	(17)	2	(9)
Medical/Mental Status	5	(22)	11	(48)
Appearance and/or Personality	2	(9)	4	(17)
Sexual Preference	1	(4)	4	(17)
History of Past Incarceration	8	(35)	6	(26)
Status as Sentenced or Unsentenced	3	(13)	12	(52)
Length of Sentence	2	(9)	3	(13)
Work Assignment	3	(13)	2	(9)
No Classification System	2	(9)	2	(9)

Source: Site Visit Instrument, 1978.

[a] There can be more than one response per facility.

[b] Missing information for one state and one local facility.

Table A-4.5

Extent of Separation of Inmates Within Site Visited Local Facilities in Various Facility Locations (N=23)[a]

Prison Location	Sentenced from Unsentenced					Females from Males					Juveniles from Adults				
	Always N(%)	Regularly N(%)	Sometimes N(%)	Never N(%)	Not Applicable N(%)	Always N(%)	Regularly N(%)	Sometimes N(%)	Never N(%)	Not Applicable N(%)	Always N(%)	Regularly N(%)	Sometimes N(%)	Never N(%)	Not Applicable N(%)
Living Units	6(26)	5(22)	4(17)	5(22)	2(9)	14(61)	0	0	1(4)	7(30)	17(74)	0	0	0	6(26)
Dining Area	6(26)	3(13)	3(13)	9(39)	2(9)	14(61)	1(4)	0	1(4)	7(30)	16(70)	0	1(4)	0	6(26)
Recreation Area	6(26)	4(17)	2(9)	7(30)	4(17)	T5(65)	0	0	1(4)	7(30)	14(61)	1(4)	0	0	8(35)
Sick Call	7(30)	3(13)	4(17)	5(22)	4(17)	11(48)	1(4)	2(9)	2(9)	7(30)	16(70)	0	0	0	7(30)
Visiting Rooms	8(35)	1(4)	2(9)	9(39)	3(13)	14(61)	0	0	2(9)	7(30)	15(65)	0	1(4)	1(4)	6(26)
Chapel	3(13)	2(9)	1(4)	10(43)	7(30)	10(43)	1(4)	1(4)	3(13)	8(35)	13(57)	1(4)	0	1(4)	8(35)
Halls	5(22)	3(13)	4(17)	8(35)	3(13)	12(52)	1(4)	1(4)	2(9)	7(30)	16(70)	1(4)	0	0	6(26)
Work Areas	6(26)	3(13)	3(13)	5(22)	6(26)	12(52)	1(4)	0	2(9)	8(35)	15(65)	0	1(4)	0	7(30)

Source: Site Visit Instrument, 1978.

[a] Missing information for one facility.

Table A-4.6

Staff Responsible for Inmate Classification at Site Visited State and Local Facilities

Staff[a]	Correctional Facilities			
	State (N=23)[b]		Local (N=23)[b]	
	N	(%)	N	(%)
Administrator (Warden, Sheriff, Director)	0		3	(13)
Counseling and Program Staff (Social Workers, Psychologists, Teachers, etc.)	13	(56)	6	(26)
Corrections Officers (Booking or Classification Officer)	9	(39)	19	(83)
Classification Committee	3	(13)	1	(4)

Source: Site Visit Instrument, 1978.

[a] There can be more than one response per facility.

[b] Missing information for one state and one local facility.

Table A-4.7

Number of Academic Teachers Employed at Site Visited State and Local Facilities

Type of Academic Teacher	Correctional Facilities					
	State (N=24)			Local (N=23)[a]		
	Number of Facilities	%	Total Employed	Number of Facilities	%	Total Employed
Full-Time						
Certified	20	(83)	256	11	(48)	76
Non-Certified	5	(21)	9	4	(17)	17
Volunteer	2	(8)	3	0		0
Other	3	(13)	8	2	(9)	14
Part-Time						
Certified	11	(46)	73	6	(26)	27
Non-Certified	2	(8)	31	0		0
Volunteer	7	(29)	33	5	(22)	230
Other	2	(8)	2	3	(13)	8

Source: Site Visit Instrument, 1978.

[a] Missing information for one local facility.

Table A-4.8

Number of Vocational Instructors Employed at Site Visited State and Local Correctional Facilities

Type of Vocational Instructor	Correctional Facilities					
	State (N=24)			Local (N=24)		
	Number of Facilities	%	Total Employed	Number of Facilities	%	Total Employed
Full-Time						
Certified	18	(75)	111+[a]	7	(29)	14
Non-Certified	5	(21)	15	2	(8)	5
Volunteer	0		0	0		0
Inmates	4	(17)	17	1	(4)	7
Other	1	(4)	15	1	(4)	1
Part-Time						
Certified	3	(13)	6	2	(8)	12
Non-Certified	0		0	1	(4)	2
Volunteer	1	(4)	5	2	(8)	4
Inmates	0		0	1	(4)	12
Other	0		0	0		0

Source: Site Visit Instrument, 1978.

[a] For two state facilities a count of certified full-time vocational instructors was not available.

Table A-4.9

Positive Evaluations of Adequacy of Educational Programs by Administrators of Site Visited State and Local Facilities

Aspects of Educational Program	Correctional Facilities			
	State (N=23)[a]		Local (N=23)[a]	
	N	(%)	N	(%)
Space	10	(43)	8	(35)
Personnel	11	(48)	9	(39)
Supplies	15	(65)	10	(43)
Range of Programs Offered	10	(43)	10	(43)

Source: Site Visit Instrument, 1978.

[a] Missing information from one state and one local facility.

Table A-4.10

Positive Evaluations of Adequacy of Vocational Programs by Administrators of Site Visited State and Local Facilities

Aspects of Vocational Program	Correctional Facilities			
	State (N=20)[a]		Local (N=8)[a]	
	N	(%)	N	(%)
Space	10	(50)	5	(63)
Personnel	11	(55)	5	(63)
Supplies	15	(75)	5	(63)
Range of Programs Offered	10	(50)	1	(13)

Source: Site Visit Instrument, 1978.

[a] N is the number of site visited facilities with vocational programs.

Table A-4.11

Number of Inmates Employed and Average Amount Earned Per Inmate in Correctional Industries[a] at Site Visited State Facilities (N=23)[a]

Industry/Product	Number of Facilities Employing		Total Number of Inmates[b] Employed		Average Daily Wage Per Inmate[c] (Range)
	N	(%)	N	(%)	
Furniture Making/Repair	6	(25)	592	(5)	$1.60 to $6.00
Shops (Decal, Engraving, Metal, etc.)	6	(25)	371	(3)	$1.06 to $5.10
Cleaning Products (Brooms, Brushes, Soaps, etc.)	4	(17)	99	(3)	$1.00 to $1.13[d]
Farming	2	(9)	464	(18)	$1.60[e]
License Plates	2	(9)	213	(3)	$1.60 to $4.70
Printing	2	(9)	39	(1)	$1.00 to $1.52
Clothing (Textiles, Shoes, Gloves, etc.)	2	(9)	373	(4)	$0.90 to $2.65
Laundry	2	(9)	126	(3)	$1.21 to $1.55
Sign Shop	2	(9)	41	(0+)	$1.60 to $2.16
Microfilm Service	1	(4)	7	(4)	$4.00
Data Processing	1	(4)	5	(0+)	$1.60
Flags	1	(4)	22	(16)	$2.10
Automotive Repair	1	(4)	19	(1)	$1.13
Miscellaneous	2	(9)	46	(1)	$0.99 to $2.23
No Industries	8	(35)			

Source: Site Visit Instrument, 1978.

[a] Missing information from one facility.

[b] The percentages are based on the total inmate populations of those facilities with each type of industry.

[c] Due to small number of cases, overall averages across facilities were not calculated. These wage statements do not include those facilities that do not pay inmates.

[d] Average wage was not reported for two facilities.

[e] Average wage was not reported for one facility.

Table A-4.12

Number of Inmates Employed and Average Amount
Earned Per Inmate in Non-Industry Work at Site Visited
State and Local Facilities

Type of Work	Number of Facilities Employing				Total Number of Inmates Employed[a]				Average Daily Wages Per Inmate[b]			
	State (N=21)[c]		Local (N=22)[d]		State		Local		State		Local	
	N	(%)	N	(%)	N	(%)	N	(%)	Range	N	Range	N
Cleaning	19	(90)	16	(73)	1,619	(10)	1,038	(9)	$0.15 to $2.40	15	$0.70 to $2.00	4
Clerical	14	(67)	4	(18)	509	(3)	75	(2)	$0.15 to $2.00	12	$0.10 to $1.20	3
Groundskeeping	19	(90)	10	(45)	507	(3)	597	(7)	$0.15 to $2.00	14	$0.40 to $1.20	2
Kitchen	19	(90)	12	(55)	1,279	(8)	586	(6)	$0.15 to $2.50	15	$0.10 to $1.20	3
Message Carrying	5	(24)	3	(14)	304	(3)	45	(1)	$0.36 to $1.44	4	$1.20	1
Technical Maintenance (Carpentry, Plumbing, etc.)	19	(90)	6	(27)	949	(6)	221	(4)	$0.15 to $2.00	15	$0.10 to $1.20	3
Other	17	(81)	13[e]	(59)	890	(7)	1,521[e]	(12)	$0.15 to $1.85	12	$0.10 to $1.20	4

Source: Site Visit Instrument, 1978.

[a] The percentages are based on the total inmate populations of those facilities with each type of work for inmates.

[b] Due to small number of cases in many instances, overall averages across facilities were not calculated. When information on wages was provided on an hourly basis, the average daily wage was based on an assumed 8-hour day. When information was provided on a monthly basis, the amount reported was divided by 30. These wage statements do not include those facilities that do not pay inmates.

[c] Missing information from three state facilities.

[d] No inmate employment existed at two local facilities.

[e] These data include 763 inmates at three local sites whose jobs where not specified.

Table A-4.13

Inmate Participation in Work or Education Release Programs at State and Local Correctional Facilities

Correctional Facilities	Number of Facilities with Programs		Average Number of Inmates Enrolled	
	N	(%)	Males	Females
State (N=523)[a]	230	44	25.9[c]	2.0[d]
Local (N=3493)[b]	1,469	42	2.1	0.1

Source: Survey of Federal and State Correctional Facilities, 1978. National Jail Census, 1978.

[a] Question of administrators: What was the average (mean) weekday number of inmates that participated in work/education release programs outside of this facility for the month of March, 1978?"

[b] Question of administrators: "How many inmates are now participating in the work release program?"

[c] N=183; missing information from 47 facilities.

[d] N=182; missing information from 48 facilities.

Table A-4.14

Counseling Services Available at Site
Visited State and Local Correctional Facilities

Type of Counseling Service	Correctional Facilities			
	State (N=23)[a]		Local (N=24)	
	N	(%)	N	(%)
Psychological	19	(83)	17	(71)
Family	13	(57)	11	(46)
Vocational	14	(61)	6	(25)
Educational	17	(74)	11	(46)
Legal	12	(52)	8	(33)
Pre-Release	15	(65)	8	(33)
Other[b]	11		21	

Source: Site Visit Instrument, 1978.

[a] Missing information from one state facility.

[b] Services listed under "Other" include: drug and alcohol; religious; Veteran's Administration; Social Security; Department of Economic Security. There can be more than one "other" response at a site.

Table A-4.15

Number of Counseling Personnel Employed at Site Visited
State and Local Facilities

Type of Counseling Personnel	Correctional Facilities					
	State (N=23)[a]			Local (N=24)		
	Number of Facilities	%	Total Employed	Number of Facilities	%	Total Employed
Full-Time						
Psychiatrists	0		0	4	(17)	5
Psychologists	12	(52)	39	8	(33)	14
Social Workers	8	(35)	45	11	(46)	37
Counselors[b]	20	(87)	187	13	(54)	69
Part-Time						
Psychiatrists	3	(13)	5	0		0
Psychologists	7	(30)	9	2	(8)	2
Social Workers	1	(4)	2	0		0
Counselors[b]	9	(39)	44	2	(8)	9

Source: Site Visit Instrument, 1978.

[a] Missing information from one state facility.

[b] Many types of counselors are included under this heading: vocational, educational, legal, religious, prerelease, rehabilitation, and drug and alcohol.

Table A-4.16

Medical Facilities at
Local Correctional Facilities
(N=3,493)

Type of Medical Facility[a]	Number of Correctional Facilities	(%)
Medical Examining Room	629	(18)
Infirmary with No Overnight Beds	103	(3)
Infirmary with Overnight Beds	241	(7)
Other	83	(2)
None	1,684	(77)

Source: National Jail Census, 1978.

[a] There can be more than one response per facility.

Table A-4.17

Number of Medical Personnel Employed
at Local Correctional Facilities
(N=3,493)

Type of Medical Personnel	Full-Time Employees				Part-Time Employees			
	Number of Facilities	%	Total Employed	Average Number Employed[a]	Number of Facilities	%	Total Employed	Average Number Employed[a]
Physicians	55	(2)	102	1.9	318	(9)	539	1.7
Nurses	245	(7)	1,033	4.2	102	(3)	172	1.7
Paramedics	109	(3)	398	3.7	33	(1)	81	2.5

Source: National Jail Census, 1978.

[a] Averages are based on those facilities having each type of personnel.

Table A-4.18

Daily Availability of Medical Personnel at Local Correctional Facilities

Daily Availability	Type of Medical Personnel					
	Doctors[a]		Nurses[b]		Paramedics[c]	
	N	(%)	N	(%)	N	(%)
24 Hours Daily	7	(0+)	80	(2)	54	(1)
16 Hours Daily	12	(0+)	74	(2)	30	(1)
8 Hours Daily	29	(1)	127	(4)	60	(2)
4 Hours Daily	44	(1)	26	(1)	7	(0+)
Less Than 4 Hours Daily	129	(4)	38	(1)	5	(0+)
Less Than Daily or On-Call Only	2,164	(62)	703	(20)	701	(20)
Never	1,149	(33)	2,456	(70)	2,491	(71)

Source: National Jail Census, 1978.

[a] Percentages based on N=3,554. Some of the 3,493 facilities checked off more than one response to this question.

[b] Percentages based on N=3,504. Some of the 3,493 facilities checked off more than one response to this question.

[c] Percentages based on N=3,348. Missing information from 145 facilities.

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Table A-4.19

Number of Medical Personnel Employed
at Site Visited State Facilities
(N=24)

Type of Medical Personnel	Full-Time Employees				Part-Time Employees			
	Number of Facilities	%	Total Employed	Average Number Employed[a]	Number of Facilities	%	Total Employed	Average Number Employed[a]
Physicians	10	(42)	20	2.0	16	(67)	32	2.0
Medical Assistants	4	(17)	17	4.2	0		0	0
Dentists	11	(46)	21	1.9	12	(50)	18	1.5
Nurses	17	(71)	93	5.5	2	(8)	10	5.0
Paramedics	4	(17)	35	8.8	1	(4)	1	1.0
Other	13	(54)	66	5.1	5	(21)	10	2.0
None	2	(8)			2	(8)		

Source: Site Visit Instrument, 1978.

[a] Average is computed for only those facilities having each type of personnel.

Table A-4.20

Number of Local Correctional Facilities
Giving Medical Examinations to
Inmates Upon Their Admission
(N=3,493)

Inmates Given Examinations	Number of Facilities	(%)
All (At Facility)	198	(6)
Some (At Facility)	202	(6)
Only If Person Obviously Sick (At Facility)	510	(15)
Exam Given Elsewhere to All	86	(2)
None	2,428	(70)

Source: National Jail Census, 1978.

Table A-4.21

Use Of Specific Medical Examination Procedures
at State and Local Correctional Facilities

Medical Procedures	Correctional Facilities					
	State, Site Visited (N=24)		Local, Site Visited (N=24)		Local, Surveyed (N=3,493)	
	N	(%)	N	(%)	N	(%)
Blood Pressure	16	(67)	9	(38)	266	(8)
Blood Sample	16	(67)	12	(50)	341	(10)
TB Skin Test	17	(71)	7	(29)	135	(4)
Chest X-Ray	11	(46)	2	(8)	73	(2)
Urine Sample	15	(63)	6	(25)	110	(3)
Pulse	15	(63)	10	(42)	252	(7)
Eye Exam	14	(58)	3	(13)	87	(3)
Dental Exam	15	(63)	5	(21)	91	(3)
Height Measurement	16	(67)	10	(42)	209	(6)
Weight Measurement	17	(71)	10	(42)	226	(7)
Temperature	14	(58)	7	(29)	197	(6)
Other	11	(46)	9	(38)	308	(9)

Source: National Jail Census, 1978.
Site Visit Instrument, 1978.

Table A-4.22

Frequency of Sick Call at State
and Local Correctional Facilities

Frequency of Sick Call	Correctional Facilities					
	State, Site Visited (N=24)		Local, Site Visited (N=23)[a]		Local, Surveyed (N=650)	
	N	(%)	N	(%)	N	(%)
Daily	17	(71)	8	(35)	395	(61)
2-6 Times Per Week	4	(17)	7	(30)	166	(26)
Once Per Week	0		0		49	(8)
Never (Or Not Regularly)	3	(13)	8	(35)	40	(6)

Source: National Jail Census, 1978 (facilities with 50 inmates or more).
Site Visit Instrument, 1978.

[a] Missing information from one local facility.

Table A-4.23

Number of Correctional Officers Receiving
Specific Pre-Service Training
at Site Visited State and Local Facilities

Training Area[a]	Correctional Facilities			
	State (N=96)[b]		Local (N=67)[c]	
	N	(%)	N	(%)
Inmate Supervision	51	(53)	37	(55)
Security Procedures	51	(53)	36	(53)
Rules and Regulations	51	(53)	29	(43)
Weapons Use	48	(50)	32	(48)
Inmate Rights and Responsibilities	44	(46)	31	(46)
Grievance and Disciplinary Procedures	44	(46)	25	(37)
Communications Skills	43	(45)	25	(37)
Problem Solving and Guidance	37	(39)	23	(34)
Special Needs for Inmate Groups	23	(24)	21	(31)
Legal Issues	37	(39)	26	(39)
Crisis Intervention	40	(42)	24	(36)
First Aid	44	(46)	34	(51)
Fire/Emergency Procedures	41	(43)	22	(33)
Other[d]	13	(14)	4	(6)
None	42	(44)	28	(42)

Source: Site Visit Instrument, 1978.

[a]There can be more than one response per correctional officer.

[b]Ninety-six correctional officers were interviewed at 21 state facilities; interviews were not available from three site visited facilities.

[c]Sixty-seven corrections officers were interviewed at 15 local facilities; interviews were not available from nine site visited facilities.

[d]Responses listed under "other" include: behavior modification techniques, booking procedures, chain of command, classification system, drugs, employee benefits and personnel practices, interdepartmental operations, minority relations, report writing, role playing, self defense, shakedowns, suicide prevention, and transport of offenders.

Table A-4.24

Number of Correctional Officers Indicating a Need for
Specific Pre-Service Training
at Site Visited State and Local Facilities

Training Area[a]	Correctional Facilities			
	State (N=96)[b]		Local (N=67)[c]	
	N	(%)	N	(%)
Inmate Supervision	6	(6)	7	(10)
Security Procedures	7	(7)	10	(15)
Rules and Regulations	2	(2)	5	(7)
Weapons Use	2	(2)	6	(9)
Inmate Rights and Responsibilities	2	(2)	5	(7)
Grievance and Disciplinary Procedures	5	(5)	2	(3)
Communications Skills	15	(16)	10	(15)
Problem Solving and Guidance	2	(2)	2	(3)
Special Needs for Inmate Groups	2	(2)	5	(7)
Legal Issues	4	(4)	10	(15)
Crisis Intervention	1	(1)	7	(10)
First Aid	2	(2)	10	(15)
Fire/Emergency Procedures	0		4	(6)
Other				
Psychology, Sociology, and Counseling Services	9	(9)	8	(12)
Self Defense	9	(9)	4	(6)
Orientation/Tour of Facilities	12	(13)	6	(9)
Officer Rights and Responsibilities	3	(3)	1	(1)
Inmate Relations, Interactions	3	(3)	4	(6)
Other[d]	12	(13)	8	(12)
None	31	(32)	20	(30)

Source: Site Visit Instrument, 1978.

[a]There can be more than one response per correctional officer.

[b]Ninety-six correctional officers were interviewed at 21 state facilities; interviews were not available from three site visited facilities.

[c]Sixty-seven corrections officers were interviewed at 15 local facilities; interviews were not available from nine site visited facilities.

[d]The remaining responses listed under "other" include: alcohol and drugs, court procedures, crisis prevention, crowd control, dealing with inmates' families, evaluation training, inmate stress, public relations, radio communications, report writing, shakedowns.

Table A-4.25

Facility Conditions and Services Cited by Administrators of Site Visited Facilities as Most Needing Improvement

Area Needing Improvement[a]	Correctional Facilities			
	State (N=23)[b]		Local (N=24)	
	N	(%)	N	(%)
Recreational Facilities	9	(39)	8	(33)
Maintenance/Repairs	8	(35)	7	(29)
Living and Bed Space	4	(17)	8	(33)
Kitchen/Dining Facilities	4	(17)	4	(17)
Security	5	(22)	3	(12)
Office and Warehouse Space	5	(22)	1	(4)
Special Housing Units	3	(13)	0	
Medical and Psychiatric Facilities	3	(13)	0	
Renovations for Handicapped	1	(4)	0	
Miscellaneous[c]	1	(4)	6	(25)
None	1	(4)	3	(12)

Programs and Services[a]	Correctional Facilities			
	State (N=22)[d]		Local (N=24)	
	N	(%)	N	(%)
Vocational Training	10	(45)	6	(25)
Education	4	(18)	4	(17)
Recreational Programs	4	(18)	4	(17)
Health Care	3	(14)	3	(12)
Inmate Pay Schedule	3	(14)	0	
Counseling/Family Services	2	(9)	6	(25)
Liaison with Community Programs	2	(9)	2	(8)
Miscellaneous[e]	7	(31)	6	(25)
None	0		3	(12)

Source: Site Visit Instrument, 1978.

[a]There can be more than one response per facility.

[b]Missing information for one state facility.

[c]Miscellaneous responses include: farm site; fire detection; parking facilities; laundry area; telephones (for inmates); reception; classification; and visiting areas.

[d]Missing information for two state facilities.

[e]Miscellaneous responses include: CETA program; evaluation procedures for existing programs; individualized treatment plans; job placement; law library; pretrial program; post-release program; security supervision; staff training.

Table A-4.26

Problems with Living Quarters Cited by Inmates of Site Visited State and Local Facilities

Problems with Living Quarters[a]	Correctional Facilities			
	State (N=25)[b]		Local (N=35)[b]	
	N	(%)	N	(%)
Crowding/Lack of Privacy	28	(62)	7	(20)
Poor Maintenance/Cleanliness/Pests	8	(18)	8	(23)
Faulty or Insufficient Plumbing	14	(31)	12	(34)
Inadequate Heating, Air Conditioning Ventilation or Lighting	7	(16)	9	(26)
Insect Pests	7	(16)	4	(11)
Insufficient Bedding, Toiletries or Other Supplies	2	(4)	3	(9)
Noise	2	(4)	1	(3)
Poor Quality of Bed	0		4	(11)
Poor Security	2	(4)	1	(3)
Miscellaneous[c]	6	(13)	0	
Unspecified	2	(4)	0	

Source: Site Visit Instrument, 1978

[a]There can be more than one response per inmate interviewed.

[b]Percentages based on total number of inmates at all facilities listing one or more complaints about the living quarters, as indicated by N.

[c]Miscellaneous responses include: need for sprinkler system; no television.

Table A-4.27

Number of Site Visited Facilities With
Various Percentages of Inmates Citing No Problems
with Cell Conditions

Percentage of Inmates Citing No Problems	Correctional Facilities			
	State (N=22)[a]		Local (N=15)[b]	
	N	(%)	N	(%)
80 to 100 Percent	8	(36)	6	(40)
50 to 79 Percent	5	(23)	3	(20)
25 to 49 Percent	4	(18)	2	(13)
1 to 24 Percent	3	(14)	2	(13)
0	2	(9)	2	(13)

Source: Site Visit Instrument, 1978.

[a]There were no inmate interviews available for two state facilities. At the 22 remaining state prisons, an average of 4.3 interviews were conducted per site.

[b]There were no inmate interviews available at 9 local facilities. At the 15 remaining facilities, an average of 4.5 interviews were conducted per site.

APPENDIX B

APPENDIX B
List of Tables

APPENDIX B
List of Tables (con't.)

Table B-1
Percentage Distribution of Inmates in Federal and State Facilities[a]
by Age of the Facility, Size of the Inmate Population on
March 31, 1978 and Facility Security Classification

Size and Age of Facility	Total		Maximum		Medium		Minimum	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	278,987	100	142,613	101	105,601	100	30,773	100
Before 1875	31,361	11	28,341	20	2,939	3	81	-
1875-1924	73,575	26	50,843	36	21,266	20	1,466	5
1925-1949	66,257	24	23,681	17	33,579	32	8,997	29
1950-1969	68,272	25	25,785	18	32,046	30	10,441	34
1970-1978	39,522	14	13,963	10	15,771	15	9,788	32
1,000 or more	148,788	99	102,081	100	43,839	100	2,868	100
Before 1875	24,167	[illegible]	21,971	21	2,196	5	0	0
1875-1924	50,933	34	40,031	39	10,902	25	0	0
1925-1949	34,914	23	22,119	22	12,795	29	0	0
1950-1969	35,523	24	15,899	16	17,946	41	1,678	58
1970-1978	3,251	2	2,061	2	0		1,190	42
500-999	69,056	101	26,296	100	37,513	100	5,247	100
Before 1875	6,620	10	5,917	23	703	2	0	0
1875-1924	17,000	25	7,956	30	9,044	24	0	0
1925-1949	16,153	23	802	3	13,686	36	1,665	32
1950-1969	15,618	23	5,819	22	8,110	22	1,689	32
1970-1978	13,665	20	5,802	22	5,970	16	1,893	36
Less than 500	61,143	100	14,236	100	24,249	99	22,658	99
Before 1875	574	1	453	3	40	-	81	-
1875-1924	5,642	9	2,856	20	1,320	5	1,466	6
1925-1949	15,190	25	760	5	7,098	29	7,332	32
1950-1969	17,131	28	4,067	29	5,990	25	7,074	31
1970-1978	22,606	37	6,100	43	9,801	40	6,705	30

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

[a]Includes only facilities primarily holding inmates 24 hours per day.

Table B-2
Percentage Distribution of Federal and State Facilities[a] by Age of the Facility, Size of the Inmate Population on March 31, 1978 and Facility Security Classification

Size and Age of Facility	Total		Maximum		Medium		Minimum	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	559	99	153	101	224	100	182	100
Before 1875	25	4	21	14	3	1	1	1
1875-1924	79	14	41	27	27	12	11	6
1925-1949	141	25	15	10	69	31	57	31
1950-1969	164	29	40	26	69	31	55	30
1970-1978	150	27	36	24	56	25	58	32
1,000 or more	85	99	55	100	28	101	2	100
Before 1875	13	15	12	22	1	4	0	0
1875-1924	29	34	22	40	7	25	0	0
1925-1949	19	22	11	20	8	29	0	0
1950-1969	22	26	9	16	12	43	1	50
1970-1978	2	2	1	2	0	0	1	50
500-999	98	99	35	101	54	100	9	99
Before 1875	8	8	7	20	1	2	0	0
1875-1924	22	22	10	29	12	22	0	5
1925-1949	24	24	1	3	20	37	3	33
1950-1969	23	24	8	23	12	22	3	33
1970-1978	21	21	9	26	9	17	3	33
Less than 500	376	100	63	99	142	101	171	101
Before 1875	4	1	2	3	1	1	1	1
1875-1924	28	7	9	14	8	6	11	6
1925-1949	98	26	3	5	41	29	54	32
1950-1969	119	32	23	36	45	32	51	30
1970-1978	127	34	26	41	47	33	54	32

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

[a]Includes only facilities primarily holding inmates 24 hours per day.

Table B-3
Percentage Distribution of Inmates in Federal Facilities[a]
by Age of the Facility, Size of the Inmate Population on
March 31, 1978 and Facility Security Classification

Size and Age of Facility	Total		Maximum		Medium		Minimum	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	27,548	100	12,668	100	10,591	100	4,289	100
Before 1875	0	0	0	0	0	0	0	0
1875-1924	4,845	18	4,845	38	0	0	0	0
1925-1949	12,800	46	4,781	38	7,241	68	778	18
1950-1969	4,046	15	753	6	1,597	15	1,696	40
1970-1978	5,857	21	2,289	18	1,753	17	1,815	42
1,000 or more	13,057	100	9,626	100	2,241	100	1,190	100
Before 1875	0	0	0	0	0	0	0	0
1875-1924	4,845	37	4,845	50	0	0	0	0
1925-1949	5,981	46	4,781	50	1,200	54	0	0
1950-1969	1,041	8	0	0	1,041	46	0	0
1970-1978	1,190	9	0	0	0	0	1,190	100
500-999	11,254	100	2,423	100	7,180	100	1,651	100
Before 1875	0	0	0	0	0	0	0	0
1875-1924	0	0	0	0	0	0	0	0
1925-1949	6,553	58	0	0	6,041	84	512	31
1950-1969	1,655	15	585	24	556	8	514	31
1970-1978	3,046	27	1,838	76	583	8	625	38
Less than 500	3,237	100	619	100	1,170	100	1,448	100
Before 1875	0	0	0	0	0	0	0	0
1875-1924	0	0	0	0	0	0	0	0
1925-1949	266	8	0	0	0	0	266	18
1950-1969	1,350	42	168	27	0	0	1,182	82
1970-1978	1,621	50	451	73	1,170	100	0	0

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

[a]Includes only facilities primarily holding inmates 24 hours per day.

