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Jail Classification and Discipline

The National Sheriffs' Association
Alexandria, VA 22314



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FOREWORD

The National Sheriffs' Association has prepared this handbook, *Jail Classification and Discipline*, with support from the U.S. Department of Justice, National Institute of Corrections. The topics of classification and discipline were previously addressed in our 1974 monograph, *Jail Security, Classification and Discipline*. Extensive developments in correctional law and jail operations since that time require that these critical topics now be divided into two volumes, with security to be addressed in the near future.

Classification and discipline are major components of the correctional process, affecting inmate control and supervision and the jail's overall orderly operation. Regardless of the jail's size—whether it houses five inmates or 500—a properly functioning classification system has been found to provide for the effective management of inmates in a safe, secure correctional environment, while also ensuring their equitable, humane treatment. In recent years, lack of standardized classification systems has resulted in frequent complaints by inmates, who allege their legal rights have been violated. As a result, courts are more and more frequently intervening in jail classification decisions, requiring officials to reach such decisions fairly, after obtaining complete, accurate information. In addition, courts are requiring jails to provide opportunities for reclassification at properly conducted hearings.

Consistent, equitable discipline is also a prime requisite of any jail setting, impacting positively on the behavior and personal responsibility of all inmates. By contrast, inequitable, inconsistent, or improperly applied disciplinary procedures have long been the root of inmate disturbances and grievances. Today, jail disciplinary procedures are subject to review by rules infractions committees or disciplinary hearing boards. The actions of these boards can result in loss of good time or certain privileges for the inmate; therefore, they often result in controversy as well as scrutiny by the courts.

Because both classification and discipline are subject to frequent criticism by inmates and examination by the courts, administrators must establish clear, workable policies and procedures in these areas, remaining alert to current and forthcoming cases, developing standards, and evolving correctional law.

The purpose of this handbook is to assist the administrator in establishing such policies and procedures and meeting the objectives of classification and discipline within the framework of applicable standards and state and local codes.

L. Cary Bittick
Executive Director
National Sheriffs' Association

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INTRODUCTION

Jail Classification and Discipline

As the chief officer of the local detention facility or jail, today's jail administrator performs a critical, difficult role in American society. Not only are administrators and their jails under seemingly constant attack from critics, but also, with increasing frequency, inmates in our nation's correctional facilities are questioning the conditions of their confinement, particularly in the areas of housing, programs, and disciplinary procedures.

In many instances, especially during the past two decades, courts have found it necessary to intervene on these issues and render decisions that impact significantly upon jail operations. Successful challenges against jail conditions or policies have resulted in substantial financial hardships, with many state and local corrections officials and jurisdictions now facing judgments in the thousands of dollars.¹ Liability insurance is costly and difficult to obtain, and administrators must take a proactive stance to avoid unnecessary litigation.

In the past, jail administrators were free to conduct their operations with little or no regard for developments in correctional law. Today, these officials must take steps to gain insight into judicial developments in all areas of corrections. It is essential that they stay abreast of existing as well as changing laws and that they follow the federal cases pertaining to corrections.

VALID CLASSIFICATION, DISCIPLINE PROCEDURES NEEDED

Two goals of any jail administration should be to: 1) protect inmates' rights; and 2) reduce the potential liability of the administrator. Progress toward the first of these objectives promotes the success of the second. In attempting to reach the first objective, and as an aid to *preventing*, rather than *defending* lawsuits, jail administrators in recent years have begun to focus on developing and implementing valid, equitable classification systems and establishing appropriate, consistent disciplinary procedures based on equitable standards.

Classification: An Essential Management Tool

All jails, regardless of size, are required to deal with widely diverse elements of society. Armed robbers to exhibi-

tionists . . . murderers to check bouncers—persons with vastly differing criminal backgrounds, emotional makeup, needs, skills, and educational levels are forced into the same jail population, requiring equally differing security, custody, and treatment approaches.

Classification, or the evaluative process by which housing decisions are made, is the primary management tool to aid in providing appropriate responses to this widely diverse inmate population. Classification determines the degree of supervision required to control each inmate to maintain the safety and security of the institution and the community. It also provides a diagnostic process by which newly admitted inmates' educational, social, medical, and psychological needs can be identified.²

Overall, a properly functioning classification system has been found to provide the basis for the effective management of inmates in a safe, secure correctional environment, while also ensuring their equitable, humane treatment.

Classification should be an ongoing process that reoccurs on a regularly scheduled or an as needed basis during the inmates' incarceration. Since an inmate's classification affects every facet of the normal routine, he or she is entitled to certain procedural safeguards prior to both initial and reclassification actions. It is essential that decisions not be made capriciously or arbitrarily; and many jails have been reprimanded by the courts for failing to provide an adequate or equitable classification system.

Early Court Rulings. As far back as 1970, in *Morris v. Travisono*, a Rhode Island district court initiated rules for corrections officials to follow in making classification decisions. Among the rules it suggested were:

- A review of certain inmates' classifications every 90 days;
- Automatic review of those in the lowest classification every 30 days;
- The right of inmates to appear at classification hearings;
- The right of inmates to challenge unfavorable reports affecting their classifications;
- The recording of all classification proceedings.³

These opinions reflected inmates' successful challenging of their classifications on due process grounds up to that point.

During the next few years, federal courts consistently demonstrated the relevance and significance of classification, and findings continued to provide the framework for developing standards. For example, in *Kirby v. Blackledge* (1976) the court said that inmates were entitled to a formal hearing before being subjected to any "grievous loss," such as that accompanying assignment to a maximum security level.

ACA Standards Published in 1977

In 1977, the American Correctional Association (ACA), in cooperation with the Commission on Accreditation for Corrections, published the now widely acclaimed and respected *Standards for Adult Local Detention Facilities*. These standards have been recognized as nationally accepted guidelines for professionalizing jail management, operations, and staff as well as for providing appropriate services and programs in response to inmate needs.

In 1987, ACA, in cooperation with the Commission on Accreditation for Corrections, published *Standards for Small Jail Facilities*, in response to the need for professional standards development in the 63 percent of the nation's jails with populations of 50 or fewer inmates.

Today, jails that have achieved and maintained the goals established by these standards report increased support from the public, the media and the courts.

The standards include requirements that:

- Written policy and procedure provide for inmate classification regarding custody, housing, and program participation;
- Specific criteria, including an appeals process, be utilized for changing an inmate's status;
- Certain categories of inmates be managed separately;
- Inmates not be segregated by race, color, creed, or national origin.^{4*}

Equitable Discipline Procedures Mandated

Equally important to the jail as a proper classification system are appropriate, equitable disciplinary procedures to ensure order, control, and staff and inmate safety. Prompt, consistent discipline throughout the jail can serve as a positive force, encouraging inmates to behave in an orderly fashion.

In many instances in the past, jail officials and staff were granted wide discretion to punish inmates as they saw fit.

As a result, inmates frequently contended that the facility's rules and regulations varied with the officer in charge.

Today, the use of punishment for disciplinary purposes is subject to review by certain bodies, such as a rules infraction committee or a disciplinary hearing board. Because the actions of these boards or committees can result in significant loss of "good time," parole opportunity, or other privileges, they have been the object of considerable controversy as well as scrutiny by the courts. Discipline reviewers must ensure that the Eighth Amendment protections against cruel and unusual punishment are not violated and that considerations of due process are followed closely, particularly those pertaining to the equal protection clause of the Fourteenth Amendment.⁵

ACA Standards for Adult Local Detention Facilities details the procedures to be followed by the jail in maintaining order and discipline within the facility. These procedures include:

- Establishing a set of equitable inmate rules and regulations specifying violations and sanctions and ensuring that each inmate receives a copy and understands them;
- Providing that disciplinary hearings involving cases of rule violations are conducted by an impartial person or panel;
- Granting inmates the right to appeal decisions of the disciplinary hearing to the administrator or an independent authority.
- Establishing a valid grievance procedure.^{6*}

ACCREDITATION AS A GOAL FOR TODAY'S JAILS

Because both classification and discipline within the jail are the subjects of frequent criticism from inmates as well as examination by the courts, it is essential that all jails establish clear, workable policies and procedures in these areas, based on nationally recognized standards that have survived such scrutiny.

Today, a number of jails across the nation have completed the process of accreditation through the Commission on Accreditation for Corrections; and many more are preparing to go through the process. The documentation for this procedure is no easy task. Ideally, however, the administrator's long-range goal should be to achieve the standards required for accreditation. Establishing and maintaining the regulations for classification and discipline according to state and local codes as well as *ACA Standards for Adult Local Detention Facilities* ensures that these two critical areas meet nationally recognized standards as well as the requirements for accreditation.

*See Appendix D for ACA Standards related to classification and Appendix E for ACA Standards related to discipline.

PURPOSE OF HANDBOOK

This handbook is designed to assist the administrator in establishing and implementing both a valid classification system and an equitable disciplinary procedure appropriate to his or her facility. While differences in philosophies as well as in size, scope, resources, and capabilities of our nation's jails preclude presenting model systems that may be precisely applicable to each one, this handbook offers guidance to the administrator in meeting the overall objectives of classification and discipline within the framework of ACA Standards and applicable state and local codes.

The topic of classification, in particular, is a hotly debated one among corrections professionals today. Researchers and criminal justice practitioners across the nation are currently developing and implementing model systems in an effort to determine the most consistent, equitable means of classifying the widely diverse jail inmate population.

These systems range from the purely objective, which utilize a variety of standardized scoring forms, as illustrated in Appendix A, to those that are primarily dependent upon the expertise of classification personnel, as in Appendix B, and finally, to those employing such instruments as the computerized decision tree, as in Appendix C.

It is recognized that the uniquely differing nature of each jail's classification problems requires equally differing approaches. However, it is hoped that a thorough examination of these options will, at a minimum, enable today's administrator to identify and apply that information and those strategies that are most applicable to local circumstances and to approach the vital task of classification with a greater understanding of its overall goals and benefits.

NOTES

1. Carl R. Peed. "Jail Classification: Its History and Impact." *The National Sheriff*, December 1986-January 1987.
2. John Finnerty. "Structuring an Inmate Classification System." *The National Sheriff*, February-March 1986.
3. Timothy Matthews. "Judicial Intervention in the Jail Setting: Liability of Jail Administrators." Master's thesis, University of South Carolina, 1984.
4. *Standards for Adult Local Detention Facilities*, 2nd ed. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1981.
5. Timothy Matthews, op. cit.
6. American Correctional Association, op. cit.

CHAPTER I

Overview of Jail Classification in the United States

Every jail needs a good classification system to identify and separate inmates into compatible, controllable living units to ensure their security and safety as well as that of the staff and the institution. Classification exists to some degree in every jail in which inmates are assigned to housing units with differing levels of custody or surveillance or whenever they are provided or denied access to jail activities or services. However, the development of classification in jails has consistently lagged behind that in our nation's prisons. Indeed, many jails today are said to have classification systems similar to those in our prisons 100 years ago.¹

This chapter discusses the evolution of jail classification, including the factors impacting on its slow development.

EVOLUTION OF JAIL CLASSIFICATION IN THE UNITED STATES

Inmate classification in the United States has evolved from the pre-1870 prison method of placing persons according to the severity of their offenses to the late 1800s focus on placing them to provide individual treatment and rehabilitation, and finally, to its present state—as a tool for determining appropriate inmate security and custody levels to facilitate population management.

While classification as a management strategy has existed in prisons in some form since before the mid-1800s, its use in jails is a relatively new concept. As recently as 1979, a National Institute of Corrections survey revealed a lack of formal, pre-trial classification procedures in most facilities. Today, the majority of jails still simply separate males from females, adults from juveniles, sentenced from unsentenced inmates, and mentally stable inmates from mentally disturbed inmates.²

Factors Impacting on Lagging Development

The slow evolution of jail classification is the result of a wide range of factors in jails, including: 1) their unique, diverse functions; 2) changing populations; 3) frequent lack of verifiable information; 4) overcrowding and high volume of daily admissions; 5) rapid population turnover; 6) facility limitations; and 7) lack of staff training.³

These factors make classification extremely difficult and complicated in many facilities; however, a brief examination of each reveals that they are often the very factors that require its implementation.

1. **Unique, Diverse Jail Functions.** While prisons confine only sentenced offenders, jails have traditionally detained a widely diverse population, such as the following:

- Suspects awaiting investigation and charge;
- Persons charged and awaiting trial;
- Persons convicted and awaiting sentence;
- Persons sentenced to terms of less than one year and a day;
- Persons believed to have violated their probation or parole;
- Persons held because of detainers in other jurisdictions;
- Sentenced offenders awaiting transfer to state prisons;
- Persons awaiting transfer to juvenile facilities.⁴

Compounding the problems associated with the housing of offenders in varying stages of investigation or sentencing are the presence in jails not only of both men and women, but also of juveniles and special management inmates, such as homosexuals, drug addicts and psychopaths. Forcing persons from all walks of life to live side-by-side in vastly differing physical and mental states, jails are now dealing with a range of personalities and problems that, in many instances, cannot function together.

2. **Changing Jail Populations.** To further diversify and complicate the jail's function, its mission, as well as its population, has changed drastically during the past decade due to a number of factors, including the following:

Overcrowded Prisons. Critical overcrowding in state prison systems has forced many local facilities to hold, for longer and longer periods, more felons and hardened criminals, many of whom are sociopaths or social misfits.

