

The pages shown here are only those parts of this lengthy report
that pertain to the Spartanburg County Detention Facility.

NEEDS ASSESSMENT FOR A CRIMINAL JUSTICE AUTOMATED INFORMATION SYSTEM

FINAL REPORT

**PRESENTED TO THE
SPARTANBURG COUNTY
CRIMINAL JUSTICE COORDINATING COMMITTEE**

DECEMBER 1, 2000



**Institute for Law and Policy Planning
2613 Hillegass Ave., Berkeley, CA 94704
(510) 486-8352**

CRIMINAL JUSTICE COORDINATING COMMITTEE (CJCC)

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Chair, Spartanburg County Council

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Council

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David Jones, Director
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Emergency Services
CJAIS Project Manager

Larry Powers, Director
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Spartanburg Area Drug & Alcohol
Commission (SADAC)

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Police
Municipal Police Chiefs Association

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Spartanburg County Bar Association

ILPP TEAM

Alan Kalmanoff, Executive Director
Brian Taugher
Palmer Stinson
Dave Voorhis

Frank Goodroe
Thant Oo
Jane Yee
David Moulton

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Abbreviations

ABA	American Bar Association
ADP	Average Daily Population
ADR	Alternate Dispute Resolution
AWIK	Assault with Intent to Kill
CAD	Computer Assisted Dispatch
CFS	Called for Services
CJAIS	Criminal Justice Automated Information System
CJCC	Criminal Justice Coordinating Committee
CSO	Community Safety Officer
DCM	Differentiated Case Management
DOB	Date of Birth
EMS	Emergency Medical Services
FY	Fiscal Year
IT	Information Technology
LE	Law Enforcement
LTC's	Laptop Computers
MIS	Management Information Systems
MTD's	Mobile Digital Terminals
NCIC	National Crime Information Center
NIBRS	National Incident-Based Reporting System
OES	Office of Emergency Services
OR	Own Recognizance
PSAP	Public Safety Answering Points
PSI	Presentence Investigation
RMS	Report Management System
SADAC	Spartanburg Alcohol and Drug Abuse Commission
SCCA	South Carolina Court Administrator
SLED	State Law Enforcement Division
SO	Sheriff's Office
SPSD	Spartanburg Public Safety Department
UCR	Uniform Crime Report
UCSC	University of South Carolina Spartanburg
VOP	Violation of Probation

1. INTRODUCTION

The County of Spartanburg retained the Institute for Law and Policy Planning (ILPP) to conduct a needs assessment study and technical specification development of a Criminal Justice Automated Information system (CJAIS).

PURPOSE AND OBJECTIVES

The purpose of this study is to provide recommendations on how the County of Spartanburg can improve the criminal justice information flow in an efficient and cost-effective manner, and implement an automated integrated criminal justice information system based on a rational plan.

One of the primary objectives of this project is to develop the basis of a networking plan that provides multiple criminal justice agency access to data currently embedded in legacy management information systems (MIS). The legacy systems are those independently developed and currently used by the agencies making up Spartanburg County's criminal justice system, i.e. law enforcement, courts, prosecution, public defenders, probation, and detention. A collateral objective is to identify MIS needs that are **not being addressed** by the legacy systems that should guide the technical development of an integrated Criminal Justice Information System.

BACKGROUND

The Spartanburg County Criminal Justice Coordinating Committee identified a need to analyze, update and/or upgrade record management systems used by the agencies that make up the criminal justice system network in Spartanburg County. The agencies have recognized the need for an evaluation of the entire flow of records and information from the receipt of the call-for-service to the point of arrest, through the courts, to release from custody. Existing information systems and flow were known to be inefficient and often redundant.

The Criminal Justice Coordinating Committee consists of representatives of the following offices, departments, and organizations.

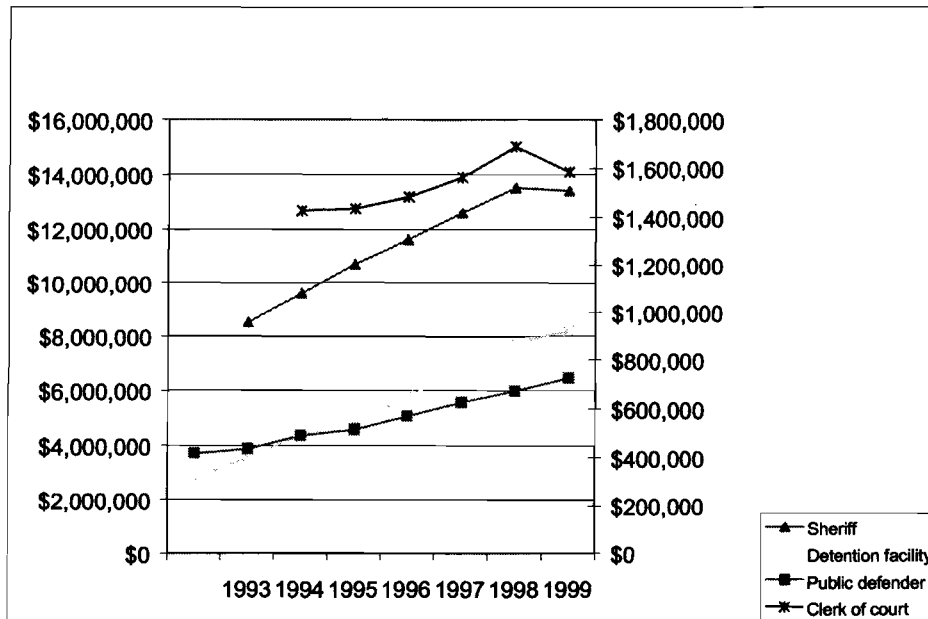
- Spartanburg County Council
- County Administrator's Office
- Clerk of the Court
- Circuit Court
- Magistrate's Court
- Solicitor's Office
- Public Defender's Office
- Probation, Parole, and Pardon Services
- Sheriff's Office
- Spartanburg Public Safety Department
- Municipal Police Chief's Association
- Communications/911
- Detention Center
- Spartanburg Alcohol and Drug Abuse Commission
- Bar Association

BUDGET ANALYSIS

In most jurisdictions, the justice system consumes the largest fraction – sometimes the majority – of locally-generated revenues. ILPP has found that to be the case in both Spartanburg County and the city of Spartanburg. In 1999, the combined adult and juvenile justice system (the sheriff and the jail, the courts, prosecution, defense, and the clerk of the court) consumed 41% of all county General Fund expenditures. In the city, law enforcement¹, the city attorney, and the municipal court accounted for 39% of the approved budget.

Furthermore, the expenses grew rapidly. From FY 1993-94 through FY 1998-99, expenditures for the Sheriff grew by 59% and expenditures for the Detention Facility increased 117%.² Figure A shows the growth of those two functions (refer to the dollar figures on the left side of the graph) as well as the expenditure growth of the Clerk of the Court and the Public Defender (refer to the dollar figures on the right side of the graph). The latter two departments have smaller budgets, but show comparable rates of growth.³

Figure 1.A: Spartanburg County Expenses



A major factor in the rapid growth in budgets is the increasing inefficiency of the overall criminal justice system in the face of growth. These inefficiencies stem from poor data, lack of automation and integration, redundant entry, delays and errors, and other primary, secondary and tertiary impacts of the information system currently employed.

¹ Including the special revenue funds and proration of the expenditures for the Public Safety Director's Office and Technical and Support Services between Law Enforcement and Fire Services

² The opening of the new main jail in July 1994 did not seem to make much difference in the annual growth curve.

³ Growth rates in the city of Spartanburg appeared to be substantially lower, judging by the limited data made available to ILPP.

ORGANIZATION OF REPORT

Including this introduction, this report contains nine chapters.

- | | |
|---------------------------------------|----------------------------------|
| 1. Introduction | 6. Solicitor's Office |
| 2. Overview of the Information System | 7. Defense Counsel |
| 3. Law Enforcement | 8. Detention |
| 4. Courts | 9. Spartanburg County CJAIS Plan |
| 5. Probation and SADAC | |

In addition to the main chapters, this report contains five appendices and, as a supplementary volume, a printout of a website directory describing different justice system software programs currently available.