Table B-4
Percentage Distribution of Inmates in Northeast Facilities[a] by Age of the Facility, Size of the Inmate Population on March 31, 1978 and Facility Security Classification

Size and Age of Facility	Total		Maximum		Medium		Minimum	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	39,361	99	19,418	99	16,514	100	3,429	99
Before 1875	5,997	15	5,876	30	40	0	81	2
1875-1924	12,730	32	5,538	28	6,598	40	594	17
1925-1949	11,455	29	5,450	28	4,960	30	1,045	30
1950-1969	4,245	11	1,721	9	1,698	10	826	24
1970-1978	4,934	12	833	4	3,218	20	883	26
1,000 or more	18,294	99	14,463	100	3,831	100	0	0
Before 1875	5,204	28	5,204	36	0	0	0	0
1875-1924	6,445	35	3,809	26	2,636	69	0	0
1925-1949	6,645	36	5,450	38	1,195	31	0	0
1950-1969	0	0	0	0	0	0	0	0
1970-1978	0	0	0	0	0	0	0	0
500-999	11,408	99	2,242	100	8,561	100	560	100
Before 1875	620	5	620	28	0	0	0	0
1875-1924	3,542	31	0	0	3,542	41	0	0
1925-1949	3,302	29	0	0	2,697	32	605	100
1950-1969	3,218	28	1,622	72	1,596	19	0	0
1970-1978	726	6	0	0	726	8	0	0
Less than 500	9,659	101	2,713	101	4,122	99	2,824	100
Before 1875	173	2	52	2	40	1	81	3
1875-1924	2,743	28	1,729	64	420	10	594	21
1925-1949	1,508	16	0	0	1,068	26	440	16
1950-1969	1,027	11	99	4	102	2	826	29
1970-1978	4,208	44	833	31	2,492	60	883	31

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

[a]Includes only facilities primarily holding inmates 24 hours per day.

Table B-5
Percentage Distribution of Inmates in North Central Facilities[a]
by Age of the Facility, Size of the Inmate Population on
March 31, 1978 and Facility Security Classification

Size and Age of Facility	Total		Maximum		Medium		Minimum	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	58,343	100	33,873	99	19,279	101	5,191	100
Before 1875	12,668	22	11,965	35	703	4	0	0
1875-1924	18,844	32	12,261	36	6,149	32	434	8
1925-1949	9,768	17	5,766	17	2,141	11	1,861	36
1950-1969	11,588	20	862	2	8,410	44	2,316	45
1970-1978	5,475	9	3,019	9	1,876	10	580	11
1,000 or more	36,399	101	25,490	101	10,909	100	0	0
Before 1875	10,111	28	10,111	40	0	0	0	0
1875-1924	11,009	30	7,829	31	3,180	29	0	0
1925-1949	7,125	20	5,489	22	1,636	15	0	0
1950-1969	6,093	17	0	0	6,093	56	0	0
1970-1978	2,061	6	2,061	8	0	0	0	0
500-999	13,237	100	6,573	100	5,489	100	1,175	100
Before 1875	2,557	19	1,854	28	703	13	0	0
1875-1924	6,850	52	4,090	62	2,760	50	0	0
1925-1949	548	4	0	0	0	0	548	47
1950-1969	2,022	15	0	0	1,395	25	627	53
1970-1978	1,260	10	629	10	631	12	0	0
Less than 500	8,707	100	1,810	100	2,881	99	4,016	100
Before 1875	0	0	0	0	0	0	0	0
1875-1924	985	11	342	19	209	7	434	11
1925-1949	2,095	24	277	15	505	17	1,313	33
1950-1969	3,473	40	862	48	922	32	1,689	42
1970-1978	2,154	25	329	18	1,245	43	580	14

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

[a]Includes only facilities primarily holding inmates 24 hours per day.

Table B-6
Percentage Distribution of Inmates in Southern Facilities[a] by Age of the Facility, Size of the Inmate Population on March 31, 1978 and Facility Security Classification

Size and Age of Facility	Total		Maximum		Medium		Minimum	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	115,878	99	68,095	100	33,432	100	14,351	101
Before 1875	9,183	8	9,183	14	0	0	0	0
1875-1924	28,286	24	21,973	32	5,896	18	419	3
1925-1949	27,136	23	7,684	11	14,332	43	5,120	36
1950-1969	31,346	27	21,558	32	6,358	19	3,430	24
1970-1978	19,925	17	7,697	11	6,846	20	5,382	38
1,000 or more	56,296	100	47,479	101	8,817	99	0	0
Before 1875	6,656	12	6,656	14	0	0	0	0
1875-1924	21,983	39	18,525	39	3,458	39	0	0
1925-1949	10,324	18	6,399	14	3,925	44	0	0
1950-1969	17,333	31	15,899	34	1,434	16	0	0
1970-1978	0	0	0	0	0	0	0	0
500-999	24,216	99	12,517	100	10,509	100	1,190	100
Before 1875	2,527	10	2,527	20	0	0	0	0
1875-1924	5,138	21	2,950	24	2,188	21	0	0
1925-1949	5,750	24	802	6	4,948	47	0	0
1950-1969	3,977	16	2,903	23	526	5	548	46
1970-1978	6,824	28	3,335	27	2,847	27	642	54
Less than 500	35,366	99	8,099	100	14,106	100	13,161	100
Before 1875	0	0	0	0	0	0	0	0
1875-1924	1,167	3	498	6	250	2	419	3
1925-1949	11,062	31	483	6	5,459	39	5,120	39
1950-1969	10,036	28	2,756	34	4,398	31	2,882	22
1970-1978	13,101	37	4,362	54	3,999	28	4,740	36

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

[a]Includes only facilities primarily holding inmates 24 hours per day.

Table B-7
Percentage Distribution of Inmates in Western Facilities[a] by Age of the Facility, Size of the Inmate Population on March 31, 1978 and Facility Security Classification

Size and Age of Facility	Total		Maximum		Medium		Minimum	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	37,857	100	8,559	100	25,785	99	3,513	100
Before 1875	3,513	9	1,317	15	2,196	8	0	0
1875-1924	8,868	23	6,226	73	2,623	10	19	0
1925-1949	5,098	14	0	0	4,905	19	193	6
1950-1969	17,047	45	891	10	13,983	54	2,173	62
1970-1978	3,331	9	125	2	2,078	8	1,128	32
1,000 or more	24,742	101	5,023	100	18,041	100	1,678	100
Before 1875	2,196	9	0	0	2,196	12	0	0
1875-1924	6,651	27	5,023	100	1,628	9	0	0
1925-1949	4,839	20	0	0	4,839	27	0	0
1950-1969	11,056	45	0	0	9,378	52	1,678	100
1970-1978	0	0	0	0	0	0	0	0
500-999	8,941	99	2,541	100	5,774	100	626	100
Before 1875	916	10	916	36	0	0	0	0
1875-1924	1,470	16	916	36	554	10	0	0
1925-1949	0	0	0	0	0	0	0	0
1950-1969	4,746	53	709	28	4,037	70	0	0
1970-1978	1,809	20	0	0	1,183	20	626	100
Less than 500	4,174	100	995	100	1,970	99	1,209	101
Before 1875	401	10	401	40	0	0	0	0
1875-1924	747	18	287	29	441	22	19	2
1925-1949	259	6	0	0	66	3	193	16
1950-1969	1,245	30	182	18	568	29	495	41
1970-1978	1,522	36	125	13	895	45	502	42

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

[a]Includes only facilities primarily holding inmates 24 hours per day.

Table B-8

Percentage of Inmates in Federal and State Confinement Units by Function of Confinement Unit--March 31, 1978

	Total	Federal	State
Total	100% (276,890)	100% (22,248)	100% (254,642)
Regular Units	95.4%	94.9%	95.5%
Disciplinary Action	2.3	3.2	2.2
Protective Custody	1.6	1.3	1.6
Sick or Injured	0.7	0.6	0.7

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table B-9
Percentage Distribution and Number of Males in Federal and State Adult Correctional Facilities for the Security Designation of Inmates, Race/Ethnicity of Inmates, Age of Inmates and Type of Crime for Which Inmates Were Serving Time by Region--March 31, 1978

	Total		Federal		Region							
					Northeast		North Central		South		West	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Security Designation of Inmates												
Total	100	255,478	101	25,363	99	30,221	101	53,923	101	109,978	100	35,993
Maximum	39	99,619	35	8,853	50	15,257	44	23,446	39	43,223	25	8,840
Medium	35	89,837	26	6,551	33	9,877	37	19,811	33	35,827	49	17,771
Minimum	22	55,941	26	6,464	16	4,923	18	9,768	24	25,860	25	8,926
Other	4	10,081	14	3,495	0	164	2	898	5	5,068	1	456
Race/Ethnicity of Inmates												
Total	100	261,562	100	26,254	100	36,257	100	55,050	100	108,524	101	35,477
White	45	116,732	45	11,764	36	13,118	45	24,567	41	44,648	64	22,635
Black	47	122,503	36	9,393	54	19,383	49	27,035	53	57,968	25	8,724
American Indian	1	2,781	2	429	0	45	1	579	1	785	3	943
Asian	0	590	0	109	0	8	0	24	0	32	1	417
Hispanic	7	18,956	17	4,559	10	3,703	5	2,845	5	5,091	8	2,758
Age of Inmates												
Total	100	245,981	100	25,455	99	36,444	99	50,227	100	100,845	100	33,010
Under 18	3	6,469	1	218	7	2,558	3	1,722	2	1,794	0	177
18-24	37	90,582	20	5,032	36	13,138	46	23,112	38	38,437	33	10,863
25-34	38	94,622	44	11,212	39	14,212	32	16,083	38	38,647	44	14,468
35-44	14	34,031	22	5,719	12	4,552	11	5,714	13	13,159	15	4,887
Over 44	8	20,277	13	3,274	5	1,984	7	3,596	9	8,808	8	2,615
Type of Crime												
Total	100	245,106	100	25,214	100	33,449	100	52,376	100	100,733	100	33,334
Violent Crimes	45	110,245	28	7,169	45	14,957	53	27,734	44	44,238	48	16,147
Property Crimes	35	85,686	22	5,468	37	12,435	33	17,386	41	41,165	28	9,232
Other Crimes	19	46,376	45	11,279	17	5,725	14	7,219	14	14,597	23	7,556
Unsentenced Inmates	1	2,799	5	1,298	1	332	0	37	1	733	1	399

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table B-10

Percentage Distribution and Number of Females in Federal and State Adult Correctional Facilities for the Security Designation of Inmates, Race/Ethnicity of Inmates, Age of Inmates and Type of Crime for Which Inmates Were Serving Time By Region--March 31, 1978

	Total		Federal		REGION							
					Northeast		North Central		South		West	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Security Designation of Inmates												
Total	100	10,297	100	1,683	100	872	100	2,111	100	4,585	99	1,046
Maximum	22	2,227	4	67	3	28	19	399	33	1,522	20	211
Medium	39	4,017	34	573	60	521	43	906	37	1,709	29	308
Minimum	30	3,118	20	344	36	314	30	642	29	1,322	47	496
Other	9	935	42	699	1	9	8	164	1	32	3	31
Race/Ethnicity of Inmates												
Total	100	11,416	99	1,757	100	1,096	100	2,137	100	4,589	99	1,837
White	40	4,563	30	536	35	379	41	880	37	1,698	58	1,070
Black	53	6,051	54	954	59	646	56	1,201	59	2,711	29	539
American Indian	1	160	1	21	0	4	2	39	1	36	3	60
Asian	1	76	0	3	0	1	0	0	0	1	4	71
Hispanic	5	566	14	243	6	66	1	17	3	143	5	97
Age of Inmates												
Total	100	10,606	100	1,720	99	974	101	1,664	99	4,461	100	1,787
Under 18	1	88	0	4	3	33	1	10	1	37	0	4
18-24	34	3,590	27	458	35	343	42	691	33	1,494	34	604
25-34	43	4,549	51	885	42	407	40	665	40	1,786	45	806
35-44	14	1,511	15	260	12	121	12	200	15	679	14	251
Over 44	8	868	7	113	7	70	6	98	10	465	7	122
Type of Crime												
Total	100	10,957	100	1,722	100	882	100	2,141	100	4,423	100	1,789
Violent Crimes	36	3,923	17	293	43	378	38	805	44	1,943	28	504
Property Crimes	34	3,698	35	602	22	195	48	1,022	31	1,361	29	518
Other Crimes	29	3,202	43	741	35	305	14	306	25	1,108	42	742
Unsentenced Inmates	1	134	5	86	0	4	0	8	0	11	1	25

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table B-11

Percentage Distribution and Number of Males in Federal and State Adult Correctional Facilities for the Security Designation of Inmates, Race/Ethnicity of Inmates, Age of Inmates, and Type of Crime for Which Inmates Were Serving Time
By Size of the Inmate Population on March 31, 1978

	Total		Size of Facility					
			Less than 500		500-999		1,000 or more	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Security Designation of Inmates								
Total	100	255,478	99	52,945	100	59,873	100	142,660
Maximum	39	99,619	16	8,746	36	21,680	48	69,193
Medium	35	89,837	32	17,179	39	23,337	35	49,321
Minimum	22	55,941	48	25,461	22	13,063	12	17,417
Other	4	10,081	3	1,559	3	1,793	5	6,729
Race/Ethnicity of Inmates								
Total	100	261,562	100	52,611	99	61,437	100	147,514
White	45	116,732	47	24,755	48	29,466	42	62,511
Black	47	122,503	47	24,676	42	25,822	49	72,005
American Indian	1	2,781	2	1,059	1	853	1	869
Asian	0	590	0	248	0	73	0	269
Hispanic	7	18,956	4	1,873	8	5,223	8	11,860
Age of Inmates								
Total	100	245,981	100	50,991	101	56,222	99	138,768
Under 18	3	6,469	3	1,452	3	1,667	2	3,350
18-24	37	90,582	40	20,208	43	24,057	33	46,317
25-34	38	94,622	36	18,551	37	20,837	40	55,234
35-44	14	34,031	13	6,559	12	6,454	15	21,018
Over 44	8	20,277	8	4,221	6	3,207	9	12,849
Type of Crime								
Total	100	245,106	100	49,238	100	57,377	100	138,491
Violent Crime	45	110,245	36	17,808	43	24,685	49	67,752
Property Crime	35	85,686	43	21,210	38	21,675	31	42,801
Other Crimes	19	46,376	18	8,792	18	10,195	20	27,389
Unsentenced Inmates	1	2,799	3	1,428	1	822	0	549

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table B-12

Percentage Distribution and Number of Females in Federal and State Adult Correctional Facilities for the Security Designation of Inmates, Race/Ethnicity of Inmates, Age of Inmates, and Type of Crime for Which Inmates Were Serving Time By Size of Inmate Population on March 31, 1978

	Total		Size of Facility					
			Less than 500		500-999		1,000 or more	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Security Designation of Inmates								
Total	100	10,297	100	6,198	100	3,250	99	849
Maximum	22	2,227	23	1,452	24	764	1	11
Medium	39	4,017	42	2,589	40	1,307	14	121
Minimum	30	3,118	29	1,811	26	845	54	462
Other	9	935	6	346	10	334	30	255
Race/Ethnicity of Inmates								
Total	100	11,416	100	6,420	98	4,108	100	888
White	40	4,563	40	2,584	38	1,580	45	399
Black	53	6,051	54	3,461	52	2,152	49	438
American Indian	1	160	2	96	1	57	1	7
Asian	1	76	0	23	1	52	0	1
Hispanic	5	566	4	256	6	267	5	43
Age of Inmates								
Total	100	10,606	99	5,624	100	4,072	100	910
Under 18	1	88	1	75	0	13	0	0
18-24	34	3,590	36	2,045	29	1,172	41	373
25-34	43	4,549	40	2,264	46	1,858	47	427
35-44	14	1,511	15	857	14	588	7	66
Over 44	8	868	7	383	11	441	5	44
Type of Crime								
Total	100	10,,957	101	6,025	99	4,021	100	911
Violent Crimes	36	3,923	40	2,384	36	1,469	8	70
Property Crimes	34	3,698	34	2,041	38	1,521	15	136
Other Crimes	29	3,202	26	1,563	23	942	76	697
Unsentenced Inmates	1	134	1	37	2	89	1	8

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table B-13

Percentage Distribution and Number of Males in Federal and State Adult Correctional Facilities for the Security Designation of Inmates, Race/Ethnicity of Inmates, Age of Inmates, and Type of Crime for Which Inmates Were Serving Time By Year Facility Opened--March 31, 1978

	Total		Year Facility Opened									
			Before 1875		1875-1924		1925-1949		1950-1969		1970-1978	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Security Designation of Inmates												
Total	100	255,478	100	29,942	99	67,622	99	59,071	101	64,089	99	34,756
Maximum	39	99,619	61	18,262	48	32,401	33	19,490	32	20,837	25	8,629
Medium	35	89,837	32	9,571	33	22,392	36	21,559	37	23,666	36	12,649
Minimum	22	55,941	7	2,043	12	8,403	27	16,071	28	17,137	35	12,287
Other	4	10,081	-	66	6	4,426	3	1,951	4	2,449	3	1,189
Race/Ethnicity of Inmates												
Total	100	261,562	99	30,586	99	71,770	101	62,895	100	64,157	100	32,154
White	45	116,732	44	13,592	45	32,409	39	24,347	49	31,464	46	14,920
Black	47	122,503	49	15,023	46	32,801	52	32,376	43	27,612	46	14,691
American Indian	1	2,781	0	129	1	1,035	1	548	1	532	2	537
Asian	0	590	0	17	0	267	0	90	0	184	0	32
Hispanic	7	18,956	6	1,825	7	5,258	9	5,534	7	4,365	6	1,974
Age of Inmates												
Total	100	245,981	99	27,575	100	64,429	100	58,576	99	63,573	100	31,828
Under 18	3	6,469	4	1,188	3	1,734	2	1,084	2	1,354	3	1,109
18-24	37	90,582	32	8,885	34	21,730	35	20,586	42	26,905	39	12,476
25-34	38	94,622	41	11,235	39	25,372	40	23,545	35	22,513	38	11,957
35-44	14	34,031	14	3,915	15	9,779	14	8,319	13	8,135	12	3,883
Over 44	8	20,277	8	2,352	9	5,814	9	5,042	7	4,666	8	2,403
Type of Crime												
Total	100	245,106	99	29,240	101	64,612	100	57,510	100	64,360	100	29,384
Violent Crimes	45	110,245	52	15,240	49	31,751	41	23,368	45	29,024	37	10,862
Property Crimes	35	85,686	34	10,028	34	21,754	36	20,665	34	21,850	39	11,389
Other Crimes	19	46,376	13	3,921	17	10,714	23	13,234	20	12,797	19	5,710
Unsentenced Inmates	1	2,799	0	51	1	393	0	243	1	689	5	1,423

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table B-14

Percentage Distribution and Number of Females in Federal and State Adult Correctional Facilities for the Security Designation of Inmates, Race/Ethnicity of Inmates, Age of Inmates, and Type of Crime for Which Inmates Were Serving Time By Year Facility Opened--March 31, 1978

	Total		Before 1875		Year Facility Opened							
					1875-1924		1925-1949		1950-1969		1970-1978	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Security Designation of Inmates												
Total	100	10,297	100	0	100	2,091	100	2,970	100	1,417	100	3,819
Maximum	22	2,227	0	0	37	771	9	257	10	141	28	1,058
Medium	39	4,017	0	0	32	680	57	1,701	46	653	26	983
Minimum	30	3,118	0	0	28	577	28	838	43	613	28	1,090
Other	9	935	0	0	3	63	6	174	1	10	18	688
Race/Ethnicity of Inmates												
Total	100	11,416	100	0	100	2,348	100	2,957	100	2,204	99	3,907
White	40	4,563	0	0	44	1,029	32	953	51	1,134	37	1,447
Black	53	6,051	0	0	50	1,178	63	1,854	42	915	54	2,104
American Indian	1	160	0	0	1	32	1	38	2	36	1	54
Asian	1	76	0	0		1	0	2	2	56	0	17
Hispanic	5	566	0	0		108	4	110	3	63	7	285
Age of Inmates												
Total	100	10,606	0	0	100	2,198	101	2,877	100	2,152	100	3,379
Under 18	1	88	0	0	0	6	2	44	0	7	1	31
18-24	34	3,590	0	0	37	818	31	894	31	668	36	1,210
25-34	43	4,549	0	0	43	936	43	1,226	46	988	41	1,399
35-44	14	1,511	0	0	13	280	14	389	15	313	16	529
Over 44	8	1,740	0	0	7	158	11	324	8	176	6	210
Type of Crime												
Total	100	10,957	100	0	99	2,340	100	2,620	101	2,164	100	3,833
Violent Crimes	36	3,923	0	0	41	969	36	941	34	727	34	1,286
Property Crimes	34	3,698	0	0	40	944	36	939	23	491	34	1,324
Other Crimes	29	3,202	0	0	18	420	28	728	43	931	29	1,123
Unsentenced Inmates	1	134	0	0	0	7	0	12	1	15	3	100

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table, B-15

Percentage Distribution and Number of Males in Federal and State Adult Correctional Facilities for the Security Designation of Inmates, Race/Ethnicity of Inmates, Age of Inmates, and Type of Crime for Which Inmates Were Serving Time By Security Classification of Facility--March 31, 1978

	Total		Security Classification of Facility					
			Maximum		Medium		Minimum	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Security Designation of Inmates								
Total	100	255,478	100	134,247	100	93,075	101	28,156
Maximum	39	99,619	64	86,155	14	13,022	2	442
Medium	35	89,837	22	29,475	64	59,837	2	525
Minimum	22	55,941	9	12,322	19	17,446	93	26,173
Other	4	10,081	5	6,295	3	2,770	4	1,016
Race/Ethnicity of Inmates								
Total	100	261,562	100	138,704	100	94,871	99	27,987
White	45	116,732	41	56,277	50	47,179	47	13,276
Black	47	122,503	49	68,044	44	41,451	46	13,008
American Indian	1	2,781	1	1,308	1	1,120	1	353
Asian	0	590	0	295	0	267	0	28
Hispanic	7	18,956	9	12,780	5	4,854	5	1,322
Age of Inmates								
Total	100	245,981	100	127,832	101	91,006	99	27,143
Under 18	3	6,469	2	3,037	3	2,504	3	928
18-24	37	90,582	34	42,879	42	37,825	36	9,878
25-34	38	94,622	39	50,384	38	34,310	36	9,928
35-44	14	34,031	16	19,845	11	10,396	14	3,790
Over 44	8	20,277	9	11,687	7	5,971	10	2,619
Type of Crime								
Total	100	245,106	100	130,166	100	87,976	100	26,964
Violent Crime	45	110,245	50	65,108	43	37,994	26	7,143
Property Crime	35	85,686	32	42,151	36	31,981	43	11,554
Other Crimes	19	46,376	16	20,798	20	17,341	31	8,237
Unsentenced Inmates	1	2,799	2	2,109	1	660	0	30

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table B-16

Percentage Distribution and Number of Females in Federal and State Adult Correctional Facilities for the Security Designation of Inmates, Race/Ethnicity of Inmates, Age of Inmates, and Type of Crime for Which Inmates Were Serving Time By Security Classification of Facility--March 31, 1978

	Total		Security Classification of Facility					
			Maximum		Medium		Minimum	
	Percent	Number	Percent	Number	Percent	Number	Percent	Number
Security Designation of Inmates								
Total	100	10,297	100	1,971	99	6,257	100	2,069
Maximum	22	2,227	72	1,417	11	708	5	102
Medium	39	4,017	19	367	54	3,409	12	241
Minimum	30	3,118	8	163	26	1,626	64	1,329
Other	9	935	1	24	8	514	19	397
Race/Ethnicity of Inmates								
Total	100	11,416	99	1,993	100	6,991	100	2,432
White	40	4,563	36	714	39	2,745	45	1,104
Black	53	6,051	52	1,044	54	3,766	51	1,241
American Indian	1	160	0	8	2	129	1	23
Asian	1	76	0	0	1	75	0	1
Hispanic	5	566	11	227	4	276	3	63
Age of Inmates								
Total	100	10,606	101	1,968	100	6,323	100	2,315
Under 18	1	88	1	13	1	55	1	20
18-24	34	3,590	37	720	32	2,031	36	839
25-34	43	4,549	41	802	43	2,725	44	1,022
35-44	14	1,511	15	286	15	920	13	305
Over 44	8	868	7	147	9	592	6	129
Type of Crime								
Total	100	10,957	101	1,971	99	6,743	99	2,243
Violent Crimes	36	3,923	39	764	39	2,660	22	499
Property Crimes	34	3,698	36	704	35	2,384	27	610
Other Crimes	29	3,202	22	424	24	1,652	50	1,126
Unsentenced Inmates	1	134	4	79	1	47	0	8

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978.

Table B-17
Percentage Distribution of Inmates in Local Facilities By Age of the Facility, Size of the Average Daily 1978 Inmate Population and Region

	TOTAL		Northeast		North Central		South		West	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
TOTAL	161,926	100	24,094	100	29,445	101	68,939	100	39,448	100
Before 1875	4,356	3	2,738	11	1,081	4	537	1	0	0
1875-1924	22,136	14	5,652	24	4,675	16	8,744	13	3,065	8
1925-1949	38,808	24	5,271	22	6,739	23	16,363	24	10,435	26
1950-1969	69,923	43	7,218	30	10,798	37	30,614	44	21,293	54
1970-1978	26,703	16	3,215	13	6,152	21	12,681	18	4,655	12
250 or more	72,825	100	13,221	99	11,290	101	24,373	101	23,941	100
Before 1875	464	1	0	0	464	4	0	0	0	0
1875-1924	8,004	11	2,572	19	763	8	3,315	14	1,354	6
1925-1949	19,279	26	3,453	26	3,898	34	4,789	20	7,139	30
1950-1969	35,355	49	5,216	39	3,358	30	12,887	53	13,894	58
1970-1978	9,723	13	1,980	15	2,807	25	3,382	14	1,554	6
10-249	82,646	100	10,775	100	15,968	99	41,504	100	14,399	100
Before 1875	3,654	4	2,691	25	486	3	477	1	0	0
1875-1924	12,560	15	3,036	28	3,230	20	4,818	12	1,476	10
1925-1949	18,135	22	1,818	17	2,465	15	10,755	26	3,097	22
1950-1969	32,632	40	2,002	19	6,868	43	16,698	40	7,064	49
1970-1978	15,665	19	1,228	11	2,919	18	8,756	21	2,762	19
Less than 10	6,455	100	98	100	2,187	100	3,062	101	1,108	100
Before 1875	238	4	47	48	131	6	60	2	0	0
1875-1924	1,572	24	44	45	682	31	611	20	235	21
1925-1949	1,394	22	0	0	376	17	819	27	199	18
1950-1969	1,936	30	0	0	572	26	1,029	34	335	30
1970-1978	1,315	20	7	7	426	20	543	18	339	31

Source: National Jail Census (CJ-3/CJ-4), 1978.

Note: The average daily 1978 inmate population is slightly higher than the inmate population of 158,394 reported on February 15, 1978.

Table B-18
Regional and State Distribution of Local Facilities By Age of Facility and Size of the Average Daily 1978 Inmate Population

Region and State	Total Number of Facilities	Size of Inmate Population			Age of Facility				
		Less than 10	10-249	250 or More	Before 1875	1875-1924	1925-1949	1950-1969	1970-1978
United States, Total	3,493	1,538	1,825	130	156	732	768	1,182	655
NORTHEAST	207	21	163	23	50	75	29	32	21
New England	39	4	33	2	16	15	4	1	3
Maine	13	3	10	0	5	6	0	1	1
New Hampshire	11	0	11	0	2	6	2	0	1
Vermont	-	-	-	-	-	-	-	-	-
Massachusetts	15	1	12	2	9	3	2	0	1
Rhode Island	-	-	-	-	-	-	-	-	-
Connecticut	-	-	-	-	-	-	-	-	-
Mid Atlantic	168	17	130	21	34	60	25	31	18
New York	72	4	57	11	4	25	16	20	7
New Jersey	28	0	23	5	0	12	5	6	5
Pennsylvania	68	13	50	5	30	23	4	5	6
NORTH CENTRAL	1,042	590	432	20	63	289	179	318	193
East N. Central	503	198	287	18	43	128	55	183	94
Ohio	150	63	82	5	13	49	16	41	31
Indiana	90	33	55	2	11	31	8	26	14
Illinois	100	47	50	3	16	28	14	17	25
Michigan	93	26	61	6	1	3	9	65	15
Wisconsin	70	29	39	2	1	17	8	34	9
West N. Central	539	392	145	2	20	161	124	135	99
Minnesota	65	31	34	0	0	28	4	16	17
Iowa	91	72	19	0	3	37	23	15	13
Missouri	137	92	43	2	11	37	37	30	22
North Dakota	39	35	4	0	0	16	9	9	5
South Dakota	44	36	8	0	1	11	9	12	11
Nebraska	77	60	17	0	4	21	19	19	14
Kansas	86	66	20	0	1	11	23	34	17
SOUTH	1,678	654	975	49	43	270	435	617	313
South Atlantic	671	217	428	26	14	129	153	246	129
Delaware	-	-	-	-	-	-	-	-	-
Maryland	25	1	20	4	0	14	3	5	3
District of Columbia	2	0	0	2	0	1	0	0	1
Virginia	92	19	71	2	2	16	20	41	13
West Virginia	54	23	31	0	4	22	16	8	4
North Carolina	95	29	66	0	2	22	18	24	29
South Carolina	68	19	49	0	3	6	13	22	24
Georgia	223	96	123	4	3	44	65	76	35
Florida	112	30	68	14	0	4	18	70	20
East S. Central	424	130	286	8	21	54	105	162	82
Kentucky	111	45	64	2	11	29	22	21	28
Tennessee	111	25	83	3	5	8	28	45	25
Alabama	108	28	77	3	3	7	30	60	8
Mississippi	94	32	62	0	2	10	25	36	21
West S. Central	583	307	261	15	8	87	177	209	102
Arkansas	92	57	35	0	2	8	36	25	21
Louisiana	93	23	64	6	0	5	21	45	22
Oklahoma	102	52	49	1	1	20	41	26	14
Texas	296	175	113	8	5	54	79	113	45
WEST	566	273	255	38	0	98	125	215	128
Mountain	318	202	109	7	0	73	69	92	84
Montana	58	48	10	0	0	26	13	6	13
Idaho	45	34	11	0	0	14	9	7	15
Wyoming	31	22	9	0	0	6	10	9	6
Colorado	61	40	20	1	0	13	11	24	13
New Mexico	38	15	23	0	0	3	13	13	9
Arizona	39	19	16	4	0	4	7	18	10
Utah	24	15	8	1	0	3	3	10	8
Nevada	22	9	12	1	0	4	3	5	10
Pacific	248	71	146	31	0	25	56	123	44
Washington	59	31	26	2	0	11	17	18	13
Oregon	48	18	29	1	0	7	9	24	8
California	135	17	90	28	0	7	30	79	19
Alaska	6	5	1	0	0	0	0	2	4
Hawaii	-	-	-	-	-	-	-	-	-

Source: National Jail Census (CJ-3 and CJ-4), 1978.