Deinstitutionalization of the Mentally Ill. At the same time the jails have been placed in the role of long-term keeper of the prison overflow, there has been a

movement to deinstitutionalize the mentally ill from large state hospitals; and many of these persons have filtered into the jails.⁵

Incarceration Replacing Treatment Programs. Societal pressures have increased to incarcerate certain groups of offenders that previously might have been considered for treatment programs or other alternatives. These offenders include such diverse elements as DUIs, child abusers, drug users, and white collar criminals, who, along with the usual assortment of misdemeanants, traffic offenders, and civil defendants, have contributed to a mix as varied as society itself—all under one roof.⁶

Thus, the traditional view of the jail as the short-term holding facility for pre- and post-trial misdemeanants and felons awaiting transfer to state systems is no longer always an accurate one.

3. *Lack of Verifiable Information.* Lack of timely, high quality information is nearly always a critical factor in the failure to establish valid, workable classification systems. Classification is dependent upon the information received; and while information is readily obtainable from record checks and inmate interviews, it is often incomplete and unreliable; and both the inmate and the jail suffer as a result of inappropriate housing and program assignments.

4. *Overcrowding, High Volume of Admissions.* New, more severe drug laws have contributed to greater numbers of admissions, which, along with increased sentences and a constant backlog of court cases have resulted in critical overcrowding and overwhelming workloads in many facilities. These factors, coupled with inadequate staffing, have often prevented accurate inmate assessment for classification purposes. Overworked staff may tend to streamline and simplify procedures, obtaining inadequate information on some inmates, thereby misclassifying them.⁷

When not enough time or staff are available for accurate inmate assessment, the classification system is adversely affected.

Overcrowding may also lead to "capacity-driven" classification decisions, in which housing and program assignments are determined, not by formal policies and procedures, but by available bed space and program openings. Since there is added potential for violence among crowded inmates, the tendency is to overclassify them (place them in overly restrictive custody levels) in an effort to increase security—a move that results in needless confinement and longer stays.⁸

5. *Rapid Population Turnover.* While obtaining and verifying information necessary for separating offenders into effective categories to facilitate management is a problem with many inmates, it is most difficult with those who are released from jail within 72 hours. As a result, many facilities delay the classification process for inmates who are likely to leave within a short time after intake. In most cases, any decisions that are made regarding these persons are based upon charges, bond amounts, and self-reported medical histories.⁹

6. *Facility Limitations.* Most jails are designed for maximum security and lack the capabilities to physically separate inmates who have been categorized by varying custody levels. In addition, most older facilities have a limited number of single cells. Occasionally, this lack of appropriate space leads to disregarding all but the most flagrant security and supervision needs and to housing inmates solely according to their perceived abilities to get along with others.¹⁰

Many smaller jails also have limited or non-existent program and counseling facilities; thus, their classification systems exist for supervision purposes only.

7. *Lack of Staff Training.* The intensive training needed for developing skilled, effective classification interviewers is not available in all jails. In addition, in many facilities, *all* staff, including correctional officers, have not been trained to fully understand the basis for and appropriate use of the classification system, including the criteria and procedures for reclassification. The officer who lacks training and/or confidence in the facility's system can easily sabotage it, knowingly or inadvertently, by such actions as arbitrarily moving an inmate to a different cell or preventing his or her participation in a scheduled program or activity.

Research has shown that attempts to establish reliable classification systems have been unsuccessful in jails where the entire staff, including correctional officers, have not been trained and motivated to implement and support them correctly.

Benign Neglect, Conflicting Pressures

In addition to the above factors that have slowed the development of effective jail classification, many jail administrators have simply not placed the emphasis on classification as a management tool to the degree prison administrators have. Other administrators have been influenced by conflicting local politics and community pressures, which stress, on the one hand, the rights of inmates and the non-legal principle of least restrictive

custody, and on the other hand, restrictive custody to ensure public safety and orderly jail operations. The administrator's failure to strike a balance between these two pressures may lead to serious problems involving misclassification.¹¹

Significance of Classification Established by Courts

The significance of classification was underscored in *Palmigiano v. Garrahy* (1977), in which the court presented this view:

Classification is essential to the operation of an orderly, safe institution. It is a prerequisite for the rational allocation of whatever program opportunities exist within the institution. It enables the institution to gauge the proper custody level of an inmate, to identify the inmate's educational, vocational, and psychological needs, and to separate non-violent inmates from the more predatory. . . Classification is also indispensable for any coherent future planning.¹²

PRESENT STATE OF JAIL CLASSIFICATION IN THE U.S.

In our nation's jails today, classification varies from a simple, quick, informal process to a structured procedure involving numerous trained staff, diagnostic tools, and standardized forms through which newly admitted inmates' educational, social, medical, psychological, and treatment needs can be identified. While there is wide variance in the systems utilized, there is general agreement that any jail classification procedure should be based on humane considerations, recommended standards, and good security practices.

A Critical Management Tool

Effective classification is now regarded as critical to the operation of a safe, secure facility. As a management tool, classification is considered essential for assessing and meeting the needs, risks, and constitutional rights of each offender through appropriate housing, work, programs, and activities, while at the same time maintaining the security and safety of the facility and community.

Standardized Procedures Sought

In recent years, lack of an available, standardized classification system has been a source of frequent complaints by inmates who allege that their legal rights have been violated.

As previously discussed, ACA published its now widely accepted *Standards for Adult Local Detention Facilities* in 1977 and *Standards for Small Jail Facilities* in 1987; and a

growing number of states have now instituted jail standards addressing classification. Twenty-five states require mandatory compliance with explicit jail standards, which generally concern the separation of the inmate population into certain, traditional groups, according to sex, age (juvenile/adult), and legal status (pretrial/sentenced). Unfortunately, many jails lack the capabilities to further separate inmates into categories to facilitate proper management.¹³

Thus, in some cases, requirements such as those that mandate separation based on adjudication status may only *deter* the development of critically needed systems that provide appropriate security and custody levels to ensure inmate, staff, and public safety and facilitate appropriate treatment and program participation. In addition, in some jurisdictions, there is an erroneous, lingering belief that separation based solely on charge or adjudication status constitutes adequate classification.

Court Scrutiny, Decisions Impact on System Development

Because of the profound impact classification decisions have on nearly every aspect of the inmates' existence, courts are, more and more frequently, requiring jail officials to reach such decisions through procedures that are fair, that are based on accurate, complete information, and that provide opportunities for reclassification at properly conducted hearings.

Between 1968 and 1984, damage awards against jails for classification-related mistakes or failures averaged \$93,000 per case. The most common basis for award was negligent failure to separate inmates likely to be assaultive from those vulnerable to assault. Other awards resulted from negligent failure to prevent inmates from intentionally or accidentally injuring or killing themselves and negligent failure to place inmates where they would receive needed medical attention.¹⁴

Today, jails that give the classification process only minimal consideration are quickly being criticized by the courts. With more and more officials recognizing the impending threat of court intervention, particularly with regard to inmate housing and programs, there is growing interest in developing reliable, valid classification systems.

Model Systems

Today, criminal justice professionals researching the effects of varying methods of classification are developing model systems, which offer the administrator guidance as well as options in establishing a plan for meeting the facility's overall goals within the confines of its capabilities and resources.

SUMMARY

While classification as a management tool has existed in prisons since before the mid-1800s, jails have traditionally lagged in developing valid classification systems. Several factors have caused this slow development, including the jail's widely diverse functions, changing populations, overcrowding, rapid population turnover, facility limitations, and lack of staff training.

In addition, in some jurisdictions, there is a lingering belief that separation by such factors as charge and adjudication status constitutes adequate classification. Where statutes mandate separation by these categories, capabilities are often lacking for further separating inmates according to appropriate security and custody levels.

In recent years, lack of standardized classification systems has resulted in frequent complaints by inmates who allege that their legal rights have been violated. As a result, courts are more and more frequently intervening in jail classification decisions, requiring officials to reach such decisions through fair procedures after obtaining complete, accurate information. In addition, courts are requiring jails to provide opportunities for reclassification at properly conducted hearings.

There is increasing interest among administrators in developing valid classification systems for assessing the risks and meeting the needs of each offender as well as for maintaining security and safety within the institution and community.

Today, model systems developed by criminal justice professionals offer the administrator options and guidance for meeting the facility's goals of classification within the limits of its capabilities and resources.

NOTES

1. Karen Whitlow, Robert Buchanan, James Austin, Daniel McCarthy. *Jail Classification: A Review of the Literature*. San Francisco, CA: The National Council on Crime and Delinquency, 1987.
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3. Ibid.
4. Ibid.
5. Carl R. Peed. "Jail Classification: Its History and Impact." *The National Sheriff*, December 1986-January 1987.
6. Ibid.
7. Timothy Brennan. *Offender Classification and Jail Crowding: Examining the Connections Between Poor Classification and the Problem of Jail Crowding and Developing Some Preventative Interventions*. Washington, DC: The National Institute of Corrections, 1985.
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9. J. Whitlow et al, op. cit.
10. James Austin, Paul Litsky. *Multi-Jail Classification Study Final Report*. San Francisco, CA: The National Council on Crime and Delinquency, 1982.
11. Brennan, op. cit.
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14. Whitlow, et al, op. cit.

CHAPTER II

Goals and Benefits of Proper Jail Classification

Inmate and staff security and safety are the most important aspects of jail operations, and the key elements of these objectives are *knowledge, control, and prevention*. Under a properly functioning classification system, the more we know about a person in custody, the safer and more secure that person will be.¹

The classification process should be the jail's central point of information gathering, whether that information comes from interviews; criminal history records; mental, medical, or psychiatric reports; or records of exhibited behavior during previous or present incarceration.² Classification affects *every aspect* of the inmates' existence and should be the primary focus of all decisions pertaining to security, supervision, and program assignments.

This chapter discusses the goals of classification as well as its benefits for both the jail and the inmate.

GOALS OF CLASSIFICATION

The primary goals of classification are *the proper housing and custody assignment of inmates to ensure inmate, staff, and public safety and to facilitate appropriate treatment and program participation*. Additional goals include compliance with state and ACA standards and providing equitable classification for all inmates that places them in the least restrictive level possible.

An Ongoing Process. To ensure that proper housing and custody is maintained during the inmates' entire period of incarceration, their classification status must be updated on a scheduled or an as-needed basis. Consistent updating is particularly beneficial to such persons as the alcoholic who behaves violently upon intake (requiring a high degree of security and custody during the initial period of incarceration) but who, after a few days, may be calmer and more predictable, requiring a change in the classification status.

Identifying Non-Dangerous Offenders

In some facilities, a primary goal of initial classification is to evaluate a person's suitability for release from pretrial detention. This "skimming off" of non-dangerous, pretrial detainees for work release and other community-

based placement, when appropriate, is a necessary step to alleviating the critical crowding that plagues many facilities. In addition, for some offenders, placement in suitable work situations may provide a much-needed focus.

Information Clearinghouse

To achieve the goals of both initial and ongoing classification, the classification system should serve as an information clearinghouse, receiving and assessing input regarding inmates' past criminal/institutional behavior as well as current data from medical/mental health, internal security, drug/alcohol rehabilitation, education, and custody staff.

Balancing Society's Rights, Inmates' Needs

Overall, achieving the goals of classification should provide a balance between society's right to be protected from criminal behavior with the inmates' needs not to deteriorate in jail and to be placed in the least restrictive housing compatible with his or her risks.³ Thus, a properly classified inmate who is suicidal will not be placed in a remote isolation cell; an epileptic will not be placed in an upper bunk; and a high-risk person with detainers or a record of previous escapes will not be assigned as a trusty.⁴ The risks and needs of each newly admitted inmate will be assessed and addressed individually.

DETERMINING, DOCUMENTING GOALS

In planning for an appropriate classification system, it is essential that a facility determine and clearly define its objectives and expectations, then structure the system to meet these objectives within the framework of applicable ACA standards and state and federal laws. One facility, for example, determined and documented that it expected its classification system to:

- Safely house inmates; provide for the safety of staff and the safety and security of the public;
- Make timely and appropriate module assignments;
- Minimize violence and disruption throughout the correctional facility;

- Develop an objective classification instrument with subjective override;
- Develop a system that fosters consistency of judgment;
- Develop a classification instrument that is simple to understand;
- Receive management and county counsel's support;
- Make the system open to correctional staff, easily understood, and verifiable wherever possible;
- Build in feedback and evaluation mechanisms;
- Build a system that will be compatible with the facility's overall corrections population management system (the ongoing, computerized breakdown of all inmate movement);
- Measure and document inmate needs;
- Use time as a reward for inmates;
- Assess and consider personality types in making module assignments.*

BENEFITS OF INMATE CLASSIFICATION SYSTEMS

Management, the community, and the inmate all become beneficiaries of an active, well-supervised classification system, as such a system provides opportunities for better population management, which, in turn, results in improved security and inmate control.

Identifies Community Reintegration, Maximum Security Candidates

With today's jail populations spiraling upward nationwide, the most beneficial classification system is that which can identify the non-violent, one-time offenders who may quickly become candidates for community work release programs as well as the relatively few who actually need costly, tight, maximum security. By identifying and promoting prompt community reintegration for those persons for whom such action is appropriate, more space as well as more surveillance is made available for problem inmates who require increased supervision. Where crowding is thus alleviated, there are fewer assaults, escapes, suicides, and other inmate disturbances, which, in turn, reduce costs for legal and court actions and medical expenses.

Fosters Compatible Living Units

The proper classifying and housing of inmates facilitates the forming of:

- Social structures of inmates homogenous in custody level;

- Social structures that minimize the likelihood of inmates acting out disruptively or aggressively;
- Social structures of inmates similar in demeanor (aggressiveness or vulnerability), prior criminal justice experience, and age;
- Racial integration and relative balance;
- Easy inmate access to counseling services and programs most relevant to needs and interests;
- Positive peer support and constructive conduct.**

Such positive benefits as the above aid management in controlling the jail climate, minimizing disturbances, and ensuring consistency in administrative decisions and good communication among staff and inmates.