SCOPE OF SERVICES

The scope of services of this project includes:

- Business analysis of inter- and intra-departmental workflow and procedures, complete with recommendations for improvements.
- Analysis and evaluation of the current automated environment.
- Development of a needs analysis based on the results of the assessment.
- Identification of alternatives regarding a CJAIS and potential cost of each alternative.

METHODOLOGY

This study included in-depth interviews with employees, supervisors, managers, leaders and others throughout the criminal justice network of Spartanburg County, including the City of Spartanburg. These extensive interviews, as well as a review of agency reports and documents, were used to assess the system's individual agencies and the impact of their operations on the overall system efficiency and effectiveness.

The following are the major sources for all the analyses, findings, conclusions, and recommendations:

1. Interviews. Interviews conducted with agency representatives throughout the system, both in person and by phone, including follow-up interviews and meetings, were the primary source of data for this report. People working in the system know their system better, in terms of what they see every day, than consultants do, but are not necessarily in as good a position to analytically interpret what they see in a systems perspective. The list of people interviewed for this report is included at the end of this report.
2. Documents. Well over a hundred documents were reviewed for this report, which basically amount to the entire written documentation for the county's criminal justice system and all its agencies over a lengthy period of history. These documents were read and analyzed by all members of the consulting team, and where appropriate, critiqued in meetings or reviews. The list of documents reviewed for this study is included at the end of this report.
3. Research. National best practices, and new technical development work was reviewed to assess various database, automation and integration strategies.

2. OVERVIEW OF THE INFORMATION SYSTEM

This chapter describes the requirements of the information system and the caseflow process, then presents overall caseflow findings and recommendations. The chapter also summarizes the existing governance structure, physical network, network and database systems, and TCP/IP availability of the key justice system agencies.

REQUIREMENTS OF THE INFORMATION SYSTEM

There are two basic requirements for a criminal justice information system: it should provide accurate and timely information on each defendant or case, and it should provide reports that are useful for system management. For both functions, consistency, cost, and efficiency are important considerations. All modern large jurisdictions, and most small ones, have found it essential to employ automated data processing for the required activities.

The requirement of accurate and timely case information means that data should be entered once, automatically checked whenever possible, and transmitted or at least made available to other agencies with a need for it. Duplicate entry of data wastes time, slows down information transfer, and introduces the possibility of inconsistency or error. For example, if a suspect's name is entered as "Johnson" at one point and "Johnston" at another, a manual check is required to ensure that it is the same person. In the worst case, the wrong person will be released. Within a single agency, in particular, it makes no sense to duplicate data entry.

Similarly, it is wasteful to print out data and send the paper file to another agency whose staff then re-enters it into another computer system. At the least, the second agency should have the ability to view and download data. Better still, in many cases, the information should be forwarded to them automatically. Of course the originating agency may have reason to release only selected information, or to protect some or all of its information from modification by others.

Information flow is not unidirectional. The prosecution and the courts need to be informed by law enforcement or detention of persons arrested and awaiting court action. When court action has been taken, some of that information should flow back to the jail and the police or sheriff. Likewise the information may flow in several directions at once, for example to the prosecution, defense, and perhaps parole or probation. In many situations the center of the information flow network is the clerk of the courts, since that office is the official repository of justice information.

Improved information flow results in improved case disposition times. The guilty are sent sooner to punishment, the innocent are exonerated sooner, and the jurisdiction realizes substantial cost savings at nearly every stage, most particularly in jail costs. Furthermore, more accurate information can improve the quality of justice by reducing errors in dispositioning or sentencing.

Most justice information systems are fairly good at providing individual case information. However, they are not always able to provide useful management reports. Management reports are generally statistical compilations – types and numbers of persons or cases at a given time, flows, trends. Certain types of information, for example the number of persons held in a jail or the numbers of cases filed and disposed, are required and can usually be supplied. However it often happens that the information required for a

particular purpose is not preprogrammed. In those cases the user should have the ability to select the needed information and perform the analysis. In "user-friendly" systems a skilled analyst within the user department can do it alone.

Less convenient, but found often in older centralized mainframe systems, is the situation where the selection and analysis of data must be performed by a technician within the central information services department. In the latter case the work tends to be done more slowly and less satisfactorily since clever analysts usually will want to manipulate their data in several ways before arriving at their conclusions.

Trend data is particularly useful as it can give some indication of where the system is headed. If data is not collected at regular intervals, the system should allow the gathering of historical information: not how many people are in jail today, but how many were there for each of the past five years.

Useful system management data might include the following, among other more obvious data such as crime reports, jail population, and case filings and dispositions:

- Numbers of arrests for reasons such as technical probation violation (without a new offense), failure to appear, driving with a suspended license, or non-compliance with court orders
- Substance abuse as a contributing factor in arrests
- Numbers of jail inmates at various charge and classification levels
- Length of stay distributions by charge level
- Numbers and types of in-custody incidents; staff involvement
- Cases dropped by arresting jurisdiction
- Attorney workloads in prosecution and defense
- Caseloads and adherence to time standards, by judge
- Historical trends in all of the above

CASEFLOW DESCRIPTION

The movement of information in Spartanburg County's criminal justice system can be described in the caseflow process. Case flow involves the coordination of all major agencies in the justice process. Assessing case flow requires an understanding of the process and the types of systems involved.

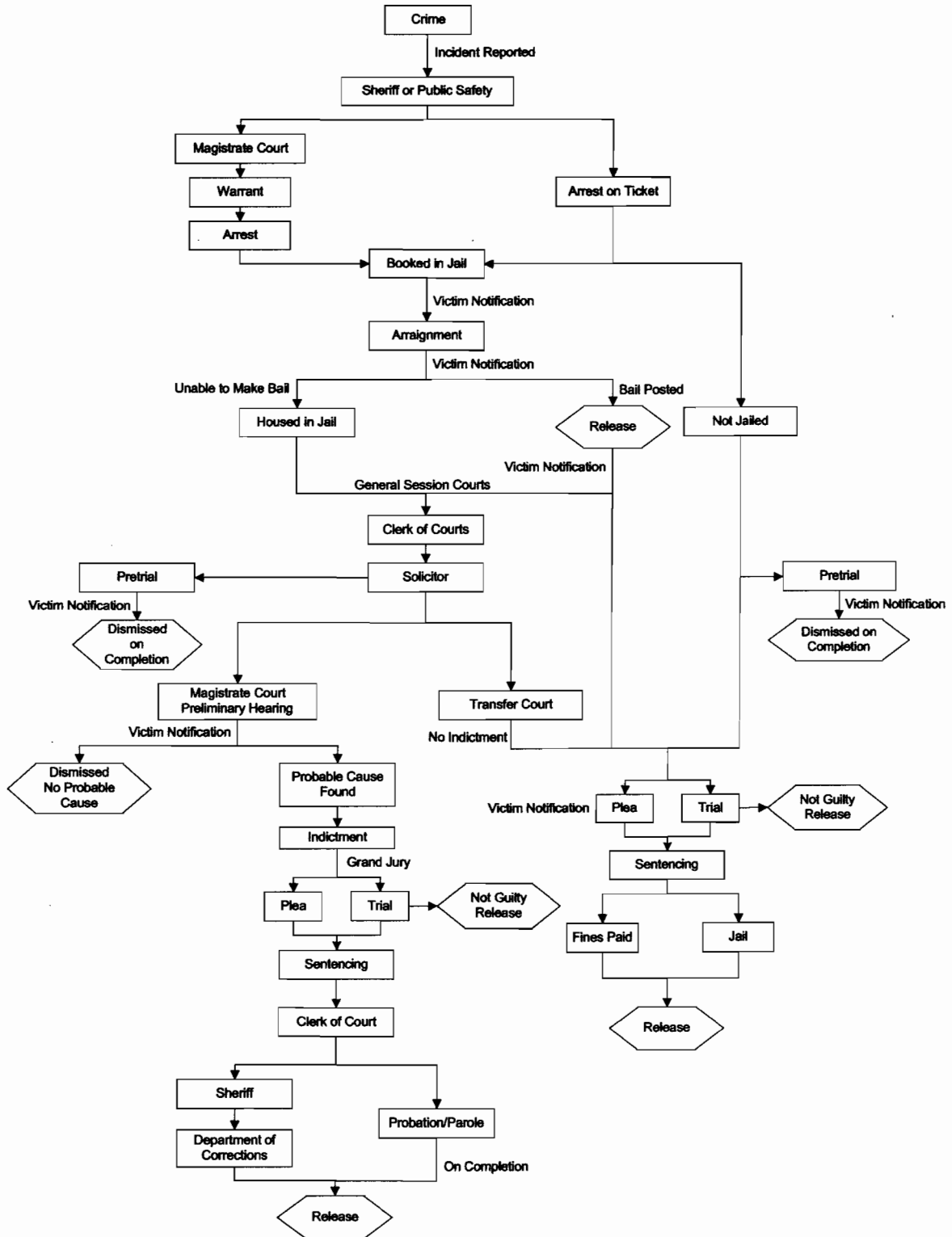
A simplified case might move in the following 23-step sequence in Spartanburg County. This caseflow process is diagrammed in Figure 2.A.