Table B-19
Percentage of Inmates in Local Confinement Units By Function of Confinement Unit--February 15, 1978

	Percentage of Inmates
Total	100% (156,327)
Regular Units	94.3
Trustee's Cells, Isolation Cells Infirmaries, etc.	4.9
Units Without Beds	0.8

Source: National Jail Census (CJ-3 and CJ-4), 1978

Table B-20
Other Issues Regarding Facility Conditions Involved in Court Orders/Decrees[a]

	Number of Court Orders	Issue
FEDERAL	1	Telephone
	1	Visiting
	1	Correspondence
STATE		
Alaska	1	Reincarceration searches
	1	Sex discrimination
Arkansas	1	Disciplinary court
	1	Mental health
	1	Brutality
California	*	Civil rights
Georgia	1	Integration
	2	Security
	1	Mail
	1	Visitation
Illinois	1	Access to file material
	1	Protective custody
Maryland	1	Mail
	1	Racial discrimination/ segregation
Minnesota	1	Internal disciplinary procedures
Missouri	1	Law library
Nebraska	1	Mail
	1	In day rights
New Hampshire	*	Living conditions
	*	Programs
	*	Protective custody
North Carolina	1	Inmate marriage
North Dakota	1	Women accepted
	1	Dividers for women
Oregon	1	Legal library
	1	Volunteer assistance
Rhode Island	1	Separating sentenced inmates from inmates awaiting trial
	2	Recreational programs
	1	Constructive work opportunities
	1	Educational and vocational programs
	1	Classification
	1	Heating, lighting, ventilation
	2	Rodent and insect control
	2	Disciplinary procedures
South Dakota	1	Native American religion
Tennessee	1	Safety
Utah	1	Conditions of isolation
Wisconsin	1	Access to Quran
Wyoming	2	Safety

Source: Survey of State and Federal Adult Correctional Systems, 1978

[a]These issues were specified by respondents in an "other" category.

Table B-21
Other Issues in Litigation

State	Number of Suits Filed	Issue
Alaska	2	Psychiatric services
	2	Injuries due to inmate action
	1	Sex discrimination
	1	Prisoner safety
Arizona	3	Mail
	3	Religion
	3	Inmate assaults
	5	Discrimination
California	*	Civil rights
Connecticut	200	Furlough practices
	200	Work release practices
	200	Disciplinary hearing practices
Delaware	17	Classification procedures
	1	Sentence modification
	6	Access to law library
	3	Religious participation
	7	Security/safety
Georgia	17	Security
	18	Rehabilitation
	29	Discrimination
	22	Mail
	5	Visitations
Illinois	20	Property loss
	14	Brutality
	9	Failure to protect
	5	Equal protection
	4	Religion
	4	Parole
	2	Psychiatric care
	2	Visitation
	5	Illegal search
	1	Education
	1	Max-out term
Iowa	4	Cell size
Kentucky	2	Improper classification
	1	Mail
Maryland	1	Law library
	1	Protective custody
	1	Medical research
	1	Special detention
	1	Muslim religious practices
	1	Interest on inmate savings
Massachusetts	4	Fire
	2	Protective custody
	1	Security
	21	Other
Michigan	34	Discipline
	94	Security classification
	23	Religion
	13	Programming
	17	Parole release process
	12	Parole revocation
	33	Discrimination
	9	Property
	16	Mail
	5	Visitations
Nebraska	1	Mail
	1	Visitations
New Hampshire	6	Privileges
	6	Law library
	5	Personal property
	2	Visitations
New York	77	Challeges judgment/detainer
	354	Parole
	202	Sentence calculations
	22	Transfer challenge
	614	Tort claims
	77	Temporary release
	32	Work release
	5	Central monitoring cases
	5	Appeals
	167	Discipline complaints
	650	Miscellaneous
North Dakota	1	Women accepted
	1	Dividers for women
Oregon	1	Mail
South Carolina	1	Freedom of religion
Utah	1	Conditions of isolation
	1	Treatment
	1	Disciplinary procedures
Vermont	1	Strip searches
	1	Constitutional deprivation
	1	Conditions of confinement
	2	Access to legal materials
Wisconsin	2	Race
	25	Searches
	35	Placement
	10	Religion
Wyoming	1	Safety

Source: Survey by State and Federal Adult Correctional Systems, 1978.

[a]These other issues were specified by respondents in an "other" category.

APPENDIX C

Supplementary Data on Cell Size, Occupancy and Density

APPENDIX C

This appendix lists state, regional and national figures for capacity, density, and crowding variables discussed in Chapter 3 (Capacity) of this volume. Following a brief discussion of the assumptions underlying these tabulations can be found a list of the tables found in this appendix.

Assumptions

Figure C.1 illustrates the format used in-house to display the square footage data obtained from federal, state, and local correctional facilities. These data are provided at the state, regional and national level in the tables provided in this appendix. There are many other ways in which the data could be organized. The boundaries selected for this presentation have been selected in order to reflect the current standards discussion. However, more useful divisions might emerge in the next few years. The original data base can be easily reanalysed to reflect these alternatives.

Density was computed by assuming inmates were distributed in confinements units in such a way as to minimize density. For example, 125 inmates would be distributed in 100 cells by having 75 inmates assigned one to a cell and 50 inmates assigned two to a cell. This density measure is conservative, i.e., actual density in a facility could only be higher.

For federal and state facilities, all regular confinement units and units used for discliplinary action, protective custody, and sick or injured inmates were included. Space being used for confinement (program space, corridors, etc.) not part of the rated capacity of the facility was excluded. For local facilities, all units with beds were included; units without beds were excluded.

The unshaded area of Figure C-1 refers to confinment units (for inmates in these confinement units) that would meet a standard of one inmate to a cell, no more than 50 inmates to a dormitory, and a minimum of 60 square feet of floor space per inmate. The square indicating a single occupancy, medium density cells has been cross-hatched to suggest that this level of density (i.e., 60-70 square feet of floor space) is adequate only if inmates spend 10 or fewer hours per day locked in their cells.

FIGURE C.1

Model of a Table to Present the Number of Confinement Units (or the Number of Inmates in These Confinement Units) in Federal, State, and Local Correctional Facilities or Agencies By Occupancy, Density and Type of Confinement Unit

Occupancy[g]	Density[a] By Type of Confinement Unit					
	Cells[b]			Dormitories[c]		
	High[d]	Medium[e]	Low[f]	High[d]	Medium[e]	Low[f]
Empty[h]						
Single[i]						
Multiple[j]						
2 inmates						
3 - 5 inmates						
6 - 10 inmates						
11 - 50 inmates						
More than 50 inmates						

[a] Number of square feet of floor space per inmate.

[b] Confinement units with less than 120 square feet of floor space.

[c] Confinement units with 120 or more square feet of floor space.

[d] Confinement units with less than 60 square feet of floor space per inmate.

[e] Confinement units with 60-79 square feet of floor space per inmate.

[f] Confinement units with 80 or more square feet of floor space per inmate.

[g] Number of inmates in each confinement unit.

[h] Unoccupied confinement units.

[i] Confinement units occupied by one inmate.

[j] Confinement units occupied by two or more inmates.

Meet standards of one inmate to a cell; no more than fifty inmates to a confinement unit; and a minimum of 60 square feet per inmate

Fail to meet above standards

Meet standards only if inmates spend ten or fewer hours per day locked in their cell.

Logically impossible

Contents of Appendix C

Contents of Appendix C (continued)

Contents of Appendix C (continued)

Table C.1
Number of Inmates and Confinement Units in Federal and State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	256,676 (146,657)	158,467 (139,263)	108,962 (84,871)	39,488 (43,418)	10,017 (10,974)	98,209 (7,394)	56,838 (2,402)	19,051 (1,178)	22,320 (3,814)
Empty	- (11,042)	- (10,453)	- (5,566)	- (3,930)	- (957)	- (589)			- (589)
Single	105,012 (105,012)	103,141 (103,141)	53,636 (53,636)	39,488 (39,488)	10,017 (10,017)	1,871 (1,871)			1,871 (1,871)
Multiple	151,664 (30,603)	55,326 (25,669)	55,326 (25,669)			96,338 (4,934)	56,838 (2,402)	19,051 (1,178)	20,449 (1,354)
2 inmates	47,762 (23,881)	45,692 (22,846)	45,692 (22,846)			2,070 (1,035)		1,020 (510)	1,050 (525)
3-5 inmates	15,194 (4,312)	9,220 (2,764)	9,220 (2,764)			5,974 (1,548)	4,328 (1,099)	786 (222)	860 (227)
6-10 inmates	4,511 (625)	390 (57)	390 (57)			4,121 (568)	2,629 (371)	706 (92)	786 (105)
11-50 inmates	31,256 (1,143)	24 (2)	24 (2)			31,232 (1,141)	14,693 (501)	6,165 (234)	10,374 (406)
More than 50 inmates	52,941 (642)	0 (0)	0 (0)			52,941 (642)	35,188 (431)	10,374 (120)	7,379 (91)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.2
Number of Inmates and Confinement Units in Federal Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	28,124 (13,712)	13,570 (12,928)	7,116 (6,139)	4,609 (4,842)	1,845 (1,947)	14,554 (784)	10,108 (587)	3,601 (89)	845 (108)
Empty	- (824)	- (788)	- (453)	- (233)	- (102)	- (36)			- (36)
Single	10,806 (10,806)	10,776 (10,776)	4,322 (4,322)	4,609 (4,609)	1,845 (1,845)	30 (30)			30 (30)
Multiple	17,318 (2,082)	2,794 (1,364)	2,794 (1,364)			14,524 (718)	10,108 (587)	3,601 (89)	815 (42)
2 inmates	2,694 (1,347)	2,644 (1,322)	2,644 (1,322)			50 (25)		26 (13)	24 (12)
3-5 inmates	1,718 (396)	150 (42)	150 (42)			1,568 (354)	1,485 (331)	56 (15)	27 (8)
6-10 inmates	1,085 (150)	0 (0)	0 (0)			1,085 (150)	1,025 (142)	38 (5)	22 (3)
11-50 inmates	2,732 (91)	0 (0)	0 (0)			2,732 (91)	1,365 (47)	1,013 (31)	354 (13)
More than 50 inmates	9,089 (98)	0 (0)	0 (0)			9,089 (98)	6,233 (67)	2,468 (25)	388 (6)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.3
Number of Inmates and Confinement Units in State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	228,552 (132,945)	144,897 (126,335)	101,846 (78,732)	34,879 (38,576)	8,172 (9,027)	83,655 (6,610)	46,730 (1,815)	15,450 (1,089)	21,475 (3,706)
Empty	- (10,218)	- (9,665)	- (5,113)	- (3,697)	- (855)	- (553)			- (553)
Single	94,206 (94,206)	92,365 (92,365)	49,314 (49,314)	34,879 (34,879)	8,172 (8,172)	1,841 (1,841)			1,841 (1,841)
Multiple	134,346 (28,521)	52,532 (24,305)	52,532 (24,305)			81,814 (4,216)	46,730 (1,815)	15,450 (1,089)	19,634 (1,312)
2 inmates	45,068 (22,534)	43,048 (21,524)	43,048 (21,524)			2,020 (1010)		994 (497)	1,026 (513)
3-5 inmates	13,476 (3,916)	9,070 (2,722)	9,070 (2,722)			4,406 (1,194)	2,843 (768)	730 (207)	833 (219)
6-10 inmates	3,426 (475)	390 (57)	390 (57)			3,036 (418)	1,604 (229)	668 (87)	764 (102)
11-50 inmates	28,524 (1,052)	24 (2)	24 (2)			28,500 (1,050)	13,328 (454)	5,152 (203)	10,010 (393)
More than 50 inmates	43,852 (544)	0 (0)	0 (0)			43,852 (544)	28,955 (364)	7,906 (95)	6,991 (85)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.4
Number of Inmates and Confinement Units in Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	154,603 (89,065)	74,358 (74,186)	60,021 (52,124)	8,316 (12,926)	6,021 (9,136)	80,245 (14,879)	45,500 (4,207)	11,109 (1,820)	23,636 (8,852)
Empty	- (22,125)	- (19,796)	- (12,071)	- (4,610)	- (3,115)	- (2,329)			- (2,329)
Single	46,569 (46,569)	42,958 (42,958)	28,621 (28,621)	8,316 (8,316)	6,021 (6,021)	3,611 (3,611)			3,611 (3,611)
Multiple	108,034 (20,371)	31,400 (11,432)	31,400 (11,432)			76,634 (8,939)	45,500 (4,207)	11,109 (1,820)	20,025 (2,912)
2 inmates	18,392 (9,196)	14,914 (7,457)	14,914 (7,457)			3,478 (1,739)		1,330 (665)	2,148 (1,074)
3-5 inmates	23,383 (6,398)	11,517 (3,279)	11,517 (3,279)			11,866 (3,119)	5,998 (1,502)	2,295 (652)	3,573 (965)
6-10 inmates	20,635 (2,782)	4,430 (661)	4,430 (661)			16,205 (2,121)	11,123 (1,455)	1,805 (232)	3,277 (434)
11-50 inmates	38,358 (1,888)	539 (35)	539 (35)			37,819 (1,853)	23,119 (1,172)	5,474 (268)	9,226 (413)
More than 50 inmates	7,266 (107)	0 0	0 0	0 0	0 0	7,266 (107)	5,260 (78)	205 (3)	1,801 (26)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Northeast Region

Maine
New Hampshire
Vermont
Massachusetts
Rhode Island
Connecticut
New York
New Jersey
Pennsylvania

Table C.5
Number of Inmates and Confinement Units in Northeast State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

		Density By Type of Confinement Unit							
		Cells				Dormitories			
Occupancy	Total	Total	High	Medium	Low	Total	High	Medium	Low
Total	30,389 (30,004)	28,257 (29,567)	15,294 (14,865)	10,241 (11,707)	2,722 (2,995)	2,132 (437)	984 (124)	236 (42)	912 (271)
Empty	- (3,011)	- (2,974)	- (1,235)	- (1,466)	- (273)	- (37)			- (37)
Single	25,728 (25,728)	25,551 (25,551)	12,588 (12,588)	10,241 (10,241)	2,722 (2,722)	177 (177)			177 (177)
Multiple	4,661 (1,265)	2,706 (1,042)	2,706 (1,042)			1,955 (223)	984 (124)	236 (42)	735 (57)
2 inmates	1,566 (783)	1,470 (735)	1,470 (735)			96 (48)		56 (28)	40 (20)
3-5 inmates	1,568 (410)	1,224 (306)	1,224 (306)			344 (104)	291 (89)	7 (2)	46 (13)
6-10 inmates	260 (37)	0 (0)	0 (0)			260 (37)	134 (20)	49 (7)	77 (10)
11-50 inmates	613 (24)	12 (1)	12 (1)			601 (23)	262 (10)	124 (5)	215 (8)
More than 50 inmates	654 (11)	0 (0)	0 (0)			654 (11)	297 (5)	0 (0)	357 (6)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.6
Number of Inmates and Confinement Units in Northeast Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

		Density By Type of Confinement Unit							
		Cells				Dormitories			
Occupancy	Total	Total	High	Medium	Low	Total	High	Medium	Low
Total	23,916 (23,249)	16,771 (20,733)	12,486 (14,994)	3,249 (4,450)	1,036 (1,289)	7,145 (2,516)	3,173 (159)	974 (197)	2,998 (2,160)
Empty	- (5,171)	- (4,854)	- (3,400)	- (1,201)	- (253)	- (317)			- (317)
Single	16,884 (16,884)	15,159 (15,159)	10,874 (10,874)	3,249 (3,249)	1,036 (1,036)	1,725 (1,725)			1,725 (1,725)
Multiple	7,032 (1,194)	1,612 (720)	1,612 (720)			5,420 (474)	3,173 (159)	974 (197)	1,273 (118)
2 inmates	1,522 (761)	1,202 (601)	1,202 (601)			320 (160)		284 (142)	36 (18)
3-5 inmates	858 (233)	380 (115)	380 (115)			478 (118)	304 (72)	50 (16)	124 (30)
6-10 inmates	510 (64)	30 (4)	30 (4)			480 (60)	172 (20)	42 (5)	266 (35)
11-50 inmates	1,765 (102)	0 (0)	0 (0)			1,765 (102)	689 (39)	456 (32)	620 (31)
More than 50 inmates	2,377 (34)	0 (0)	0 (0)			2,377 (34)	2,008 (28)	142 (2)	227 (4)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.7
Number of Inmates and Confinement Units in Maine State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	665 (621)	591 (610)	534 (549)	53 (57)	4 (4)	74 (11)	45 (3)	0 (0)	29 (8)
Empty	– (46)	– (46)	– (42)	– (4)	– (0)	– (0)			– (0)
Single	542 (542)	537 (537)	480 (480)	53 (53)	4 (4)	5 (5)			5 (5)
Multiple	123 (33)	54 (27)	54 (27)			69 (6)	45 (3)	0 (0)	24 (3)
2 inmates	54 (27)	54 (27)	54 (27)			0 (0)		0 (0)	0 (0)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	32 (4)	0 (0)	0 (0)			32 (4)	8 (1)	0 (0)	24 (3)
11-50 inmates	37 (2)	0 (0)	0 (0)			37 (2)	37 (2)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.8
Number of Inmates and Confinement Units in Maine Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	293 (309)	213 (277)	117 (132)	49 (83)	47 (62)	80 (32)	0 (0)	8 (1)	72 (31)
Empty	– (100)	– (88)	– (39)	– (34)	– (15)	– (12)			– (12)
Single	171 (171)	165 (165)	69 (69)	49 (49)	47 (47)	6 (6)			6 (6)
Multiple	122 (38)	48 (24)	48 (24)			74 (14)	0 (0)	8 (1)	66 (13)
2 inmates	52 (26)	48 (24)	48 (24)			4 (2)		0 (0)	4 (2)
3-5 inmates	16 (4)	0 (0)	0 (0)			16 (4)	0 (0)	0 (0)	16 (4)
6-10 inmates	54 (8)	0 (0)	0 (0)			54 (8)	0 (0)	8 (1)	46 (7)
11-50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.9
Number of Inmates and Confinement Units in New Hampshire State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	269 (328)	225 (320)	224 (314)	1 (6)	0 (0)	44 (8)	41 (7)	3 (1)	0 (0)
Empty	– (95)	– (95)	– (90)	– (5)	– (0)	– (0)			– (0)
Single	225 (225)	225 (225)	224 (224)	1 (1)	0 (0)	0 (0)			0 (0)
Multiple	44 (8)	0 (0)	0 (0)			44 (8)	41 (7)	3 (1)	0 (0)
2 inmates	0 (0)	0 (0)	0 (0)			0 (0)		0 (0)	0 (0)
3-5 inmates	27 (7)	0 (0)	0 (0)			27 (7)	24 (6)	3 (1)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	17 (1)	0 (0)	0 (0)			17 (1)	17 (1)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.10
Number of Inmates and Confinement Units in New Hampshire Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	286 (298)	193 (281)	173 (248)	14 (26)	6 (7)	93 (17)	52 (5)	18 (1)	23 (11)
Empty	– (110)	– (102)	– (89)	– (12)	– (1)	– (8)			– (8)
Single	168 (168)	167 (167)	147 (147)	14 (14)	6 (6)	1 (1)			1 (1)
Multiple	118 (20)	26 (12)	26 (12)			92 (8)	52 (5)	18 (1)	22 (2)
2 inmates	20 (10)	20 (10)	20 (10)			0 (0)		0 (0)	0 (0)
3-5 inmates	10 (3)	6 (2)	6 (2)			4 (1)	4 (1)	0 (0)	0 (0)
6-10 inmates	23 (3)	0 (0)	0 (0)			23 (3)	14 (2)	0 (0)	9 (1)
11-50 inmates	65 (4)	0 (0)	0 (0)			65 (4)	34 (2)	18 (1)	13 (1)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.11
Number of Inmates and Confinement Units in Vermont State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	118 (101)	76 (82)	6 (3)	66 (75)	4 (4)	42 (19)	15 (5)	0 (0)	27 (14)
Empty	– (9)	– (9)	– (0)	– (9)	– (0)	– (0)			– (0)
Single	71 (71)	70 (70)	0 (0)	66 (66)	4 (4)	1 (1)			1 (1)
Multiple	47 (21)	6 (3)	6 (3)			41 (18)	15 (5)	0 (0)	26 (13)
2 inmates	32 (16)	6 (3)	6 (3)			26 (13)		0 (0)	26 (13)
3-5 inmates	15 (5)	0 (0)	0 (0)			15 (5)	15 (5)	0 (0)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The numoer of confinement units has been placed in parentheses.

Table C.12
Number of Inmates and Confinement Units in Massachusetts State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,464 (2,524)	2,273 (2,405)	774 (737)	1,243 (1,364)	256 (304)	191 (119)	0 (0)	80 (14)	111 (105)
Empty	– (218)	– (199)	– (30)	– (121)	– (48)	– (19)			– (19)
Single	2,220 (2,220)	2,149 (2,149)	650 (650)	1,243 (1,243)	256 (256)	71 (71)			71 (71)
Multiple	244 (86)	124 (57)	124 (57)			120 (29)	0 (0)	80 (14)	40 (15)
2 inmates	142 (71)	112 (56)	112 (56)			30 (15)		16 (8)	14 (7)
3-5 inmates	26 (8)	0 (0)	0 (0)			26 (8)	0 (0)	0 (0)	26 (8)
6-10 inmates	24 (3)	0 (0)	0 (0)			24 (3)	0 (0)	24 (3)	0 (0)
11-50 inmates	52 (4)	12 (1)	12 (1)			40 (3)	0 (0)	40 (3)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.13
Number of Inmates and Confinement Units in Massachusetts Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,207 (2,151)	1,960 (2,111)	1,288 (1,383)	402 (434)	270 (294)	247 (40)	98 (6)	56 (12)	93 (22)
Empty	– (296)	– (279)	– (223)	– (32)	– (24)	– (17)			– (17)
Single	1,715 (1,715)	1,715 (1,715)	1,043 (1,043)	402 (402)	270 (270)	0 (0)			0 (0)
Multiple	492 (140)	245 (117)	245 (117)			247 (23)	98 (6)	56 (12)	93 (5)
2 inmates	228 (114)	228 (114)	228 (114)			0 (0)		0 (0)	0 (0)
3-5 inmates	47 (14)	7 (2)	7 (2)			40 (12)	5 (1)	30 (10)	5 (1)
6-10 inmates	36 (4)	10 (1)	10 (1)			26 (3)	8 (1)	10 (1)	8 (1)
11-50 inmates	181 (8)	0 (0)	0 (0)			181 (8)	85 (4)	16 (1)	80 (3)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.14
Number of Inmates and Confinement Units in Rhode Island State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	607	451	302	113	36	156	0	36	120
	(585)	(558)	(306)	(202)	(50)	(27)	(0)	(17)	(10)
Empty	-	-	-	-	-	-			-
	(139)	(139)	(36)	(89)	(14)	(0)			(0)
Single	397	391	242	113	36	6			6
	(397)	(391)	(242)	(113)	(36)	(6)			(6)
Multiple	210	60	60			150	0	36	114
	(49)	(28)	(28)			(21)	(0)	(17)	(4)
2 inmates	80	48	48			32		32	0
	(40)	(24)	(24)			(16)		(16)	(0)
3-5 inmates	19	12	12			7	0	4	3
	(6)	(4)	(4)			(2)	(0)	(1)	(1)
6-10 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
11-50 inmates	111	0	0			111	0	0	111
	(3)	(0)	(0)			(3)	(0)	(0)	(3)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.15
Number of Inmates and Confinement Units in Connecticut State Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,079	1,847	955	884	8	232	186	13	33
	(2,031)	(2,019)	(1,077)	(934)	(8)	(12)	(6)	(2)	(4)
Empty	-	-	-	-	-	-			-
	(177)	(177)	(127)	(50)	(0)	(0)			(0)
Single	1,840	1,840	948	884	8	0			0
	(1,840)	(1,840)	(948)	(884)	(8)	(0)			(0)
Multiple	239	7	7			232	186	13	33
	(14)	(2)	(2)			(12)	(6)	(2)	(4)
2 inmates	2	2	2			0		0	0
	(1)	(1)	(1)			(0)		(0)	(0)
3-5 inmates	14	5	5			9	0	0	9
	(3)	(1)	(1)			(2)	(0)	(0)	(2)
6-10 inmates	21	0	0			21	8	13	0
	(3)	(0)	(0)			(3)	(1)	(2)	(0)
11-50 inmates	202	0	0			202	178	0	24
	(7)	(0)	(0)			(7)	(5)	(0)	(2)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.16
Number of Inmates and Confinement Units in New York State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	11,830 (10,856)	11,830 (10,856)	8,796 (7,590)	2,150 (2,382)	884 (884)	0 (0)	0 (0)	0 (0)	) (0)
Empty	– (500)	– (500)	– (268)	– (232)	– (0)	0 (0)			0 (0)
Single	9,487 (9,487)	9,487 (9,487)	6,453 (6,453)	2,150 (2,150)	884 (884)	0 (0)			0 (0)
Multiple	2,343 (869)	2,343 (869)	2,343 (869)			0 (0)	0 (0)	0 (0)	0 (0)
2 inmates	1,136 (568)	1,136 (568)	1,136 (568)			0 (0)	0 (0)	0 (0)	0 (0)
3-5 inmates	1,207 (301)	1,207 (301)	1,207 (301)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.17
Number of Inmates and Confinement Units in New York Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	10,829 (11,820)	8,599 (11,607)	6,862 (9,059)	1,675 (2,421)	62 (127)	2,230 (213)	1,581 (38)	181 (20)	468 (155)
Empty	– (3,124)	– (3,036)	– (2,225)	– (746)	– (65)	– (88)			– (88)
Single	8,598 (8,598)	8,560 (8,560)	6,823 (6,823)	1,675 (1,675)	62 (62)	38 (38)			38 (38)
Multiple	2,231 (98)	39 (11)	39 (11)			2,192 (87)	1,581 (38)	181 (20)	430 (29)
2 inmates	56 (28)	6 (3)	6 (3)			50 (25)		32 (16)	18 (9)
3-5 inmates	73 (19)	19 (6)	19 (6)			54 (13)	15 (4)	7 (2)	32 (7)
6-10 inmates	79 (9)	14 (2)	14 (2)			65 (7)	55 (6)	0 (0)	10 (1)
11-50 inmates	241 (13)	0 (0)	0 (0)			241 (13)	98 (5)	0 (0)	143 (8)
More than 50 inmates	1,782 (29)	0 (0)	0 (0)			1,782 (29)	1,413 (23)	142 (2)	227 (4)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.18
Number of Inmates and Confinement Units in New Jersey State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	5,283 (4,893)	4,057 (4,667)	1,905 (2,158)	1,390 (1,727)	762 (782)	1,226 (226)	609 (93)	92 (6)	525 (127)
Empty	– (684)	– (666)	– (309)	– (337)	– (20)	– (18)			– (18)
Single	4,039 (4,039)	3,945 (3,945)	1,793 (1,793)	1,390 (1,390)	762 (762)	94 (94)			94 (94)
Multiple	1,244 (170)	112 (56)	112 (56)			1,132 (114)	609 (93)	92 (6)	431 (15)
2 inmates	120 (60)	112 (56)	112 (56)			8 (4)		8 (4)	0 (0)
3-5 inmates	260 (80)	0 (0)	0 (0)			260 (80)	252 (78)	0 (0)	8 (2)
6-10 inmates	107 (16)	0 (0)	0 (0)			107 (16)	60 (10)	0 (0)	47 (6)
11-50 inmates	103 (3)	0 (0)	0 (0)			103 (3)	0 (0)	84 (2)	19 (1)
More than 50 inmates	654 (11)	0 (0)	0 (0)			654 (11)	297 (5)	0 (0)	357 (6)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.19
Number of Inmates and Confinement Units in New Jersey Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	3,837 (2,808)	2,054 (2,409)	1,842 (2,070)	131 (199)	81 (140)	1,783 (399)	563 (39)	438 (35)	782 (325)
Empty	– (591)	– (507)	– (380)	– (68)	– (59)	– (84)			– (84)
Single	1,990 (1,990)	1,799 (1,799)	1,587 (1,587)	131 (131)	81 (81)	191 (191)			191 (191)
Multiple	1,847 (227)	255 (103)	255 (103)			1,592 (124)	563 (39)	438 (35)	591 (50)
2 inmates	184 (92)	174 (87)	174 (87)			10 (5)		6 (3)	4 (2)
3-5 inmates	123 (27)	75 (15)	75 (15)			48 (12)	17 (5)	0 (0)	31 (7)
6-10 inmates	277 (35)	6 (1)	6 (1)			271 (34)	75 (9)	24 (3)	172 (22)
11-50 inmates	1,203 (72)	0 (0)	0 (0)			1,203 (72)	411 (24)	408 (29)	384 (19)
More than 50 inmates	60 (1)	0 (0)	0 (0)			60 (1)	60 (1)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.20
Number of Inmates and Confinement Units in Pennsylvania State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	7,074 (8,065)	6,907 (8,050)	1,798 (2,131)	4,341 (4,960)	768 (959)	167 (15)	88 (10)	12 (2)	67 (3)
Empty	- (1,143)	- (1,143)	- (333)	- (619)	- (191)	- (0)			- (0)
Single	6,907 (6,907)	6,907 (6,907)	1,798 (1,798)	4,341 (4,341)	768 (768)	0 (0)			0 (0)
Multiple	167 (15)	0 (0)	0 (0)			167 (15)	88 (10)	12 (2)	67 (3)
2 inmates	0 (0)	0 (0)	0 (0)			0 (0)		0 (0)	0 (0)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	76 (11)	0 (0)	0 (0)			76 (11)	58 (8)	12 (2)	6 (1)
11-50 inmates	91 (4)	0 (0)	0 (0)			91 (4)	30 (2)	0 (0)	61 (2)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.21
Number of Inmates and Confinement Units in Pennsylvania Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	6,464 (5,863)	3,752 (4,048)	2,204 (2,102)	978 (1,287)	570 (659)	2,712 (1,815)	879 (71)	273 (128)	1,560 (1,616)
Empty	- (950)	- (842)	- (444)	- (309)	- (89)	- (108)			- (108)
Single	4,242 (4,242)	2,753 (2,753)	1,205 (1,205)	978 (978)	570 (570)	1,489 (1,489)			1,489 (1,489)
Multiple	2,222 (671)	999 (453)	999 (453)			1,223 (218)	879 (71)	273 (128)	71 (19)
2 inmates	982 (491)	726 (363)	726 (363)			256 (128)		246 (123)	10 (5)
3-5 inmates	589 (166)	273 (90)	273 (90)			316 (76)	263 (61)	13 (4)	40 (11)
6-10 inmates	41 (5)	0 (0)	0 (0)			41 (5)	20 (2)	0 (0)	21 (3)
11-50 inmates	75 (5)	0 (0)	0 (0)			75 (5)	61 (4)	14 (1)	0 (0)
More than 50 inmates	535 (4)	0 (0)	0 (0)			535 (4)	535 (4)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in paren heses.