Additional Benefits for the Jail

In addition to providing better population management and reducing litigation, classification can facilitate:

- Early recognition and proper assignment of mentally ill and problem inmates;
- Improved capability for separate maintenance of co-defendants;
- More effective, efficient use of jail resources;
- Obtaining of valuable data for facility planning and budgeting;
- Monitoring and evaluating program goals;
- Assisting with personnel assignments to facilitate programs and security needs;
- Providing information on inmate behavior that can impact on the development of future policies and procedures;
- The development of a consistent, equitable decision-making process, contributing to the speed and accuracy with which all inmate-related actions may be taken;
- Better staff and inmate morale;
- Establishment of the appropriate level of probation/parole.⁵

Benefits for the Inmate

Generally, a proper classification system minimizes the negative effects of incarceration on the inmate and also promotes his or her physical, social, and emotional well-being.

Specifically, such a system ensures: 1) Adequate protection against physical assaults, indignities, and cruelties; 2) separation from potentially violent inmates; 3) opportunities for appealing the initial classification status; 4) reasonable protection against exposure to communicable diseases; 5) physical and mental health care; and 6) and equitable opportunities for participation in jail programs.

*Multnomah County Sheriff's Office, Portland, OR.

**Lucas County Correction Center, Toledo, OH.

(For some inmates, appropriate classification *precludes* participation in programs and work assignments; for others, it *ensures* such participation.)

In addition, since a consistent, equitable classification system lessens the opportunities for ever-changing rules, it provides the inmate with some feeling of trust and predictability in life.

SUMMARY

The primary goals of classification are the proper housing of inmates to ensure inmate, staff, and public safety and to facilitate appropriate custody, supervision, and program participation.

Management, the community, and the inmate all become beneficiaries of an active, well-supervised classification system, as such a system provides opportunities for better population management, which, in turn, results in improved security and control and less crowding.

In addition, for the inmate, a proper classification system generally minimizes the negative effects of incarceration and promotes his or her physical, social, and emotional well-being.

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CHAPTER III

Establishing the Jail Classification System

Since jails differ widely in size, scope, and inmate populations, a classification system cannot be established with the concept that "one size fits all." The jurisdiction's specific mission, policies, and needs, along with state statutes, local politics, available resources, staffing, and structural design create a unique pattern that impacts on the type of classification system that is appropriate.

This chapter presents general guidelines for structuring a valid inmate classification system that includes provisions for separating the inmates into general population as well as special management categories and for assigning appropriate programs, services, and work. It discusses both objective and subjective approaches to classification and emphasizes the importance of personnel training. In addition, it details the expanding use of the computer in jail classification.

GUIDELINES FOR STRUCTURING A JAIL CLASSIFICATION SYSTEM

ACA standards require the jail to provide for inmate classification to include level of custody required, housing assignment, and participation in correctional programs.¹ To ensure effective, appropriate classification, each newly admitted inmate should be evaluated in terms of personal, criminal, medical, and social history.

Custody Levels

The facility's structural design, staffing, services, and programs should provide for separating inmates into minimum, medium, and maximum custody (larger facilities may require the addition of close and community custody levels) as well as into at least three major categories of special inmates, each with different needs:

- The vulnerable—the inmate who requires some form of protection to survive in the jail setting;
- The troublemaker—the inmate who must have special restraints to prevent harm to other inmates, staff, or jail security;
- The mentally abnormal—the inmate who, because of emotional or mental problems, including retardation,

cannot function in the general population without assistance or professional treatment and medication. (See Chapters IV and V for further discussion on special management inmates.)

Steps to Effective Classification

The administrator attempting to establish a valid classification system that provides for these custody levels and special management groups should consider the following guidelines:

- A policy statement should be written that clearly defines the facility's classification goals and objectives;
- Detailed policies and procedures should be written that govern the classification process;
- The classification process should provide for the collection of complete, verified, standardized data;
- Measurement and testing instruments used for decision-making must be valid, reliable, and objective;
- Explicit policy statements should be written to structure and check the discretionary decision-making powers of the classification staff;
- Provisions should be made for screening and further evaluating prisoners who are management problems or have special needs;
- Offenders should be matched with programs that are consistent with custody classification;
- Prisoners should be classified at the least restrictive custody level;
- Prisoners should be involved in the classification process;
- Systematic, periodic reclassification hearings should be held;
- The classification process must be efficient and economic;
- There must be provisions for continuously evaluating and improving the classification process;
- Classification procedures must be consistent with constitutional requisites;
- There must be an opportunity to gain input from administration and line staff when developing a classification system.²

Further, specific guidelines have been found to be of primary importance among several jail systems studied:

- Data gathering instruments should be quick and easy to administer;
- The process should maximize use of existing, available resources;
- The program should reduce problems in housing areas;
- Suicide prevention should be a major goal;
- The process should be unbiased and equitable;
- The process should provide information necessary to making security decisions.⁹

CLASSIFICATION PERSONNEL

As critical as each of the above factors are to establishing a valid classification system, none impacts with as much force on the process as does the quality of those personnel implementing it. Indeed, the degree of expertise and dedication of those persons determines to the greatest extent the classification system's effectiveness.

While the personnel assigned the task of classifying inmates may vary with the facility's size (intake staff often perform this function in smaller facilities; actual classification personnel in larger ones), their basic qualifications, training, and responsibilities remain relatively constant.

Qualifications

Regardless of the jail's size, it is essential that all personnel involved in classifying inmates have good verbal and written skills and the respect of other staff members. In addition, to effect appropriate referrals to meet the inmates' needs, classification staff must have thorough knowledge of and experience with the resources, programs, and services of both the institution and the community. In addition to being trained as corrections officers, it is beneficial for classification staff to have experience in counseling or social work.

Training

Since highly skilled, dedicated persons are needed to perform the critical task of classification, any effort to establish a valid system must include specific training to provide proficiency and expertise in such areas as:

- Interviewing techniques and listening skills to aid in picking up key words that may indicate an inmate has serious problems, such as psychotic or suicidal tendencies;
- Special needs identification;
- Abnormal behavior identification;
- Suicide prevention techniques;
- Medical screening;

- Intake procedures;
- Responsibility and liability of classification personnel.

Responsibilities

While diversity in jail sizes and resources results in equally diverse classification procedures and personnel, the basic responsibilities of all classification personnel are generally as follows:

- Accurately assessing inmate needs and risks;
- Assigning appropriate inmate custody levels and effecting status changes, as necessary;
- Assigning inmate housing and directing the reassignment or transfer within the facility as needed;
- Approving and assigning inmates to appropriate work and programs, where they are available;
- Obtaining interpreters, when necessary, for non-English-speaking and speech- and/or hearing-impaired inmates;
- Making recommendations regarding inmates' medical, mental health, or other treatment services;
- Ensuring that inmates are not discriminated against in classification decisions on the basis of race, color, creed, sex, national origin, handicaps, or political beliefs.

In some facilities, personnel performing these responsibilities function individually; while in others, classification activities are performed as part of a committee or team.

Classification Committees or Teams

Where classification personnel make decisions as part of a committee or team, the initial risk/needs assessment is generally made by a single classification officer (who may be designated "classification deputy," "classification counselor," "intake counselor," "caseworker," etc.). This officer then recommends the inmate's custody and housing level to the classification committee, which may approve or alter the recommendation. In larger facilities, classification committees may convene daily to consider recommendations, and special meetings may be called as needed.

Where such a committee or team is ultimately responsible for decisions regarding inmate custody and housing, it should be comprised of representatives from diverse branches of the facility, including medical, mental health, diagnostic and treatment, classification and programs, and correctional staff. In reviewing the custody/housing recommendations of the classification officer, input from each of these disciplines ensures that every aspect of the inmates' criminal, social, psychological,

and medical histories is considered for both the initial and ongoing classification process.*

Committee or team participation by a representative of the correctional staff is particularly valuable for providing greater understanding of and confidence in the classification system on the part of the correctional officers. Since these staff members manage the individual inmates on a day-to-day basis, they are vital links in the overall classification process.

Importance of Correctional Staff Support. Ongoing, two-way communication between classification staff and correctional officers ensures that the latter understand and support the facility's classification policies. Such understanding will promote confidence in the system, ensuring that correctional staff and/or supervisors do not arbitrarily void the placement decisions made by the classification staff—a move that has potentially disastrous results.

The following example illustrates the crucial impact lack of communication between classification and correctional officers can have on the overall jail operation:

A correctional supervisor (who was not trained to understand the purpose or value of classification) was asked for a housing change by a particularly cooperative inmate. Since the inmate had never given the staff a problem, the supervisor decided to comply with the request. The supervisor did not realize until too late that the move had placed the inmate within reach of a second inmate, who was scheduled to testify against the first. Within hours of the move, the second inmate was found, unconscious and bleeding—the victim of a vicious attack by the seemingly calm, mild-mannered inmate.

Unfortunately, in some facilities, it is only after incidents such as this one that the real value of the classification system is realized. A properly functioning classification system is truly the clearinghouse of information for the entire institution; and as such, it should impact on every inmate-related decision.

CLASSIFICATION OPTIONS FOR TODAY'S ADMINISTRATORS

In the past, most jail classification systems have been purely subjective, relying completely on the judgment of the individual(s) making the classification decisions. Recent trends appear to be moving toward objective, or more formal methods of classifying, with specific, well-

defined criteria established for risk-screening decisions. These criteria are then weighted and scaled within a well-structured instrument, which is then used to assess an inmate's level of custody risk or program needs. A brief description of each of these approaches follows.

Subjective Decision Making

Subjective classification systems require independent assessments on the part of the classification officer(s) or the person(s) making the classification decisions; therefore, to be effective, these systems require considerable staff expertise. While officers using subjective criteria are expected to make the most valid, appropriate decisions, they are not always experienced or knowledgeable enough to do so. Training in the areas previously discussed is critical to aid these officers in more consistently, accurately determining newly admitted inmates' risks and needs and recommending or assigning resources within the framework of the agency's correctional philosophy, the jail's physical design, and the inmate's characteristics.⁴

Objective Decision Making

Objective classification systems purposely seek to limit discretionary decision making and to ensure uniformity in agency operations while minimizing the potential for unfavorable litigation. Since objective classification uses standardized forms, such as decision trees, checklists, or scoring sheets, it is often said to place greater emphasis on fairness, consistency, and openness in determining inmates' risks and needs than does the purely subjective approach. Custody and programming recommendations made in objective classification are based upon the results of actual scoring; therefore, the role of staff is confined to agreeing or disagreeing with these recommendations.⁵ ** It is important to stress, however, that an objective classification system should not be viewed as a substitute for competent, thoroughly trained staff.

Supporters of objective classification contend that it:

- Provides highly visible decision making rules, ensuring that all staff are aware of them;
- Promotes an accurate, consistent, information-gathering process;
- Enforces consistency in decision-making by using equitably applied, standardized criteria;
- Provides easier evaluation/monitoring, as standardized criteria and procedures facilitate review and assessment;
- Controls discretion, permitting overrides of the classification process only within explicitly stated parameters.⁶

*Appendix B contains a summary of a classification system in which a committee approves all housing and custody recommendations by a classification officer.

**Appendix A contains a complete objective system model.

Subjective Overrides. It is important to note that subjective overrides are an essential part of objective classification, as they permit the appropriate handling of exceptional cases, such as the inmate who needs unusual medical attention or who, because of his attitude or demeanor may not appear to warrant the degree of custody indicated by his score. In addition, overrides may be necessary when crowding in a particular unit prevents the placing of additional inmates there. For example, through an objective scoring form or a decision tree, an inmate may be recommended for housing in the mental health unit; however, if this unit is already full, the classification officer must determine the next most appropriate housing, such as administrative segregation or protective custody.

A low override level (less than 2 or 3 percent) would indicate a system with extreme rigidity that does not have the benefit of staff expertise. On the other hand, a system with excessive overrides (25 to 50 percent) could no longer be considered a purely objective one.⁷

Factors Influencing Objective System Development. Factors that gave impetus to the trend toward objective classification are:

- Frequent court-mandating of uniformly applied classification procedures;
- Jail crowding and resulting pressures to implement efficient, cost-effective procedures;
 - Objective systems allow quick decision making by staff trained in completing assessment forms and in identifying the few cases that require special handling; they also minimize overclassification and unnecessary incarceration and security costs;
- Desire for ACA accreditation and need for documentation.⁸

Criteria for Successful Objective Classification. For jurisdictions considering development of an objective classification system, an initial and ongoing training program must be provided for classification staff; and, in addition, the following criteria are among those required for success:

- The system must include a reclassification phase;
- The structural facility design must allow for the separation of inmates according to classification needs;
- A system-wide computerized data retrieval system must be available for the collection of information;
- A method should be devised for supervising daily implementation of the classification process;
- The system must provide for an ongoing evaluation process.⁹

Combining Objective/Subjective Classification

Many systems utilize a combination approach to classification, employing well-defined, objective criteria and, where appropriate, subjective decision making. These systems may not use decision trees or score sheets; rather, valid custody and housing decisions are reached after careful assessing of all risks and needs by trained, highly skilled classification personnel. In addition, in such facilities where final approval of custody or housing decisions must be approved by a committee or team, the inmate, as well as the facility, benefits by a wide range of expertise.