1. A criminal incident occurs and is reported on an *incident report* by an officer or by a citizen reporting to an officer.
2. Unless an officer saw the crime being committed and immediately arrested the suspect, the crime is reported by a citizen or an officer to the magistrate (city or county) on a *magistrate's affidavit*, which is part of an arrest warrant.
3. If probable cause to believe a crime was committed is found, a warrant is issued to require the suspect to appear.

4. The law enforcement agency is notified of the issuance, and a copy of the *affidavit* is sent to the magistrate's clerk.
5. The magistrate's clerk records the issuance and opens a case file, and the *warrant* is given to the Sheriff's Office to be served on the defendant.
6. After the defendant is served with the *warrant*, a *return on warrant* is filed by the Sheriff's Office to the issuing magistrate. It will go to the magistrate clerk after the individual has a preliminary hearing.
7. The victim or witness is given a *victim/witness jail notification* form telling them how to get in touch with appropriate officials in the case.
8. The defendant is brought to the jail booking officer, where fingerprints and pictures are taken for the record, and the defendant's criminal history is obtained. A criminal history is done on everyone, and is required before the magistrate sets bail. A *booking report* is prepared.
9. The defendant is taken almost immediately to a magistrate's hearing on arraignment and bail, where *bond hearing* and *victim notification* forms are completed. This victim notification form has to be repeated at any subsequent bond or bond reduction hearing.
10. If granted bail, the defendant is released. The bond now indicates the individual is to return on demand and the Solicitor determines when demand is made for the defendant to appear.
11. The victim or witness is notified of any released defendant by a *victim/witness arrest/bond hearing/release* form or by a phone call.
12. If bond is denied, the jail must complete a risk assessment analysis on an *inmate classification sheet* to place the inmate in the proper security level within the jail. Other tasks to take the defendant into custody must be performed, including preparing a *receipt of personal property form*, a *detention facility statement of inmate's cash transactions* and a *medical receiving screening form*.
13. The Public Defender's Office, acting through their investigators, visit the jail twice daily to determine if any new inmates want or need the services of the Public Defender's Office. Private attorneys are selected by defendants at any stage, from anticipatory arrest to just before court appearance for disposition.
14. The case is then referred to the Solicitor's Office for prosecution. The magistrate's clerk or the court clerk's office prepares a *victim witness notification*, and completes a screen in the case management module of the Smith Data software. This, in turn, notifies the magistrate's court if there is a need for a preliminary hearing in a felony case, or a pretrial date if the offense is punishable by 30 days or less.
15. Some cases are eligible to be diverted from prosecution. These referrals can come from the assistant solicitor, the arresting officer, or the defense attorney. It is not systematic, and only rarely does it come from the judge

- or magistrate. A defendant can seek pretrial diversion by completing a *pretrial diversion program application*. Approval requires the consent of the assistant solicitor.
16. In magistrate's court cases, the defendant pleads guilty or is scheduled for a trial. Convictions are recorded by the clerk's office, the solicitor's office and reported (if reportable under established criteria) to the State Law Enforcement Division (and hence on to NCIC) by the Sheriff's Office.
 17. In Court of General Sessions cases, unless waived by the defendant, a preliminary hearing is held in the magistrate's court to determine whether the defendant should be held for trial. The result of that hearing is recorded in the Smith Data court module software, where it is available to the court, the clerk and the solicitor.
 18. The case is then presented by the solicitor's office to the grand jury in an *indictment*, and almost invariably, the grand jury returns a *true bill*.
 19. The felony matter is set for hearing in the Circuit Court of General Sessions by the assistant solicitor, when deemed to be ready. There are often lengthy delays while additional information is sought from either an investigator or the law enforcement agency, via a *supplemental incident report*, an *investigation report* or a *witness interview* form. There may follow numerous continuances until all law enforcement information is completed and delivered to the solicitor's office and either the public defender or private defense attorneys, and both sides are ready to either enter into a plea bargain or go to trial.
 20. At the trial setting/plea conference (or the trial) the result is entered and recorded by a clerk in the courtroom on the Smith Data system (in effect, a *summary court form* is completed and sent to the clerk's office.) A *victim notification* form is also prepared, or a comparable phone call is made.
 21. After trial or plea, a sentencing hearing may be set, but almost always sentencing is immediate. If a sentencing hearing is set, the information needed for sentencing is (if the court requests it) by the State Department of Probation, Paroles and Pardons on a *pre-sentence information report*. A *victim notification* form is also sent after sentence is imposed.
 22. After sentencing, the disposition is recorded separately by the Solicitor's Office, the Clerk's Office and by the Sheriff's Office, which notifies the State Law Enforcement Division for inclusion in the state and national criminal databases.
 23. A *victim notification* form is prepared in duplicate by the Spartanburg Department of Public Safety [or other law enforcement agency] and sent to the victim.
 24. If the defendant is granted probation and subsequently violates probation, forms charging these violations are filed with the court, and the sentencing portion of the loop is repeated, but without involvement by the Solicitor's Office.

Figure 2.A: Spartanburg County Criminal Justice System:
Caseflow Description



DATA FLOW FINDINGS

Following are findings that characterize the overall flow of data in Spartanburg County:

- Although the County has a few basic functions automated, the large majority of its criminal justice workflow remains committed to paper. These processes provide a source of significant delay and indirectly contribute to the overuse of expensive jail facilities and other aspects of system flow.
- Although the County is struggling to connect its various governmental agencies in a modern network, most agencies cannot communicate with each other in exchanging automated data except for specialized functions and in a way that makes flexible expansion of the system a major effort.
- The County's ability to connect to the Internet via rapid connections is inadequate to meet the demands that will soon be placed on the system.

ILPP's overall conclusion is that the various information systems within the justice agencies are obsolete, underused, and uncoordinated.

- The Sheriff's Office has an older data system that cannot communicate with any other system and makes many of its users unhappy, and.
- The county and state courts have a different system chosen by the Court Administrator in Columbia that some users like and others dislike, but it is a proprietary system unable to communicate information to other systems. It is able to communicate internally among its own modules designed to serve different functions, but extending it to other agencies may force them to use a system that does not serve their needs, and only locks the local government further into a proprietary dead-end.
- Even among the courts, the municipal and county courts use wholly incompatible systems.
- The probation and parole functions are dictated by a state agency that has closed it off from ordinary interaction with other agencies out of an excessive and misplaced concern for potential security problems.

DATA FLOW RECOMMENDATIONS

For more efficient case flow and data management, recommendations to improve the system include:

- In the movement of a case from initiation to completion, all criminal justice agencies should automate their forms and integrate the information in the forms that move among the various criminal justice agencies.
- The case flow process should be simplified and completely automated in a manner that:
 1. Eliminates duplication of entry;
 2. Makes the information immediately available to agencies that need the information;

3. Permits the continued utilization of existing legacy databases, or provides a smooth transition path to modernizing older databases;
 4. Provides for the security of the system information;
 5. Is based on widely accepted standards for data-flow; and
 6. Allows opportunity for relatively inexpensive in-house maintenance and updating of the system.
- Record Keeping and Retention in Spartanburg should incorporate the use of electronic records as official records.
 - The Spillman and Smith Data System need improvement or replacement.

GOVERNANCE STRUCTURE

There is no single entity responsible for assuring that the various government agencies can work together. Except in a very general way, staff in county agencies do not know what the city agencies have or are planning for, and vice versa. In the county, the old MIS department had created some mistrust among client agencies, which the new IT unit is working to overcome.