North Central Region

Ohio
Indiana
Illinois
Michigan
Wisconsin
Minnesota
Iowa
Missouri
North Dakota
South Dakota
Nebraska
Kansas

Table C.22
Number of Inmates and Confinement Units in North Central Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	56,708 (40,912)	42,186 (38,297)	25,472 (20,181)	14,178 (15,367)	2,536 (2,749)	14,522 (2,615)	4,303 (205)	2,151 (222)	8,068 (2,188)
Empty	- (3,282)	- (2,999)	- (1,597)	- (1,189)	- (213)	- (283)			- (283)
Single	30,349 (30,349)	28,916 (28,916)	12,202 (12,202)	14,178 (14,178)	2,536 (2,536)	1,433 (1,433)			1,433 (1,433)
Multiple	26,359 (7,281)	13,270 (6,382)	13,270 (6,382)			13,089 (899)	4,303 (205)	2,151 (222)	6,635 (472)
2 inmates	12,964 (6,482)	12,116 (6,058)	12,116 (6,058)			848 (424)		276 (138)	572 (206)
3-5 inmates	1,954 (540)	1,142 (323)	1,142 (323)			812 (217)	406 (102)	175 (53)	231 (62)
6-10 inmates	536 (66)	0 (0)	0 (0)			536 (66)	267 (31)	48 (8)	221 (27)
11-50 inmates	3,186 (108)	12 (1)	12 (1)			3,174 (107)	1,292 (40)	310 (11)	1,572 (56)
More than 50 inmates	7,719 (85)	0 (0)	0 (0)			7,719 (85)	2,338 (32)	1,342 (12)	4,039 (41)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.23
Number of Inmates and Confinement Units in North Central Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	27,431 (20,819)	15,992 (18,096)	12,200 (11,790)	2,096 (3,799)	1,696 (2,507)	11,439 (2,723)	4,093 (493)	1,707 (314)	5,639 (1,916)
Empty	- (6,392)	- (5,798)	- (3,284)	- (1,703)	- (811)	- (594)			- (594)
Single	10,199 (10,199)	9,669 (9,669)	5,877 (5,877)	2,096 (2,096)	1,696 (1,696)	530 (530)			530 (530)
Multiple	17,232 (4,228)	6,323 (2,629)	6,323 (2,629)			10,909 (1,599)	4,093 (493)	1,707 (314)	5,109 (792)
2 inmates	4,714 (2,357)	4,038 (2,019)	4,038 (2,019)			676 (338)		156 (78)	520 (260)
3-5 inmates	4,363 (1,212)	1,906 (561)	1,906 (561)			2,457 (651)	821 (197)	546 (150)	1,090 (304)
6-10 inmates	3,758 (470)	379 (49)	379 (49)			3,379 (421)	1,822 (224)	494 (64)	1,063 (133)
11-50 inmates	4,397 (189)	0 (0)	0 (0)			4,397 (189)	1,450 (72)	511 (22)	2,436 (95)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.24
Number of Inmates and Confinement Units in Ohio State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	12,159 (7,350)	8,868 (7,299)	6,473 (4,724)	1,913 (2,080)	482 (495)	3,291 (51)	1,034 (14)	249 (1)	2,008 (36)
Empty	- (636)	- (636)	- (456)	- (167)	- (13)	- (0)			- (0)
Single	4,542 (4,542)	4,542 (4,542)	2,147 (2,147)	1,913 (1,913)	482 (482)	0 (0)			0 (0)
Multiple	7,617 (2,172)	4,326 (2,121)	4,326 (2,121)			3,291 (51)	1,034 (14)	249 (1)	2,008 (36)
2 inmates	4,162 (2,081)	4,162 (2,081)	4,162 (2,081)			0 (0)		0 (0)	0 (0)
3-5 inmates	216 (54)	164 (40)	164 (40)			52 (14)	0 (0)	8 (0)	52 (14)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	320 (10)	0 (0)	0 (0)			320 (10)	38 (1)	0 (0)	282 (9)
More than 50 inmates	2,919 (27)	0 (0)	0 (0)			2,919 (27)	996 (13)	249 (1)	1,674 (13)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.25
Number of Inmates and Confinement Units in Ohio Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	5,500 (4,576)	3,609 (4,167)	2,193 (2,342)	325 (528)	1,091 (1,297)	1,891 (409)	376 (40)	225 (33)	1,290 (336)
Empty	- (1,275)	- (1,197)	- (788)	- (203)	- (20)	- (7)			- (78)
Single	2,568 (2,568)	2,457 (2,457)	1,041 (1,041)	325 (325)	1,091 (1,091)	111 (111)			111 (111)
Multiple	2,932 (733)	1,152 (513)	1,152 (513)			1,780 (220)	376 (40)	225 (33)	1,179 (147)
2 inmates	874 (437)	812 (406)	812 (406)			62 (31)		10 (5)	52 (26)
3-5 inmates	534 (155)	340 (107)	340 (107)			194 (48)	79 (18)	12 (3)	103 (27)
6-10 inmates	813 (101)	0 (0)	0 (0)			813 (101)	72 (10)	169 (22)	572 (69)
11-50 inmates	711 (40)	0 (0)	0 (0)			711 (40)	225 (12)	34 (3)	452 (25)
More than 50 inmates	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0	0 0

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.26
Number of Inmates and Confinement Units in Indiana State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	4,785 (3,218)	1,330 (1,673)	1,231 (1,560)	99 (113)	0 (0)	3,455 (1,545)	130 (3)	1,177 (89)	2,148 (1,453)
Empty	- (568)	- (343)	- (329)	- (14)	- (0)	- (225)			- (225)
Single	2,533 (2,533)	1,330 (1,330)	1,231 (1,231)	99 (99)	0 (0)	1,203 (1,203)			1,203 (1,203)
Multiple	2,252 (117)	0 (0)	0 (0)			2,252 (117)	130 (3)	1,177 (89)	945 (25)
2 inmates	160 (80)	0 (0)	0 (0)			160 (80)		156 (78)	4 (2)
3-5 inmates	24 (7)	0 (0)	0 (0)			24 (7)	0 (0)	3 (1)	21 (6)
6-10 inmates	9 (1)	0 (0)	0 (0)			9 (1)	0 (0)	0 (0)	9 (1)
11-50 inmates	576 (13)	0 (0)	0 (0)			576 (13)	130 (3)	0 (0)	446 (10)
More than 50 inmates	1,483 (16)	0 (0)	0 (0)			1,483 (16)	0 (0)	1,018 (10)	465 (6)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.27
Number of Inmates and Confinement Units in Indiana Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,319 (2,042)	1,607 (1,848)	1,312 (1,280)	140 (291)	155 (277)	712 (194)	392 (35)	77 (29)	243 (130)
Empty	- (683)	- (641)	- (368)	- (151)	- (122)	- (42)			- (42)
Single	991 (991)	953 (953)	658 (658)	140 (140)	155 (155)	38 (38)			38 (38)
Multiple	1,328 (368)	654 (254)	654 (254)			674 (114)	392 (35)	77 (29)	205 (50)
2 inmates	380 (190)	320 (160)	320 (160)			60 (30)		32 (16)	28 (14)
3-5 inmates	543 (149)	334 (94)	334 (94)			209 (55)	66 (16)	45 (13)	98 (26)
6-10 inmates	115 (15)	0 (0)	0 (0)			115 (15)	47 (6)	0 (0)	68 (9)
11-50 inmates	290 (14)	0 (0)	0 (0)			290 (14)	279 (13)	0 (0)	11 (1)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.28
Number of Inmates and Confinement Units in Illinois State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	10,515 (7,141)	9,363 (6,943)	7,568 (4,748)	1,481 (1,832)	314 (363)	1,152 (198)	706 (26)	35 (7)	411 (165)
Empty	- (660)	- (647)	- (247)	- (351)	- (49)	- (13)			- (13)
Single	2,614 (3,614)	3,533 (3,533)	1,738 (1,738)	1,481 (1,481)	314 (314)	81 (81)			81 (81)
Multiple	6,901 (2,867)	5,830 (2,763)	5,830 (2,763)			1,071 (104)	706 (26)	35 (7)	330 (71)
2 inmates	5,218 (2,609)	5,124 (2,562)	5,124 (2,562)			94 (47)		0 (0)	94 (47)
3-5 inmates	797 (225)	706 (201)	706 (201)			91 (24)	0 (0)	35 (7)	56 (17)
6-10 inmates	133 (17)	0 (0)	0 (0)			133 (17)	119 (15)	0 (0)	14 (2)
11-50 inmates	151 (7)	0 (0)	0 (0)			151 (7)	65 (3)	0 (0)	86 (4)
More than 50 inmates	602 (9)	0 (0)	0 (0)			602 (9)	522 (8)	0 (0)	80 (1)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.29
Number of Inmates and Confinement Units in Illinois Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	5,655 (4,047)	4,292 (3,901)	3,662 (2,854)	531 (890)	99 (157)	1,363 (146)	195 (19)	36 (9)	1,132 (118)
Empty	- (860)	- (823)	- (406)	- (359)	- (58)	- (37)			- (37)
Single	1,958 (1,958)	1,942 (1,942)	1,312 (1,312)	531 (531)	99 (99)	16 (16)			16 (16)
Multiple	3,697 (1,229)	2,350 (1,136)	2,350 (1,136)			1,347 (93)	195 (19)	36 (9)	1,116 (65)
2 inmates	2,184 (1,092)	2,166 (1,083)	2,166 (1,083)			18 (9)		4 (2)	14 (7)
3-5 inmates	268 (77)	184 (53)	184 (53)			84 (24)	25 (7)	13 (4)	46 (13)
6-10 inmates	139 (19)	0 (0)	0 (0)			139 (19)	36 (4)	19 (3)	84 (12)
11-50 inmates	1,106 (34)	0 (0)	0 (0)			1,106 (34)	134 (8)	0 (0)	972 (26)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.30
Number of Inmates and Confinement Units in Michigan State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	13,271 (9,728)	9,282 (9,372)	2,669 (2,699)	6,359 (6,418)	254 (255)	3,989 (356)	1,485 (46)	194 (7)	2,310 (303)
Empty	- (177)	- (172)	- (112)	- (59)	- (1)	- (5)			- (5)
Single	9,162 (9,162)	9,128 (9,128)	2,515 (2,515)	6,359 (6,359)	254 (254)	34 (34)			34 (34)
Multiple	4,109 (389)	154 (72)	154 (72)			3,955 (317)	1,485 (46)	194 (7)	2,276 (264)
2 inmates	568 (284)	142 (71)	142 (71)			426 (213)		0 (0)	426 (213)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	302 (33)	0 (0)	0 (0)			302 (33)	140 (15)	0 (0)	162 (18)
11-50 inmates	1,398 (49)	12 (1)	12 (1)			1,386 (48)	775 (22)	194 (7)	417 (19)
More than 50 inmates	1,841 (23)	0 (0)	0 (0)			1,841 (23)	570 (9)	0 (0)	1,271 (14)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.31
Number of Inmates and Confinement Units in Michigan Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	5,415 (2,771)	1,642 (2,023)	1,374 (1,567)	211 (358)	57 (98)	3,773 (748)	2,019 (270)	523 (121)	1,231 (357)
Empty	- (550)	- (478)	- (290)	- (147)	- (41)	- (72)			- (72)
Single	1,578 (1,578)	1,500 (1,500)	1,232 (1,232)	211 (211)	57 (57)	78 (78)			78 (78)
Multiple	3,837 (643)	142 (45)	142 (45)			3,695 (598)	2,019 (270)	523 (121)	1,153 (207)
2 inmates	248 (124)	26 (13)	26 (13)			222 (111)		28 (14)	194 (97)
3-5 inmates	1,063 (285)	89 (28)	89 (28)			974 (257)	383 (90)	301 (84)	290 (83)
6-10 inmates	1,611 (196)	27 (4)	27 (4)			1,584 (2)	1,376 (166)	170 (21)	38 (5)
11-50 inmates	915 (38)	0 (0)	0 (0)			915 (38)	260 (14)	24 (2)	631 (22)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.32
Number of Inmates and Confinement Units in Wisconsin State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	3,143	2,703	1,520	468	715	440	68	177	195
	(2,972)	(2,845)	(1,550)	(511)	(784)	(127)	(2)	(52)	(73)
Empty	–	–	–	–	–	–			–
	(208)	(185)	(73)	(43)	(69)	(23)			(23)
Single	2,642	2,617	1,434	468	715	25			25
	(2,642)	(2,617)	(1,434)	(468)	(715)	(25)			(25)
Multiple	501	86	86			415	68	177	170
	(122)	(43)	(43)			(79)	(2)	(52)	(25)
2 inmates	208	86	86			122		102	20
	(104)	(43)	(43)			(61)		(51)	(10)
3-5 inmates	35	0	0			35	0	0	35
	(7)	(0)	(0)			(7)	(0)	(0)	(7)
6-10 inmates	36	0	0			36	0	0	36
	(6)	(0)	(0)			(6)	(0)	(0)	(6)
11-50 inmates	89	0	0			89	68	0	21
	(3)	(0)	(0)			(3)	(2)	(0)	(1)
More than 50 inmates	133	0	0			133	0	75	58
	(2)	(0)	(0)			(2)	(0)	(1)	(1)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.33
Number of Inmates and Confinement Units in Wisconsin Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,748	940	799	121	20	808	332	110	366
	(1,637)	(1,449)	(1,126)	(266)	(57)	(188)	(14)	(16)	(158)
Empty	–	–	–	–	–	–			–
	(782)	(731)	(549)	(145)	(37)	(51)			(51)
Single	650	616	475	121	20	34			34
	(650)	(616)	(475)	(121)	(20)	(34)			(34)
Multiple	1,098	324	324			774	332	110	332
	(205)	(102)	(102)			(103)	(14)	(16)	(73)
2 inmates	34	34	34			50		2	48
	(42)	(17)	(17)			(25)		(1)	(24)
3-5 inmates	419	290	290			129	4	9	117
	(118)	(85)	(85)			(33)	(1)	(2)	(30)
6-10 inmates	264	0	0			264	35	100	129
	(34)	(0)	(0)			(34)	(5)	(13)	(16)
11-50 inmates	331	0	0			331	293	0	38
	(11)	(0)	(0)			(11)	(8)	(0)	(3)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.34
Number of Inmates and Confinement Units in Minnesota State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,831	1,724	375	1,192	157	107	0	32	75
	(2,165)	(2,133)	(408)	(1,516)	(209)	(32)	(0)	(5)	(27)
Empty	–	–	–	–	–	–			–
	(429)	(428)	(52)	(324)	(52)	(1)			(1)
Single	1,705	1,686	337	1,192	157	19			19
	(1,705)	(1,686)	(337)	(1,192)	(157)	(19)			(19)
Multiple	126	38	38			88	0	32	56
	(31)	(19)	(19)			(12)	(0)	(5)	(7)
2 inmates	44	38	38			6		0	6
	(22)	(19)	(19)			(3)		(0)	(3)
3-5 inmates	15	0	0			15	0	12	3
	(5)	(0)	(0)			(5)	(0)	(4)	(1)
6-10 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
11-50 inmates	67	0	0			67	0	20	47
	(4)	(0)	(0)			(4)	(0)	(1)	(3)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.35
Number of Inmates and Confinement Units in Minnesota Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,491	1,032	556	410	76	459	121	79	259
	(1,490)	(1,322)	(549)	(619)	(154)	(168)	(21)	(16)	(131)
Empty	–	–	–	–	–	–			–
	(500)	(443)	(156)	(209)	(78)	(57)			(57)
Single	791	755	269	410	76	36			36
	(791)	(755)	(269)	(410)	(76)	(36)			(36)
Multiple	700	277	277			423	121	79	223
	(199)	(124)	(124)			(75)	(21)	(16)	(38)
2 inmates	256	212	212			44		14	30
	(128)	(106)	(106)			(22)		(7)	(15)
3-5 inmates	194	58	58			136	70	15	51
	(52)	(17)	(17)			(35)	(16)	(5)	(14)
6-10 inmates	66	7	7			59	19	0	40
	(9)	(1)	(1)			(8)	(3)	(0)	(5)
11-50 inmates	184	0	0			184	32	50	102
	(10)	(0)	(0)			(10)	(2)	(4)	(4)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.36
Number of Inmates and Confinement Units in Iowa State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,772 (1,765)	1,513 (1,694)	1,445 (1,623)	0 (0)	68 (71)	259 (66)	6 (2)	30 (2)	223 (62)
Empty	– (193)	– (182)	– (179)	– (0)	– (3)	– (11)			– (11)
Single	1,539 (1,539)	1,511 (1,511)	1,443 (1,443)	0 (0)	68 (68)	28 (28)			28 (28)
Multiple	233 (28)	2 (1)	2 (1)			231 (27)	6 (2)	30 (2)	195 (23)
2 inmates	14 (7)	2 (1)	2 (1)			12 (6)		2 (1)	10 (5)
3-5 inmates	67 (18)	0 (0)	0 (0)			67 (18)	6 (2)	0 (0)	61 (16)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	28 (1)	0 (0)	0 (0)			28 (1)	0 (0)	28 (1)	0 (0)
More than 50 inmates	124 (2)	0 (0)	0 (0)			124 (2)	0 (0)	0 (0)	124 (2)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.37
Number of Inmates and Confinement Units in Iowa Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	651 (731)	320 (588)	249 (388)	40 (110)	31 (90)	331 (143)	117 (16)	14 (4)	200 (123)
Empty	– (364)	– (317)	– (188)	– (70)	– (59)	– (47)			– (47)
Single	262 (262)	225 (225)	154 (154)	40 (40)	31 (31)	37 (37)			37 (37)
Multiple	389 (105)	95 (46)	95 (46)			294 (59)	117 (16)	14 (4)	163 (39)
2 inmates	108 (54)	88 (44)	88 (44)			20 (10)		4 (2)	16 (8)
3-5 inmates	140 (38)	7 (2)	7 (2)			133 (36)	26 (7)	10 (2)	97 (27)
6-10 inmates	57 (8)	0 (0)	0 (0)			57 (8)	51 (7)	0 (0)	6 (1)
11-50 inmates	84 (5)	0 (0)	0 (0)			84 (5)	40 (2)	0 (0)	44 (3)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.38
Number of Inmates and Confinement Units in Missouri State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	5,146 (3,246)	4,315 (3,179)	2,397 (1,209)	1,527 (1,579)	391 (391)	831 (67)	116 (29)	159 (26)	556 (12)
Empty	– (60)	– (60)	– (8)	– (52)	– (0)	– (0)			– (0)
Single	1,933 (1,933)	1,932 (1,932)	14 (14)	1,527 (1,527)	391 (391)	1 (1)			1 (1)
Multiple	3,213 (1,253)	2,383 (1,187)	2,383 (1,187)			830 (66)	116 (29)	159 (26)	555 (11)
2 inmates	2,370 (1,185)	2,356 (1,178)	2,356 (1,178)			14 (7)		14 (7)	0 (0)
3-5 inmates	172 (47)	27 (9)	27 (9)			145 (38)	116 (29)	29 (9)	0 (0)
6-10 inmates	48 (8)	0 (0)	0 (0)			48 (8)	0 (0)	48 (8)	0 (0)
11-50 inmates	256 (9)	0 (0)	0 (0)			256 (9)	0 (0)	68 (2)	188 (7)
More than 50 inmates	367 (4)	0 (0)	0 (0)			367 (4)	0 (0)	0 (0)	367 (4)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.39
Number of Inmates and Confinement Units in Missouri Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,759 (1,494)	1,490 (1,206)	1,285 (843)	128 (236)	77 (127)	1,269 (288)	271 (46)	423 (31)	575 (211)
Empty	– (341)	– (299)	– (141)	– (108)	– (50)	– (42)			– (42)
Single	775 (775)	704 (704)	499 (499)	128 (128)	77 (77)	71 (71)			71 (71)
Multiple	1,984 (378)	786 (203)	786 (203)			1,198 (175)	271 (46)	423 (31)	504 (98)
2 inmates	234 (117)	166 (83)	166 (83)			68 (34)		18 (9)	50 (25)
3-5 inmates	608 (168)	275 (76)	275 (76)			333 (92)	124 (31)	40 (11)	169 (50)
6-10 inmates	554 (70)	345 (44)	345 (44)			209 (26)	90 (11)	20 (3)	99 (12)
11-50 inmates	588 (23)	0 (0)	0 (0)			588 (23)	57 (4)	345 (8)	186 (11)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.40
Number of Inmates and Confinement Units in North Dakota State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	305 (300)	229 (297)	229 (297)	0 (0)	0 (0)	76 (3)	0 (0)	0 (0)	76 (3)
Empty	– (70)	– (70)	– (70)	– (0)	– (0)	– (0)			– (0)
Single	225 (225)	225 (225)	225 (225)	0 (0)	0 (0)	0 (0)			0 (0)
Multiple	80 (5)	4 (2)	4 (2)			76 (3)	0 (0)	0 (0)	76 (3)
2 inmates	4 (2)	4 (2)	4 (2)			0 (0)		0 (0)	0 (0)
3-5 inmates	3 (1)	0 (0)	0 (0)			3 (1)	0 (0)	0 (0)	3 (1)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	73 (2)	0 (0)	0 (0)			73 (2)	0 (0)	0 (0)	73 (2)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.41
Number of Inmates and Confinement Units in North Dakota Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	103 (231)	67 (257)	38 (140)	26 (104)	3 (13)	36 (34)	13 (2)	6 (1)	17 (31)
Empty	– (220)	– (198)	– (110)	– (78)	– (10)	– (22)			– (22)
Single	59 (59)	52 (52)	23 (23)	26 (26)	3 (3)	7 (7)			7 (7)
Multiple	44 (12)	15 (7)	15 (7)			29 (5)	13 (2)	6 (1)	10 (2)
2 inmates	14 (7)	12 (6)	12 (6)			2 (1)		0 (0)	2 (1)
3-5 inmates	3 (1)	3 (1)	3 (1)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	27 (4)	0 (0)	0 (0)			27 (3)	13 (2)	6 (1)	8 (1)
11-50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.42
Number of Inmates and Confinement Units in South Dakota State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	522 (531)	510 (530)	66 (33)	425 (478)	19 (19)	12 (1)	0 (0)	0 (0)	12 (1)
Empty	– (53)	– (53)	– (0)	– (53)	– (0)	– (0)			– (0)
Single	444 (444)	444 (444)	0 (0)	425 (425)	19 (19)	0 (0)			0 (0)
Multiple	78 (34)	66 (33)	66 (33)			12 (1)	0 (0)	0 (0)	12 (1)
2 inmates	66 (33)	66 (33)	66 (33)			0 (0)		0 (0)	0 (0)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	12 (1)	0 (0)	0 (0)			12 (1)	0 (0)	0 (0)	12 (1)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.43
Number of Inmates and Confinement Units in South Dakota Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	268 (435)	177 (384)	80 (151)	63 (165)	34 (78)	91 (51)	56 (8)	2 (1)	33 (42)
Empty	– (242)	– (219)	– (83)	– (102)	– (34)	– (23)			– (23)
Single	164 (164)	153 (153)	56 (56)	63 (63)	34 (34)	11 (11)			11 (11)
Multiple	104 (29)	24 (12)	24 (12)			80 (17)	56 (8)	2 (1)	22 (8)
2 inmates	36 (18)	24 (12)	24 (12)			12 (6)		2 (1)	10 (5)
3-5 inmates	19 (5)	0 (0)	0 (0)			19 (5)	13 (3)	0 (0)	6 (2)
6-10 inmates	49 (6)	0 (0)	0 (0)			49 (6)	43 (5)	0 (0)	6 (1)
11-50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.44
Number of Inmates and Confinement Units in Nebraska State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,121	742	689	53	0	379	335	2	42
	(583)	(531)	(461)	(70)	(0)	(52)	(4)	(1)	(47)
Empty	-	-	-	-	-	-			-
	(25)	(20)	(3)	(17)	(0)	(5)			(5)
Single	421	379	326	53	0	42			42
	(421)	(379)	(326)	(53)	(0)	(42)			(42)
Multiple	700	363	363			337	335	2	0
	(137)	(132)	(132)			(5)	(4)	(1)	(0)
2 inmates	120	118	118			2		2	0
	(60)	(59)	(59)			(1)		(1)	(0)
3-5 inmates	245	245	245			0	0	0	0
	(73)	(73)	(73)			(0)	(0)	(0)	(0)
6-10 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
11-50 inmates	85	0	0			85	85	0	0
	(2)	(0)	(0)			(2)	(2)	(0)	(0)
More than 50 inmates	250	0	0			250	250	0	0
	(2)	(0)	(0)			(2)	(2)	(0)	(0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.45
Number of Inmates and Confinement Units in Nebraska Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	628	345	299	33	13	283	128	71	84
	(537)	(427)	(298)	(82)	(47)	(110)	(14)	(13)	(83)
Empty	-	-	-	-	-	-			-
	(248)	(210)	(127)	(49)	(34)	(38)			(38)
Single	165	144	98	33	13	21			21
	(165)	(144)	(98)	(33)	(13)	(21)			(21)
Multiple	463	201	201			262	128	71	63
	(124)	(73)	(73)			(51)	(14)	(13)	(24)
2 inmates	116	78	78			38		10	28
	(58)	(39)	(39)			(19)		(5)	(14)
3-5 inmates	190	123	123			67	18	14	35
	(53)	(34)	(34)			(19)	(5)	(4)	(10)
6-10 inmates	33	0	0			33	33	0	0
	(4)	(0)	(0)			(4)	(4)	(0)	(0)
11-50 inmates	124	0	0			124	77	47	0
	(9)	(0)	(0)			(9)	(5)	(4)	(0)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.46
Number of Inmates and Confinement Units in Kansas State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,138	1,607	810	661	136	531	423	96	12
	(1,918)	(1,801)	(869)	(770)	(162)	(117)	(79)	(32)	(6)
Empty	-	-	-	-	-	-			-
	(203)	(203)	(68)	(109)	(26)	(0)			(0)
Single	1,589	1,589	792	661	136	0			0
	(1,589)	(1,589)	(792)	(661)	(136)	(0)			(0)
Multiple	549	18	18			531	423	96	12
	(126)	(9)	(9)			(117)	(79)	(32)	(6)
2 inmates	30	18	18			12		0	12
	(15)	(9)	(9)			(6)		(0)	(6)
3-5 inmates	380	0	0			380	284	96	0
	(103)	(0)	(0)			(103)	(71)	(32)	(0)
6-10 inmates	8	0	0			8	8	0	0
	(1)	(0)	(0)			(1)	(1)	(0)	(0)
11-50 inmates	131	0	0			131	131	0	0
	(7)	(0)	(0)			(7)	(7)	(0)	(0)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.47
Number of Inmates and Confinement Units in Kansas Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	894	471	363	68	40	423	73	141	209
	(775)	(524)	(252)	(150)	(122)	(251)	(8)	(40)	(203)
Empty	-	-	-	-	-	-			-
	(327)	(242)	(78)	(82)	(82)	(85)			(85)
Single	238	168	60	68	40	70			70
	(238)	(168)	(60)	(68)	(40)	(70)			(70)
Multiple	656	303	303			353	73	141	139
	(210)	(114)	(114)			(96)	(8)	(40)	(48)
2 inmates	180	100	100			80		32	48
	(90)	(50)	(50)			(40)		(16)	(24)
3-5 inmates	382	203	203			179	13	86	78
	(111)	(64)	(64)			(47)	(3)	(22)	(22)
6-10 inmates	30	0	0			30	7	10	13
	(4)	(0)	(0)			(4)	(1)	(1)	(2)
11-50 inmates	64	0	0			64	53	11	0
	(5)	(0)	(0)			(5)	(4)	(1)	(0)
More than 50 inmates	0	0	0			0	0	0	0
	(7)	(0)	(0)			(0)	(0)	(0)	(0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Southern Region