INMATE PROGRAMS AND SERVICES

Regardless of the type of classification a facility selects, it is important to keep the system operating effectively and to encourage inmates to use their time constructively, through diverse programs and services. The program plan should include, where possible, educational programs and vocational counseling; mental health and drug and alcohol-related counseling; post-release support services; religious services; library services, including law library; recreation, both indoor and outdoor; and job assignments compatible with inmate interests and skills. Appropriate community resources should be identified and used, where available, in planning for inmate programs and services.¹⁰

During orientation, inmates should be informed as to all available programs; and classification officers should assess particular program needs during interviews and as inmate background information is gathered. To aid in planning for programs and resources, classification staff may determine those inmates interested in particular programs upon intake and send names to each program head on a daily basis.

The responsibility for approving and assigning inmates to major programs and work lies with the classification staff; and it is imperative that such assignments are compatible with custody classification and do not discriminate against persons on the basis of race, color, creed, sex, national origin, handicaps or political beliefs.¹¹

Recommended Programs

General Education Development (GED) and Adult Basic Education (ABE) classes, as well as substance abuse education and treatment referral are among the most well-attended programs in most jails. In addition, the following programs and activities are among those found most worthwhile:

- AIDS education;
- Individual/group counseling;

- English as a second language;
- Family support groups (including parenting skills and nutrition);
- Mental health support groups;
- Alcohol/Narcotics Anonymous;
- Community awareness programs (for education and referral to outside support agencies);
- Correspondence classes through local community colleges.

Pre-Release Preparation. In addition to the above, programs to assist inmates with their transitions to the community should be available for those scheduled for release within 30 days. Resource information contained in the properly designed pre-release program is beneficial to all inmates, particularly those who require special post-confinement treatment and support; i.e., the handicapped or indigent or those with substance abuse or medical, dental, or emotional problems. The program plan should address such vital issues as finding housing and employment and learning to prepare job applications and resumes. In one facility, program participants are required to develop a specific plan of activities for their first two weeks following release; a staff member then reviews the plan.

Religious Service Participation. Inmates of all religious affiliations should be free to follow the practices of their faiths as long as in so doing they do not infringe upon the rights of others, advocate disobedience or disruption, or otherwise pose a security threat in the jail. Inmates who have indicated a desire to attend religious services but who are not allowed to participate in group activities for any reason should be referred for visits from the chaplain or from a member of the inmate's religious organization. For inmates who are on disciplinary detention, this referral should be documented on a special housing observation log located near their cells (see Figure 5.7, page 57).

Non-Participants' Rights

It is important to note that inmates should have the option to refuse to participate in facility programs (except work assignments and programs required by statute) and should not be penalized for doing so.¹² Inmates may also be removed from programs for rule infractions.

Screening Inmates for Programs

The classification staff is responsible for screening inmates for programs, and care must be taken to prevent known adversaries or "keep separates" from participating together in group activities or using the inmate

library or law library at the same time. Such persons must be placed in like activities at differing times; therefore, the classification staff should screen lists of inmates desiring to participate prior to each scheduled group activity.

Figure 3.1 is a form used by inmates in one facility to request participation in a program or activity; the form is reviewed by classification personnel to determine the inmates' eligibility. Copies of this request, along with responses (including reasons for any refusal) are maintained in classification files.

Program Participation in Segregation. Generally, inmates on disciplinary detention are restricted from most program participation, while those on administrative segregation or protective custody are not necessarily restricted if they are not a threat to themselves, others, or the facility's security. Inmates on all forms of segregation (including medical) should have access to library reading and legal materials. (See Chapters V and VI for further discussion on the rights of inmates in segregation.)

Citizen/Volunteer Program Involvement

ACA standards require that written policy and procedure permit citizen involvement in inmate programs, with discretion afforded the administrator for curtailing, postponing, or discontinuing the services of a volunteer organization or person. Volunteers can be used to help coordinate and staff the facility's educational, library, recreation, religious, and other programs; these persons should be recruited from all cultural and socioeconomic segments of the community.

A staff member should direct the volunteer services program; lines of authority and accountability should be communicated to staff and volunteers.¹³

Coeducational Programs

Where coeducational programs and activities are offered, they should be *closely* supervised and suitably structured. Participants should be carefully screened and increased security measures taken during the programs and all movement to and from them.

Inmate Work Programs

ACA standards require that each facility establish a written work assignment plan that provides for inmate employment, subject to the opportunities available and the maintenance of facility security. Where resources are available, inmates should be assigned to work that is compatible with their interests. Pretrial and unsentenced detainees are not required to work, except for personal housekeeping.¹⁴

Earning "Good Time"

Where statute permits, the inmate program and work plan should provide for earning "good time," or credits toward a reduction in sentence, thus reinforcing positive behavior.¹⁵ For example, in one facility, inmates who are involved in drug, alcohol, educational, or mental health programs on a voluntary basis may be granted five days credit per month toward sentence reduction based upon their attendance, participation, and attitude. Inmates who work on a voluntary basis may be granted up to five days credit toward sentence reduction for each 30 days of work.

Maintaining an "activity summary," such as in Figure 3.2, provides a concise method of monitoring each inmate's program participation for assessing eligibility for "good time" as well as for determining overall facility adjustment. Maintaining as much inmate information as possible through the use of a computer is also beneficial for monitoring each inmate's program participation and for facilitating overall jail management, as explained in the following discussion.

THE COMPUTER'S IMPACT ON CLASSIFICATION

The computer is proving to be a valuable tool for use in overall management of the constantly changing jail population and is gaining wide use, from booking through release. The two basic types of computerized jail management information systems in operation are inmate tracking systems and management and statistical reporting systems. Inmate tracking systems cover inmate booking and release, cell assignment, movement, and management. Management and statistical reporting systems regularly generate reports and provide detailed information on the jail population.

In some facilities, classification is but one link in the total computerized management information system. For example, one micro-computer-based system designed for small- and medium-sized jails automatically assigns booking numbers to each inmate at the beginning of the booking process, searches the data base for previous booking information, brings any existing old data forward for the operator to update, and then automatically prints all information entered by the operator during booking. (See "Additional Sources," "Computerized Jail Management Systems.")

Administrators attempting to implement efficient classification systems today should investigate the computer's potential benefits for classification, as discussed below.

Enhanced Consistency in Housing Decisions

The computer can be programmed to objectively review input by the classification officer and recommend custody

and housing (see Appendix C, Figure C.9), resulting in unbiased, consistent decisions.

Manual Overrides. In computerized classification, manual overrides must be implemented for certain categories of inmates, such as "keep separates" or inmates who need special medical attention or housing; i.e., the epileptic who requires a lower bunk. Computers programmed to determine housing/custody level do not necessarily assign the exact living space, and special conditions may require the correctional officer's intervention to ensure the inmate receives the most appropriate cell and bunk for his or her safety as well as for delivery of needed services.

In addition, subjective appraisals and manual overrides may be needed for certain inmates whose behavior warrants further observation. For example, a newly admitted inmate may be emotionally distraught and behaving erratically over family problems; yet, he may not normally be a behavior problem or necessarily require special custody or housing.

Information Storage and Recall

The computer can maintain all initial screening, risk assessment, and information regarding each inmate's classification status, such as:

- Classification category;
- Security and supervision requirements;
- Special needs;
- Specific housing assignment;
- Date of and person responsible for initial screening and classification.

In addition to the above, information regarding certain groups, such as juveniles; members of the same or opposing gang; persons on medical/religious diets; and persons with specific behavior alerts, including escape risks, can be maintained and immediately accessed. The computer can, upon demand, generate instant feedback on the entire jail population.

In one facility, entering a single qualifier will produce a list of all inmates in custody with a particular characteristic. For example, entering the behavior alert "P" will result in a list of all inmates in custody labeled as having psychiatric problems. In another facility, a computer-generated list of inmates scheduled for release within 30 days provides the basis for selection of pre-release program participants.

Inmate Accountability. A key element in inmate management is *accountability*; i.e., the staff's ability to locate and identify each inmate at any given time. Computers can

Figure 3.2

PRINCE GEORGE'S COUNTY DEPARTMENT OF CORRECTIONS
ACTIVITY SUMMARY

NAME _____ DATE _____

DOB _____ ID# _____ SEX _____ RACE _____

SOCIAL SECURITY NUMBER _____ DATE RECEIVED _____

INSTITUTIONAL PROGRAM INVOLVEMENT:

ASSESSMENT

Religious Services

Satisfactory

Unsatisfactory

Church Services _____

Bible Study _____

Individual Counseling _____

Comments: _____

Psychological Services

Response to Treatment

Satisfactory

Unsatisfactory

Group: _____

Group: _____

Individual Counseling _____

Comments: _____

Social Services

Response to Treatment

Satisfactory

Unsatisfactory

Group: _____

Group: _____

Individual Counseling _____

Comments: _____

Activity Summary

Page 2

Inmate Worker Program

Performance

Satisfactory

Unsatisfactory

Assignments: _____

Comments: _____

Educational Program

Assessment

Satisfactory

Unsatisfactory

GED Program

Tutor

Comments: _____

Adjustment History: _____

Additional Comments: _____

Report Prepared by:

Signed:

Classification Counselor

Classification Coordinator

Signed:

Director

be programmed to play an effective role in ensuring inmate accountability by maintaining complete information on each inmate's activities and tracking all inmate movement within the facility. A computerized special housing log can generate information on an ongoing basis, providing counts, locations, and special indicators. The computer's ability to instantly recall inmate information and location is critical in determining housing and program assignments for such "keep separates" as co-defendants, enemies, and relatives.

Statistical Analyses

Computer-generated statistical analyses can provide valuable information on the inmate population for planning programs and overall jail operations, including determining and directing treatment needs and services. For example, Figure 3.3 is one facility's monthly report of all housing assignments based on attitude, behavior alerts, prior institutional problems, and a score assigned to each inmate's charge.

Rationale Feedback

Computerized classification allows instant feedback information to all staff regarding the reasons for specific housing decisions. In addition, the computer can produce a written copy of the initial screening, risk assessment, and classification for the inmate and quickly generate complete information to be sent with the inmate upon transfer or commitment to another facility.

SUMMARY

Jail classification systems cannot be established with the "one size fits all" concept. Rather, a wide range of variables impacts upon the type of system established by the jail today.

Personnel involved in classifying inmates need good verbal and written skills, experience with the institution, and the respect of other staff members. In addition, they must be well-trained in interviewing skills and listening techniques, as well as in identifying special needs and abnormal behavior, including suicidal tendencies. Their responsibilities include accurately assessing inmate needs and risks; assigning custody and housing and effecting status changes, as necessary; and assigning appropriate work and programs.

Some facilities utilize a subjective approach to classification; others follow an objective plan. Recent trends

seem to be toward more objective methods of classification, with specific, well-defined criteria established for risk-screening decisions.

Inmate programs, services, and work should be offered for both male and female participation. Inmates must be screened by the classification staff prior to program or work assignment to prevent contact between "keep separates" and to prevent participation by persons on disciplinary status or those with infectious or contagious diseases that may be spread.

Computers are gaining wide use in classification, enhancing consistency in housing decisions and providing statistical analyses. In addition, their use for information storage and recall makes them invaluable for determining housing and program assignments for "keep separates," such as homosexuals and gang members.

NOTES

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9. Whitlow et al, op. cit.
10. *Standards for Adult Local Detention Facilities*, 2nd ed. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1981.
11. Ibid.
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13. Ibid.
14. Ibid.
15. Ibid.

Figure 3.3

SX8403

MULTNOMAH COUNTY CORRECTIONS POPULATION MANAGEMENT SYSTEM

RUN DATE:

MONTHLY CLASSIFICATION REPORT

MONTH OF

TOTAL CLASSIFIED THIS MONTH: 978

HOUSING ASSIGNMENTS

PSYC MODULE:	0	0%	MENTAL CLOSE:	18	1%
CLOSE:	160	16%	GENERAL:	706	72%
MEDICAL UNIT:	0	0%	VULNERABLE:	82	8%
ADMIN SEG:	12	1%	MCCF:	0	0%

ATTITUDE

1:	1	0%
2:	811	82%
3:	142	14%
4:	4	0%
PRIOR INST PROBLEMS:	44	4%
MURDER CHARGE:	10	1%
JUDICIAL PERSON:	0	0%

BEHAVIOR ALERT ENTRIES:

A:	15	1% ASSAULTIVE RISK	M:	53	5% MILD MENTAL
E:	7	0% ESCAPE RISK	C:	128	13% CHR.G. OF VIOLENCE
D:	97	9% REP. DISRUPTIVE	R:	369	37% RECIDIVIST
K:	91	9% KEEP SEPARATED	F:	109	11% FIRST OFFENDER
H:	12	1% HOMOSEXUAL	J:	1	0% JUVENILE
I:	48	4% EASILY INTIMIDATED	U:	180	18% UNSTABLE
N:	17	1% INFORMANT	O:	766	78% NO PROBLEMS
S:	16	1% SUICIDE RISK	T:	61	6% TRUSTEE
P:	19	1% PSYCHIATRIC			

NEEDS ENTRIES:

A:	222	22% ALCOHOL	J:	692	70% JOB
P:	13	1% PSYCHIATRIC	M:	238	24% MEDICAL
R:	1	0% RETARDED	H:	234	23% HOUSING
D:	359	36% DRUG	E:	807	82% EDUCATION
L:	5	0% LANGUAGE			

* NOTE: ALL PERCENTAGES ARE OF TOTAL CLASSIFIED THIS MONTH

CHARGE SCORE (AT CLASSIFICATION)

1:	7	0%	11:	1	0%	21:	6	0%	31:	0	0%
2:	13	1%	12:	4	0%	22:	141	14%	32:	0	0%
3:	0	0%	13:	0	0%	23:	12	1%	33:	0	0%
4:	0	0%	14:	0	0%	24:	26	2%	34:	0	0%
5:	0	0%	15:	1	0%	25:	4	0%	35:	0	0%
6:	0	0%	16:	29	2%	26:	28	2%			
7:	1	0%	17:	12	1%	27:	31	3%			
8:	25	2%	18:	8	0%	28:	56	5%			
9:	7	0%	19:	5	0%	29:	24	2%			
10:	2	0%	20:	8	0%	30:	73	7%			

CHAPTER IV

Intake and Classification Procedures

Jails must establish thorough, precise admissions and classification procedures, both to protect themselves and to ensure the proper regard for legal requirements and the rights of the individual. The booking or admissions officer performs critical functions during this process, including: 1) screening out those seriously ill or injured persons who should receive medical attention before admission;* 2) knowing the appropriate state laws and verifying the proper documents for legal commitment; 3) observing new detainees for violent, aggressive, or suicidal tendencies; and 4) in smaller facilities, classifying the new inmate.