While significant work has been done on connecting non-justice county agencies together, little has been done in criminal justice except for the common use of Smith Data's antiquated system by a half dozen agencies. There is no unified line control over the various agencies, and no effective coordination effort.

A significant issue is that the State Court Administrator in Columbia used Smith Data, and operates it independently of Spartanburg County, adding updates and statutory changes. Physically, Smith Data monopolizes most of the space available for equipment needs. Smith Data's system is proprietary and derived from an older DOS system, though it has been decorated with a largely cosmetic Windows interface recently.

PHYSICAL NETWORK

The County currently has an old thicknet¹ network. This network is unmapped and apparently no one has an overview of the existing infrastructure, although a Greenville consultant is working on describing portions of it. The county is now in the process of replacing this outdated network with category 5 cabling and some fiber optic connections. Although there is not a master plan for accomplishing this, the need is so great that all efforts are going into providing this basic level of connectivity.

CURRENT NETWORK AND DATABASE SYSTEMS

The justice system agencies in the county use a variety of networks and database systems. These include systems from different vendors, different hardware, and different database systems. The networks and databases used are listed in Table 2.1 on the following page.

¹ A thicknet system is an older computer network. A local area network using a thick coaxial cable up to 500 meters long and carrying 10 Mbps in a bus topology. It is not clear to what extent this network is still used.

Table 2.1: Agency Network and Database

Agency	Network	Database
Sheriff's Office	Unix, NT	Spillman
Dept Public Safety	NT	Visions
Clerk	VAX terminals	Smith Data
City Magistrate	NT	Visions
County Magistrate	VAX Terminals	Smith Data
Solicitor	NT, VAX Terminals	Smith Data
Court of General Sessions	VAX Terminals	Smith Data
Office of Emergency Svcs	Printrak, dual Tandem, ftp	CAD: Printrak
Pardons and Paroles	State Network/Columbia	Offender Information Sys.
State Court Administrator	State Networks	Smith Data

TCP/IP AVAILABILITY

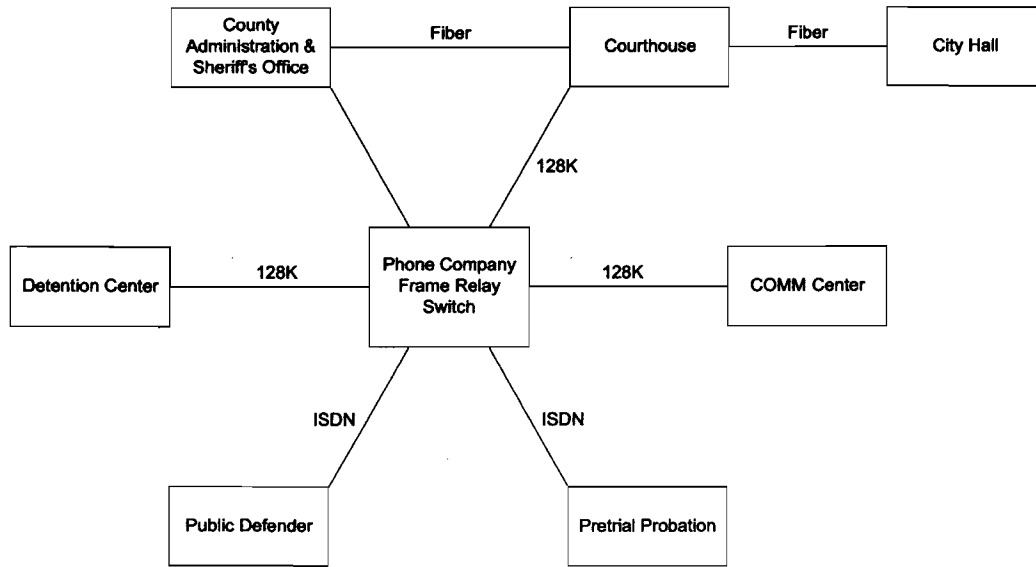
Anyone connected to a network has theoretical connection to the Internet. Most agencies have either a 128 K (frame relay or ISDN) or 64K (frame relay) connection that should be adequate. DSL is recently available, and the Public Works department is experimenting with it (See Table 2.2). It is anticipated that, at some point, there will be a much more complete expansion of DSL.

Table 2.2: Use of Broadband Connections

128K Frame	64K Frame	128K ISDN	DSL
County Admin/SO	EMS	Pretrial/Probation	Public Works
Courthouse	Parks & Recreation	Public Defender	
Comm Center			
Detention Center			
Fleet Services			

The justice agencies wide area network is shown in Figure 2.B on the next page.

**Figure 2.B: Spartanburg County Criminal Justice Agency
Wide Area Network Connectivity***



Frame Relay: A packet-switching networking protocol used for wide area networks
128K: Dedicated 128 kilobits/second frame relay connection
ISDN: Integrated Services Digital Network, usually 64K or 128K
Fiber: Fiber Optics lines carry data as light beams.

* Connectivities for non-justice agencies are not shown in this diagram

8. DETENTION

This chapter first provides an overview and assessment of detention functions, then specifically addresses the information system needs of detention operations.

Spartanburg County operates three jail facilities: the **Main Jail** at 950 California, **Annex One** (the old main jail next to the courthouse), and **Annex Two** at 180 Daniel Morgan Ave (across the street from the old jail). In 1971, the County developed an independent County Jail Agency under the Board of Commissioners, removing the responsibilities for running the jail system from the Sheriff's Office.

This organization is facing a constantly increasing population, long lengths of stay, and a severe lack of staff resources to meet the needs of the inmate population. Despite these problems, the jail system is well run and maintained. Staff was very helpful in supplying historical and current records of their operation, open to questions, and freely provided objective critique of their work.

OVERVIEW OF DETENTION FACILITIES

The average daily population (ADP) at all three jails is 619, with a high count of 733. At the Main Jail, the ADP is about 450; at Annex Two the ADP is about 156 with a high count of 235; and at Annex One the authorized capacity is 76, but this number fluctuates widely.

Main Jail

The Main Jail was constructed and opened in 1994. Originally designed with 240 single-cells, it was built in response to continued overcrowding of the two previous jails. Prior to opening the facility, the county received approval from the State to double bunk most cells, bringing the capacity to 436.

The Main Jail was designed to implement the direct supervision style of management and appears to have been very successful. Under the direct supervision model, staff is permanently assigned inside each living unit to provide constant and personal supervision of the prisoners. The living units are usually larger than old style linear jails and staff stations are centrally located to observe the maximum number of residents. Relief staff replaces assigned staff for breaks and meals to maintain the constant supervision of each living unit. Inmates and staff are much safer with fewer incidents under this model. Contemporary housing unit design calls for 48 to 64 prisoners per living unit, as this provides the most effective ratio for supervision. Numbers in excess of 64 often decrease the unit's success.

At the Main Jail, the number of prisoners in each living unit has been increased over the design capacity by placing a second and often third person in cells designed for a single person. Two living units, designed at a capacity of 48 prisoners are holding 113 prisoners. Three housing units, designed for 48 prisoners now house 80 or more prisoners. The staff numbers have not increased to accommodate this crowding. A single officer supervises each living unit. The stress of crowding has resulted in higher than normal turnover of staff, now estimated at 38%. This high turnover rate drains valuable resources to conduct recruitment, selection and training for replacements.

Staff resources have been drawn from the jail to improve courthouse security. The jail staff replaced the sheriff's staff in supervising prisoners at the courthouse, drawing from the current jail resources. The new jail is not located adjacent to the courthouse thereby requiring the transport of prisoners by vehicle for court appearances.

Annex One Jail

The Annex One Jail, located next to the courthouse, is currently used to house excess numbers of prisoners on a temporary basis and to hold prisoners waiting for appearance at the courthouse. The Department tries to avoid overnight holding at this facility. This building, constructed in a linear design, is very staff intensive. The long corridors lined with multiple cells blocks requires officers to constantly patrol through the hallways to maintain even minimum observation of prisoners. Because of staffing limitations, observation and supervision is minima. To provide supervision comparable to that provided in the direct supervision model, the number of staff must be increased.

Annex Two Jail

In 1989, prior to construction of the new jail, the County converted a warehouse building across the street from the old jail into the Annex Two Jail for medium and minimum-security prisoners. Improvements were largely made by inmate labor at a very low cost. The Annex Two jail was reopened within one month after the opening of the new jail, due to crowding.