Delaware
Maryland
District of Columbia
Virginia
West Virginia
North Carolina
South Carolina
Georgia
Florida
Kentucky
Tennessee
Alabama
Mississippi
Arkansas
Louisiana
Oklahoma
Texas

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Table C.48
Number of Inmates and Confinement Units in Southern State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

		Density By Type of Confinement Unit							
		Cells				Dormitories			
Occupancy	Total	Total	High	Medium	Low	Total	High	Medium	Low
Total	107,184 (37,699)	51,919 (35,264)	44,219 (26,797)	5,528 (6,144)	2,172 (2,323)	55,265 (2,435)	38,081 (1,035)	9,552 (609)	7,632 (791)
Empty	– (1,729)	– (1,524)	– (757)	– (616)	– (151)	– (205)			– (205)
Single	18,481 (18,481)	18,337 (18,337)	10,637 (10,637)	5,528 (5,528)	2,172 (2,172)	144 (144)			144 (144)
Multiple	88,703 (17,489)	33,582 (15,403)	33,582 (15,403)			55,121 (2,086)	38,081 (1,035)	9,552 (609)	7,488 (442)
2 inmates	27,384 (13,692)	26,538 (13,269)	26,538 (13,269)			846 (423)		570 (285)	276 (138)
3-5 inmates	8,252 (2,496)	6,654 (2,077)	6,654 (2,077)			1,598 (419)	921 (237)	401 (106)	276 (76)
6-10 inmates	1,897 (274)	390 (57)	390 (57)			1,507 (217)	928 (141)	374 (49)	205 (27)
11-50 inmates	18,578 (619)	0 (0)	0 (0)			18,578 (619)	10,752 (342)	3,038 (105)	4,788 (172)
More than 50 inmates	32,592 (408)	0 (0)	0 (0)			32,592 (408)	25,480 (315)	5,169 (64)	1,943 (29)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.49
Number of Inmates and Confinement Units in Southern Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

		Density By Type of Confinement Unit							
		Cells				Dormitories			
Occupancy	Total	Total	High	Medium	Low	Total	High	Medium	Low
Total	65,113 (31,558)	28,061 (24,723)	23,624 (17,473)	2,243 (3,513)	2,194 (3,737)	37,052 (6,835)	23,629 (2,248)	5,157 (1,019)	8,266 (3,568)
Empty	– (7,634)	– (6,559)	– (3,746)	– (1,270)	– (1,543)	– (1,075)			– (1,075)
Single	13,568 (13,568)	12,520 (12,520)	8,083 (8,083)	2,243 (2,243)	2,194 (2,194)	1,048 (1,048)			1,048 (1,048)
Multiple	51,545 (10,356)	15,541 (5,644)	15,541 (5,644)			36,004 (4,712)	23,629 (2,248)	5,157 (1,019)	7,218 (1,445)
2 inmates	9,460 (4,730)	7,414 (3,707)	7,414 (3,707)			2,046 (1,023)		726 (363)	1,320 (560)
3-5 inmates	12,130 (3,344)	5,639 (1,621)	5,639 (1,621)			6,491 (1,723)	3,274 (832)	1,442 (414)	1,775 (477)
6-10 inmates	9,618 (1,280)	2,036 (283)	2,036 (283)			7,582 (997)	5,497 (713)	921 (120)	1,164 (164)
11-50 inmates	18,918 (982)	452 (33)	452 (33)			18,466 (949)	13,439 (683)	2,068 (122)	2,959 (144)
More than 50 inmates	1,419 (20)	0 (0)	0 (0)			1,419 (20)	1,419 (20)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

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Table C.50
Number of Inmates and Confinement Units in Delaware State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	896 (508)	502 (483)	154 (135)	323 (323)	25 (25)	394 (25)	139 (5)	225 (10)	30 (10)
Empty	- (1)	- (0)	- (0)	- (0)	- (0)	- (1)			- (1)
Single	467 (467)	464 (464)	116 (116)	323 (323)	25 (25)	3 (3)			3 (3)
Multiple	429 (40)	38 (19)	38 (19)			391 (21)	139 (5)	225 (10)	27 (6)
2 inmates	40 (20)	38 (19)	38 (19)			2 (1)		0 (0)	2 (1)
3-5 inmates	21 (7)	0 (0)	0 (0)			21 (7)	0 (0)	15 (5)	6 (2)
6-10 inmates	19 (3)	0 (0)	0 (0)			19 (3)	0 (0)	0 (0)	19 (3)
11-50 inmates	263 (9)	0 (0)	0 (0)			263 (9)	53 (4)	210 (5)	0 (0)
More than 50 inmates	86 (1)	0 (0)	0 (0)			86 (1)	86 (1)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.51
Number of Inmates and Confinement Units in Maryland State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	7,341 (4,322)	5,467 (4,245)	3,840 (2,578)	927 (949)	700 (718)	1,874 (77)	1,011 (26)	803 (30)	60 (21)
Empty	- (93)	- (91)	- (51)	- (22)	- (18)	- (2)			- (2)
Single	2,847 (2,847)	2,841 (2,841)	1,214 (1,214)	927 (927)	700 (700)	6 (6)			6 (6)
Multiple	4,494 (1,382)	2,626 (1,313)	2,626 (1,313)			1,868 (69)	1,011 (26)	803 (30)	54 (13)
2 inmates	2,630 (1,315)	2,626 (1,313)	2,626 (1,313)			4 (2)		0 (0)	4 (2)
3-5 inmates	73 (21)	0 (0)	0 (0)			73 (21)	24 (6)	19 (5)	30 (10)
6-10 inmates	70 (9)	0 (0)	0 (0)			70 (9)	6 (1)	64 (8)	0 (0)
11-50 inmates	1,226 (32)	0 (0)	0 (0)			1,226 (32)	655 (16)	551 (15)	20 (1)
More than 50 inmates	495 (5)	0 (0)	0 (0)			495 (5)	326 (3)	169 (2)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.52
Number of Inmates and Confinement Units in Maryland Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	3,678 (1,550)	2,327 (1,376)	2,238 (1,272)	15 (22)	74 (82)	1,351 (174)	1,131 (75)	22 (10)	198 (89)
Empty	- (68)	- (53)	- (38)	- (7)	- (8)	- (15)			- (15)
Single	399 (399)	350 (350)	261 (261)	15 (15)	74 (74)	49 (49)			49 (49)
Multiple	3,279 (1,083)	1,977 (973)	1,977 (973)			1,302 (110)	1,131 (75)	22 (10)	149 (25)
2 inmates	1,928 (964)	1,896 (948)	1,896 (948)			32 (16)		16 (8)	16 (8)
3-5 inmates	251 (64)	81 (25)	81 (25)			170 (39)	112 (26)	6 (2)	52 (11)
6-10 inmates	105 (15)	0 (0)	0 (0)			105 (15)	72 (11)	0 (0)	33 (4)
11-50 inmates	794 (37)	0 (0)	0 (0)			794 (37)	746 (35)	0 (0)	48 (2)
More than 50 inmates	201 (3)	0 (0)	0 (0)			201 (3)	201 (3)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.53
Number of Inmates and Confinement Units in District of Columbia State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,196	740	395	309	36	1,456	0	0	1,456
	(803)	(763)	(373)	(350)	(40)	(40)	(0)	(0)	(40)
Empty	-	-	-	-	-	-			-
	(54)	(49)	(4)	(41)	(4)	(5)			(5)
Single	688	688	343	309	36	0			0
	(688)	(688)	(343)	(309)	(36)	(0)			(0)
Multiple	1,508	52	52			1,456	0	0	1,456
	(61)	(26)	(26)			(35)	(0)	(0)	(35)
2 inmates	52	52	52			0		0	0
	(26)	(26)	(26)			(0)		(0)	(0)
3-5 inmates	4	0	0			4	0	0	4
	(1)	(0)	(0)			(1)	(0)	(0)	(1)
6-10 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
11-50 inmates	1,050	0	0			1,050	0	0	1,050
	(27)	(0)	(0)			(27)	(0)	(0)	(27)
More than 50 inmates	402	0	0			402	0	0	402
	(7)	(0)	(0)			(7)	(0)	(0)	(7)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.54
Number of Inmates and Confinement Units in District of Columbia Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,417	1,080	1,080	0	0	337	337	0	0
	(1,156)	(1,149)	(1,149)	(0)	(0)	(7)	(7)	(0)	(0)
Empty	-	-	-	-	-	-			-
	(69)	(69)	(69)	(0)	(0)	(0)			(0)
Single	1,080	1,080	1,080	0	0	0			0
	(1,080)	(1,080)	(1,080)	(0)	(0)	(0)			(0)
Multiple	337	0	0			337	337	0	0
	(7)	(0)	(0)			(7)	(7)	(0)	(0)
2 inmates	0	0	0			0		0	0
	(0)	(0)	(0)			(0)		(0)	(0)
3-5 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
6-10 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
11-50 inmates	200	0	0			200	200	0	0
	(5)	(0)	(0)			(5)	(5)	(0)	(0)
More than 50 inmates	137	0	0			137	137	0	0
	(2)	(0)	(0)			(2)	(2)	(0)	(0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.55
Number of Inmates and Confinement Units in Virginia State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

		Density By Type of Confinement Unit							
		Cells				Dormitories			
Occupancy	Total	Total	High	Medium	Low	Total	High	Medium	Low
Total	5,563 (3,274)	2,977 (3,101)	2,027 (2,003)	869 (981)	81 (117)	2,586 (173)	1,005 (23)	741 (38)	840 (112)
Empty	- (328)	- (267)	- (119)	- (112)	- (36)	- (61)			- (61)
Single	2,701 (2,701)	2,691 (2,691)	1,741 (1,741)	869 (869)	81 (81)	10 (10)			10 (10)
Multiple	2,862 (245)	286 (143)	286 (143)			2,576 (102)	1,005 (23)	741 (38)	830 (41)
2 inmates	286 (143)	286 (143)	286 (143)			0 (0)		0 (0)	0 (0)
3-5 inmates	121 (26)	0 (0)	0 (0)			121 (26)	0 (0)	33 (8)	88 (18)
6-10 inmates	133 (18)	6 (0)	0 (0)			133 (18)	24 (4)	109 (14)	0 (0)
11-50 inmates	1,271 (42)	0 (0)	0 (0)			1,271 (42)	411 (10)	299 (12)	561 (20)
More than 50 inmates	1,051 (16)	0 (0)	0 (0)			1,051 (16)	570 (9)	300 (4)	181 (3)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.56
Number of Inmates and Confinement Units in Virginia Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

		Density By Type of Confinement Unit							
		Cells				Dormitories			
Occupancy	Total	Total	High	Medium	Low	Total	High	Medium	Low
Total	3,826 (3,675)	2,859 (3,510)	2,583 (3,126)	254 (310)	22 (66)	967 (165)	374 (36)	172 (24)	421 (105)
Empty	- (1,074)	- (1,055)	- (947)	- (64)	- (44)	- (19)			- (19)
Single	2,174 (2,174)	2,161 (2,161)	1,885 (1,885)	254 (254)	22 (22)	13 (13)			13 (13)
Multiple	1,652 (427)	698 (294)	698 (294)			954 (133)	374 (36)	172 (24)	408 (73)
2 inmates	480 (240)	442 (221)	442 (221)			38 (19)		10 (5)	28 (14)
3-5 inmates	421 (120)	256 (73)	256 (73)			165 (47)	22 (7)	33 (9)	110 (31)
6-10 inmates	328 (43)	0 (0)	0 (0)			328 (43)	106 (14)	59 (7)	163 (22)
11-50 inmates	423 (24)	0 (0)	0 (0)			423 (24)	246 (15)	70 (3)	107 (6)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.57
Number of Inmates and Confinement Units in West Virginia State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,222	581	581	0	0	641	0	96	545
	(579)	(658)	(658)	(0)	(0)	(21)	(0)	(3)	(18)
Empty	-	-	-	-	-	-			-
	(87)	(87)	(87)	(0)	(0)	(0)			(0)
Single	561	561	561	0	0	0			0
	(561)	(561)	(561)	(0)	(0)	(0)			(0)
Multiple	661	20	20			641	0	96	545
	(31)	(10)	(10)			(21)	(0)	(3)	(18)
2 inmates	20	20	20			0		0	0
	(10)	(10)	(10)			(0)		(0)	(0)
3-5 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
6-10 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
11-50 inmates	641	0	0			641	0	96	545
	(21)	(0)	(0)			(21)	(0)	(3)	(18)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.58
Number of Inmates and Confinement Units in West Virginia Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,010	748	622	76	50	262	56	42	164
	(1,120)	(961)	(715)	(145)	(101)	(159)	(16)	(11)	(132)
Empty	-	-	-	-	-	-			-
	(431)	(367)	(247)	(69)	(51)	(64)			(64)
Single	518	488	362	76	50	30			30
	(518)	(488)	(362)	(76)	(50)	(30)			(30)
Multiple	492	260	260			232	56	42	134
	(171)	(106)	(106)			(65)	(16)	(11)	(38)
2 inmates	164	124	124			40		2	38
	(82)	(62)	(62)			(20)		(1)	(19)
3-5 inmates	250	136	136			114	46	32	36
	(77)	(44)	(44)			(33)	(15)	(9)	(9)
6-10 inmates	78	0	0			78	10	8	60
	(12)	(0)	(0)			(12)	(1)	(1)	(10)
11-50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.59
Number of Inmates and Confinement Units in North Carolina State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	10,559	1,723	1,382	336	5	8,836	8,389	187	260
	(1,876)	(1,519)	(1,152)	(357)	(10)	(357)	(203)	(17)	(137)
Empty	-	-	-	-	-	-			-
	(139)	(97)	(71)	(21)	(5)	(42)			(42)
Single	1,223	1,195	854	336	5	28			28
	(1,223)	(1,195)	(854)	(336)	(5)	(28)			(28)
Multiple	9,336	528	534			8,808	8,389	187	232
	(514)	(227)	(227)			(287)	(203)	(17)	(67)
2 inmates	462	362	362			100		8	92
	(231)	(181)	(181)			(50)		(4)	(46)
3-5 inmates	241	166	166			75	9	13	53
	(68)	(46)	(46)			(22)	(2)	(3)	(17)
6-10 inmates	101	0	0			101	69	24	8
	(14)	(0)	(0)			(14)	(9)	(4)	(1)
11-50 inmates	4,765	0	0			4,765	4,544	142	79
	(147)	(0)	(0)			(147)	(138)	(6)	(3)
More than 50 inmates	3,767	0	0			3,767	3,767	0	0
	(54)	(0)	(0)			(54)	(54)	(0)	(0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.60
Number of Inmates and Confinement Units in North Carolina Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,674	1,551	1,371	127	53	1,123	452	136	535
	(2,076)	(1,665)	(1,279)	(250)	(136)	(411)	(89)	(47)	(275)
Empty	-	-	-	-	-	-			-
	(621)	(563)	(357)	(123)	(83)	(58)			(58)
Single	884	772	592	127	53	112			112
	(884)	(772)	(592)	(127)	(53)	(112)			(112)
Multiple	1,790	779	779			1,011	452	136	423
	(571)	(330)	(330)			(241)	(89)	(47)	(105)
2 inmates	614	458	458			186		74	112
	(322)	(229)	(229)			(93)		(37)	(56)
3-5 inmates	705	321	321			384	255	13	116
	(206)	(101)	(101)			(105)	(69)	(4)	(32)
6-10 inmates	286	0	0			286	105	49	132
	(34)	(0)	(0)			(34)	(13)	(6)	(15)
11-50 inmates	155	0	0			155	92	0	63
	(9)	(0)	(0)			(9)	(7)	(0)	(2)
More than 50 inmates	0	0	0			0	0	0	0
	(0)	(0)	(0)			(0)	(0)	(0)	(0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.61
Number of Inmates and Confinement Units in South Carolina State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	5,875 (1,748)	2,942 (1,597)	2,617 (1,256)	207 (219)	118 (122)	2,933 (151)	2,345 (70)	488 (31)	100 (50)
Empty	- (31)	- (21)	- (5)	- (12)	- (4)	- (10)			- (10)
Single	450 (450)	433 (433)	108 (108)	207 (207)	118 (118)	17 (17)			17 (17)
Multiple	5,425 (1,267)	2,509 (1,143)	2,509 (1,143)			2,916 (124)	2,345 (70)	488 (31)	83 (23)
2 inmates	2,022 (1,011)	1,940 (970)	1,940 (970)			82 (41)		44 (22)	38 (19)
3-5 inmates	614 (188)	569 (173)	569 (173)			45 (15)	42 (14)	3 (1)	0 (0)
6-10 inmates	51 (6)	0 (0)	0 (0)			51 (6)	24 (3)	10 (1)	17 (2)
11-50 inmates	1,084 (38)	0 (0)	0 (0)			1,084 (38)	1,031 (35)	25 (1)	28 (2)
More than 50 inmates	1,654 (24)	0 (0)	0 (0)			1,654 (24)	1,248 (18)	406 (6)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.62
Number of Inmates and Confinement Units in South Carolina Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,209 (1,311)	693 (998)	548 (741)	77 (138)	68 (119)	1,516 (313)	603 (86)	369 (51)	544 (176)
Empty	- (12)	- (360)	- (248)	- (61)	- (51)	- (52)			- (52)
Single	622 (622)	591 (591)	446 (446)	77 (77)	68 (68)	31 (31)			31 (31)
Multiple	1,587 (277)	102 (47)	102 (47)			1,485 (230)	603 (86)	369 (51)	513 (93)
2 inmates	192 (96)	82 (41)	82 (41)			110 (55)		46 (23)	64 (32)
3-5 inmates	383 (96)	20 (6)	20 (6)			363 (90)	202 (51)	15 (4)	146 (35)
6-10 inmates	331 (46)	0 (0)	0 (0)			331 (46)	161 (20)	60 (10)	110 (16)
11-50 inmates	681 (39)	0 (0)	0 (0)			681 (39)	240 (15)	248 (14)	193 (10)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.63
Number of Inmates and Confinement Units in Georgia State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	8,751 (2,647)	2,689 (2,380)	2,668 (2,353)	5 (11)	16 (16)	6,062 (267)	5,012 (141)	557 (48)	493 (78)
Empty	- (181)	- (132)	- (126)	- (6)	- (0)	- (49)			- (49)
Single	1,898 (1,898)	1,891 (1,891)	1,870 (1,870)	5 (5)	16 (16)	7 (7)			7 (7)
Multiple	6,853 (568)	798 (357)	798 (357)			6,055 (211)	5,012 (141)	557 (48)	486 (22)
2 inmates	658 (329)	658 (329)	658 (329)			0 (0)		0 (0)	0 (0)
3-5 inmates	377 (89)	128 (26)	128 (26)			249 (63)	107 (27)	136 (34)	6 (2)
6-10 inmates	171 (22)	12 (2)	12 (2)			159 (20)	151 (19)	8 (1)	0 (0)
11-50 inmates	1,845 (69)	0 (0)	0 (0)			1,845 (69)	952 (36)	413 (13)	480 (20)
More than 50 inmates	3,802 (59)	0 (0)	0 (0)			3,802 (59)	3,802 (59)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.64
Number of Inmates and Confinement Units in Georgia Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	8,051 (2,342)	2,235 (1,589)	1,889 (1,005)	199 (306)	147 (278)	5,816 (753)	3,825 (262)	874 (116)	1,117 (375)
Empty	- (618)	- (454)	- (216)	- (107)	- (131)	- (164)			- (164)
Single	783 (783)	692 (692)	346 (346)	199 (199)	147 (147)	91 (91)			91 (91)
Multiple	7,268 (941)	1,543 (443)	1,543 (443)			5,725 (498)	3,825 (262)	874 (116)	1,026 (120)
2 inmates	730 (365)	564 (282)	564 (282)			166 (83)		98 (49)	68 (34)
3-5 inmates	999 (269)	362 (101)	362 (101)			637 (168)	398 (105)	104 (26)	135 (37)
6-10 inmates	876 (123)	177 (28)	177 (28)			699 (95)	466 (61)	131 (19)	102 (15)
11-50 inmates	3,783 (172)	440 (32)	440 (32)			3,343 (140)	2,081 (84)	541 (22)	721 (34)
More than 50 inmates	880 (12)	0 (0)	0 (0)			880 (12)	880 (12)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.65
Number of Inmates and Confinement Units in Florida State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	16,912 (5,447)	7,081 (5,004)	5,348 (3,013)	1,407 (1,622)	326 (369)	9,831 (443)	7,706 (293)	524 (45)	1,601 (105)
Empty	- (299)	- (278)	- (20)	- (215)	- (43)	- (21)			- (21)
Single	2,496 (2,496)	2,483 (2,483)	750 (750)	1,407 (1,407)	326 (326)	13 (13)			13 (13)
Multiple	14,416 (2,652)	4,598 (2,243)	4,598 (2,243)			9,818 (409)	7,706 (293)	524 (45)	1,588 (71)
2 inmates	4,320 (2,160)	4,278 (2,139)	4,278 (2,139)			42 (21)		0 (0)	42 (21)
3-5 inmates	946 (252)	310 (103)	310 (103)			636 (149)	493 (108)	106 (30)	37 (11)
6-10 inmates	716 (114)	10 (1)	10 (1)			706 (113)	605 (99)	30 (5)	71 (9)
11-50 inmates	1,447 (50)	0 (0)	0 (0)			1,447 (50)	930 (28)	141 (6)	376 (16)
More than 50 inmates	6,987 (76)	0 (0)	0 (0)			6,987 (76)	5,678 (58)	247 (4)	1,062 (14)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.66
Number of Inmates and Confinement Units in Florida Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	10,301 (3,362)	2,850 (2,505)	2,233 (1,573)	337 (496)	280 (436)	7,451 (857)	5,198 (446)	1,210 (157)	1,043 (254)
Empty	- (685)	- (616)	- (301)	- (159)	- (156)	- (69)			- (69)
Single	1,363 (1,363)	1,307 (1,307)	690 (690)	337 (337)	280 (280)	56 (56)			56 (56)
Multiple	8,938 (1,314)	1,543 (582)	1,543 (582)			7,395 (732)	5,198 (446)	1,210 (157)	987 (129)
2 inmates	726 (363)	636 (318)	636 (318)			90 (45)		14 (7)	76 (38)
3-5 inmates	1,672 (470)	877 (259)	877 (259)			795 (211)	420 (100)	229 (70)	146 (41)
6-10 inmates	1,182 (153)	30 (5)	30 (5)			1,152 (148)	978 (112)	158 (18)	116 (18)
11-50 inmates	5,358 (328)	0 (0)	0 (0)			5,358 (328)	3,900 (234)	809 (62)	649 (32)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.67
Number of Inmates and Confinement Units in Kentucky State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	3,565 (1,617)	1,546 (1,512)	1,154 (1,097)	374 (397)	18 (18)	2,019 (99)	107 (6)	1,525 (25)	387 (68)
Empty	- (210)	- (208)	- (185)	- (23)	- (0)	- (2)			- (2)
Single	1,069 (1,069)	1,062 (1,062)	670 (670)	374 (374)	18 (18)	7 (7)			7 (7)
Multiple	2,496 (332)	484 (242)	484 (242)			2,012 (90)	107 (6)	1,525 (25)	380 (59)
2 inmates	566 (283)	484 (242)	484 (242)			82 (41)		12 (6)	70 (35)
3-5 inmates	14 (4)	0 (0)	0 (0)			14 (4)	0 (0)	0 (0)	14 (4)
6-10 inmates	62 (8)	0 (0)	0 (0)			62 (8)	0 (0)	24 (3)	38 (5)
11-50 inmates	578 (30)	0 (0)	0 (0)			578 (30)	107 (6)	213 (9)	258 (15)
More than 50 inmates	1,276 (7)	0 (0)	0 (0)			1,276 (7)	0 (0)	1,276 (7)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.68
Number of Inmates and Confinement Units in Kentucky Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,206 (1,622)	943 (1,211)	511 (576)	269 (397)	163 (238)	1,263 (411)	599 (83)	158 (57)	506 (271)
Empty	- (478)	- (394)	- (191)	- (128)	- (75)	- (84)			- (84)
Single	795 (795)	722 (722)	290 (290)	269 (269)	163 (163)	73 (73)			73 (73)
Multiple	1,411 (349)	221 (95)	221 (95)			1,190 (254)	599 (83)	158 (57)	433 (114)
2 inmates	326 (163)	154 (77)	154 (77)			172 (86)		60 (30)	112 (56)
3-5 inmates	377 (106)	67 (18)	67 (18)			310 (88)	75 (22)	83 (25)	152 (41)
6-10 inmates	492 (65)	0 (0)	0 (0)			492 (65)	417 (55)	15 (2)	60 (8)
11-50 inmates	216 (15)	0 (0)	0 (0)			216 (15)	107 (6)	0 (0)	109 (9)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.69
Number of Inmates and Confinement Units in Tennessee State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	4,366 (1,908)	3,314 (1,683)	3,172 (1,490)	121 (145)	21 (48)	1,052 (225)	433 (46)	503 (106)	116 (75)
Empty	- (99)	- (92)	- (41)	- (24)	- (27)	- (7)			- (7)
Single	832 (832)	785 (785)	643 (643)	121 (121)	21 (21)	47 (47)			47 (47)
Multiple	3,534 (977)	2,529 (806)	2,529 (806)			1,005 (171)	433 (46)	503 (106)	69 (19)
2 inmates	744 (372)	532 (266)	532 (266)			212 (106)		190 (95)	22 (11)
3-5 inmates	1,738 (519)	1,629 (486)	1,629 (486)			109 (33)	72 (24)	21 (5)	16 (4)
6-10 inmates	386 (57)	368 (54)	368 (54)			18 (3)	0 (0)	0 (0)	18 (3)
11-50 inmates	349 (24)	0 (0)	0 (0)			349 (24)	310 (21)	26 (2)	13 (1)
More than 50 inmates	317 (5)	0 (0)	0 (0)			317 (5)	51 (1)	266 (4)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.70
Number of Inmates and Confinement Units in Tennessee Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	4,484 (1,647)	1,759 (1,136)	1,558 (800)	70 (126)	131 (210)	2,725 (511)	1,545 (159)	206 (51)	974 (301)
Empty	- (254)	- (197)	- (62)	- (56)	- (79)	- (57)			- (57)
Single	528 (528)	436 (436)	235 (235)	70 (70)	131 (131)	92 (92)			92 (92)
Multiple	3,956 (865)	1,323 (503)	1,323 (503)			2,633 (362)	1,545 (159)	206 (51)	882 (152)
2 inmates	752 (376)	566 (283)	566 (283)			186 (93)		48 (24)	138 (69)
3-5 inmates	1,190 (336)	745 (218)	745 (218)			445 (118)	147 (40)	83 (22)	215 (56)
6-10 inmates	640 (81)	12 (2)	12 (2)			628 (79)	519 (64)	21 (3)	88 (12)
11-50 inmates	1,374 (72)	0 (0)	0 (0)			1,374 (72)	879 (55)	54 (2)	441 (15)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.71
Number of Inmates and Confinement Units in Alabama State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,627 (457)	409 (416)	345 (344)	64 (72)	0 (0)	2,218 (41)	1,175 (11)	655 (20)	388 (10)
Empty	- (8)	- (8)	- (0)	- (8)	- (0)	- (0)			- (0)
Single	407 (407)	407 (407)	343 (343)	64 (64)	0 (0)	0 (0)			0 (0)
Multiple	2,220 (42)	2 (1)	2 (1)			2,218 (41)	1,175 (11)	655 (20)	388 (10)
2 inmates	2 (1)	2 (1)	2 (1)			0 (0)		0 (0)	0 (0)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	633 (24)	0 (0)	0 (0)			633 (24)	28 (1)	358 (15)	247 (8)
More than 50 inmates	1,585 (17)	0 (0)	0 (0)			1,585 (17)	1,147 (10)	297 (5)	141 (2)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.72
Number of Inmates and Confinement Units in Alabama Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	4,807 (1,483)	1,902 (973)	1,729 (687)	103 (139)	70 (147)	2,905 (510)	2,281 (273)	268 (58)	356 (179)
Empty	- (229)	- (190)	- (77)	- (36)	- (77)	- (39)			- (39)
Single	363 (363)	311 (311)	138 (138)	103 (103)	70 (70)	52 (52)			52 (52)
Multiple	4,444 (891)	1,591 (472)	1,591 (472)			2,853 (419)	2,281 (273)	268 (58)	304 (88)
2 inmates	474 (237)	336 (168)	336 (168)			138 (69)		42 (21)	96 (48)
3-5 inmates	1,605 (441)	880 (250)	880 (250)			725 (191)	529 (138)	79 (20)	117 (33)
6-10 inmates	1,091 (150)	375 (54)	375 (54)			716 (96)	602 (80)	102 (14)	12 (2)
11-50 inmates	1,274 (63)	0 (0)	0 (0)			1,274 (63)	1,150 (55)	45 (3)	79 (5)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.73
Number of Inmates and Confinement Units in Mississippi State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,750 (314)	283 (296)	283 (296)	0 (0)	0 (0)	1,467 (18)	1,371 (14)	93 (3)	3 (1)
Empty	- (13)	- (13)	- (13)	- (0)	- (0)	- (0)			- (0)
Single	283 (283)	283 (283)	283 (283)	0 (0)	0 (0)	0 (0)			0 (0)
Multiple	1,467 (18)	0 (0)	0 (0)			1,467 (18)	1,371 (14)	93 (3)	3 (1)
2 inmates	0 (0)	0 (0)	0 (0)			0 (0)		0 (0)	0 (0)
3-5 inmates	3 (1)	0 (0)	0 (0)			3 (1)	0 (0)	0 (0)	3 (1)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	156 (5)	0 (0)	0 (0)			156 (5)	117 (3)	39 (2)	0 (0)
More than 50 inmates	1,308 (12)	0 (0)	0 (0)			1,308 (12)	1,254 (11)	54 (1)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.74
Number of Inmates and Confinement Units in Mississippi Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,303 (1,358)	1,243 (989)	929 (533)	77 (131)	237 (325)	1,060 (369)	368 (60)	290 (81)	402 (228)
Empty	- (244)	- (192)	- (50)	- (54)	- (88)	- (52)			- (52)
Single	605 (605)	521 (521)	207 (207)	77 (77)	237 (237)	84 (84)			84 (84)
Multiple	1,698 (509)	722 (276)	722 (276)			976 (233)	368 (60)	290 (81)	318 (92)
2 inmates	562 (281)	378 (189)	378 (189)			184 (92)		82 (41)	102 (51)
3-5 inmates	627 (171)	260 (73)	260 (73)			367 (98)	140 (35)	105 (31)	122 (32)
6-10 inmates	261 (40)	84 (14)	84 (14)			177 (26)	112 (16)	27 (4)	38 (6)
11-50 inmates	248 (17)	0 (0)	0 (0)			248 (17)	116 (9)	76 (5)	56 (3)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.75
Number of Inmates and Confinement Units in Arkansas State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,407 (713)	768 (686)	184 (91)	0 (0)	584 (595)	1,639 (27)	1,230 (16)	306 (3)	103 (8)
Empty	- (14)	- (11)	- (0)	- (0)	- (11)	- (3)			- (3)
Single	585 (585)	584 (584)	0 (0)	0 (0)	584 (584)	1 (1)			1 (1)
Multiple	1,822 (114)	184 (91)	184 (91)			1,638 (23)	1,230 (16)	306 (3)	102 (4)
2 inmates	178 (89)	178 (89)	178 (89)			0 (0)		0 (0)	0 (0)
3-5 inmates	6 (2)	6 (2)	6 (2)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	15 (2)	0 (0)	0 (0)			15 (2)	15 (2)	0 (0)	0 (0)
11-50 inmates	202 (6)	0 (0)	0 (0)			202 (6)	100 (2)	0 (0)	102 (4)
More than 50 inmates	1,421 (15)	0 (0)	0 (0)			1,421 (15)	1,115 (12)	306 (3)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.76
Number of Inmates and Confinement Units in Arkansas Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,305 (969)	636 (700)	310 (243)	61 (119)	265 (338)	669 (269)	355 (60)	125 (41)	189 (168)
Empty	- (264)	- (205)	- (74)	- (58)	- (73)	- (59)			- (59)
Single	477 (477)	405 (405)	79 (79)	61 (61)	265 (265)	72 (72)			72 (72)
Multiple	828 (228)	231 (90)	231 (90)			597 (138)	355 (60)	125 (41)	117 (37)
2 inmates	184 (92)	110 (55)	110 (55)			74 (37)		40 (20)	34 (17)
3-5 inmates	416 (110)	109 (34)	109 (34)			307 (76)	173 (38)	67 (19)	67 (19)
6-10 inmates	147 (20)	0 (0)	0 (0)			147 (20)	129 (18)	18 (2)	0 (0)
11-50 inmates	81 (6)	12 (1)	12 (1)			69 (5)	53 (4)	0 (0)	16 (1)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.77
Number of Inmates and Confinement Units in Louisiana State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	5,687 (1,043)	1,305 (964)	1,047 (655)	62 (110)	196 (199)	4,382 (79)	3,061 (42)	776 (14)	545 (23)
Empty	- (82)	- (80)	- (29)	- (48)	- (3)	- (2)			- (2)
Single	596 (596)	596 (596)	338 (338)	62 (62)	196 (196)	0 (0)			0 (0)
Multiple	5,091 (365)	709 (288)	709 (288)			4,382 (77)	3,061 (42)	776 (14)	545 (21)
2 inmates	320 (160)	314 (157)	314 (157)			6 (3)		0 (0)	6 (3)
3-5 inmates	395 (131)	395 (131)	395 (131)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	9 (1)	0 (0)	0 (0)			9 (1)	0 (0)	0 (0)	9 (1)
11-50 inmates	1,258 (36)	0 (0)	0 (0)			1,258 (36)	728 (19)	0 (0)	530 (17)
More than 50 inmates	3,109 (37)	0 (0)	0 (0)			3,109 (37)	2,333 (23)	776 (14)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.78
Number of Inmates and Confinement Units in Louisiana Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	5,067 (2,344)	2,633 (1,891)	2,106 (1,100)	181 (234)	346 (557)	2,434 (453)	1,404 (173)	393 (80)	637 (200)
Empty	- (435)	- (382)	- (118)	- (53)	- (211)	- (53)			- (53)
Single	1,031 (1,031)	991 (991)	464 (464)	181 (181)	346 (346)	40 (40)			40 (40)
Multiple	4,036 (878)	1,642 (518)	1,642 (518)			2,394 (360)	1,404 (173)	393 (80)	597 (107)
2 inmates	628 (314)	460 (230)	460 (230)			168 (84)		64 (32)	104 (52)
3-5 inmates	1,543 (406)	984 (263)	984 (263)			559 (143)	329 (80)	152 (39)	78 (24)
6-10 inmates	762 (101)	198 (25)	198 (25)			564 (76)	460 (60)	16 (2)	88 (14)
11-50 inmates	1,103 (57)	0 (0)	0 (0)			1,103 (57)	615 (33)	161 (7)	327 (17)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.79
Number of Inmates and Confinement Units in Oklahoma State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	3,617 (1,334)	1,718 (1,045)	1,295 (538)	377 (461)	46 (46)	1,899 (289)	668 (71)	912 (196)	319 (22)
Empty	- (90)	- (90)	- (6)	- (84)	- (0)	- (0)			- (0)
Single	430 (430)	425 (425)	2 (2)	377 (377)	46 (46)	5 (5)			5 (5)
Multiple	3,187 (814)	1,293 (530)	1,293 (530)			1,894 (284)	668 (71)	912 (196)	314 (17)
2 inmates	912 (456)	596 (298)	596 (298)			316 (158)		316 (158)	0 (0)
3-5 inmates	945 (309)	697 (232)	697 (232)			248 (77)	174 (56)	55 (15)	19 (6)
6-10 inmates	146 (18)	0 (0)	0 (0)			146 (18)	34 (4)	97 (12)	15 (2)
11-50 inmates	487 (19)	0 (0)	0 (0)			487 (19)	144 (6)	220 (7)	123 (6)
More than 50 inmates	697 (12)	0 (0)	0 (0)			697 (12)	316 (5)	224 (4)	157 (3)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.80
Number of Inmates and Confinement Units in Oklahoma Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,643 (970)	397 (585)	241 (279)	63 (104)	93 (202)	1,246 (385)	619 (90)	182 (40)	445 (255)
Empty	- (362)	- (282)	- (132)	- (41)	- (109)	- (80)			- (80)
Single	314 (314)	231 (231)	75 (75)	63 (63)	93 (93)	83 (83)			83 (83)
Multiple	1,329 (294)	166 (72)	166 (72)			1,163 (222)	619 (90)	182 (40)	362 (92)
2 inmates	224 (112)	118 (59)	118 (59)			106 (53)		22 (11)	84 (42)
3-5 inmates	383 (98)	40 (12)	40 (12)			343 (86)	157 (36)	58 (16)	128 (34)
6-10 inmates	526 (76)	8 (1)	8 (1)			518 (75)	335 (50)	102 (13)	81 (12)
11-50 inmates	196 (8)	0 (0)	0 (0)			196 (8)	127 (4)	0 (0)	69 (4)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.81
Number of Inmates and Confinement Units in Texas State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	23,850 (9,015)	17,874 (8,912)	17,727 (8,765)	147 (147)	0 (0)	5,976 (103)	4,429 (68)	1,161 (20)	386 (15)
Empty	- (0)	- (0)	- (0)	- (0)	- (0)	- (0)			- (0)
Single	948 (948)	948 (948)	801 (801)	147 (147)	0 (0)	0 (0)			0 (0)
Multiple	22,902 (8,067)	16,926 (7,964)	16,926 (7,964)			5,976 (103)	4,429 (68)	1,161 (20)	386 (15)
2 inmates	14,172 (7,086)	14,172 (7,086)	14,172 (7,086)			0 (0)		0 (0)	0 (0)
3-5 inmates	2,754 (878)	2,754 (878)	2,754 (878)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	18 (2)	0 (0)	0 (0)			18 (2)	0 (0)	8 (1)	10 (1)
11-50 inmates	1,323 (40)	0 (0)	0 (0)			1,323 (40)	642 (17)	305 (9)	376 (14)
More than 50 inmates	4,635 (61)	0 (0)	0 (0)			4,635 (61)	3,787 (51)	848 (10)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.82
Number of Inmates and Confinement Units in Texas Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	10,132 (4,573)	4,205 (3,485)	3,676 (2,395)	334 (588)	195 (502)	5,927 (1,088)	4,482 (333)	710 (195)	735 (560)
Empty	- (1,390)	- (1,180)	- (619)	- (254)	- (307)	- (210)			- (210)
Single	1,632 (1,632)	1,462 (1,462)	933 (933)	334 (334)	195 (195)	170 (170)			170 (170)
Multiple	8,500 (1,551)	2,743 (843)	2,743 (843)			5,757 (708)	4,482 (333)	710 (195)	565 (180)
2 inmates	1,446 (723)	1,090 (545)	1,090 (545)			356 (178)		108 (54)	248 (124)
3-5 inmates	1,308 (374)	501 (144)	501 (144)			807 (230)	269 (70)	383 (118)	155 (42)
6-10 inmates	2,513 (321)	1,152 (154)	1,152 (154)			1,361 (167)	1,125 (138)	155 (19)	81 (10)
11-50 inmates	3,032 (130)	0 (0)	0 (0)			3,032 (130)	2,887 (122)	64 (4)	81 (4)
More than 50 inmates	201 (3)	0 (0)	0 (0)			201 (3)	201 (3)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Western Region