This chapter discusses the proper intake and classification procedures—key components of the confinement process—and presents criteria for assessment and custody/housing assignments.

ADMISSION AND BOOKING

Admission

Admission to jail takes place when jail personnel accept custody of the arrested or sentenced person. Since the admissions officer is responsible for legally admitting all persons brought to the jail, he or she must be thoroughly familiar with proper screening procedures, confinement orders, and court commitment papers to be able to determine their validity. While admissions procedures vary widely between jails, the ACA has established standards related to admission, orientation, and personal property control; in addition, the following guidelines may generally be applied:

- The confinement order should contain a legal charge (the particular felony or misdemeanor);
- The arresting officer should bring the accused person to jail; however, if this is not possible, the officer who accompanies the accused must show positive identification and must also have a custody report that originated with and is signed by the arresting officer;

- Persons brought to the jail for probation or parole violations must be accompanied by an order authorizing confinement by the court and signed by the parole board or parole officer;
- Persons sentenced to jail are legally confined by a commitment order issued by the court. Some jurisdictions require all commitment orders to be signed by a judge; others allow the signature or initial of the clerk. *If a person is committed in error, the commitment order signed by the proper authority is the admissions officer's only protection.¹*

In addition to the above, the admissions officer must know the jurisdiction's laws related to accepting the sick or injured; and where such persons must be accepted before receiving treatment, the officer must be trained to recognize the need for medical attention and obtain it promptly. *Once an inmate is accepted into the jail, he or she must, by law, receive adequate medical and health care.*

It is important to note that, in jails lacking a 24-hour, professional medical staff, the American Medical Association recommends that the following inmates not be accepted into the jail until they have been taken by the arresting officer for medical evaluation and/or treatment:

- Those who are unconscious;
- Those who are having or recently had convulsions;
- Those with significant external or apparent internal bleeding; fractures; or head, neck, or spinal injuries;
- Those who are unable to walk (except where intoxication is the obvious cause);
- Those with signs of alcohol or drug withdrawal;
- Those who are in labor or with serious pregnancy-related problems;
- Those claiming to be on medication but not having it in their possession.²

When the jail by policy or law must accept inmates with any of the above problems, medical care must be obtained as soon as possible, even if it means transporting the inmates to a hospital emergency room. Failure to obtain medical treatment has resulted in numerous adverse legal actions. Upon admission of such persons, the jail assumes responsibility for:

*Jurisdictional laws vary on the procedures for accepting injured or ill persons into the jail.

- The cost of all medical care;*
- All necessary hospital security (resulting in a potential drain on jail staff);
- Providing necessary special attention to the ill or injured person in jail;
- Maintaining close watch to prevent sick or injured inmates from potential suicide;
- Facing threats of costly litigation resulting from alleged inadequate medical care (particularly if an inmate dies in jail as a result of illness or injury).⁵

Booking

After being admitted to the jail, new arrivals are searched and interviewed to obtain identifying data, including name, age, address, social security number, marital status, and an emergency contact. To ensure a fair trial, detailed questions about the inmate's current charge should be avoided. New inmates should be allowed to complete unmonitored local or collect long-distance telephone calls to locate and communicate with attorneys and families. Where new detainees are unable to telephone for assistance on their own behalf (because of intoxication, drugs, etc.), a jail staff member should attempt to reach the appropriate parties for them. If the inmate can be identified, a call to his or her family is appropriate; if identity is unknown, a call to the local public defender is warranted.⁴

New arrivals are fingerprinted, photographed, and relieved of personal property, which is inventoried in their presence. They are then given a receipt, and their property is properly labeled and stored. Written policy and procedures should specify the personal property inmates can retain in their possession. New inmates may also be administered a breathalyzer test.

Following booking, inmates are placed in holding areas, separated from the general inmate population, pending pretrial release or arraignment and classification.

Warrant and Criminal History Checks

It is important that warrant and criminal history checks be made on all new inmates through the FBI's National Crime Information Center (NCIC). NCIC is an index of computerized criminal justice information available through connecting terminals in sheriffs' offices, police departments, state police facilities, federal law enforcement, and other criminal justice agencies throughout the United States, Canada, Puerto Rico, and the U.S. Virgin Islands. (Smaller agencies without NCIC terminals may access NCIC information through the nearest law enforcement agency housing a terminal.)

In checking for outstanding warrants, entering the inmate's name, sex, race, and a numeric identifier** will cause an automatic search of the Canadian Warrant, Missing Persons, U.S. Secret Service Protective, and Wanted Persons files. Responses to the inquiring agency are obtained within seconds.

Each new inmate's criminal history should be checked through NCIC's Interstate Identification Index (III), a criminal records index of approximately twelve million people. These records represent all people born in 1956 or later who have an FBI record; persons born prior to 1956 whose first arrest fingerprint card was submitted to the FBI in 1974 or later; and certain fugitives and repeat offenders whose older records were converted to the automated systems. (There are no records for individuals who have been arrested but whose fingerprints were not sent to the FBI.)

Criminal history information available through III is vital to the intake and classification officer to assist with risk assessment. In addition, this information is valuable for bond setting, charging determination, and sentencing. The routine use of the III file enables agencies to learn of a person's previous arrests that would otherwise not be known. The following example illustrates the value of this resource:

A 30-year-old resident of a midwestern city was arrested on a Friday night for the manufacture of cocaine. More than \$150,000 worth of drugs was seized. The suspect's appearance was that of the average middle-class citizen; he had no prior arrest record within the state and claimed no knowledge of the alleged offense. An III inquiry produced an Index record indicating that the FBI Identification Division maintains information submitted by INTERPOL. The record showed the subject was sentenced to four years in Rome, Italy, for possession of cocaine. The subject expressed surprise that information of the prior foreign offense could be so readily obtained, especially on a Saturday morning, when many offices are closed.⁵

It is important to note that if the III does not provide a criminal history record, the FBI Identification division should be checked, as it maintains millions of additional criminal records accessible through fingerprint submissions.

To make an III inquiry, the detainee's FBI number (if known from a previous fingerprint identification) should be entered, as it eliminates receiving multiple record

**Numeric identifiers include but are not limited to: date of birth, alien registration, number, FBI identification number, or military, driver's license, Social Security, Selective Service, passport, or Canadian social insurance number.

*State laws vary with regard to medical cost responsibilities.

responses. If the FBI number is unknown, the index records can be searched for a matching record by using the name, sex, race, and date of birth or Social Security number. This type of inquiry may result in more than one matching record for persons with similar names and birth dates.*

Criminal records available through III are updated continuously by the states that furnish them, as well as by the FBI. A new record should be requested each time a person's background information is needed.

While some agencies continue to rely solely on FBI "rap" sheets for criminal history information, III records from participating states will provide as much or more information, often within 60 seconds of the request, than that available on rap sheets.

In addition to the NCIC, state police and local police/sheriff records should be checked as soon as possible for information on the newly admitted inmate.

Medical Screening

Some larger jails have medical staff on duty at all times, enabling new inmates to be screened thoroughly shortly after booking to identify problems that require immediate attention, such as infectious/contagious diseases or drug/alcohol withdrawal. In many smaller facilities, however, all initial screening, including medical, is conducted by the intake officer. During this process, any identifying marks, tattoos, or unusual characteristics on the inmate are noted.

Infectious/Contagious Disease Control. All inmates are at high risk for many infectious/contagious diseases; therefore, preliminary health screening is essential to help prevent medical emergencies in jail and to aid in the control of such diseases. Qualified medical personnel should handle in-depth medical screening for all diseases, including acquired immune deficiency syndrome (AIDS)—a major concern in jails today. However, in some cases, all preliminary screening may be done by the intake officer; and since effective management of AIDS is now a primary goal in all facilities, administrators in smaller jails *lacking a 24-hour, professional medical staff* may wish to expand the intake officer's screening form to include AIDS-related questions and observations.

Figure 4.1 is an expanded receiving screening form incorporating such questions and observations. *The intake officer should not draw conclusions with regard to an inmate's health status.* Rather, the purpose of the expanded form is to assist in identifying persons who should receive further

in-depth screening by medical personnel to facilitate appropriate management. An affirmative answer to any one or a combination of the questions does not necessarily indicate the inmate is AIDS-infected since AIDS symptoms are similar to the symptoms of other diseases.** If answers to two or more AIDS-related questions are yes, the officer should follow departmental policies and procedures with regard to notifying medical personnel and making housing assignments.⁶

Drug/Alcohol Addiction. During initial medical screening, special alerts should be placed immediately on inmates who are addicted to drugs or alcohol. Such persons often require close attention and medical treatment to prevent life-threatening seizures during withdrawal.

In-Depth Physical Examinations. In addition to initial medical screening of each inmate, an actual physical examination should be conducted as soon after admission as possible. Inmates found to have sexually transmitted diseases or bacterial or viral illnesses that may be spread throughout the jail should be placed in medical isolation and receive appropriate treatment.

An inmate who is found to have symptoms of AIDS should be tested for the disease, following established medical procedures, to ensure receipt of appropriate medical treatment and housing in accordance with jurisdictional policy.

PRETRIAL RELEASE

New detainees are often interviewed following booking by personnel from pretrial services or other appropriate agencies. The purpose of this interview is to determine whether arrestees are both harmless and safe enough risks to be released on their sworn and written promise to return to court without posting bail bond.

Pretrial Release Risk Assessment

In determining a detainee's eligibility for pretrial release, the following factors are generally considered:

- The person's ties and stability in the community (family, employment, length of residence);
- Level of danger to community, self;
- Criminal/conviction record;
- Nature of current charge;
- Record of past court appearances or failure to appear;
- Detainers or outstanding warrants;
- The person's legal status; i.e., fugitive from justice.

*Positive identification can be made only by comparison of fingerprints. Professional judgement must be used to associate records with individuals based solely on names and descriptors.

**For further, specific information on the management of AIDS in jails, see *AIDS: Improving the Response of the Correctional System*, published by the National Sheriffs' Association.

Figure 4.1

DATE _____

NAME _____ SEX _____

DOB _____ TIME _____

INMATE NO. _____ OFFICER OR PHYSICIAN _____

BOOKING OFFICER'S OBSERVATIONS

- | | | |
|--|-----|----|
| 1. Is the inmate conscious? | YES | NO |
| 2. Does the inmate have obvious pain or bleeding or other symptoms suggesting need for emergency service? | YES | NO |
| 3. Are there visible signs of trauma or illness requiring immediate emergency or doctor's care? | YES | NO |
| 4. Is there obvious fever, swollen lymph nodes, jaundice, or other evidence of infection that might spread through the jail? | YES | NO |
| 5. Is the skin in good condition and free of vermin? | YES | NO |
| 6. Does the inmate have purple or brown blotches or other discoloration on the skin?* | YES | NO |
| 7. Does the inmate have a persistent dry cough?* | YES | NO |
| 8. Does the inmate have white patches (thrush) on the tongue?* | YES | NO |
| 9. Does the inmate appear to be under the influence of alcohol? | YES | NO |
| 10. Does the inmate appear to be under the influence of barbiturates or other drugs? | YES | NO |
| 11. Are there visible signs of alcohol/drug withdrawal? | YES | NO |
| 12. Does the inmate's behavior suggest the risk of suicide?*** | YES | NO |
| 13. Does the inmate's behavior suggest the risk of assault to staff or other inmates? | YES | NO |
| 14. Is the inmate carrying medication or report being on medication that should be continuously administered or available? | YES | NO |

OFFICER-INMATE QUESTIONNAIRE

- | | | |
|---|-----|----|
| 15. Are you presently taking medication for diabetes, heart disease, seizures, arthritis, asthma, ulcers, high blood pressure, or psychiatric. (If yes, circle condition(s).) | YES | NO |
| 16. Do you have a special diet prescribed by a physician? Type _____ | YES | NO |

Figure 4.1 (continued)

17. Do you have a history of venereal disease?	YES	NO
18. Have you recently been hospitalized or seen a medical or psychiatric doctor for any illness?	YES	NO
19. Are you allergic to any medication? List _____	YES	NO
20. Have you recently fainted or had a head injury?	YES	NO
21. Do you have epilepsy?	YES	NO
22. Do you have a history of tuberculosis?	YES	NO
23. Do you have diabetes?	YES	NO
24. Do you have hepatitis?	YES	NO
25. Are you pregnant or currently on birth control pills?	YES	NO
26. Do you have a painful dental condition?	YES	NO
27. Have you had recent weight loss of more than 10 pounds without dieting?*	YES	NO
28. Do you have diarrhea? If yes, for how long? _____ *	YES	NO
29. Do you experience extreme night sweats?*	YES	NO
30. Do you experience shaking chills?*	YES	NO
31. Have you experienced a recent loss of appetite?*	YES	NO
32. Do you feel extremely tired for no apparent reason?*	YES	NO
33. Do you have a sore throat?*	YES	NO
34. Do you experience shortness of breath not related to smoking?*	YES	NO
35. Do you have unexplained bleeding from any body openings or from growths under the skin?*	YES	NO

*Additional AIDS-related observations as described in "Revision of the Case Definition of Acquired Immune Deficiency Syndrome of National Reporting-United States." *Morbidity and Mortality Weekly Report* 34:373-374, 1986.