The rated capacity is 131 prisoners, and the average daily population is 156. This low security warehouse is dormitory style, with few staff assigned to the building. On occasion, crowding requires excessive numbers at this facility. While designed to allow for direct supervision, the jail is managed in a unique "low key" style that mixes direct and indirect supervision. Currently, only 5 staff members operate this facility on each shift. A single officer will manage three living units, and a second officer supervises the other two, thereby preventing the constant supervision required under the direct supervision model. However, the doors to living units remain open, allowing the officer to circulate freely between the assigned units. Each unit was quiet and well managed. Both pretrial and sentenced inmates are held at this jail annex. The Main Jail kitchen workers are also housed at the Annex and transported to the Main Jail daily.

The entire building is very efficient under the circumstances, although an additional pod constructed at the main jail would be much more staff-efficient and less costly. Supervision of staff, public entry and support services must be duplicated at this building. Construction of new living units at the main jail could allow the existing supervisors and support services to be better utilized. The Director has made several requests to construct additional pods at the Main Jail to conserve on staff resources.

Inmate Classification

The Spartanburg Jail uses the National Institute of Corrections model of objective jail classification. Classification obviously plays a major role in this success, but the attitude of staff and management policy ensure well-run facilities. Jail classification is based to a degree on the defendant's current criminal charges, but also considers a number of other factors, including sex, past criminal history, other behavioral problems, mental and physical health, and the need for separation of inmates.

The facilities house a majority of pretrial prisoners and therefore, do not focus on rehabilitation. The operation does emphasize safe and secure housing for inmates. The number of female prisoners has increased dramatically since opening and often exceeds the capacities of assigned living units. The original smaller female living unit was converted to a male unit giving a large male unit to the females. Spartanburg has noted the trend towards increasing seriousness of the types of prisoners held at the jail and the increasing number of female offenders.

JAIL STAFFING AND BUDGET

Although ILPP did not conduct a staffing study during this preliminary review of the jail, it was clear that the jail lacked the necessary staff to perform the range of assigned duties. Staff resources have been drained from the Main Jail to operate the old Annex One Jail and provide courthouse security.

- The jail staff lacks administrative or planning resources other than the director and command staff. The need for planning and research staff are increased by the complexity of the existing data system, the degree of crowding, and the use of multiple facilities combined with an insufficient number of staff.
- While the current staffing plan allows the jail to operate at a low cost, the staffing levels create a hardship for those that work in the jail system, which in turn, tends to increase the turnover of staff due to stress and working conditions.

The Spartanburg Jail maintains a very low cost of incarceration. The average daily cost per prisoner is generally less than \$32. Nationally, per prisoner day costs exceed \$50 and can easily approach \$75. Over the last several years, the budget for the jail increased similar to the rise in the number of prisoner days. The budget increased from \$3.5 million in 1993 to \$7.3 in 1999. (See following table.) The detention agency offers a range of cost savings. An example of cost savings is the operational decision to direct the unescorted movement of prisoners. Each prisoner walks on the right side of the hallway with their hands behind the back. Meal service is also extremely cost efficient: national rates are \$1.50 per meal, the Spartanburg Jail reports meals at \$.77.

Table 8.1: Jail Budget Summary, 1993- 2000

Fiscal Year	Budget			Total
	Personnel	Operating	Capital	
93/94	2,811,908	730,040	40,092	3,582,041
94/95	3,343,793	992,087	45,811	3,519,580
95/96	3,637,592	1,081,214	50,180	4,768,988
96/97	4,273,385	1,403,229	113,906	5,790,521
97/98	4,972,725	1,515,233	124,598	6,612,557
98/99	5,465,291	1,651,563	66,456	7,183,311
99/00	5,610,270	1,695,826	55,429	7,361,525

POLICIES THAT INFLUENCE POPULATION

Jail release bonds, the interaction between the courts and the jail, and the county's pretrial release policies all have an impact on the population of the jail.

Bond Release Levels

A review of the inmate records disclosed that high bonds are set in this jurisdiction, in contrast to comparable jurisdictions. The courts could do much to reduce the number of inmates held at the jail through the reevaluation of bond amounts. Experience indicates that bond amounts have little influence on the failure to appear rate. Due to the extraordinarily large number of pretrial prisoners at the Spartanburg Jail, a change in court processing times and reduction of bond amounts could positively influence the crowding.

Courts Interaction with the Jail

Prisoners held at the jail can communicate with the courts via video arraignment equipment and a magistrate is available at the jail during weekend hours and nights. Jail prisoners are moved to the courts for appearances per the court schedule.

Pretrial Release

The County does not operate a pretrial release program. The development of such a program has helped many jurisdictions reduce the crowding of pretrial offenders. While a pretrial program could help to reduce the jail crowding in Spartanburg, the current magistrate system reviews all arrests immediately.

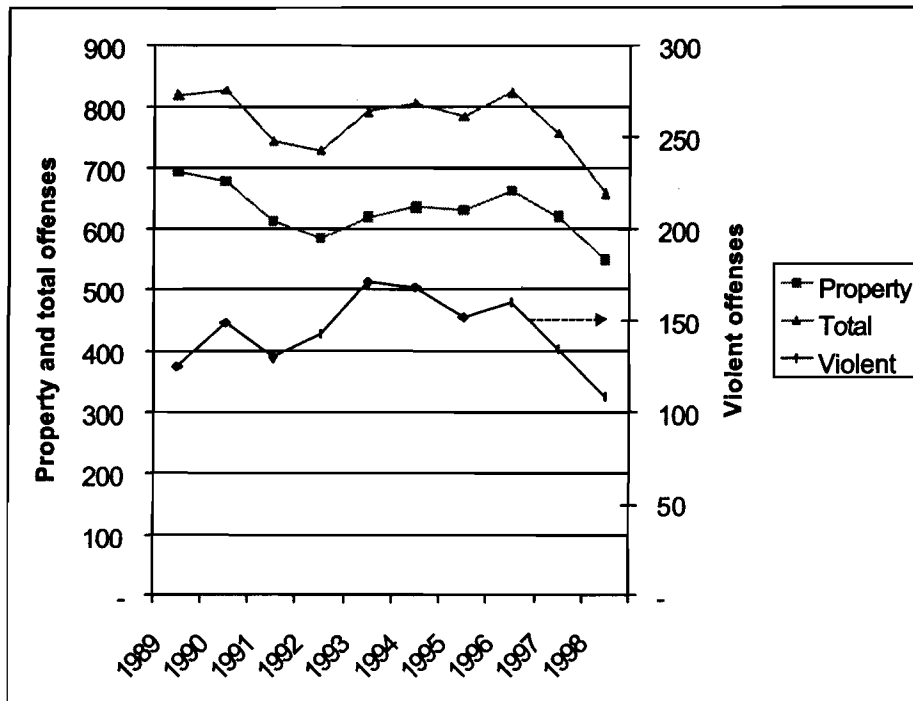
JAIL POPULATION PROJECTIONS

Jail populations are governed by three factors: crime rates, population, and institutional behavior. If crime rates increase, there will be more crime and more offenders will be detained¹. If the population grows, there will similarly be more crime even if the crime rates remain constant. However the most important variable is system behavior. Police policies (for example, cite vs. arrest), jail capacity, the availability of pretrial release or community corrections, case processing times, and perhaps greatest, local culture and values all strongly influence the size of the detained population. Jurisdictions with comparable crime rates are seen to have wide differences in the size of their jail populations. Because institutional behavior is so dependent on the individuals running the system (at all levels, state, county, and local), it is extremely difficult to predict.

According to the Uniform Crime Reports as compiled by the FBI, crime rates in the county were relatively steady from 1989 through 1998, perhaps dropping a little in the last few years (as have crime rates nationally). (Fig. 8.A) An important factor in the national decline seems to have been the waning popularity of crack cocaine. At the present time, there is no indication of a substantial future increase in crime rates. For comparison, the crime rate in Spartanburg County in 1998 was 658.9 per 10,000 while the crime rate in all of South Carolina was 586.

¹ Crime rates are defined as the number of crimes divided by the population of the jurisdiction under consideration. In South Carolina, crime rates are commonly presented as the number of offenses per 10,000 residents. The crimes measured are the "index" crimes as reported to the police by the victims and tabulated nationally: murder, rape, robbery, aggravated assault, burglary, larceny (theft), motor vehicle theft, and arson. Crimes such as drug offenses, though common, are not easily counted because the participants do not consider themselves victims.