Montana
Idaho
Wyoming
Colorado
New Mexico
Arizona
Utah
Nevada
Washington
Oregon
California
Alaska
Hawaii

Table C.83
Number of Inmates and Confinement Units in Western State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	34,271 (24,330)	22,535 (23,207)	16,961 (16,8[illegible]	4,932 (5,262)	742 (960)	11,736 (1,123)	3,362 (451)	3,511 (216)	4,863 (456)
Empty	- (2,196)	- (2,168)	- (1,524)	- (436)	- (218)	- (28)			- (28)
Single	19,648 (19,648)	19,561 (19,561)	13,887 (13,887)	4,932 (4,932)	742 (742)	87 (87)			87 (87)
Multiple	14,623 (2,486)	2,974 (1,478)	2,974 (1,478)			11,649 (1,008)	3,362 (451)	3,511 (216)	4,776 (341)
2 inmates	3,154 (1,577)	2,924 (1,462)	2,924 (1,462)			230 (115)		92 (46)	138 (69)
3-5 inmates	1,702 (470)	50 (16)	50 (16)			1,652 (454)	1,225 (340)	147 (46)	280 (68)
6-10 inmates	733 (98)	0 (0)	0 (0)			733 (98)	275 (37)	197 (23)	261 (38)
11-50 inmates	6,147 (301)	0 (0)	0 (0)			6,147 (301)	1,022 (62)	1,680 (82)	3,445 (157)
More than 50 inmates	2,887 (40)	0 (0)	0 (0)			2,887 (40)	840 (12)	1,395 (19)	652 (9)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.84
Number of Inmates and Confinement Units in Western Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	38,143 (13,439)	13,534 (10,634)	11,711 (7,867)	728 (1,164)	1,095 (1,603)	24,609 (2,805)	14,605 (1,307)	3,271 (290)	6,733 (1,208)
Empty	- (2,928)	- (2,585)	- (1,641)	- (436)	- (508)	- (343)			- (343)
Single	5,918 (5,918)	5,610 (5,610)	3,787 (3,787)	728 (728)	1,095 (1,095)	308 (308)			308 (308)
Multiple	32,225 (4,593)	7,924 (2,439)	7,924 (2,439)			24,301 (2,154)	14,605 (1,307)	3,271 (290)	6,425 (557)
2 inmates	2,696 (1,348)	2,260 (1,130)	2,260 (1,130)			436 (218)		164 (82)	272 (136)
3-5 inmates	6,032 (1,609)	3,592 (982)	3,592 (982)			2,440 (627)	1,599 (401)	257 (72)	584 (154)
6-10 inmates	6,749 (968)	1,985 (325)	1,985 (325)			4,764 (643)	3,632 (498)	348 (43)	784 (102)
11-50 inmates	13,278 (615)	87 (2)	87 (2)			13,191 (613)	7,541 (378)	2,439 (92)	3,211 (143)
More than 50 inmates	3,470 (53)	0 (0)	0 (0)			3,470 (53)	1,833 (30)	63 (1)	1,574 (22)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.85
Number of Inmates and Confinement Units in Montana State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	600 (536)	566 (534)	248 (204)	311 (323)	7 (7)	34 (2)	0 (0)	33 (1)	1 (1)
Empty	- (12)	- (12)	- (0)	- (12)	- (0)	- (0)			- (0)
Single	479 (479)	478 (478)	160 (160)	311 (311)	7 (7)	1 (1)			1 (1)
Multiple	121 (45)	88 (44)	88 (44)			33 (1)	0 (0)	33 (1)	0 (0)
2 inmates	88 (44)	88 (44)	88 (44)			0 (0)		0 (0)	0 (0)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	33 (1)	0 (0)	0 (0)			33 (1)	0 (0)	33 (1)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.86
Number of Inmates and Confinement Units in Montana Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	318 (431)	211 (378)	166 (224)	14 (59)	31 (95)	107 (53)	23 (5)	28 (2)	56 (46)
Empty	- (250)	- (221)	- (112)	- (45)	- (64)	- (29)			- (29)
Single	111 (111)	108 (108)	63 (63)	14 (14)	31 (31)	3 (3)			3 (3)
Multiple	207 (70)	103 (49)	103 (49)			104 (21)	23 (5)	28 (2)	53 (14)
2 inmates	98 (49)	88 (44)	88 (44)			10 (5)		0 (0)	10 (5)
3-5 inmates	50 (15)	15 (5)	15 (5)			35 (10)	16 (4)	0 (0)	19 (6)
6-10 inmates	37 (5)	0 (0)	0 (0)			37 (5)	7 (1)	6 (1)	24 (3)
11-50 inmates	22 (1)	0 (0)	0 (0)			22 (1)	0 (0)	22 (1)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.87
Number of Inmates and Confinement Units in Idaho State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	697 (473)	473 (396)	200 (113)	273 (282)	0 (1)	224 (77)	36 (12)	138 (33)	50 (32)
Empty	- (17)	- (10)	- (0)	- (9)	- (1)	- (7)			- (7)
Single	318 (318)	299 (299)	26 (26)	273 (273)	0 (0)	19 (19)			19 (19)
Multiple	379 (138)	174 (87)	174 (87)			205 (51)	36 (12)	138 (33)	31 (6)
2 inmates	236 (118)	174 (87)	174 (87)			62 (31)		58 (29)	4 (2)
3-5 inmates	41 (13)	0 (0)	0 (0)			41 (13)	36 (12)	0 (0)	5 (1)
6-10 inmates	28 (4)	0 (0)	0 (0)			28 (4)	0 (0)	6 (1)	22 (3)
11-50 inmates	74 (3)	0 (0)	0 (0)			74 (3)	0 (0)	74 (3)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.88
Number of Inmates and Confinement Units in Idaho Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	494 (390)	154 (230)	86 (91)	10 (31)	58 (108)	340 (160)	151 (30)	19 (7)	170 (123)
Empty	- (166)	- (111)	- (40)	- (21)	- (50)	- (55)			- (55)
Single	118 (118)	92 (92)	24 (24)	10 (10)	58 (58)	26 (26)			26 (26)
Multiple	376 (196)	62 (27)	62 (27)			314 (79)	151 (30)	19 (7)	144 (42)
2 inmates	82 (41)	38 (19)	38 (19)			44 (22)		10 (5)	34 (17)
3-5 inmates	175 (49)	24 (8)	24 (8)			151 (41)	68 (19)	3 (1)	80 (21)
6-10 inmates	105 (15)	0 (0)	0 (0)			105 (15)	69 (10)	6 (1)	30 (4)
11-50 inmates	14 (1)	0 (0)	0 (0)			14 (1)	14 (1)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.89
Number of Inmates and Confinement Units in Wyoming State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	380 (328)	327 (326)	327 (326)	0 (0)	0 (0)	53 (2)	0 (0)	0 (0)	53 (2)
Empty	- (45)	- (45)	- (45)	- (0)	- (0)	- (0)			- (0)
Single	235 (235)	235 (235)	235 (235)	0 (0)	0 (0)	0 (0)			0 (0)
Multiple	145 (48)	92 (46)	92 (46)			53 (2)	0 (0)	0 (0)	53 (2)
2 inmates	92 (46)	92 (46)	92 (46)			0 (0)		0 (0)	0 (0)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	53 (2)	0 (0)	0 (0)			53 (2)	0 (0)	0 (0)	53 (2)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.90
Number of Inmates and Confinement Units in Wyoming Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	216 (262)	124 (187)	64 (87)	45 (62)	15 (38)	92 (75)	18 (4)	37 (10)	37 (61)
Empty	- (127)	- (90)	- (50)	- (17)	- (23)	- (37)			- (37)
Single	86 (86)	70 (70)	10 (10)	45 (45)	15 (15)	16 (16)			16 (16)
Multiple	130 (49)	54 (27)	54 (27)			76 (22)	18 (4)	37 (10)	21 (8)
2 inmates	70 (35)	54 (27)	54 (27)			16 (8)		8 (4)	8 (4)
3-5 inmates	35 (11)	0 (0)	0 (0)			35 (11)	10 (3)	12 (4)	13 (4)
6-10 inmates	25 (3)	0 (0)	0 (0)			25 (3)	8 (1)	17 (2)	0 (0)
11-50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.91
Number of Inmates and Confinement Units in Colorado State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,709 (1,709)	1,528 (1,649)	1,118 (1,192)	410 (457)	0 (0)	181 (60)	44 (7)	0 (0)	137 (53)
Empty	- (124)	- (121)	- (74)	- (47)	- (0)	- (3)			- (3)
Single	1,573 (1,573)	1,528 (1,528)	1,118 (1,118)	410 (410)	0 (0)	45 (45)			45 (45)
Multiple	136 (12)	0 (0)	0 (0)			136 (12)	44 (7)	0 (0)	92 (5)
2 inmates	2 (1)	0 (0)	0 (0)			2 (1)		0 (0)	2 (1)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	44 (7)	0 (0)	0 (0)			44 (7)	44 (7)	0 (0)	0 (0)
11-50 inmates	90 (4)	0 (0)	0 (0)			90 (4)	0 (0)	0 (0)	90 (4)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.92
Number of Inmates and Confinement Units in Colorado Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,724 (1,208)	930 (1,030)	740 (698)	25 (87)	165 (245)	794 (178)	290 (52)	198 (42)	306 (84)
Empty	- (360)	- (330)	- (188)	- (62)	- (80)	- (30)			- (30)
Single	539 (539)	513 (513)	323 (323)	25 (25)	165 (165)	26 (26)			26 (26)
Multiple	1,185 (309)	417 (187)	417 (187)			768 (122)	290 (52)	198 (42)	280 (28)
2 inmates	316 (158)	294 (147)	294 (147)			22 (11)		10 (5)	12 (6)
3-5 inmates	405 (121)	123 (40)	123 (40)			282 (81)	160 (42)	97 (31)	25 (8)
6-10 inmates	109 (13)	0 (0)	0 (0)			109 (13)	47 (6)	37 (4)	25 (3)
11-50 inmates	355 (17)	0 (0)	0 (0)			355 (17)	83 (4)	54 (2)	218 (11)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.93
Number of Inmates and Confinement Units in New Mexico State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,483 (482)	577 (438)	452 (313)	125 (125)	0 (0)	906 (44)	754 (26)	38 (12)	114 (6)
Empty	- (1)	- (1)	- (1)	- (0)	- (0)	- (0)			- (0)
Single	310 (310)	310 (310)	185 (185)	125 (125)	0 (0)	0 (0)			0 (0)
Multiple	1,173 (171)	267 (127)	267 (127)			906 (44)	754 (26)	38 (12)	114 (6)
2 inmates	242 (121)	228 (114)	228 (114)			14 (7)		14 (7)	0 (0)
3-5 inmates	51 (16)	39 (13)	39 (13)			12 (3)	0 (0)	12 (3)	0 (0)
6-10 inmates	149 (20)	0 (0)	0 (0)			149 (20)	124 (16)	12 (2)	13 (2)
11-50 inmates	139 (5)	0 (0)	0 (0)			139 (5)	38 (1)	0 (0)	101 (4)
More than 50 inmates	592 (9)	0 (0)	0 (0)			592 (9)	592 (9)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.94
Number of Inmates and Confinement Units in New Mexico Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	733 (395)	226 (246)	191 (164)	19 (39)	16 (43)	507 (149)	180 (22)	110 (10)	217 (117)
Empty	- (136)	- (103)	- (56)	- (20)	- (27)	- (33)			- (33)
Single	149 (149)	96 (96)	61 (61)	19 (19)	16 (16)	53 (53)			53 (53)
Multiple	584 (110)	130 (47)	130 (47)			454 (63)	180 (22)	110 (10)	164 (31)
2 inmates	74 (37)	52 (26)	52 (26)			22 (11)		4 (2)	18 (9)
3-5 inmates	146 (40)	78 (21)	78 (21)			68 (19)	37 (10)	4 (1)	27 (8)
6-10 inmates	162 (21)	0 (0)	0 (0)			162 (21)	58 (8)	0 (0)	104 (13)
11-50 inmates	202 (12)	0 (0)	0 (0)			202 (12)	85 (4)	102 (7)	15 (1)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.95
Number of Inmates and Confinement Units in Arizona State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,809 (989)	998 (952)	869 (752)	0 (0)	129 (200)	811 (37)	0 (0)	218 (18)	593 (19)
Empty	- (98)	- (98)	- (27)	- (0)	- (71)	- (0)			- (0)
Single	710 (710)	710 (710)	581 (581)	0 (0)	129 (129)	0 (0)			0 (0)
Multiple	1,099 (181)	288 (144)	288 (144)			811 (37)	0 (0)	218 (18)	593 (19)
2 inmates	290 (145)	288 (144)	288 (144)			2 (1)		0 (0)	2 (1)
3-5 inmates	5 (1)	0 (0)	0 (0)			5 (1)	0 (0)	5 (1)	0 (0)
6-10 inmates	184 (21)	0 (0)	0 (0)			184 (21)	0 (0)	144 (16)	40 (5)
11-50 inmates	360 (10)	0 (0)	0 (0)			360 (10)	0 (0)	0 (0)	360 (10)
More than 50 inmates	260 (4)	0 (0)	0 (0)			260 (4)	0 (0)	69 (1)	191 (3)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.96
Number of Inmates and Confinement Units in Arizona Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,465 (1,012)	1,011 (858)	540 (303)	24 (31)	447 (524)	1,454 (154)	1,306 (99)	74 (11)	74 (44)
Empty	- (124)	- (111)	- (27)	- (7)	- (77)	- (13)			- (13)
Single	593 (593)	580 (580)	109 (109)	24 (24)	447 (447)	13 (13)			13 (13)
Multiple	1,872 (295)	431 (167)	431 (167)			1,441 (128)	1,306 (99)	74 (11)	61 (18)
2 inmates	248 (124)	216 (108)	216 (108)			32 (16)		12 (6)	20 (10)
3-5 inmates	277 (76)	215 (59)	215 (59)			62 (17)	38 (10)	4 (1)	20 (6)
6-10 inmates	408 (55)	0 (0)	0 (0)			408 (55)	398 (54)	0 (0)	10 (1)
11-50 inmates	819 (38)	0 (0)	0 (0)			819 (38)	750 (33)	58 (4)	11 (1)
More than 50 inmates	120 (2)	0 (0)	0 (0)			120 (2)	120 (2)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.97
Number of Inmates and Confinement Units in Utah State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	823 (617)	560 (602)	500 (532)	60 (70)	0 (0)	263 (15)	263 (15)	0 (0)	0 (0)
Empty	- (42)	- (42)	- (32)	- (10)	- (0)	- (0)			- (0)
Single	560 (560)	560 (560)	500 (500)	60 (60)	0 (0)	0 (0)			0 (0)
Multiple	263 (15)	0 (0)	0 (0)			263 (15)	263 (15)	0 (0)	0 (0)
2 inmates	0 (0)	0 (0)	0 (0)			0 (0)		0 (0)	0 (0)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	263 (15)	0 (0)	0 (0)			263 (15)	263 (15)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.98
Number of Inmates and Confinement Units in Utah Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	657 (354)	253 (232)	234 (200)	1 (5)	18 (27)	404 (122)	302 (30)	13 (5)	89 (87)
Empty	- (79)	- (43)	- (30)	- (4)	- (9)	- (36)			- (36)
Single	195 (195)	167 (167)	148 (148)	1 (1)	18 (18)	28 (28)			28 (28)
Multiple	462 (80)	86 (22)	86 (22)			376 (58)	302 (30)	13 (5)	61 (23)
2 inmates	44 (22)	4 (2)	4 (2)			40 (20)		8 (4)	32 (16)
3-5 inmates	135 (34)	82 (20)	82 (20)			53 (14)	19 (6)	5 (1)	29 (7)
6-10 inmates	32 (4)	0 (0)	0 (0)			32 (4)	32 (4)	0 (0)	0 (0)
11-50 inmates	251 (20)	0 (0)	0 (0)			251 (20)	251 (20)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.99
Number of Inmates and Confinement Units in Nevada State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,248 (730)	591 (662)	345 (409)	0 (0)	246 (253)	657 (68)	517 (38)	17 (4)	123 (26)
Empty	- (105)	- (105)	- (98)	- (0)	- (7)	- (0)			- (0)
Single	526 (526)	523 (523)	277 (277)	0 (0)	246 (246)	3 (3)			3 (3)
Multiple	722 (99)	68 (34)	68 (34)			654 (65)	517 (38)	17 (4)	120 (23)
2 inmates	104 (52)	68 (34)	68 (34)			36 (18)		6 (3)	30 (15)
3-5 inmates	20 (5)	0 (0)	0 (0)			20 (5)	4 (1)	0 (0)	16 (4)
6-10 inmates	9 (1)	0 (0)	0 (0)			9 (1)	9 (1)	0 (0)	0 (0)
11-50 inmates	589 (41)	0 (0)	0 (0)			589 (41)	504 (36)	11 (1)	74 (4)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.100
Number of Inmates and Confinement Units in Nevada Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	849 (347)	280 (263)	202 (107)	62 (124)	16 (32)	569 (84)	283 (18)	69 (11)	217 (55)
Empty	- (108)	- (94)	- (16)	- (62)	- (16)	- (14)			- (14)
Single	117 (117)	108 (108)	30 (30)	62 (62)	16 (16)	9 (9)			9 (9)
Multiple	732 (122)	172 (61)	172 (61)			560 (61)	283 (18)	69 (11)	208 (32)
2 inmates	42 (21)	22 (11)	22 (11)			20 (10)		2 (1)	18 (9)
3-5 inmates	213 (65)	150 (50)	150 (50)			63 (15)	0 (0)	22 (5)	41 (10)
6-10 inmates	190 (24)	0 (0)	0 (0)			190 (24)	101 (13)	32 (4)	57 (7)
11-50 inmates	287 (12)	0 (0)	0 (0)			287 (12)	182 (5)	13 (1)	92 (6)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.101
Number of Inmates and Confinement Units in Washington State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	3,736 (2,700)	2,490 (2,380)	1,583 (1,408)	878 (935)	29 (37)	1,246 (320)	1,071 (262)	72 (4)	103 (54)
Empty	- (161)	- (156)	- (91)	- (57)	- (8)	- (5)			- (5)
Single	1,967 (1,967)	1,958 (1,958)	1,051 (1,051)	878 (878)	29 (29)	9 (9)			9 (9)
Multiple	1,769 (572)	532 (266)	532 (266)			1,237 (306)	1,071 (262)	72 (4)	94 (40)
2 inmates	600 (300)	532 (266)	532 (266)			68 (34)		0 (0)	68 (34)
3-5 inmates	964 (264)	0 (0)	0 (0)			964 (264)	938 (258)	0 (0)	26 (6)
6-10 inmates	9 (1)	0 (0)	0 (0)			9 (1)	9 (1)	0 (0)	0 (0)
11-50 inmates	106 (6)	0 (0)	0 (0)			106 (6)	34 (2)	72 (4)	0 (0)
More than 50 inmates	90 (1)	0 (0)	0 (0)			90 (1)	90 (1)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.102
Number of Inmates and Confinement Units in Washington Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,438 (956)	796 (615)	743 (508)	25 (53)	28 (54)	1,642 (341)	1,085 (179)	278 (45)	279 (117)
Empty	- (221)	- (185)	- (131)	- (28)	- (26)	- (36)			- (36)
Single	275 (275)	246 (246)	193 (193)	25 (25)	28 (28)	29 (29)			29 (29)
Multiple	2,163 (460)	550 (184)	550 (184)			1,613 (276)	1,085 (179)	278 (45)	250 (52)
2 inmates	220 (110)	162 (81)	162 (81)			58 (29)		40 (20)	18 (9)
3-5 inmates	950 (257)	388 (103)	388 (103)			562 (154)	406 (112)	42 (12)	114 (30)
6-10 inmates	364 (51)	0 (0)	0 (0)			364 (51)	233 (34)	57 (6)	74 (11)
11-50 inmates	629 (42)	0 (0)	0 (0)			629 (42)	446 (33)	139 (7)	44 (2)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.103
Number of Inmates and Confinement Units in Oregon State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	2,086 (1,764)	2,086 (1,764)	1,894 (1,533)	192 (231)	0 (0)	0 (1)	0 (0)	0 (0)	0 (1)
Empty	- (97)	- (97)	- (58)	- (39)	- (0)	- (1)			- (1)
Single	1,248 (1,248)	1,248 (1,248)	1,056 (1,056)	192 (192)	0 (0)	0 (0)			0 (0)
Multiple	838 (419)	838 (419)	838 (419)			0 (0)	0 (0)	0 (0)	0 (0)
2 inmates	838 (419)	838 (419)	838 (419)			0 (0)		0 (0)	0 (0)
3-5 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.104
Number of Inmates and Confinement Units in Oregon Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit – 1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	1,801 (663)	590 (515)	486 (336)	89 (146)	15 (33)	1,211 (148)	1,032 (70)	101 (18)	78 (60)
Empty	- (169)	- (151)	- (76)	- (57)	- (18)	- (18)			- (18)
Single	269 (269)	239 (239)	135 (135)	89 (89)	15 (15)	30 (30)			30 (30)
Multiple	1,532 (225)	351 (125)	351 (125)			1,181 (100)	1,032 (70)	101 (18)	48 (12)
2 inmates	182 (91)	144 (72)	144 (72)			38 (19)		22 (11)	16 (8)
3-5 inmates	266 (71)	141 (43)	141 (43)			125 (28)	106 (23)	15 (4)	4 (1)
6-10 inmates	237 (31)	66 (10)	66 (10)			171 (21)	154 (19)	0 (0)	17 (2)
11-50 inmates	534 (27)	0 (0)	0 (0)			534 (27)	459 (23)	64 (3)	11 (1)
More than 50 inmates	313 (5)	0 (0)	0 (0)			313 (5)	313 (5)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.105
Number of Inmates and Confinement Units in California State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	18,670 (13,631)	12,061 (13,205)	9,192 (10,009)	2,562 (2,764)	307 (432)	6,609 (426)	386 (64)	2,747 (129)	3,476 (233)
Empty	- (1,427)	- (1,416)	- (1,089)	- (202)	- (125)	- (11)			- (11)
Single	11,520 (11,520)	11,517 (11,517)	8,648 (8,648)	2,562 (2,562)	307 (307)	3 (3)			3 (3)
Multiple	7,150 (684)	544 (272)	544 (272)			6,606 (412)	386 (64)	2,747 (129)	3,473 (219)
2 inmates	580 (290)	544 (272)	544 (272)			36 (18)		14 (7)	22 (11)
3-5 inmates	537 (150)	0 (0)	0 (0)			537 (150)	207 (60)	110 (36)	220 (54)
6-10 inmates	198 (29)	0 (0)	0 (0)			198 (29)	8 (1)	25 (3)	165 (25)
11-50 inmates	4,015 (191)	0 (0)	0 (0)			4,015 (191)	13 (1)	1,397 (67)	2,605 (123)
More than 50 inmates	1,820 (24)	0 (0)	0 (0)			1,820 (24)	158 (2)	1,201 (16)	461 (6)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.106
Number of Inmates and Confinement Units in California Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	26,407 (7,376)	8,937 (6,038)	8,253 (5,136)	405 (516)	279 (386)	17,470 (1,338)	9,922 (797)	2,344 (129)	5,204 (412)
Empty	- (1,167)	- (1,125)	- (907)	- (111)	- (107)	- (42)			- (42)
Single	3,445 (3,445)	3,371 (3,371)	2,687 (2,687)	405 (405)	279 (279)	74 (74)			74 (74)
Multiple	22,962 (2,764)	5,566 (1,542)	5,566 (1,542)			17,396 (1,222)	9,922 (797)	2,344 (129)	5,130 (296)
2 inmates	1,318 (659)	1,184 (592)	1,184 (592)			134 (67)		48 (24)	86 (43)
3-5 inmates	3,375 (869)	2,376 (633)	2,376 (633)			999 (236)	739 (172)	53 (12)	207 (52)
6-10 inmates	5,080 (746)	1,919 (315)	1,919 (315)			3,161 (431)	2,525 (348)	193 (25)	443 (58)
11-50 inmates	10,152 (444)	87 (2)	87 (2)			10,065 (442)	5,258 (254)	1,987 (67)	2,820 (121)
More than 50 inmates	3,037 (46)	0 (0)	0 (0)			3,037 (46)	1,400 (23)	63 (1)	1,574 (22)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.107
Number of Inmates and Confinement Units in Alaska State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	486 (208)	140 (169)	34 (21)	98 (138)	8 (10)	346 (39)	212 (14)	54 (7)	80 (18)
Empty	- (46)	- (45)	- (3)	- (40)	- (2)	- (1)			- (1)
Single	118 (118)	111 (111)	5 (5)	98 (98)	8 (8)	7 (7)			7 (7)
Multiple	368 (44)	29 (13)	29 (13)			339 (31)	212 (14)	54 (7)	73 (10)
2 inmates	30 (15)	22 (11)	22 (11)			8 (4)		0 (0)	8 (4)
3-5 inmates	38 (10)	7 (2)	7 (2)			31 (8)	17 (4)	9 (3)	5 (1)
6-10 inmates	47 (6)	0 (0)	0 (0)			47 (6)	25 (3)	10 (1)	12 (2)
11-50 inmates	253 (13)	0 (0)	0 (0)			253 (13)	170 (7)	35 (3)	48 (3)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.108
Number of Inmates and Confinement Units in Alaska Local Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	41 (45)	22 (42)	6 (13)	9 (11)	7 (18)	19 (3)	13 (1)	0 (0)	6 (2)
Empty	- (21)	- (21)	- (8)	- (2)	- (11)	- (0)			- (0)
Single	21 (21)	20 (20)	4 (4)	9 (9)	7 (7)	1 (1)			1 (1)
Multiple	20 (3)	2 (1)	2 (1)			18 (2)	13 (1)	0 (0)	5 (1)
2 inmates	2 (1)	2 (1)	2 (1)			0 (0)		0 (0)	0 (0)
3-5 inmates	5 (1)	0 (0)	0 (0)			5 (1)	0 (0)	0 (0)	5 (1)
6-10 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)
11-50 inmates	13 (1)	0 (0)	0 (0)			13 (1)	13 (1)	0 (0)	0 (0)
More than 50 inmates	0 (0)	0 (0)	0 (0)			0 (0)	0 (0)	0 (0)	0 (0)