**See Figure 4.3, "Suicide Prevention Screening Guidelines" and Appendix G for policies and procedures for screening and identifying suicidal or mentally ill inmates.

Following interview and risk assessment, the interviewing agency makes recommendations to the court or other applicable authority regarding the detainee's potential for release on personal recognizance. Persons not considered safe enough risks for this type of release may be eligible for release in the custody of a third party or following payment of a bail bond. In some jurisdictions, certain pretrial detainees are eligible, under objective criteria established by the courts, for pretrial work release programs following risk assessment interviews. As discussed in Chapter II, this identifying of non-dangerous offenders for quick community reintegration pending trial is an important step in preventing critical jail crowding in many facilities.

ORIENTATION

Orientation should be provided for new inmates, during which they receive a handbook with information on rules of inmate conduct and sanctions for offenses; the facility's services, programs, and work opportunities; fire safety; visiting policy; mail procedures; use of the commissary; use of the telephone; obtaining medical/dental care; use of inmate request forms (for submitting requests to staff); personal hygiene; and the facility's daily routine. The book should also contain information on inmate grievance procedures and the facility's search policy, and it may present options for possible jail release. Non-English-speaking inmates should receive an appropriate translation of the handbook or should be provided with oral translators. Illiterate English-speaking inmates should have access to an audio recording of the handbook, and hearing-impaired persons should be provided with appropriate interpreters.

Following orientation, inmates should sign and date a statement indicating they have received and completed orientation (see Figure 4.2).

PROTECTING NEW INMATES' RIGHTS

From the moment a person is admitted to jail, the administrator and staff are responsible for taking reasonable measures to protect the inmate's personal safety and welfare, as well as to prevent theft or destruction of personal property. The new inmate is completely dependent on jail personnel for basic needs; and if these needs are not met nor personal safety and welfare protected, the administrator can be held liable.⁷

Interpreters for Non-English-Speaking, Hearing/Speech-Impaired

Interpreters for non-English-speaking as well as hearing- and/or speech-impaired inmates should be made avail-

able, when necessary, not only during orientation, but also during the classification interview, during any counseling following housing assignment, and whenever circumstances warrant.

ENSURING PERSONAL SAFETY

In addition to being separated from the general inmate population, newly admitted inmates should be protected from other detainees or inmates who may be mentally ill, drunk, or violent. The administrator may be held liable for injury or death resulting from failure to take reasonable measures to protect inmates against attacks from other persons in the jail.

Suicide Prevention

The new inmate who may be suicidal must also be protected, literally from himself or herself, and this is both an important responsibility of jail administrators and an increasing source of liability. This liability arises from two potential failures: 1) Staff failure to respond to and deal with an immediate situation, such as an inmate demonstrating clearly aberrant behavior or actually attempting suicide; and 2) administration failure to train staff adequately in recognizing potential suicide symptoms and in suicide prevention and response.⁸

Since suicide is the leading cause of death among inmates in county jails and police lockups, it is imperative that all correctional staff be alert to and take action to prevent self-destructive behavior by inmates.⁹

Figure 4.3 is a copy of the Suicide Prevention Intake Screening Guidelines developed as part of the New York State Local Forensic Suicide Prevention Crisis Service Model (see "Additional Sources") to assist intake officers in promptly identifying jail and lockup prisoners who are suicidal or seriously mentally ill so they may receive timely emergency and non-emergency care. The form takes approximately five minutes to administer.*

Detailed instructions on the back of the form direct the officer to notify the shift commander if: 1) total "yes" answers is eight or more; 2) any shaded boxes are checked; 3) if the officer feels notification is appropriate.

The form is but one part of the model's total screening and referral process that is initiated by the intake officer and becomes an ongoing responsibility of housing and medical officers. The screening process includes both face-to-face interview and observation activities, and the referral process includes activities to link inmates to supervision and safety services and to mental health and/or medical treatment services.

*Developed by the New York State Office of Mental Health, the New York State Commission of Correction, the Ulster County, New York, Mental Health Services, and the New York State Division of Criminal Justice Services.

Figure 4.2

INMATE ORIENTATION

The following items are contained in the Fairfax County Adult Detention Center's Inmate Handbook on the pages listed:

- | | |
|---|---------------|
| 1. Daily Routine—page 19 | _____ |
| | C.O. Initials |
| 2. Mail—pages 20-21 | _____ |
| | C.O. Initials |
| 3. Telephone Use—pages 22-23 | _____ |
| | C.O. Initials |
| 4. Commissary—pages 24-25 | _____ |
| | C.O. Initials |
| 5. Visiting—pages 26-27 | _____ |
| | C.O. Initials |
| 6. Medical Assistance—pages 28-29 | _____ |
| | C.O. Initials |
| 7. Programs—pages 32-35, 41-43 | _____ |
| | C.O. Initials |
| 8. Code of Inmate Offenses and Disciplinary Procedure—pages 45-56 | _____ |
| | C.O. Initials |
| 9. Grievance Procedure—page 57 | _____ |
| | C.O. Initials |
| 10. Inmate/Staff Relations—page 58 | _____ |
| | C.O. Initials |
| 11. Inmate Request Form—page 60 | _____ |
| | C.O. Initials |

I hereby certify that the above information was reviewed with me

by _____ on _____
Classification Officer Date

Inmate's Signature

Comments _____

SUICIDE PREVENTION SCREENING GUIDELINES

DETAINEE'S NAME	SEX	DATE OF BIRTH	MOST SERIOUS CHARGE(S)	DATE	TIME
NAME OF FACILITY		NAME OF SCREENING OFFICER		Detainee showed serious psychiatric problems during prior incarceration. Yes _____ No _____	
Check appropriate column for each question.					
	Column A YES	Column B NO	General Comments/Observations		
OBSERVATIONS OF TRANSPORTING OFFICER					
1. Arresting or transporting officer believes that detainee may be a suicide risk. <i>If YES, notify Shift Commander.</i>					
PERSONAL DATA					
2. Detainee lacks close family or friends in the community.					
3. Detainee has experienced a significant loss within the last six months (e.g., loss of job, loss of relationship, death of close family member).					
4. Detainee is very worried about major problems other than legal situation (e.g., serious financial or family problems, a medical condition or fear of losing job).					
5. Detainee's family or significant other (spouse, parent, close friend, lover) has attempted or committed suicide.					
6. Detainee has psychiatric history. (Note current psychotropic medications and name of most recent treatment agency.)					
7. Detainee has history of drug or alcohol abuse.					
8. Detainee holds position of respect in community (e.g., professional, public official) and/or alleged crime is shocking in nature. <i>If YES, notify Shift Commander.</i>					
9. Detainee is thinking about killing himself. <i>If YES, notify Shift Commander.</i>					
10. Detainee has previous suicide attempt. (Check wrists and note method.)					
11. Detainee feels that there is nothing to look forward to in the future. (expresses feelings of helplessness or hopelessness). <i>If YES, to 10 and 11, notify Shift Commander.</i>					
BEHAVIOR/APPEARANCE					
12. Detainee shows signs of depression (e.g., crying, emotional flatness).					
13. Detainee appears overly anxious, afraid or angry.					
14. Detainee appears to feel unusually embarrassed or ashamed.					
15. Detainee is acting and/or talking in a strange manner (e.g., cannot focus attention, hearing or seeing things which are not there).					
16. A. Detainee is apparently under the influence of alcohol or drugs.					
B. If YES, is detainee incoherent, or showing signs of withdrawal or mental illness? <i>If YES to both A & B, notify Shift Commander.</i>					
CRIMINAL HISTORY					
17. No prior arrests.					
TOTAL Column A _____					
ACTIONS					
If total checks in Column A are 8 or more, notify Shift Commander.					
Shift Commander notified: Yes _____ No _____					
Supervision Instituted: Routine _____ Active _____ Constant _____					
Detainee Referred to Medical/Mental Health: If Yes:					
		<u>EMERGENCY</u>		<u>NON-EMERGENCY</u>	
Yes _____ No _____		medical _____		medical _____	
		mental health _____		mental health _____	
Medical/Mental Health Personnel Actions: (To be completed by Medical/MH staff)					

INSTRUCTIONS FOR COMPLETING SUICIDE PREVENTION SCREENING GUIDELINES — FORM 330 ADM

GENERAL INFORMATION

This form is to be completed in triplicate for all detainees prior to cell assignment.

Insert top copy in detainee's file. If detainee is referred, give second copy to medical or mental health personnel. The third copy is available for use according to our facility's procedures.

Comment Column: Use to note:
1. Information about the detainee that officer feels is relevant and important
2. Information requested in questions 6 and 10, and
3. Information regarding detainee's refusal or inability to answer questions (See Below - General Instructions)

Detainee's Name: Enter detainee's first and last name and middle initial.
Sex: Enter male (m) or female (f).
Date of Birth: Enter day, month and year.
Most Serious Charge(s): Enter the most serious charge or charges (no more than two (2)) from this arrest.
Date: Enter day, month and year that form was completed.
Time: Enter the time of day the form was completed.
Name of Facility: Enter name of jail or lock-up.
Name of Screening Officer: Enter name of officer completing form.
Psychiatric Problems During Prior Incarceration: Check YES if facility files show that during prior detention detainee attempted suicide and/or was referred for mental health services. If "unknown", write unknown across space.

INSTRUCTIONS FOR ITEMS 1-17

General Instructions

Check the appropriate YES or NO box for items 1 - 17.

If information required to complete these questions is unknown to screening officer, such information should be obtained by asking detainee to answer questions. However, detainee has a right to refuse to answer.

If detainee refuses to answer questions 2-11, enter RTA (refused to answer) in the Comment Column next to each question. In addition complete the YES or NO boxes only if information is known to you.

If during an otherwise cooperative interview, detainee refuses to answer one or two questions: Check YES in the box(es) next to the unanswered question(s) and enter RTA in the comment box next to each unanswered question.

If detainee is unable to answer all question 2-11, enter UTA (unable to answer) in the Comment Column next to each question. Also enter reason (e.g., intoxicated, not English speaking) for not answering these question in the Comment Column next to question 2. In addition complete the YES or NO boxes only if information is known to you.

Observation of Transporting Officer

ITEM (1) Suicide risk: Check YES or NO box based upon the verbal report of the arresting/transporting officer or upon the screening form completed by the police agency. If YES, notify shift commander.

Personal Data Questions

ITEM (2) Family/friends: Check YES box if someone other than a lawyer or bondsman would (1) be willing to post detainee's bail, (2) visit detainee while he/she is incarcerated, or (3) accept a collect call from detainee.

ITEM (3) Significant loss: Ask all three components to this question—loss of job, loss of relationship and death of close friend or family member.

ITEM (4) Worried about problems: Ask about such problems as financial, medical condition or fear of losing job. Check YES if detainee answers YES to any of these.

ITEM (5) Family/significant other attempted suicide: Significant other is defined as someone who has an important emotional relationship with the detainee.

ITEM (6) Psychiatric History: Check YES box if detainee (1) has ever had psychiatric hospitalization, (2) is currently on psychotropic medication, or (3) has been an outpatient psychotherapy during the past six months. Note current psychotropic medication and name of the most recent treatment agency in the Comment Column.

ITEM (7) Drug or Alcohol History: Check YES box if detainee has had prior treatment for alcohol/drug abuse or if prior arrests were alcohol/drug related.

ITEM (8) Respect and shocking crime: Check YES if detainee is very respected for work, community activities, etc. and/or the crime is shocking in nature, e.g. child molestation.

ITEM (9) Suicidal: Check YES box if detainee makes a suicidal statement or if he responds YES to direct question, "Are you thinking about killing yourself?" If YES, notify shift commander.

ITEM (10) Previous attempt: Check YES box if detainee states he has attempted suicide. If YES, note the method used in the Comment Column. If either YES or NO, check detainee's wrists and note any scars in Comment Column.

ITEM (11) Hopeless: Check YES box if detainee states feeling hopeless, that he has given up, that he feels helpless to make his life better. If YES to both Items 10 and 11, notify shift commander.

Behavior Appearance Observations

YES or NO must always be checked for each of these items. They are observations made by the screening officer. They are not questions.

ITEM (12) Depression includes behavior such as: crying, emotional flatness, apathy, lethargy, extreme sadness, unusually slow reactions.

ITEM (13) Overly anxious, afraid or angry includes such behaviors as: handwringing, pacing, excessive fidgeting, profuse sweating, cursing, physical violence, threatening, etc.

ITEM (14) Unusually embarrassed or ashamed: Check YES box if detainee makes non-elicited statements indicating worry about how family/friends/community will respond to his detention.

ITEM (15) Acting in strange manner: Check YES box if you observe any unusual behavior or speech, such as hallucinations, severe mood swings, disorientation, withdrawal, etc.

ITEM (16A) Detainee under the influence: Check YES if someone is apparently intoxicated on drugs or alcohol.

ITEM (16B) Incoherence, withdrawal, or mental illness: Withdrawal means physical withdrawal from substance. If YES to both A & B, notify shift commander.

Criminal History

ITEM (17) No prior arrests: Check YES box if this is detainee's first arrest.