Figure 8.A: Crime Rates in Spartanburg County



The U. S. Bureau of the Census has made annual estimates of the population of every county and every state in the U. S, and projected populations for the states (only) through the year 2025. Because consistent county population projections were not available, ILPP has made estimates. The estimates were made by comparing the growth of the county with that of the state for the period 1990 – 1998 (it grew at about 88% of the state growth) and assuming that ratio would persist for the next few decades. Under those assumptions, the county will grow from 250,471 in 2000 to 294,987 in 2025.

That growth, however, is almost exclusively in elderly persons (over 60 years of age). The Census estimates are broken down by age, race, and sex. Figures 8.B and 8.C show the projected ages for youth aged 13 to 17 and adults from 18 through 57, constituting nearly all of most jail populations. Youth show something of a peak in 2005 and adults in 2010.

Figure F also shows the “weighted” population, a hypothetical population reflecting the fact that arrest rates are not constant with age but fall off steadily after the age of about 18. The weighted curve should be looked at only for its trend, which shows less variation than the unadjusted numbers, and implies that the average age of persons in the age range 18 to 57 will change over the years as the “Baby Boomers” mature.

In summary, neither the crime rates nor the population gives much reason to expect a substantial increase in the number of offenders passing through the justice system. If in fact there is a major change it will almost certainly be the result - not necessarily deliberate - of decisions made by the system managers.

Figure 8.B: Projected Juvenile Population

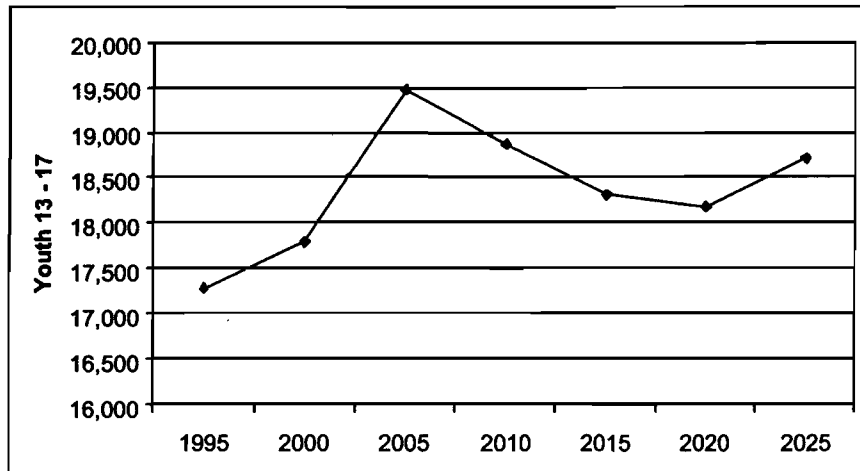


Figure 8.C: Projected Spartanburg County Adult Population

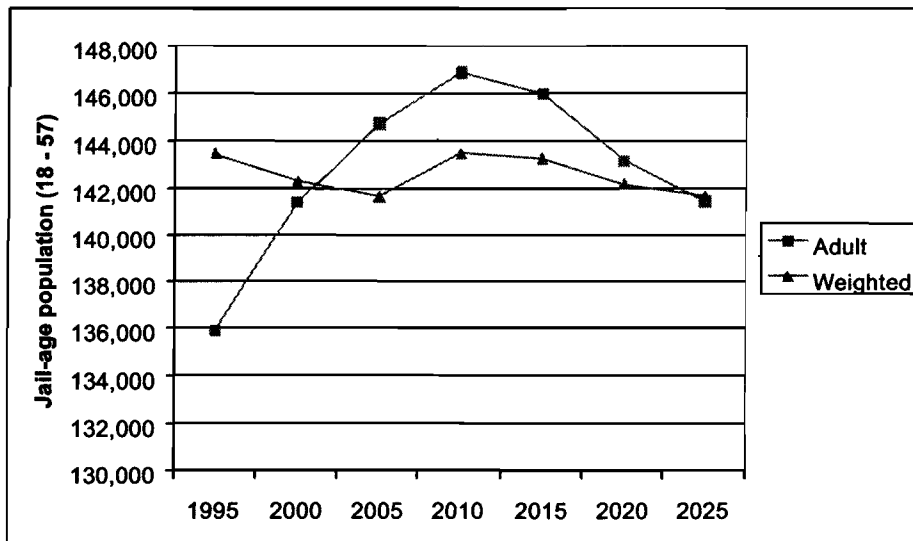


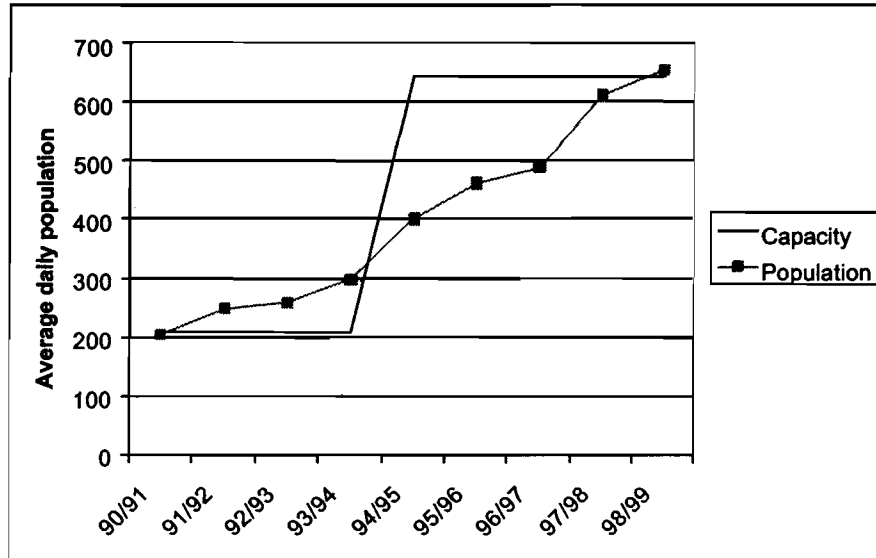
Figure 8.D shows the capacity and the actual population of the jail from 1991 through 1999. The opening of the new jail in 1994 did not have much of an effect on the decade-long growth curve. Within 5 years of its opening the jail was once again overcrowded.

Jail population can be decomposed formally into two components: the number of admissions and the average length of stay. The product of those (in suitable units) gives the population. The primary force driving jail growth in Spartanburg County has been an increase in the average length of stay. It grew from 4.3 days in 1991 to 10.6 days in 1999, an increase of 142%. Its steepest one-year growth came in 1994 with the opening of the new jail. Growth in the length of stay was responsible for all of the population growth in that year since admissions at that time actually showed a small decline. Overall, from 1991 through 1999, admissions rose by 32%.

Simple extrapolation of the growth since 1991 leads to a projected jail population of 1,018 in 2005 and 1,603 by 2015 – more than twice the current population. However, if the length of

stay could be held at its present value and only the admissions allowed to increase at the current rate, the population would be 721 and 910 in those two years.

Figure 8.D: Jail Capacity and Actual Population, 1991 through 1999.



JAIL MANAGEMENT INFORMATION SYSTEM

Spartanburg County jail management data system was purchased from Spillman Data Systems, in Logan, Utah. The Spillman System was originally chosen because of its ability to track in-custody prisoners and provide information on current populations. It is, however, weak in the ability to report historical summary data and ad hoc reporting. The server is located in the county computer room which also houses other servers for the county. The system uses text-menu based data-entry screens.

The staff has struggled with this system for many years and has expressed a desire to replace it with a more responsive system, as there are a number of significant problems:

- **Problems developing customized reports and executive information:** In order to develop reports the jail must contract with the vendor. Customized reports are not available, leading to inefficiencies and complaints from other agencies. The staff is often unable to find a specific report format requested by county criminal justice agencies. Executive information is inadequate in the current Spillman System. Meager monthly reports require extraordinary staff time and manipulation on a PC.
- **Slow response to system problems:** Several hours are often required before the IT department or the Sheriff's Office provides support when the system is down or the printing system is not functioning. One cause of this slow response is difficulty in identifying whether the problem is caused by hardware or the software problems.
- **Duplicate records:** The system suffers because of duplicate records for many inmates, due to input errors and to false information given by inmates. A high turnover rate for data entry clerks limits training and contributes to system problems.