Source: National Jail Census (CJ-3, CJ-4), 1978

*Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.109
Number of Inmates and Confinement Units in Hawaii State Adult Correctional Facilities by Occupancy, Density, and Type of Confinement Unit—1978

Occupancy	Total	Density By Type of Confinement Unit							
		Cells				Dormitories			
		Total	High	Medium	Low	Total	High	Medium	Low
Total	544 (162)	138 (130)	22 (77)	23 (33)	16 (20)	406 (32)	79 (13)	194 (8)	133 (11)
Empty	- (20)	- (20)	- (6)	- (10)	- (4)	- (0)			- (0)
Single	84 (84)	84 (84)	45 (45)	23 (23)	16 (16)	0 (0)			0 (0)
Multiple	460 (58)	54 (26)	54 (26)			406 (32)	79 (13)	194 (8)	133 (11)
2 inmates	52 (26)	50 (25)	50 (25)			2 (1)		0 (0)	2 (1)
3-5 inmates	46 (11)	4 (1)	4 (1)			42 (10)	23 (5)	11 (3)	8 (2)
6-10 inmates	65 (9)	0 (0)	0 (0)			65 (9)	56 (8)	0 (0)	9 (1)
11-50 inmates	172 (10)	0 (0)	0 (0)			172 (10)	0 (0)	58 (3)	114 (7)
More than 50 inmates	125 (2)	0 (0)	0 (0)			125 (2)	0 (0)	125 (2)	0 (0)

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

Note: See definition of terms at the beginning of this appendix. The number of confinement units has been placed in parentheses.

Table C.110
Percentage of Federal and State Cells with Number of Square Feet of Floor Space Greater Than or Equal to Selected Values by Region and State—1978

Region and State	Total Number of Cells[a]	Number of Square Feet of Floor Space								
		40	45	50	55	60	65	70	75	80
UNITED STATES:	141,668	96%	89%	74%	57%	47%	31%	26%	14%	11%
FEDERAL TOTAL:	12,779	100	99	84	74	61	44	35	30	20
STATES TOTAL:	128,889	93	87	72	54	45	29	24	12	9
NORTHEAST:	31,994	95	91	80	55	49	33	30	12	11
Maine	610	100	100	100	38	14	14	14	5	5
New Hampshire	320	100	100	2	2	2	0	0	0	0
Vermont	82	100	100	100	100	100	49	49	49	9
Massachusetts	2,367	100	100	100	72	69	29	27	13	13
Rhode Island	558	100	47	47	47	47	11	11	11	11
Connecticut	2,019	96	96	93	47	47	34	20	0+	0+
New York	13,321	100	91	71	33	32	18	16	12	11
New Jersey	4,667	82	82	75	65	54	49	48	17	17
Pennsylvania	8,050	93	93	93	84	74	54	51	12	12
NORTH CENTRAL	38,150	98	90	79	68	58	38	27	11	9
Ohio	7,299	99	89	73	48	48	39	15	15	10
Indiana	1,673	100	61	31	20	7	0+[b]	0+	0+	0
Illinois	6,785	100	93	80	70	53	32	15	8	8
Michigan	9,372	100	100	95	95	72	65	59	3	3
Wisconsin	2,845	100	79	79	58	47	47	46	40	29
Minnesota	2,133	100	100	98	93	82	11	11	11	10
Iowa	1,697	78	77	5	5	4	4	4	4	4
Missouri	3,187	100	100	99	99	99	42	14	14	14
North Dakota	297	100	100	100	0	0	0	0	0	0
South Dakota	530	100	100	100	100	100	10	10	10	10
Nebraska	531	59	59	47	38	38	31	31	23	23
Kansas	1,801	100	70	70	52	52	22	14	9	9
SOUTH	35,234	95	86	61	50	39	28	26	19	14
Delaware	495	72	72	72	72	72	7	7	7	7
Maryland	4,213	91	83	83	42	42	19	17	17	17
District of Columbia	763	100	100	99	55	55	55	55	55	9
Virginia	3,101	98	86	69	65	36	18	17	7	4
West Virginia	658	9	0	0	0	0	0	0	0	0
North Carolina	1,367	100	100	88	64	28	2	2	1	1
South Carolina	1,510	100	96	73	73	65	35	35	12	12
Georgia	2,380	99	63	63	61	16	16	16	16	16
Florida	5,004	100	100	97	82	82	76	75	47	32
Kentucky	1,512	62	62	55	35	35	16	1	1	1
Tennessee	1,912	97	92	72	65	34	33	32	21	14
Alabama	416	100	41	17	17	17	0	0	0	0
Mississippi	296	100	100	100	0	0	0	0	0	0
Arkansas	686	100	100	100	100	100	100	100	100	100
Louisiana	964	100	100	34	32	32	32	32	32	21
Oklahoma	1,045	100	99	99	99	99	94	94	64	37
Texas	8,912	100	90	20	17	10	4	1	1	1
WEST	23,511	90	85	73	46	30	16	15	8	5
Montana	534	100	100	99	99	62	55	55	1	1
Idaho	396	100	100	100	90	90	90	53	0+	0+
Wyoming	326	98	39	1	0	0	0	0	0	0
Colorado	1,923	100	100	46	38	38	26	22	7	0
New Mexico	438	100	100	100	58	58	58	58	3	3
Arizona	983	100	75	75	20	20	20	20	20	20
Utah	602	100	100	67	12	12	0	0	0	0
Nevada	662	100	100	57	43	43	43	43	43	43
Washington	2,380	100	100	100	74	42	40	40	30	3
Oregon	1,763	100	55	32	27	27	5	0	0	0
California	13,205	83	83	77	45	25	5	5	5	4
Alaska	169	100	100	99	95	95	80	78	7	7
Hawaii	130	57	57	56	46	46	46	46	30	21

Source: Survey of State and Federal Adult Correctional Facilities, 1978.

[a]Confinement units with less than 120 square feet of floor space.

[b]The symbol, "0+," signified that the percentage of cells is less than 0.5%.

Table C.111
Percentage of Local Cells with Number of Square Feet of Floor Space Greater Than or Equal to Selected Values by Region and State—1978

Region and State	Total Number of Cells[a]	Number of Square Feet of Floor Space								
		40	45	50	55	60	65	70	75	80
UNITED STATES TOTAL	74,186	88%	83%	67%	44%	39%	28%	25%	20%	19%
NORTHEAST	20,733	92	87	66	35	30	17	11	9	8
New England	2,669	94	853	61	40	39	24	19	17	14
Maine	277	86	86	74	56	56	52	52	52	24
New Hampshire	281	82	60	35	28	16	16	16	5	5
Vermont	-[b]	-	-	-	-	-	-	-	-	-
Massachusetts	2,111	96	88	63	40	40	21	15	15	14
Rhode Island	-	-	-	-	-	-	-	-	-	-
Connecticut	-	-	-	-	-	-	-	-	-	-
Mid-Atlantic	18,064	92	88	66	34	26	15	10	7	7
New York	11,607	95	94	64	30	22	12	3	2	1
New Jersey	2,409	90	74	63	17	17	8	8	7	7
Pennsylvania	4,048	83	78	74	58	54	33	32	23	22
NORTH CENTRAL	18,096	83	77	66	47	42	29	27	21	20
East North Central	13,388	79	73	63	43	39	29	27	22	20
Ohio	4,167	79	71	61	52	48	42	41	35	34
Indiana	1,848	82	78	62	42	42	27	27	25	24
Illinois	3,901	62	57	53	44	39	27	24	20	15
Michigan	2,023	99	93	89	28	24	18	10	5	5
Wisconsin	1,449	94	88	65	32	28	17	16	10	9
West North Central	4,708	94	89	77	60	53	30	29	20	19
Minnesota	1,322	99	97	89	72	60	24	24	12	12
Iowa	588	91	84	72	45	41	26	24	21	21
Missouri	1,206	90	83	63	51	43	29	28	21	21
North Dakota	257	96	91	77	48	47	10	10	5	5
South Dakota	384	92	86	83	67	61	51	51	18	18
Nebraska	427	95	91	67	45	44	19	19	16	16
Kansas	524	97	92	86	81	72	51	50	44	38
SOUTH	24,723	88	81	67	47	43	34	32	26	25
South Atlantic	13,753	81	73	57	34	30	20	19	15	14
Delaware	-	-	-	-	-	-	-	-	-	-
Maryland	1,376	98	94	92	19	17	16	15	15	15
District of Columbia	1,149	100	100	0	0	0	0	0	0	0
Virginia	3,510	43	33	25	15	15	12	12	4	3
West Virginia	961	92	77	68	28	28	14	13	12	12
North Carolina	1,665	80	70	52	40	33	22	18	16	15
South Carolina	998	87	84	77	30	30	19	19	15	14
Georgia	1,589	99	91	82	60	51	36	35	29	28
Florida	2,505	97	91	85	68	55	36	34	30	29
East South Central	4,309	96	92	82	68	66	56	55	41	40
Kentucky	1,211	98	92	72	59	58	52	51	25	25
Tennessee	1,136	89	87	80	66	65	50	49	42	42
Alabama	973	97	92	83	76	74	66	64	55	52
Mississippi	989	99	98	95	72	70	56	56	46	46
West South Central	6,661	98	90	78	61	56	47	45	39	37
Arkansas	700	100	95	90	83	74	64	64	56	53
Louisiana	1,891	99	99	94	70	65	55	54	50	49
Oklahoma	585	97	87	75	70	59	48	48	43	41
Texas	3,485	98	85	67	51	47	38	36	29	26
WEST	10,634	88	85	70	46	42	34	32	28	27
Mountain	3,424	97	91	84	63	57	49	48	42	40
Montana	378	92	81	63	55	52	39	39	36	34
Idaho	230	91	90	83	73	66	61	60	53	51
Wyoming	187	97	90	80	66	66	36	36	23	23
Colorado	1,030	97	96	88	46	37	34	33	27	27
New Mexico	246	98	90	87	51	50	36	35	33	32
Arizona	858	100	99	98	88	81	77	76	72	70
Utah	232	99	43	32	28	22	22	22	22	16
Nevada	263	100	100	97	86	81	60	60	40	34
Pacific	7,210	83	82	63	39	35	28	26	21	21
Washington	615	98	94	64	44	40	25	25	19	19
Oregon	515	99	90	82	53	51	27	25	15	13
California	6,038	80	80	61	37	33	28	26	22	22
Alaska	42	100	100	86	71	71	64	64	45	43
Hawaii	-	-	-	-	-	-	-	-	-	-

Source: Survey of State and Federal Adult Correctional Facilities, 1978.

[a] Confinement units with less than 120 square feet of floor space.

[b] The symbol, "-," signifies that there are no local facilities in that state.

Table C.112
Percentage of Federal[b] and State[b] Cells with Number of Square Feet of Floor Space Greater Than or Equal to Selected Values by Year Facility Opened—1978

Year Facility Opened	Total Number of Cells[a]	Number of Square Feet of Floor Space								
		40	45	50	55	60	65	70	75	80
Total	141,668	96%	89%	74%	57%	47%	31%	26%	14%	11%
Before 1875	20,189	80	77	56	26	17	6	5	5	5
1875 - 1924	40,802	95	83	65	50	37	20	16	12	11
1925 - 1949	32,700	100	95	80	66	56	42	38	10	7
1950 - 1969	30,774	100	96	81	59	50	31	25	16	9
1970 - 1978	17,203	100	97	95	93	83	70	54	37	28

Source: Survey of State and Federal Adult Correctional Facilities, 1978.

[a] Confinement units with less than 120 square feet of floor space.

[b] Does not include state and federally operated prerelease facilities.

Table C.113
Percentage of Local Cells with Number of Square Feet of Floor Space Greater Than or Equal to Selected Values by Year Building Constructed—February 15, 1978

Year Building Constructed	Total Number of Cells[a]	Number of Square Feet of Floor Space								
		40	45	50	55	60	65	70	75	80
Total	74,186	88%	83%	67%	44%	39%	28%	25%	20%	19%
Before 1875	3,757	73	67	58	41	36	29	26	21	19
1875 - 1924	12,872	87	78	63	31	25	17	17	13	12
1925 - 1949	15,783	85	80	65	37	35	21	19	16	15
1950 - 1969	21,884	87	82	64	42	37	27	26	21	20
1970 - 1978	19,889	94	91	76	59	55	42	35	28	26

Source: National Jail Census, 1978.

[a] Confinement units with less than 120 square feet of floor space.

Table C.114

Percentage of Federal[b] and State[b] Cells with Number of Square Feet of Floor Space Greater Than or Equal to Selected Values by Average Number of Inmates in 1977

Average Number of Inmates	Total Number of Cells[a]	Number of Square Feet of Floor Space								
		40	45	50	55	60	65	70	75	80
Total[c]	141,668	96%	89%	74%	57%	47%	31%	26%	14%	11%
Less than 500	20,296	98	93	80	72	67	53	50	35	25
500 - 999	39,427	97	92	80	62	52	30	24	16	12
1,000 or more	81,945	94	87	70	52	39	27	21	8	7

Source: Survey of State and Federal Adult Correctional Facilities, 1978.

[a] Confinement units with less than 120 square feet of floor space.

[b] Does not include state and federally operated prerelease facilities.

[c] Missing Cases 18 (3.2%).

Table C.115

Percentage of Local Cells with Number of Square Feet of Floor Space Greater Than or Equal to Selected Values by Average Inmate Population — February 15, 1978

Average Inmate Population	Total Number of Cells[a]	Number of Square Feet of Floor Space								
		40	45	50	55	60	65	70	75	80
Total	74,186	88%	83%	67%	44%	39%	28%	25%	20%	19%
Less than 10	8,497	94	88	75	57	52	38	37	30	28
50 - 249	37,991	90	83	70	51	45	30	28	21	20
250 or more	27,778	93	80	61	30	27	22	18	16	16

Source: National Jail Census, 1978.

[a] Confinement units with less than 120 square feet of floor space.

Table C.116
Number and Percent of Inmates in State and Local Dormitories by Occupancy[a] and Region

Occupancy	Total		Northeast		North Central		South		West	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total	158,448	100%	7,375	100%	23,998	100%	91,125	100%	35,950	100%
2-10 inmates	41,011	26	1,978	27	8,708	36	20,070	22	10,255	28
11-50 inmates	66,319	42	2,366	32	7,571	32	37,044	41	19,338	54
More than 50 inmates	51,118	32	3,031	41	7,719	32	34,011	37	6,357	18
State	81,814	101%	1,955	100%	13,089	100%	55,121	100%	11,649	100%
2-10 inmates	9,462	12	700	36	2,196	17	3,951	7	2,615	22
11-50 inmates	28,500	35	601	31	3,174	24	18,578	34	6,147	53
More than 50 inmates	43,852	54	654	33	7,719	59	32,592	59	2,887	25
Local	76,634	99%	5,420	101%	10,909	100%	36,004	100%	24,301	99%
2-10 inmates	31,549	41	1,278	24	6,512	60	16,119	45	7,640	31
11-50 inmates	37,819	49	1,765	33	4,397	40	18,466	51	13,191	54
More than 50 inmates	7,266	9	2,377	44	0	0	1,419	4	3,470	14

Source: Survey of State and Federal Adult Correctional Facilities (PC-2), 1978

[a]Number of inmates in each confinement unit.

40 percent of all state prisoners housed in dormitories are found in the South sharing their confinement unit with at least 50 other inmates.

APPENDIX D

Supplementary Data on Inmate/Custodial, Inmate/Service Staff Ratios in Local Jurisdictions

Table D-1

AVERAGE DAILY INMATE POPULATION, NUMBER OF CUSTODIAL AND SERVICE STAFF, AND INMATE/CUSTODIAL STAFF AND INMATE/SERVICE STAFF RATIOS FOR LOCAL JURISDICTIONS WITH AN AVERAGE DAILY POPULATION OF OVER 250 AND TOTALED FOR ALL FACILITIES BY REGION AND STATE -- FEBRUARY 15, 1978

Region, State and Facility	Average Daily Inmate Population	Number of Full Time Custodial Staff	Inmate/ Custodial Staff Ratio	Number of Full Time Service Staff	Inmate/ Service Staff Ratio
TOTAL	162,788	32,528	5.0	2,947	55
NORTHEAST	24,376	8,282	2.9	880	28
Maine	325	86	3.8	8	41
New Hampshire	395	129	3.1	0	-
Vermont	-	-	-	-	-
Massachusetts	2,290	772	3.0	114	20
Middlesex County Jail	386	147	2.6	17	23
Suffolk County (Boston)	501	190	2.6	31	16
House of Corrections	266	123	2.2	14	19
Jail	235	67	3.5	17	14
Remaining Massachusetts Facilities	1,403	435	3.2	66	21
Rhode Island	-	-	-	-	-
Connecticut	-	-	-	-	-
New York	11,036	3,650	3.0	387	28
Erie County	473	252	1.9	18	26
Penitentiary	203	100	2.0	12	17
Jail	270	152	1.8	6	15
Monroe County Jail	291	111	2.6	14	21
Nassau County Jail	611	318	1.9	16	38
New York City	6,446	1,851	3.5	276	23

Brooklyn House of Detention for Men	746	245	3.0	28	27
Bronx House of Detention for Men	500	180	2.8	24	21
Queens House of Detention for Men	483	121	4.0	20	24
New York City House of Detention for Men	1,645	376	4.4	47	35
Anna M. Kross Center	220	61	3.6	0	-
New York City Correctional Institute for Men	1,614	362	4.5	72	22
Brooklyn Community Residential Facility	40	7	5.7	2	20
N.Y. City Adolescent Recreation and Detention Center	876	314	2.8	33	26
N.Y. City Correctional Institute for Women	322	185	1.7	50	6
Suffolk County	444	235	1.9	11	40
Minimum Security Facility	49	20	2.5	0	-
Correctional Facility	395	215	1.8	11	36
Westchester County	457	249	1.8	25	18
Penitentiary	205	104	2.0	5	41
Jail	221	118	1.9	17	13
Women's Correctional Center	31	27	1.1	3	10
Remaining New York Facilities	2,314	634	3.6	27	86
New Jersey	3,972	1,658	2.4	142	28
Burlington County	444	241	1.8	21	22
County Jail	126	66	1.9	7	18
Min. Security Jail	55	36	1.5	3	18
Camden County Jail	173	109	1.6	9	19
Camden County Jail Annex	67	26	2.6	2	34
County Work Release Program	23	4	5.8	0	-
Essex County	1,072	499	2.1	36	30
County Penitentiary	524	237	2.2	27	19
County Jail	548	262	2.1	9	61
Hudson County Jail (Jersey City)	300	75	4.0	4	75
Monmouth County Jail	264	110	2.4	4	66
Passaic County Jail	304	80	3.8	7	44
Remaining New Jersey Facilities	1,590	657	2.4	70	23

Table D-1--continued

AVERAGE DAILY INMATE POPULATION, NUMBER OF CUSTODIAL AND SERVICE STAFF, AND INMATE/CUSTODIAL STAFF AND INMATE/SERVICE STAFF RATIOS FOR LOCAL JURISDICTIONS WITH AN AVERAGE DAILY POPULATION OF OVER 250 AND TOTALED FOR ALL FACILITIES BY REGION AND STATE -- FEBRUARY 15, 1978

Region, State and Facility	Average Daily Inmate Population	Number of Full Time Custodial Staff	Inmate/ Custodial Staff Ratio	Number of Full Time Service Staff	Inmate/ Service Staff Ratio
Pennsylvania	6,358	1,983	3.2	229	28
Allegheny County Jail	431	110	3.9	10	43
Delaware County Jail	353	122	2.9	21	17
Philadelphia City	2,091	689	3.0	114	18
House of Corrections	637	218	2.9	40	16
Holmesburg Prison	714	215	3.3	34	21
Detention Center	740	256	2.9	40	18
Remaining Pennsylvania Facilities	5,071	1,062	4.8	84	60
NORTH CENTRAL	29,705	6,613	4.5	610	49
Ohio	5,768	1,410	4.1	141	41
Cuyahoga County Jail (Cleveland)	650	417	1.6	44	15
Franklin County Correctional Center (Columbus)	394	61	6.5	8	49
Columbus City	270	75	3.6	5	54
Women's Correctional Institution	51	16	3.2	1	51
Workhouse	123	32	3.8	4	31
City Jail	96	27	3.5	0	-
Hamilton County Jail (Cincinnati)	330	63	5.2	4	82
Cincinnati Community Correctional Institution	464	66	7.0	13	36
Remaining Ohio Facilities	3,660	728	5.0	67	55
Indiana	2,690	542	5.0	19	142
Lake County Jail	269	56	4.8	0	-
Remaining Indiana Facilities	2,421	486	5.0	19	127