SCORING

Be sure to count all checks in column A and enter total in the space provided. Notify shift commander 1) total is 8 or more, or 2) any shaded boxes are checked, or 3) if you feel notification is appropriate.

DISPOSITION

Officer Actions

Shift commander notified: Check YES or NO. Shift Commander should be notified about detainee prior to cell assignment.

Supervision instituted: Check appropriate supervision disposition. This section is to be completed by shift commander. For definition of active, constant and routine see N.Y.S. Commission of Correction Minimum Standards for Local Correctional Facilities.

Detainee referred to medical and mental health personnel: Check YES or NO. If YES, check emergency/nonemergency, medical/mental health. This section is to be completed by shift commander.

Medical/Mental Health Actions

This section should be completed by medical/mental health staff and should include recommendations and/or actions taken.

Close Observation, Appropriate Referral Essential

Booking/admissions officers must be acutely aware that being arrested or incarcerated, especially for the first time, can be extremely traumatic for many persons. *Research shows that 50 percent of all jail and lockup suicides occur within the first 24 hours of intake.*¹⁰ Therefore, it is imperative that newly admitted inmates never be placed in isolation and that they be closely observed at all times for depression or extreme remorse, particularly for crimes of passion, or for violent, psychotic, or other abnormal behavior that may indicate potential suicide risks. Escape attempts during the early hours of confinement by persons detained on minor charges may also be a warning of potential suicidal behavior.

Inmates who threaten verbally or in writing to take their own lives or who show physical signs of past suicide attempts (scars on wrists, neck, etc.) should be referred immediately to the medical or mental health unit for evaluation and should be observed closely until they are under that staff's supervision. It is important that this referral be fully documented. (Figure C.1, Appendix C is a form used by one facility for requesting psychiatric evaluation of an inmate upon intake or at any time during incarceration.)

Inmates suffering from alcohol or drug withdrawal and those arrested for DUI should be considered at particular risk for suicide; those exhibiting extreme withdrawal symptoms should be referred to medical staff at once and watched closely until they are under that staff's care. (See Appendix A for additional screening procedures for suicide risk as well as for substance abuse and alcohol/drug withdrawal.)

In addition to mental health referral for psychotic or suicidal inmates, such referral is recommended for inmates exhibiting signs of mental retardation. In extreme cases of mentally or emotionally disturbed or retarded inmates, there may be a potential need for alternative placement, such as hospitalization; and the courts should be contacted regarding the inmate's state.

Single Cell Holding

Booking/receiving officers are responsible for assigning all new detainees to temporary housing in the receiving area; and where possible, single cells are recommended for this initial assessment and observation period.

Exceptions to single-cell holding may occur in "new generation" or "direct supervision" jails as well as in some minimum security facilities, where only disorderly or violent detainees are locked down; calm, cooperative persons may be placed together in day rooms, *where they are under constant supervision.*

Special Holding Areas. Special holding areas should be available for closer observation of inmates who are disruptive or violent during the initial period of incarceration. Depending on the degree to which such persons are disruptive, they may also require evaluation by the mental health unit.

CLASSIFICATION PROCEDURES

In smaller jails, where facility limitations preclude separate maintenance of new inmates in receiving, a risk/needs assessment and custody/housing classification should be implemented as soon as possible and inmates moved accordingly. Care must be taken to ensure that, even where the classification process must take place shortly after admission, all risks and needs are weighed and housing decisions are based on complete, valid information. (Where a single intake officer assigns custody/housing levels, it is beneficial for management staff to be involved in classification review and reclassification decisions.)

In most larger facilities, after new inmates are maintained temporarily in receiving/booking (generally from 24 to 72 hours), those who are free of mental or medical problems are moved to a classification area for further observation, risk/needs assessment, and subsequent housing and program assignment by classification staff.

The custody classification process is not intended for persons who are likely to be released within a few hours after admission; therefore, only those inmates who are likely to remain for a reasonable period are selected for the move to classification housing areas. (Larger facilities often delay classifying inmates at least until after arraignment to avoid wasting staff time processing those who will be released by that time and to allow adequate time for inmate observation and for gathering criminal record and social history information.)

Initial Risk/Needs Assessment

Inmates vary widely in their potential for violent behavior within the institution; thus, the most crucial aspect of classification is determining which persons are likely to be dangerous to others. Some may pose a relatively low threat of violence in the outside community but have a history of continuously assaultive behavior in an institution. Others may be known to cause little or no trouble while incarcerated, and yet be in constant trouble with the law while out in the community.

With thorough knowledge of an inmate's problems in both the community and the institution, classification staff can best determine the appropriate security and custody level and, most importantly, can identify inmates

who pose a threat of violence, escape, or other management problems. In addition, such knowledge is critical for addressing inmates' medical, mental health, or other special needs. The amount, type, and quality of data collected determines how accurately an inmate is assessed and classified.¹¹

Generally, the initial risk/needs assessment occurs within 24 to 48 hours of the inmate's transfer from the booking area. It serves as the basis for custody classification and initial housing placement decisions, and it may also determine assignment of counselors to assist inmates with special problems.

Assessment Sources. Information required for an accurate risk/assessment is obtained through the following sources:

- Booking report;
- Medical/psychological screening and examination;
- Criminal record and pre-sentence reports from probation department;
- Institution reports from prior incarcerations;
- State, local police/sheriff records;
- NCIC data;
- Inmate interview.

Assessment Criteria. Since past conduct is a critical factor in determining a person's potential for dangerous behavior, **prior criminal history**, including its frequency, recency, and severity, particularly that involving **violence** and **escapes** or **escape attempts** should be prime concerns to the classification officer conducting the risk/needs assessment. The officer should also pay special attention to severity of the inmate's **current offense**; **prior institution adjustment**; social factors, such as **age**, **behavior**, and **attitude**; and **special needs**, such as **mental** or **physical illness** or **handicaps**, **suicide risk**, **drug** or **alcohol** use, or **protective custody requirements**.

The officer should be highly skilled in problem identification and during the inmate interview be able to determine passiveness and vulnerability as well as aggressiveness and belligerence. He or she should also pay special attention to tattoos and other indicators of gang membership and determine to which gang the inmate belongs. (Sample interview forms and procedures may be found in Appendices A, B, and C.)

Under a project supported by the National Institute of Corrections, the National Council on Crime and Delinquency and the Correctional Services Group recently surveyed 60 jails throughout the United States to determine the current status of and approaches to classification. Table 4.1 lists the factors most often included in the initial classification of these jails.

Treatment Approach. In planning for the inmate's treatment approach, the interviewer should note any special academic or vocational needs that may be addressed through the facility's programs and services. For example, the inmate who reports that he or she currently lacks a stable home address or will lack one upon release or the inmate who is able to work but is unemployed or employed well below the expected level may benefit greatly by educational/vocational programs as well as by pre- and post-release support services and counseling.

Determining Custody Classification and Housing

Determining the degree of custody (level of staff supervision) required to safely house inmates is the primary concern in jail classification. For management purposes, inmates should be placed at the *lowest necessary level of constraint* (and the highest possible level of activity/program participation) at which they will not be a risk to the public, staff, other inmates, or themselves.

Custody Levels. At the very least, the classification system should provide for dividing the inmate population into minimum, medium, and close or maximum custody (larger jails may have close *and* maximum as well as a community custody level, for inmates who participate in jobs and programs outside the facility and require only intermittent observation). Minimum custody should be assigned to those inmates who pose little or no threat to the community; they are usually eligible for work outside the jail. Medium custody should be assigned to those who pose medium risks and cannot be trusted to work outside the jail without supervision.

Close custody should be reserved for those inmates who are escape risks and require constant supervision. These inmates should be allowed to participate in selected programs and services. Inmates who pose serious escape risks or threats to themselves, other inmates, or staff should be assigned to maximum custody and confined to one cell.

The more severe the custody, the more restrictions are placed on the inmate's movement. However, a person classified as "maximum custody" in one jail may have more freedom of movement than a person similarly classified in another jail. The jail administrator should assess the physical aspects of the facility and determine the restrictions for each custody level.¹²

Separate Management Requirements. In addition to placing inmates into custody levels at the lowest necessary level of constraint, all custody/housing decisions should include provisions for separate management of the following:

Table 4.1

Factors Routinely Included in the Initial Classification

<u>Factor</u>	<u>Yes</u>	<u>No</u>	<u>Unknown</u>
Current Offense(s)			
Nature of current offense(s)	100%	0%	---
Arresting officer's version	22%	78%	---
Detainers	87%	13%	---
Outstanding warrants	90%	10%	---
Prior Criminal History			
Prior arrests	88%	12%	---
Age at first felony arrest	25%	75%	---
Prior failure on prob/parole	53%	47%	---
Prior felony convictions	82%	18%	---
Prior juvenile convictions	40%	60%	---
Prior prison sentences	82%	17%	2%
Prior jail sentences	82%	17%	2%
Prior juvenile commitments	33%	67%	---
History of criminal violence	97%	3%	---
Prior Institutional Adjustment			
Prior jail adjustment	83%	17%	---
History of institutional violence	90%	10%	---
Previous disciplinary reports	80%	20%	---
Prior escapes/attempted escapes	97%	3%	---
Social Factors			
Current age	90%	10%	---
Marital status	58%	42%	---
Employment status	65%	35%	---
Education level	60%	40%	---
Military record	40%	60%	---
Length of residence in county/city	53%	47%	---
Cooperativeness of inmate	90%	10%	---
Psychological test data	22%	75%	3%
Special Issues			
Health care needs	98%	2%	---
Physical stature	77%	23%	---
Physical handicaps	98%	2%	---
Mental illness	100%	---	---
Mental retardation	98%	2%	---
Notoriety of inmate or offense	95%	3%	2%
Protective custody needs	100%	---	---
Suicide risk	100%	---	---
Prior alcohol use	82%	18%	---
Prior drug use	82%	18%	---

(N = 60)

Source: Survey of Jail Classification Systems. San Francisco, CA: National Council on Crime and Delinquency and Correctional Services Group, 1988.

- **Female and male inmates;**
 - housing should be separate; however, as discussed in Chapter III, females and males *may* participate together in certain, closely supervised activities and programs;
- **Certain classes of detainees, such as witnesses and civil prisoners;**
- **Community custody inmates,** such as work release, “weekenders,” and trusties;
 - inmates interacting with persons outside the inmate population must be prohibited from contact with other inmates;
 - inmates assigned as trusties, who may have contact with potential contraband, such as kitchen tools, knives, and yeast or spices from which alcoholic beverages may be made must be prohibited from contact with normally restricted inmates;
- **Inmates with special needs,** such as substance abuse or mental or physical problems, including communicable diseases;
- **Inmates requiring disciplinary detention or administrative segregation;**
- **Juveniles;**
 - those subject to trial as adults must be separated from adults by sight and sound; those not subject to trial as adults must be housed in an entirely separate facility.¹³

Medical Custody. Separate custody is necessary for inmates who: 1) have illnesses that cannot be adequately treated or monitored in general population housing; 2) have injuries that prevent them from managing themselves in the general population; 3) need treatment for withdrawal from alcohol or drugs; 4) have prostheses that are difficult to manage and are potential contraband (where the inmate is able to manage the prosthesis, general housing with a special alert may be appropriate); 5) are undergoing a sex change or were born with both male and female sexual characteristics; or 6) have serious, pregnancy-related problems.

Inmates with chronic medical problems, such as diabetes and mild forms of epilepsy, may often be managed in general population as long as strict attention is paid to such factors as appropriate diet, housing, and necessary medications. Special alerts should indicate the ongoing needs of such persons, and correctional officers must be aware of the importance of ensuring that these needs are met.

Mental Health Custody. Separate custody is also needed for inmates who have psychological or emotional disorders so incapacitating they cannot function in the general population. These may include persons who have

histories of attempted suicide; been diagnosed as suicidal, psychotic, or emotionally disturbed; or are displaying signs of self-destructive behavior or severe depression.

In larger facilities, mental health units are available for housing and treatment of such persons. In facilities without mental health units, these persons may be housed in close custody, depending on the degree to which they are disturbed. Where inmates are diagnosed by qualified medical/mental health personnel as severely mentally disabled and their behavior is uncontrolled, they may be considered for protective custody.

The primary objective in assigning custody for such persons is to ensure that maximum observation is provided; *they should never be placed in isolation*. In addition, it is important to ensure that mentally disturbed or disabled inmates are accorded the same rights and privileges as all inmates. Efforts should be made to provide mental health treatment services and activities that enable such persons to achieve their maximum functional level. Inmates who meet state standards for emergency mental health hospitalization should be evaluated for hospital admission.

Special Management Inmates. Segregated custody must be provided for inmates who require administrative segregation, disciplinary detention, or protective custody; and written policy and procedure should govern the operation and supervision of their units.¹⁴ Inmates should not be segregated without clothing, mattresses, blankets, pillows, and basic necessities of hygiene, except when prescribed by the medical unit for medical or psychiatric reasons.

Administrative Segregation. Administrative segregation is a form of segregation for inmates when their presence in the general population would pose a serious threat to themselves, other inmates, staff, property, or the facility's orderly, secure operation. This type of segregation is not imposed as a punishment for specific acts. Aggressive homosexuals, violent, assaultive persons, and inmates requiring protection from others (or from themselves) are all potential candidates for this classification status. Additional inmates who may be in administrative segregation are those awaiting investigation or a hearing for a serious violation of facility regulations. Pretrial inmates as well as inmates awaiting transfer can also be housed in this unit.

Long-term assignment to administrative segregation should be subject to approval by the classification committee or unit; short-term assignment may be ordered by the facility administrator or designee when it is necessary to protect the inmate or others. Emergency placement should be considered temporary pending input

from the classification unit. (See Chapter V for procedures for assignment to administrative segregation and the rights of inmates housed there.)