- Inadequate search and query functions:

The search feature of the jail module is not user-friendly. A search with last name and first generates a list of names. After a record is selected to view details, if it is not the correct person, it is not possible to return to the list of names but must return to the original search. As a result, if the person is tenth in the list, the restart process and entering of the name must occur ten times.

The system lacks the ability to make selective queries. Without the capability to make rapid queries, the jail cannot respond to administrative questions and is unable to conduct analysis of the inmate population to enhance decision making and planning.

- Inadequate number of workstations:

There are only three personal computers installed for word processing and associated programs at the jail. Three additional computers have been purchased but remain stored for lack of technical support for installation. An increase in the number of personal computers and staff training would enhance administrative and planning responsibilities.

Passing information within the department and to other local agencies could be dramatically enhanced through the implementation of an electronic mail system.

Accounting of employee scheduling and work records would be greatly improved through the implementation of computer data systems. Some of this data is now recorded in personal computers but not organized well.

The booking staff report a number of specific problems with the system:

- The supplemental booking feature does not work. Because of this, when an inmate is sent out to another county agency (for example, mental evaluation), the jail must release and then rebook the inmate and enter all information again when the inmate returns. (This could inflate the number of bookings in the county, depending on how the reports are analyzed and generated).
- The release process has numerous problems. Because the inmate's information (DOB, address, etc.) are on one screen, and charges and booking information on other screens, staff must switch back and forth between the screens, which is not an easy process. To get into a different screen, the officer must return to the main menu and enter the booking number to get into the inmate's record. A typical release can require up to a dozen or more such switches.
- Duplicate records is a significant issue. Only one person in the detention administration office and two people in the Sheriff's Office have the access to merge records. All the information of that arrestee must be manually typed in to correct the error.
- The repeat function does not work anymore, after a system upgrade a few months ago. When the inmate is sent to another county agency (for mental evaluation, for example) and rebooked, the clerks have to retype all the charges, warrants, etc. into the new booking record.
- The system slows down significantly during the busy time while several people are using the system.
- The Printrak fingerprinting system crashes about once a week and sometimes more. If possible, the office tries to solve the problem with Printrak phone support; if that fails, Printrak sends a technician, which usually takes a couple days. During the time the system is down, they use the fingerprint cards and manually take prints.

Throughout the jail, some of the most significant problems are caused by the lack of an integrated system. Inmate tracking and management information is entered to the Spillman system as the primary computer. However, much of the same data is reentered into several

other computer databases within the jail. Substantial staff hours and errors are caused by a lack of common data sharing.

Each of following require duplicating data entry: fingerprint machine, photo imaging system, health services, pharmaceutical purchases, property system, cash accounting, commissary sales, classification, court information, wants and warrants, food service records, and state mandated logs. The master control operates four computer systems; body alarm system, fire control system, key and card control system, in addition to the Spillman system.

Examples of the problems caused by the duplicative entry requirements include:

- Because information entered at court hearings and appearances is often delayed before arriving at the jail, officers must manually capture court information. The officer attempts to monitor and report on court action, but is often distracted by other duties or not able to hear all conversations, resulting in inaccurate information. This problem could be eliminated if data entered at the court's bench and forwarded to the jail via electronic transfer preceded the returning arrival of prisoners. The resulting data would be more accurate and uniform.
- Property inventory control gathers information from arresting officers, booking officers and new interviews. Errors in data entry occur, due to the variations in processing and the opportunity for alterations by the prisoner.
- Commissary staff uses information that is obtained from other parts of the system, such as arrest and booking data that tracks the amount of money an inmate has at time of booking. Staff also enter jail data into the accounting system, and modify the account due to additional funds supplied by family or friends of inmates. Commissary sales draw from available funds and in turn change account values. While these processes are partially computerized, they are substantially manually controlled. Bar coding, uniform product codes and improved accounting software would dramatically reduce errors, losses and reduce staff time.
- In the booking process, an inmate's information (name, DOB, etc.) is typed into different sheets and computer systems at least eight times.
 1. When an inmate is brought into the detention center by a Sheriff's deputy (or a police officer), the inmate is accompanied by an arrest card/sheet that is filled out at the crime scene or at the jail holding area.
 2. The booking officer searches the inmate's prior records and if there is a prior, the officer creates a new booking record with the new arrest information.
 3. If the inmate has no prior record, the officer simply creates a new booking record using the Spillman RMS via a terminal.
 4. The inmate's paperwork is then transferred to the ID officer who searches the inmate's prior records in the NCIC database terminal.
 5. The ID officer enters the inmate information into the NCIC federal database and the state database.
 6. The ID officer enters the inmate information into the mug shot photo machine.
 7. The ID officer enters the information again into the Livescan computer for fingerprinting documentation.
 8. The records are transferred to the victim-witness officer who notifies any victims and records the attempts and actions.
 9. Another officer logs inmate's properties onto a sheet.
 10. The same officer fills out a medical screening sheet, and records a holding cell number on the booking card and the database.

The most interesting data integration problem in the jail is that the record management system database, the mug shot database and the Livescan fingerprinting do not exchange information, so officers must enter the same information into these databases. The mug shot system can be accessed from the terminals in several police departments in the county and the Sheriff's office.² The jail clinic uses a separate data recording system.

Data Flow Summary

Jail entry is triggered by: (each requires different action and paper work)

1. New arrest
2. Probation or Parole Violation
3. Sentenced by court action
4. Writ return from State Prison
5. Mental Hold

Jail entry triggers the following:

1. Booking and log reports
2. Records checking
3. Warrants and wants search
4. Identification processing and reports
5. Cash accounting
6. Court reports
7. Medical screening
8. Classification assessment
9. Housing assignment
10. Inmate property inventory report
11. Clothing and supply issuance
12. Bonding and/or bail reports
13. Room inspection at housing
14. Victim witness notification processing
15. Commissary sales
16. Visiting logs
17. Room condition reports

Jail forwards processing and release information to the appropriate following agencies:

1. Municipal court
2. Magistrates court
3. Circuit court
4. State law enforcement records
5. Federal law enforcement records
6. County Sheriff Dept.
7. City Police
8. Health contractor

² The county is planning to integrate these three systems, but it has been on-hold at least until the end of this study.

Jail Information System Requirements

The Spartanburg Detention Center has significant problems with its current system. The down time of the current system is too extreme and the system is not integrated with other agencies or systems, causing inefficiency, errors, and duplication of work, both for jail staff and for all agencies that deal with case flow.

The data system should be integrated within the agency and within the criminal justice system. Current multiple computer systems should be interfaced, replaced or integrated to eliminate redundant data entry. The jail needs a system that gains from information already captured/accumulated on persons brought to the jail by law enforcement. Staff must query several different information systems to collect needed background information on persons lodged at the jail.

An integrated data system should

- Eliminate data entry for subsequent processes by drawing from data in previous processes.
- Warrants information should be previously entered and submitted electronically to the jail.
- Incident reports and arrests reports created by arresting officers should be electronically transferred at the time of incarceration.
- Previous or current appearances at the magistrate court(s) should arrive electronically for each new arrestee.

User Requirements

- Users must be able to make simple queries to retrieve summary data not provided in standardized reports.
- The data system needs to be navigated easily and quickly.
- Local staff must be able to modify the data system.
- The data system must have a comprehensive help and guidance system.

Data Needs

- The data system should provide direction to employees in the proper handling of prisoners.
- The jail data system should include on-line versions of forms manual, policy manual, and the standard operating practices or the procedure manuals.
- Employees must be able to easily search for key words or phrases to research current situations.
- Employees should have on-line access to elements of the classification data and the historical incident reports or disciplinary hearing information for prisoners they are supervising.
- Special handling instructions for each prisoner requiring unique processing, such as escape risks, mental case, health issues, assaultive behavior should be available for employees on-line and quickly accessible.
- Prisoner activity schedules should be available on-line. Work detail, program activities, dental appointments, court appearance schedules, etc. should be accessible to staff. The data system should flag and warn duty officers of scheduled events to reduce failure rates.