Illinois	6,061	1,675	3.6	127	48
Cook County	3,951	1,046	3.8	112	35
Division 1	1,891	421	4.5	29	65
Division 2	1,163	398	2.9	66	18
Women's Correctional Center	180	63	2.9	6	30
Division 4	717	164	4.4	11	65
Remaining Illinois Facilities	2,110	629	3.4	15	141
Michigan	5,958	984	6.1	177	34
Genessee County Jail	308	49	6.3	4	77
Kent County (Grand Rapids)	469	84	5.6	10	47
Correctional Facility	424	77	5.5	8	53
Honor Camp	45	7	6.4	2	22
Macomb County Jail (Mt. Clemens)	280	81	3.5	13	22
Oakland County (Pontiac)	565	107	5.3	12	47
Law Enforcement Complex	525	100	5.2	11	48
Trusty Camp	40	7	5.7	1	40
Wayne County Jail (Detroit)	763	-	-	49	16
Detroit House of Corrections	634	88	7.2	17	37
Remaining Michigan Facilities	2,939	575	5.1	72	41
Wisconsin	2,027	483	4.2	17	119
Milwaukee County (Milwaukee)	660	163	4.0	10	66
Jail	294	79	3.7	2	147
House of Corrections	366	84	4.4	8	46
Remaining Wisconsin Facilities	1,367	320	4.3	7	195
Minnesota	1,441	364	4.0	37	39
Hennepin County (Minneapolis)	398	136	2.9	11	36
Jail	163	73	2.2	0	-
Adult Corrections Facility	235	63	3.7	11	21

Table D-1--continued

AVERAGE DAILY INMATE POPULATION, NUMBER OF CUSTODIAL AND SERVICE STAFF, AND INMATE/CUSTODIAL STAFF AND INMATE/SERVICE STAFF RATIOS FOR LOCAL JURISDICTIONS WITH AN AVERAGE DAILY POPULATION OF OVER 250 AND TOTALED FOR ALL FACILITIES BY REGION AND STATE -- FEBRUARY 15, 1978

Region, State and Facility	Average Daily Inmate Population	Number of Full Time Custodial Staff	Inmate/ Custodial Staff Ratio	Number of Full Time Service Staff	Inmate/ Service Staff Ratio
Remaining Minnesota Facilities	1,043	228	4.6	28	37
Iowa	767	145	5.3	1	767
Missouri	2,930	596	4.9	67	44
St. Louis City	720	212	3.4	23	31
Municipal Jail	220	120	1.8	7	31
Medium Security Institution	500	92	5.4	16	31
Remaining Missouri Facilities	2,210	384	5.8	44	50
North Dakota	168	50	3.4	4	42
South Dakota	328	47	7.0	1	328
Nebraska	583	103	5.7	9	65
Kansas	984	214	4.6	10	10
SOUTH	69,258	11,731	5.9	766	90
Delaware[a]	-	-	-	-	-
Maryland	3,669	808	4.5	90	41
Baltimore County Jail	271	60	4.5	8	34

[a]No locally operated jails

District of Columbia	1,371	541	2.5	37	37
Detention Facility	894	368	2.4	32	28
Detention Facility Annex	477	173	2.8	5	95
Virginia	4,563	1,115	4.1	94	48
Norfolk Municipal Jail	369	90	4.1	7	53
Richmond City Jail	706	138	5.1	14	50
Remaining Virginia Facilities	3,488	887	3.9	73	48
West Virginia	1,140	120	9.5	5	228
North Carolina	2,772	504	5.5	20	139
South Carolina	2,365	483	4.9	8	296
Georgia	8,345	1,275	6.5	38	220
Bibb County Jail	251	20	12.6	1	251
Dekalb County Jail	446	5	89.3	6	74
Fulton County (Atlanta)	1,187	144	8.2	1	1,187
Bellwood Correctional Institution	180	24	7.5	1	180
Alpharetta Correctional Institution	130	16	8.1	0	-
Stonewall Correctional Institution	120	16	7.5	0	-
Fulton County Jail	757	88	8.6	0	-
Atlanta City	507	145	3.5	6	84
Correctional Center	300	50	6.0	6	50
City Jail	207	95	2.2	0	-
Muscogee County (Columbus)	419	44	9.5	2	210
Public Works Camp	200	26	7.7	1	200
Jail	219	18	12.2	1	219
Richmond County	308	63	4.9	5	62
Correctional Institution	180	42	4.3	4	45
Jail	128	21	6.1	1	128
Remaining Georgia Facilities	5,227	854	6.1	17	308

Table D-1--continued

AVERAGE DAILY INMATE POPULATION, NUMBER OF CUSTODIAL AND SERVICE STAFF, AND INMATE/CUSTODIAL STAFF AND INMATE/SERVICE STAFF RATIOS FOR LOCAL JURISDICTIONS WITH AN AVERAGE DAILY POPULATION OF OVER 250 AND TOTALED FOR ALL FACILITIES BY REGION AND STATE -- FEBRUARY 15, 1978

Region, State and Facility	Average Daily Inmate Population	Number of Full Time Custodial Staff	Inmate/ Custodial Staff Ratio	Number of Full Time Service Staff	Inmate/ Service Staff Ratio
Florida	10,512	2,208	4.8	212	50
Broward County (Ft. Lauderdale)	960	118	8.1	10	96
Stockade	64	25	2.6	6	11
Jail	546	57	9.6	2	273
Jail Annex	264	20	13.2	1	264
Jail (Female)	66	11	6.0	1	66
Work Release Center	20	5	4.0	0	-
Dade County (Miami)	1,500	84	17.9	55	27
Jail	684	20	34.2	16	43
Training and Treatment Center	601	11	54.6	31	19
Women's Detention Center	125	16	7.8	8	16
Detention Center	90	35	2.6	0	-
Duval County (Jacksonville)	890	333	2.7	44	20
Jail	396	215	1.8	26	15
City-County Prison Farm	86	16	5.4	2	43
Correctional Institution	404	93	4.3	15	27
Trustee Housing Unit	4	9	0.4	1	4
Escambia Prison (Pensacola)	282	77	3.7	7	40
Prison	80	30	2.7	1	80
Jail	202	47	4.3	6	34
Hillsborough County (Tampa)	1,040	150	6.9	13	80
Prison	364	43	8.5	9	40
Camp	126	23	5.5	0	-
Central Booking	157	29	5.4	0	-
Stockade	361	48	7.5	4	90

Work Release Center	32	7	4.6	0	-
Orange County (Orlando)	456	93	4.9	32	14
Jail Annex	113	29	3.9	3	38
Jail	343	64	5.4	29	12
Orlando Detention Bureau	303	59	5.1	4	76
Palm Beach County	492	98	5.0	3	164
Stockade	87	38	2.3	0	-
Jail	405	60	6.8	3	135
Pinellas County Jail	564	66	8.5	4	141
Polk County	395	69	5.7	1	395
Stockade	75	24	3.1	0	-
Jail	320	45	7.1	1	320
Valusia County	446	104	4.3	14	32
Prison Farm	185	59	3.1	8	23
Jail	261	45	5.8	6	44
Remaining Florida Facilities	3,184	957	3.3	25	127
Kentucky	2,500	311	8.0	20	125
Fayette (Lexington)	307	67	4.6	2	154
Jefferson City County Jail (Louisville)	514	125	4.1	16	32
Remaining Kentucky Facilities	1,679	119	14.1	2	840
Tennessee	4,823	578	8.3	97	50
Nashville	525	67	7.8	26	20
Metropolitan Jail	275	27	10.2	4	69
Metropolitan Workhouse	200	40	5.0	22	9
First Offenders Jail	50	0	-	0	-
Hamilton County (Chattanooga)	398	84	4.7	0	-
Penal Farm	196	28	7.0	0	-
Women's Det	19	11	1.8	0	-
Jail	183	45	4.1	0	-
Shelby County (Memphis)	1,064	172	6.2	64	17

Table D-1--continued

AVERAGE DAILY INMATE POPULATION, NUMBER OF CUSTODIAL AND SERVICE STAFF, AND INMATE/CUSTODIAL STAFF AND INMATE/SERVICE STAFF RATIOS FOR LOCAL JURISDICTIONS WITH AN AVERAGE DAILY POPULATION OF OVER 250 AND TOTALED FOR ALL FACILITIES BY REGION AND STATE -- FEBRUARY 15, 1978

Region, State and Facility	Average Daily Inmate Population	Number of Full Time Custodial Staff	Inmate/ Custodial Staff Ratio	Number of Full Time Service Staff	Inmate/ Service Staff Ratio
Penal Farm	500	60	8.3	49	10
Jail	564	112	5.0	15	38
Remaining Tennessee Facilities	2,836	255	11.1	7	405
Alabama	5,195	470	11.1	25	208
Birmingham Municipal Jail	416	36	11.5	2	208
Jefferson County	685	52	13.2	16	43
Jail (Birmingham)	495	40	12.4	14	35
Jail (Bessemer)	190	12	15.8	2	95
Mobile County Jail	400	45	8.9	1	400
Remaining Alabama Facilities	3,694	337	11.0	6	616
Mississippi	2,391	184	13.0	2	1,196
Arkansas	1,321	280	4.7	4	330
Louisiana	5,164	887	5.8	68	76
Caddo Parish (Shreveport)	362	50	7.2	4	90
Correction Institution	303	41	7.4	4	76
Jail	59	9	6.6	0	--
Baton Rouge City	638	60	10.6	6	106
Prison	521	40	13.0	5	104
Downtown Jail	117	20	5.9	1	117
Jefferson Parish Jail	274	63	4.4	3	91
New Orleans House of Detention	260	53	4.9	1	260

Orleans Parish	873	387	2.3	37	24
Prison	551	244	2.3	25	22
Community Corrections Center	322	143	2.3	12	27
Remaining Louisiana Facilities	2,757	274	10.1	17	162
Oklahoma	1,852	548	3.4	11	168
Texas	11,274	1,419	7.9	130	87
Bexar County Jail (San Antonio)	899	-	-	12	75
Dallas County	1,445	247	5.9	19	69
Jail	946	186	5.1	11	86
Old Jail	400	45	8.9	6	67
Woodlawn Minimum Security Facility	99	16	6.2	2	49
El Paso County Jail	440	79	5.6	2	220
Harris County (Houston)	2,217	186	11.9	35	54
Downtown Jail	683	83	8.2	13	52
Detention Center	1,534	103	14.9	22	70
Tarrant County Jail (Fort Worth)	451	50	9.0	6	75
Travis County (Austin)	266	64	4.2	12	22
Maximum Security Jail	218	48	4.5	8	27
Rehabilitation	48	16	3.0	4	12
Remaining Texas Facilities	5,556	793	7.0	44	126
WEST	39,449	5,902	6.7	691	57
Montana	443	54	8.2	1	443
Idaho	567	63	9.0	2	284
Wyoming	256	20	12.8	5	51
Colorado	1,713	547	3.1	34	50
Denver City-County	654	242	2.7	13	50

Table D-1--continued

AVERAGE DAILY INMATE POPULATION, NUMBER OF CUSTODIAL AND SERVICE STAFF, AND INMATE/CUSTODIAL STAFF AND INMATE/SERVICE STAFF RATIOS FOR LOCAL JURISDICTIONS WITH AN AVERAGE DAILY POPULATION OF OVER 250 AND TOTALED FOR ALL FACILITIES BY REGION AND STATE -- FEBRUARY 15, 1978

Region, State and Facility	Average Daily Inmate Population	Number of Full Time Custodial Staff	Inmate/ Custodial Staff Ratio	Number of Full Time Service Staff	Inmate/ Service Staff Ratio
City Jail	114	116	1.0	5	23
County Jail	540	126	4.3	8	68
Remaining Colorado Facilities	1,059	305	3.5	11	96
New Mexico	793	150	5.3	9	88
Arizona	2,487	497	5.0	36	69
Maricopa County (Phoenix)	1,294	234	5.5	21	62
Maximum Security Jail	512	63	7.3	8	64
Minimum Security Jail	446	111	2.6	8	56
Jail (Aila Bend)	10	2	5.0	0	-
Jail (Avonsdale)	39	18	2.1	0	-
Jail (Wickenburg)	1	1	1.0	0	-
Pima County (Tuscon)	469	147	3.2	13	36
Jail	341	129	2.6	13	26
Jail Annex	128	18	7.1	0	-
Remaining Arizona Facilities	724	116	6.2	2	362
Utah	675	109	6.2	3	225
Salt Lake City Jail	340	64	5.3	0	-
Remaining Utah Facilities	335	45	7.4	3	112
Nevada	1,005	149	6.7	11	91
Clark County (Las Vegas)	559	103	5.4	8	70
Jail	448	82	5.5	8	56
Jail Annex	91	16	5.7	0	-

Rehabilitation	20	5	4.1	0	-
Remaining Nevada Facilities	446	46	9.7	3	149
Washington	2,528	417	6.1	26	97
King County Jail	783	132	5.9	21	37
Spokane	310	44	7.0	0	-
Work Release Program	54	6	8.9	0	-
Jail	256	38	6.7	0	-
Remaining Washington Facilities	1,745	285	6.1	5	349
Oregon	1,951	320	6.1	25	78
Multinomah County (Portland)	560	59	9.5	14	40
Rocky Butte Jail	363	41	8.9	8	45
Claire Argow Center for Women	51	12	4.3	2	26
Correctional Institution	146	6	24.3	4	36
Remaining Oregon Facilities	1,391	261	5.3	11	126
California	26,989	3,571	7.6	559	48
Alameda County (Oakland)	1,598	47	5.1	4	400
Jail	87	22	3.0	2	44
Rehabilitation Center	1,359	-	-	2	31
Male Work Furlough	142	20	7.1	0	-
Female Work Furlough	10	5	2.0	0	-
Contra Costa County	341	74	4.6	2	170
Jail	152	30	5.1	2	76
Rehabilitation Center	136	27	5.1	0	-
Work Furlough	53	17	3.1	0	-
Fresno County	835	104	8.0	10	84
Jail	629	82	7.7	10	63
Industrial Farm	206	22	9.3	0	-
Imperial County (El Centro)	268	42	6.4	5	54
Jail	139	29	4.8	5	28
Minimum Security Jail	129	13	9.9	0	-

Table D-1--continued

AVERAGE DAILY INMATE POPULATION, NUMBER OF CUSTODIAL AND SERVICE STAFF, AND INMATE/CUSTODIAL STAFF AND INMATE/SERVICE STAFF RATIOS FOR LOCAL JURISDICTIONS WITH AN AVERAGE DAILY POPULATION OF OVER 250 AND TOTALED FOR ALL FACILITIES BY REGION AND STATE -- FEBRUARY 15, 1978

Region, State and Facility	Average Daily Inmate Population	Number of Full Time Custodial Staff	Inmate/ Custodial Staff Ratio	Number of Full Time Service Staff	Inmate/ Service Staff Ratio
Kern County	764	88	8.7	6	127
Jail	404	50	8.1	6	67
Lerdo Facility	360	38	9.5	0	-
Los Angeles County	7,741	835	8.4	166	47
Detention Camp 15	71	7	10.1	0	-
Detention Camp 18	85	7	12.1	4	21
Mira Loma Facility	518	29	17.9	11	47
Hall of Justice Jail	693	52	13.3	13	53
Central Jail	4,800	562	8.5	100	48
Wayside Honor Ranch	750	--	-	5	150
Sybil Brand Institute for Women	684	164	4.2	33	21
Detention Camp 13	75	7	10.7	0	-
Detention Camp 14	65	7	9.3	0	-
Monterey County Jail (Salinas)	306	73	4.2	7	44
Orange County	1,495	185	8.1	32	47
Jail	1,149	158	7.3	22	52
Theo Lacy Facility	246	16	15.4	1	246
J.A. Musick Facility	100	11	9.1	9	11
Riverside County	694	129	5.4	18	39
Banning Rehabilitation and Counseling Center	153	31	4.9	14	11
Jail (Riverside)	344	69	5.0	4	86
Jail (Indio)	150	24	6.3	0	-
Jail (Blythe)	47	5	9.3	0	-
Sacramento County	1,037	148	7.0	20	52
Main Jail	571	78	7.3	10	57

Rio Consumnes Rehabilitation Center	466	70	6.7	10	47
San Bernardino County	777	116	6.7	8	97
Jail	546	78	7.0	5	109
Glen Haven Rehabilitation Center	231	38	6.1	3	77
San Diego	1,669	215	7.8	40	42
Barrett Honor Group	96	22	4.4	3	32
Camp Desconso	48	14	3.4	1	48
Camp Morena	60	14	4.3	1	60
Camp La Cimi	80	11	7.3	0	-
Camp Viejas	96	18	5.3	3	32
West Folla Honor Camp	67	16	4.2	1	67
Jail	1,079	73	14.8	23	47
Las Colinas Womens' Detention Facility	143	47	3.0	8	18
San Francisco City-County	1,118	203	5.7	86	14
Jail	410	64	6.4	14	29
Jails Number 1 and 3	373	46	8.1	33	11
Jails Number 2 and 4	330	88	3.8	36	9
Jail Number 5	45	5	9.0	3	15
San Joaquin County Custodial Division					
(Men's Jail)	307	47	6.5	13	24
San Mateo County	461	0	-	10	46
Jail	304	0	-	10	30
Honor Camp #1	68	0	-	0	-
Work Furlough Facility	89	0	-	0	-
Santa Barbara County	375	66	5.7	8	47
Detention Facility	301	61	4.9	8	38
Honor Farm	74	5	14.8	0	-
Santa Clara County	1,495	186	8.0	27	55
Main Jail	619	82	7.6	12	52
Jail (Milpitas)	70	22	3.2	0	-
Palo Alto	56	9	6.2	1	56
Women's Detention Facility	104	39	2.7	2	52
Minimum Security Facility	646	34	19.0	12	54
Stanislaus County	431	52	8.3	1	431

Table D-1--continued

AVERAGE DAILY INMATE POPULATION, NUMBER OF CUSTODIAL AND SERVICE STAFF, AND INMATE/CUSTODIAL STAFF AND INMATE/SERVICE STAFF RATIOS FOR LOCAL JURISDICTIONS WITH AN AVERAGE DAILY POPULATION OF OVER 250 AND TOTALED FOR ALL FACILITIES BY REGION AND STATE -- FEBRUARY 15, 1978

Region, State and Facility	Average Daily Inmate Population	Number of Full Time Custodial Staff	Inmate/ Custodial Staff Ratio	Number of Full Time Service Staff	Inmate/ Service Staff Ratio
Jail	264	30	8.8	1	264
Honor Farm	167	22	7.6	0	-
Tulare County	393	61	6.4	2	196
Correctional Center	128	19	6.8	2	64
Jail	265	42	6.3	0	-
Ventura County	530	121	4.4	0	-
Jail (Ventura)	258	75	3.4	0	-
Honor Farm	213	35	6.1	0	-
Jail (Oxnard)	59	11	5.3	0	-
Remaining California Facilities	4,314	779	5.5	94	46
Alaska	42	5	8.4	-	-
Hawaii[a]					

[a]No locally operated jails

APPENDIX E

APPENDIX E-1

Regression Analysis of State Per Inmate Operating Costs

APPENDIX E-1: SUPPORTING DATA
FACILITY COSTS

Regression Analysis of State Per Inmate Operating Costs

As reported in Table 5.3, there is wide variation across the states in direct current expenditures per state prison inmate. To better understand this variability, a simple regression model was tested, in which a state's cost per inmate (C) was assumed to be a function of its inmate-to-staff ratio (R) and the state's average starting salary for corrections officers (S).

This model was tested in both a simple linear and double-log form. The estimated regression equations are listed below; all of the variable coefficients were found to be significant by a t-test (alpha = .01)*:

(1) Linear Form: $R^2 = .85$

$C = 18{,}121R + 1.02S - 8{,}569$

(2) Double-Log Form: $R^2 = .90$

$\text{Log}(C) = .98 \text{ Log } (R) + .62\text{Log } (S) + 1.83$

These calculations indicate that the linear form of the model accounts for 85 percent of the variance in per inmate expenditures by the states, whereas the double-log form accounts for 90 percent. Thus, an understanding of what factors influence a state's inmate-to-staff ratio and its salaries for corrections employees would serve to explain a large proportion of the variability in per inmate operating costs across the states.

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*Annual starting salaries for corrections officers are displayed in Table 5.4. Inmate-to-staff ratios were determined from data provided in Expenditure and Employment Data for the Criminal Justice System: 1977. Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice, 1979; Prisoners in State and Federal Institutions on December 31, 1979. Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice, 1979.

APPENDIX E-2

Construction Costs for a Sample of Recently Constructed State Prisons by Level of Custody

E.2 Construction Costs for a Sample of Recently Constructed State Prisons by Level of Custody

Institution/Location*	Custody Level	Date of Constr.	Design Capacity	Cost per Inm. at Constr. Date	Equivalent 1978 Cost/Inmate**
Comm. Corr. Center/CT	Min.	1972	264	$18,939	$29,721
Campbell Pre-Release/SC	Min.	1976	100	7,500	8,716
Conservation Camp/MI	Min.	1978	160	18,750	18,750
Trusty Annex/AZ	Min.	1970	160	9,375	17,097
Sub-totals					$18,459
Kirkland Corr. Ct./SC	Med.	1974	448	$20,910	$28,238
Deer Lodge Corr. Ct./MI	Med.	1977	325	16,000	17,248
Marion Corr. Ct./FL	Med.	1976***	600	12,500	14,526
Brunswick Corr. Ct./VA	Med	1979***	504	--	34,722
Correctional Facility/KS	Med.	1977	400	35,714	38,500
Western Corr. Cent./NC	Med.	1970	510	10,337	18,851
Pulaski Corr. Cent./AR	Med.	1973	180	18,333	26,689
Women's Corr. Cent./AR	Med.	1975	146	9,600	12,026
San Fran. Metro Corr./CA	Med.	1972	180	22,200	34,525
SC11--Anchorage/AK	Med.	1971	180	26,200	44,323
Sub-totals					$26,965
Marion Fed. Inst. /IL	Max.	1971	600	$29,076	$49,189
Lexington Corr. Ct./OK	Max.	1977	400	32,000	34,496
Mecklenburg Corr. Ct./VA	Max.	1978	360	55,555	55,555
Sub-totals					$46,413

SOURCE: Carter, Goble, Roberts, Inc.

* Carter, Gobel, Roberts, Inc. estimate that this sample represents approximately one-third of all of the state prisons constructed since 1970.

** Based upon data from the U.S. Department of Commerce, an average annual increase in construction costs of 7.8 percent was used to compute 1978 equivalent costs.

*** Planned for completion in 1979.

APPENDIX E-3

Prototype Prison Design for Use in Estimating New Construction Costs

E.3 Prototype Prison Design for Use in Estimating New Construction Costs*

In order to provide a basis for estimating prison construction costs under a variety of circumstances, this section presents cost figures for a prototype (or model) prison design. This prototype is designed to meet recent standards of both the American Correctional Association and the Department of Justice.** With slight modifications in response to local needs, this prototype has been used by the states of Arizona and South Carolina in developing construction plans for new prison facilities.

The space allocation and cost features of the prototype are presented in Table E.3. The facility is designed to hold 500 inmates under medium security conditions and includes all of the support functions (e.g., rehabilitation services, indoor recreation, etc.) that are required to meet current corrections standards. The estimates given for cost per square foot of floor space apply to the South and are valid for 1978.

The facility prototype provides for an average of 413 square feet per inmate across all ten components of the prison ("gross square footage"). The cost is figured to be $29,143 per bed. This estimate includes the cost of basic equipment, perimeter security and site preparation; however, it does not include site acquisition costs or architectural fees.

Although this cost estimate is given only for the South, the cost of constructing this prototype in other regions of the country can be calculated with the aide of the construction price index shown in Table 5.7. For example, building this prison in the West is estimated to cost $34,710 per bed, some 19 percent higher than the figure given for the South.

In addition, this design could be modified to meet maximum or minimum security specifications. If converted to a maximum security prison, construction costs would be approximately 20 to 25 percent higher than those given in Table E.3. (See Tables 5.5 and 5.6.) This increase is attributable mainly to the greater expense of housing modules that require more sophisticated locking equipment, reinforced walls and ceilings, and a higher level of control over inmate movement. If the facility were downgraded to a minimum security level with single cell occupancy, construction costs would be reduced by 10 to 15 percent. With the exception of reduced perimeter security and less secure windows, doors, plumbing fixtures and locking equipment, the basic design would be the same as the medium security plant.

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*The prototype facility was developed by the architectural firm of Carter, Goble, Roberts, Inc. and reflects this firm's extensive experience in the design of new correctional facilities.

**Manual of Standards for Adult Correctional Institutions. Rockville, MD: Commission on Accreditation for Corrections, 1977; "Draft Federal Standards for Corrections," U.S. Department of Justice, June 1978.

Table E.3
Space Allocation and Construction Costs
for a Prototype 500-Bed, Medium Security Prison Located in the South -- 1978

Facility Component	Total Sq. Ft.	Cost/ Sq. Ft.	Total Cost	Cost Per Bed	Sq. Ft./ Inmate
Total	206,500	$70.56	$14,571,500	$29,143	413
Administration	6,000	40.00	240,000	480	12
Custodial Administration	9,000	52.00	468,000	936	18
Dietary Services	8,000	65.00	520,000	1,040	16
Rehabilitation Services	42,500	55.00	2,337,500	4,675	85
Inmate Services	9,000	40.00	360,000	720	18
Indoor Recreation	7,000	28.00	196,000	392	14
Confinement Housing	104,000	95.00	9,880,000	19,760	208
Prison Industries	13,000	25.00	325,000	650	26
Central Stores	5,000	25.00	125,000	250	10
Central Plant/ Maintenance	3,000	40.00	120,000	240	6

SOURCE: Carter, Goble, Roberts, Inc.

APPENDIX E-4

Regression Equation for Projecting Operating Costs (Method III)

E.4 Regression Equation for Projecting Operating Costs (Method III)

The projection of future state operating costs by Method III (see Section 5.3) was accomplished through a two-step process. First, an estimate was made of the linear relationship between changes in yearly operating costs and two predictor variables: (1) change in the number of state prisoners; and (2) change in total personal income, which was employed as a simplified representation of the complex set of economic factors that affect operating costs. Information on these two variables was derived for each of the 50 states by calculating changes in them between 1972 and 1976.*

This linear relationship is described by the following regression equation ($R^2 = .75$); all of the variable coefficients were found to be significant by a t-test (alpha = .01):

$$\Delta C = 4.23\ \Delta I + .93\ \Delta Y - 446,$$

where ΔC = the change from 1972 to 1976 in yearly operating costs per inmate (in thousands of dollars) for a state's adult correctional institutions;

ΔI = the change from 1972 to 1976 in the number of prisoners in a state's adult correctional institutions; and

ΔY = the change from 1972 to 1976 in total personal income (in millions of dollars) for a state.

This model describes the relationship between changes in these three variables at the state level for the 1972 to 1976 period: (1) the marginal operating costs of an additional state inmate is approximately $4,000 per year; and (2) these costs increase nearly $1,000 for every increase of $1 million in total personal income, independent of changes in the inmate population.

The second step in this process is to use estimates of future changes for both of the predictor variables to project changes in future

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*Operating cost data were obtained from Expenditure and Employment Data for the Criminal Justice System: 1971-1972. Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice and U.S. Bureau of the Census, 1974; and the same volume for fiscal year 1976, obtained from Prisoners in State and Federal Institutions on December 31, 1971, 1972, and 1973. Washington, D.C.: Law Enforcement Assistance Administration, U.S. Department of Justice, 1975; and the same volume for December 31, 1976, published in 1978. Total personal income data for each state are from the Survey of Current Business. Washington, D.C.: U.S Department of Commerce, August, 1978.

state operating costs. By this method, it is assumed that the regression model derived from data for the 1972 to 1976 period will apply to the projection period, 1977 to 1982. The total personal income estimates used in this calculation are those used by the federal government in making spending and revenue projections.* The estimates of future inmate population are those reported in a preliminary draft of Volume II of this final report, Population Trends and Projections. As explained in Chapter 5, these estimates extend through 1982 instead of 1983 and are only at slight variance with those presently reported in Volume II.

Since this regression model was built on state-level data, the equation could be used to make projections for state operating costs. For the projections of future federal and local operating costs, a different approach was needed. The regression model was used to calculate the "elasticities" (E) of both the number of inmates (I) and total personal income (Y) with respect to operating costs (C). The elasticity of one variable b, with respect to another variable, a, is the percentage of change in b associated with a one percent change in a. These two elasticities were calculated at the means for 1976:

$$E_{I/C} = (4.23)\frac{I_{76}}{C_{76}} = (4.23)\frac{4,318}{25,417} = .72$$

$$E_{Y/CE} = (0.93)\frac{Y_{76}}{C_{76}} = (0.93)\frac{27,374}{25,417} = .99$$

By these calculations, it can be seen that either a 72 percent change in the number of inmates or a 99 percent increase in total personal income would be associated with a 100 percent increase in total operating costs. In doing the federal and local projections, the assumption was made that the proportional increase in operating costs to certain increases in the inmate population or personal income (as reflected in these elasticity figures) would be the same at the federal and local levels as at the state level.

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*The Budget of the United States Government: Fiscal Year 1976. Washington, D.C.: U.S. Government Printing Office, 1978.

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About the National Institute of Justice

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- Evaluates the effectiveness of federally-funded justice improvement programs and identifies programs that promise to be successful if continued or repeated.
- Tests and demonstrates new and improved approaches to strengthen the justice system, and recommends actions that can be taken by Federal, State, and local governments and private organizations and individuals to achieve this goal.
- Disseminates information from research, demonstrations, evaluations, and special programs to Federal, State and local governments; and serves as an international clearinghouse of justice information.
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Harry M. Bratt
Acting Director

DOJ-1980-11

END