- The system must report monthly and yearly summary of prisoner trends and population demographics.
- Data required for continuing business should be identified and expanded.

Electronic Transfer of Information

- The Jail should be able to transfer data electronically instead of by courier.
- Need to electronically transfer photos and fingerprint information to other criminal justice agencies.
- New arrests information should be sent electronically to the Solicitor's office.
- New arrests information should be sent daily electronically to the Courts.

Utilization of Video

- Video visitation could reduce workload for staff while increasing visitation opportunities for prisoners.
- The Video Arraignment system is reportedly substandard and in need of upgrading.
- The video imaging system should be capable of capturing scars, marks and tattoos on prisoners.

Email system and Internet Use

- Use of the Internet for external communications and research is essential.

Data System Required Functions

- Population and Housing Reports: The data system should automatically search the database and report defined information daily, delivering data summary and graphic displays that report the inmate population and fluctuations from established trends. The manager must be able to modify and define the reporting criteria. The data system should provide a housing status report available at all time to all users.
- Relational Database: The data system must be able to use tables in a relational database that can be modified by the users. Users must be able to customize the tables according to changes in practice, policy and facilities (such as expansion or remodeling).
- Continual Use: The system must be able to run constantly and be redundant to secure adequate backup of data.
- Housing Requirements: The system must be able to track enemies, gangs and conflicting prisoners, sending alerts to users when housing rules are broken.
- Data and System Security: The data system must be able to maintain a comprehensive security system ensuring data security and preventing unauthorized access to file and inadvertent file changes. Security levels must be able to be defined by management for each system user, specific workstations and individual screens.
- System-wide Reports: The data system should automatically provide reports (that can be modified) to the appropriate agencies and divisions. For example, reports on individual and summary prisoner information is needed by the solicitor, courts, law enforcement, probation, parole, alternative sentencing options, public defender, county commissioners, state agencies, and in particular the prison system.
- Jail Facility Reports: Reports should automatically be transferred to the jail health group, food service, commissary, security control, classification, visitation, programs, recreation, accounting, maintenance, transportation, work group coordinator, annex housing, warrants, records, supervisors and administration.

- Scheduling: Appointments and schedules should be created automatically with notification sent electronically at the appropriate times. Users should have great flexibility in establishing a variety of schedules and notifications. The system should be able to calculate sentencing and release dates with a flexible order of rules to control those calculations.
- Classification: Classification and housing assignment task are complicated and create high risk for liabilities. The data system should automatically retrieve the required inmate history and current information with queries to outside agencies for additional needed information and report to classification staff. Interview forms should be automated and completed with available information prior to prisoner interviews by staff. Staff should be able to easily and quickly enter data to abbreviate the time requirements while increase objective jail classification.
- Automated archiving: The data system should provide automated time stamping and archiving of data as it changes, recording the user initiating those changes. Audit trails are essential.

DETENTION FINDINGS

1. The County enjoys an inexpensive jail operation at the cost of crowding and staff stress.
2. There appears to be no standard for incarceration of misdemeanor offenders resulting in a good deal of unnecessary incarceration.
3. Reduced jail population is necessary to relieve crowding and exposure to resulting litigation.
4. Operation of multiple jail facilities increases expenses and reduces staff efficiency.
5. The County Jail agency has periodically attempted to start a home detention program as one component to help control the numbers of inmates held at the jail. As early as 1991, a proposal was made for a program to be used for low risk offenders held on pretrial status who cannot post bond. Those released on pretrial status would be monitored electronically at low cost compared to the cost of incarceration. Monitoring staff periodically check their status to ensure compliance with court orders. Participants could help offset cost through daily fees based on their ability to pay. South Carolina statutes allow such court approved programs.

DETENTION RECOMMENDATIONS

1. Implement both pretrial and sentenced alternatives to incarceration programs to help control and manage the inmate population at the jail. Increase pretrial release of non-violent and misdemeanor offenders.

Implementation of some of the following programs should be considered to reduce crowding of the jail:

- a. Jail Citation (pre-trial misdemeanors) + *
- b. Release without Charge (pre-trial public inebriates)
- c. Diversion to Services (pre-trial mentally ill)
- d. Warrants - Holds Clearance Programs +
- e. Programs to Reduce the Parolee Population
- f. County-Initiated Work in Lieu of Jail (sentenced DWIs) + *
- g. County Parole (sentenced misdemeanants) +
- h. Early Release (sentenced misdemeanants; using the 80% rule) + *

- i. Early Release (work, good time) + *
- j. Weekend Furloughs/Sentences
- k. Bond Schedule Release + *
- l. Case/Traffic Management
- m. Diversion from Prosecution (pre-trial misdemeanants and felons)
- n. Early Case Screening (pre-trial)
- o. Early Defense Review of Cases (pre-trial public defender)
- p. Expedited Processing of Detention Cases (pre-trial)
- q. Felony Recognizance Release (OR) (pre-trial)

NOTE:

+ = high frequency use in country

* = large impact on jail population

2. Increase jail staff to a level that offers living unit ratio of 1 staff per 60 prisoners.

The current jail design used the nationally recognized standard of using a single officer to supervise 48 inmates in the largest living units. Nationally, other facilities have expanded that standard to one officer to a maximum of 64 inmates in a living unit. Very few exceed that number. Spartanburg County double bunked (most cells) and triple bunked (many) cells while using a single officer to supervise up to 113 inmates in some living units. All living units of the main jail exceed the design capacity with no additional staff assigned to the living units. The department does not assign any officers to one living unit at the main jail due to staff shortage.

Living units at the annex jails do not assign officers to single living units but assign officers to multiple units or assign them to rove between living units. An officer supervising one unit is unable to provide any supervision to the other units.

Staff has been reassigned from housing unit supervision and supporting services at the jail to support court security. A complete staffing analysis is suggested.

3. Expand sentencing options to replace jail time with other sanctions and decrease the jail population through improved court processing to decrease the length of stay for pretrial inmates.

Implementation of the some of the following programs or services should be considered:

- a. Release on Recognizance (pre-trial) + *
- b. Early Bail Setting (pre-trial)
- c. Signature Bond (pre-trial)
- d. Extra Bond Reviews (pre-trial)
- e. Supervised OR Release (pre-trial)
- f. Third Party OR Release (pre-trial)
- g. Use of Summons in Lieu of Arrest Warrants (pre-trial)
- h. Court Delay Reduction Programs (pre-trial)
- i. Speedy Trials (pre-trial)
- j. Video Arraignment and Video Hearings (pre-trial)
- k. Court Calendaring and Trail Staff Management (pre-trial)

- l. Non-Incarceration Sentencing Programs (probation, community service, fines restitution, treatment) + *
 - m. Home Detention/Electronic Surveillance (pre-trial, post-sentence)
 - n. Expediting Writing of Pre-Sentence Investigation Reports
 - o. Delayed Imposition of Sentence
 - p. Deferred Sentencing
 - q. Modification of Sentence (shock probation, shock parole)
4. Establish a Jail Overcrowding Capacity Limit
- Through joint planning with representatives of the criminal justice system and with the support of the courts the county could initiate a capacity limit of the use of the jail. Jurisdictions develop scaled matrix assessment tools to define those to be released when capacity limits are exceeded.
5. Improve the controls on the number of admissions to the jail.
- a. The County should initiate a criminal justice planning effort to implement law enforcement release programs and develop written arrest standards that clarify those persons who should be incarcerated and those that should be released on pre-trial status.
 - b. Expand the use of field citation (misdemeanors) issued by law enforcement to reduce the number of admissions to the jail. + *
 - c. Diversion to Services (family disputes, mentally ill, etc.)
 - d. Release without charge (public inebriates)

6. Build an additional housing unit(s) at the Main Jail to replace the Annex Two Jail.

The use of the annex jails draws valuable resources from the main jail. Redundant services and staff resources are required for these operations that would be more efficiently utilized after construction of low cost housing at the main jail.

The following documents can be gathered from the web to provide further descriptions of the recommended programs.

Preventing Crime: What Works, What Doesn't, What's Promising, A Report To The United States Congress

URL: <http://www.ncjrs.org/docfiles/wholedoc.doc>

Intermediate Sanctions in Sentencing Guidelines

URL: <http://www.ncjrs.org/txtfiles/165043.txt>

URL: <http://www.ncjrs.org/pdffiles/165043.pdf>