Protective Custody. Protective custody is a form of administrative segregation from the general population for inmates who appear vulnerable or have special needs and who request or require protection from other inmates. In general, the more effective a facility's overall classification system, the less frequently protective custody will be required.

Prior to an inmate's assignment to protective custody, it should be documented that such a measure is warranted and no reasonable alternatives are available.

When an inmate waives, requests or consents to protective custody, it should be fully documented, with forms signed by the inmate. The inmate may at any time request reassignment to the general population (see Figures 4.4 through 4.6). Inmates who may be vulnerable to assault by other inmates and are candidates for protective custody include the following:

- Civil prisoners; witnesses;
- Informants;
- Convicted sex criminals, particularly those involved in child sexual assaults;
- Weak/old;
- Young/small/frail;
- Submissive or easily intimidated;
- Effeminate males;
- Physically handicapped;
- Mentally retarded/handicapped;
- Former criminal justice officers;
- Those unable to speak English or to communicate adequately to care for themselves within the facility;
- Those charged with heinous or notorious crimes.

Some facilities also place submissive homosexuals in protective custody; however, care must be taken to ensure that such custody is not used simply to isolate any inmate suspected of being homosexual. *Any* inmate who appears vulnerable, regardless of sexual orientation, may need protective custody; i.e., a heterosexual male who appears extremely frail or effeminate is as vulnerable as a homosexual male with the same appearance.

Persons known to be infected with AIDS, who are not symptomatic enough to be placed in medical units, may also be given protective custody, particularly where they have been threatened by other inmates. Care must be taken to ensure that infected inmates thus housed are not deprived of the rights and privileges of general population inmates and that they receive required medical attention.

Disciplinary Segregation. Disciplinary segregation is a form of segregation for inmates who have been found guilty of serious rule violations by the disciplinary committee or hearings officer and whose presence in the general population poses a threat to the facility's orderly operation or security. (See Chapters V and VI for discussions on the assignment of inmates to disciplinary detention.)

Additional Management Problems. In addition to those inmates *known* to be violent, predatory, or escape risks who are assigned to segregation, numerous other inmates may be potential management problems, although to a lesser degree. Such persons generally require close or maximum custody. After a reasonable period of time, the inmate's classification status may be reviewed; and if stable, cooperative behavior is documented, he or she may be eligible for reclassification to a less restrictive custody level.

Inmates in the following categories are potential management problems, and depending on the facility's design and capabilities, are candidates for maximum or close, but not necessarily segregated custody:

- **Persons of whom violence is reasonably anticipated:**
 - their behavior and attitude is belligerent or hostile toward the interviewer or other staff; they appear to resent authority and are uncooperative or aggressive;
 - they have histories of chronically assaultive or disruptive behavior while incarcerated;
 - they have made written or verbal threats to harm a staff member or another inmate;
 - they have current or prior charges of violent offenses;
 - they have been known to make or possess weapons while incarcerated;
- **Persons of whom sexually assaultive or deviant behavior is reasonably anticipated:**
 - they have histories of sexually assaultive or deviant behavior while incarcerated or they have been arrested for sexual offenses;
- **Known drug dealers, who require close custody to ensure their activities are curtailed;**
- **Escape risks;**
 - they have histories of attempted or successful escapes;
 - they have been found in possession of escape tools while incarcerated;
 - they have made written or verbal threats to escape;
- **Persons with holds, detainers or warrants for a major offense in another jurisdiction** (some facilities

Figure 4.4

DEPARTMENT OF CORRECTIONS
PRINCE GEORGE'S COUNTY, MARYLAND

PROTECTIVE CUSTODY WAIVER

I _____ have been advised by a Classification Counselor that my safety can best be maintained by placement in Protective Custody. With a full understanding of any risks that I may be taking by opting placement in the general population, I am requesting to be moved from Protective Custody. Clearly, this request is initiated by me and not the Prince George's County Detention Center.

Detainee

Date

Classification Counselor

Date

Witness

Date

DOC FORM #4-CLS-11

Figure 4.5

DEPARTMENT OF CORRECTIONS
PRINCE GEORGE'S COUNTY, MARYLAND

PROTECTIVE CUSTODY CLASSIFICATION

This form must be completed whenever a resident is classified to protective custody.

DATE: _____

NAME: _____ RACE: _____ AGE: _____

CHARGE: _____ HOUSING AREA: _____

REASON FOR PROTECTION (EXPLAIN IN DETAIL): _____

Classification Coordinator

RELEASED FROM PROTECTIVE CUSTODY

DATE: _____

HOW RELEASED (BAIL, COURT RELEASE, RECLASS, ETC.) _____

Classification Coordinator

cc: Asst. Administrator, Comprehensive Classification Services
Detainee's Base File

Figure 4.6

DEPARTMENT OF CORRECTIONS
PRINCE GEORGE'S COUNTY, MARYLAND

PROTECTIVE CUSTODY CONSENT

I _____, ID# _____ am
formally requesting placement in Protective Custody for the
following reason(s): _____

I further understand that my housing will be reviewed every
seven (7) days and will be subject to change pending that
review.

Date _____ Resident _____

Approved Classification _____
 Disapproved Counselor _____
Date: _____

Reason: _____

may house such persons in the general population; however, an alert should then be placed on them);

- **Persons whose crimes, arrests, or trials received unusual publicity.**

Special Alerts

"Keep Separates." Frequently, persons may be admitted to the jail who should not have contact with certain other inmates, such as relatives, members of the same or opposing gang, witnesses, co-defendants, or known enemies. It is essential that special alerts indicate the "keep separate" status of such persons, and that "keep separate" lists are updated constantly and distributed to all units involved with inmate management. Officers taking inmates out of the facility for any reason should check lists and prevent contact between persons indicated.

Homosexuals. A range of variables must be considered in determining appropriate housing for inmates who are known or suspected homosexuals. Good interviewing techniques are needed in identifying those who are promiscuous as well as those who are aggressive or submissive and vulnerable. Homosexuals who are prone to be promiscuous or aggressive may require administrative segregation, while, as previously discussed, submissive, effeminate homosexuals may be vulnerable to assault and thus may require protective custody. Where the inmate's behavior, attitude, or demeanor do not indicate aggressiveness or vulnerability, and other needs or risk factors are not present that would indicate close, maximum, or special management custody, general population housing may be appropriate.

Special Considerations

In addition to classifying inmates according to the primary considerations discussed, some administrators report that, depending on other risk factors, consideration may also be given to separating **large and small inmates** (particularly where the large inmate is also aggressive) as well as the following groups:

- **Young adults and older adults;**
- **First offenders and recidivists;**
- **Felons and misdemeanants; pretrial and sentenced inmates.**

Young Adults and Older Adults. Some administrators report that placing inmates with others in a similar age range facilitates harmonious relations within the living units. In some cases, older inmates may tend to be victimized by younger ones, with results that can range from intimidation to blackmail and violent assaults.

The number of older persons (well past middle age) in our nation's jails has climbed significantly during the past few years. Such persons are particularly vulnerable to intimidation; and where they are not placed in protective custody, they may be most effectively housed with others in a similar age range.

It may also be detrimental to younger inmates to be housed with older, more experienced inmates. For example, a 17-year-old, first-time offender who killed his parents should not, upon turning 18, be housed with older, more experienced inmates being held for equally violent felonies.

First Offenders and Recidivists. Facility crowding often prohibits the separation of first-time offenders and recidivists. However, some administrators favor such separation, where it is possible, since recidivists have often developed skill in manipulating staff and other, less experienced inmates as well as in making, buying, and selling contraband.

Charge, Sentencing Status. ACA standards do not require the separation of felons and misdemeanants or of pretrial detainees and sentenced inmates. However, of 58 jails responding to a recent survey, 22 (38 percent) *were required* by formal policies or legislated standards to separate by charge status (of this number, only 13 jails, or 59 percent, reported they actually met this requirement); and 31 jails (53 percent) *were required* by formal policies or legislated standards to separate by sentencing status (19 jails, or 61 percent, reported they actually met this requirement).¹⁵

The disadvantages of automatically separating inmates according to charge or sentencing status are that: 1) many facilities lack the capabilities to further classify according to inmate needs, risks, attitude, behavior, and other primary criteria; and 2) since many misdemeanants were former felons and many pretrial detainees were former sentenced inmates, separating inmates solely according to these categories is not actually warranted.

However, there are officials who believe that where sentencing or charge status can be considered *along with the primary classification criteria*, resulting in the separation of dangerous and non-dangerous offenders, the jail may be afforded some additional protection against liability.

Some administrators also believe that separating pretrial and sentenced inmates can facilitate overall management because of the differential treatment occasionally required for these two categories. For example, statutes or court decisions in some states may mandate that specific considerations or rights be provided to pretrial detainees that are not provided to sentenced inmates. In addition, while pretrial detainees are subject to the jail's rules and regulations as well as to the sanctions

for violations, they cannot be subjected to conditions or treatment that can be interpreted as punishment without appropriate due process procedures.¹⁶

Special Status Inmates

Trusties. Careful screening is necessary to ensure that only those persons who are least likely to attempt to escape, to assist others to escape, or to obtain contraband are assigned to trusty status. In particular, inmates applying for this status should be considered only if they have:

- An excellent behavior and attitude record, with minimal incompatibility;
- Psychiatric and emotional stability;
- No history of attempted escapes;
- Intelligence commensurate with responsibilities (ability to understand directions);
- Minimal drug or alcohol involvement;
- No "keep separate" status;
- Medical department approval for work (no infectious/contagious diseases, able to perform duties);
- No high-risk detainees;
- No history of charges involving violent or sexual offenses.

In addition to the above, it is recommended that inmates selected as trustees have no major offense conviction while incarcerated and no recent minor offense conviction.

Thorough examination of the inmate's record as well as recommendations from the correctional supervisor of his or her unit should precede any assignment of an inmate to trusty status. To allow time for this observation as well as to receive the results of intake medical screening, it is recommended that inmates not be considered for trusty status until they have been in the general population a minimum of two weeks.

Following assignment to trusty status, no inmate must ever be allowed to supervise, control, or exert authority over other inmates.

Work Release. In many facilities, work release must be approved by the courts for county inmates and by the State Department of Corrections for state inmates. In other facilities, jurisdictional philosophy may dictate the criteria for work release assignment. In one facility, inmates are considered for work release only if they are:

- currently serving on the inmate work force (trusty) a minimum of two weeks, with an excellent record;
- sentenced on a misdemeanor or non-violent felony and scheduled for release or mandatory parole within six months;

- free of detainers and outstanding charges;
- approved by the classification committee.

While policies vary, work release status is generally confined to inmates who have a limited time before release. ACA requirements for work release programs include written operational procedures; careful screening; written rules of inmate conduct; and a system of supervision.¹⁷

INMATE ACCOUNTABILITY

A key element in inmate management is accountability—the staff's ability to locate and identify each inmate at any given time, including those outside the facility on work release, appearing in court, or hospitalized. In some larger facilities, computers now maintain complete information on all inmate location and movement. Other large facilities maintain a central file of inmate locations and daily status.

Smaller facilities should have a control board listing the inmates and their housing assignments in the booking area. A daily roster of the inmate population can be compiled from this board, and the board can also be used as a check against daily inmate counts. A single person on each shift should be assigned the responsibility for maintaining this record. When the officer completes a shift, the incoming duty officer should acknowledge the board's accuracy by initialing it in the lower right-hand corner.¹⁸

SUMMARY

Proper intake and classification procedures are essential, both to protect the jail and to ensure that legal requirements and the rights of the individual are met. The booking/admissions officer performs critical functions during these procedures, including screening out critically injured or ill persons or, where they must be admitted, obtaining immediate medical attention for them. The officer also verifies the proper documents for legal confinement; observes new detainees for violent, aggressive, or suicidal tendencies; and, in smaller facilities, classifies the new inmate.

New arrivals must be separated from the general inmate population and from other inmates who may be mentally ill, drunk, or violent. All new inmates must be closely observed for aggressive, suicidal, or other abnormal behavior. It is particularly important that all correctional staff be trained to recognize and take action to prevent self-destructive behavior by inmates.

Determining the degree of custody (level of staff supervision) required to safely house inmates is the primary concern in jail classification. Inmates should be placed at the lowest necessary level of constraint and the highest

possible level of activity/program participation at which they will not be a risk to the public, staff, other inmates, or themselves.

In addition, ACA standards require that custody/housing decisions include provisions for separate management of female and male inmates; certain classes of detainees, such as witnesses, civil prisoners, community custody inmates; inmates with special needs or problems; inmates requiring disciplinary detention or administrative segregation (including protective custody); and juveniles.

Maximum or close custody is generally assigned to persons of whom violence or sexually assaultive behavior is reasonably anticipated; known drug dealers; escape risks; persons with holds or detainers for major offenses in other jurisdictions; and persons whose crimes, arrests, or trials received unusual publicity.

NOTES

1. *Jail Officer's Training Manual*. Washington, DC: National Sheriffs' Association, 1980.

2. Ibid.

3. Ibid.

4. *Inmates' Legal Rights*, revised ed. Alexandria, VA: National Sheriffs' Association, 1987.

Standards for Adult Local Detention Facilities, 2nd ed. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections.

5. National Crime Information Center. *The Investigative Tool: A Guide to the Use and Benefits of NCIC*. Washington, DC: Federal Bureau of Investigation, U.S. Department of Justice, 1984.

6. A.T. Laszlo, M.B. Ayres. *AIDS: Improving the Response of the Correctional System*. Alexandria, VA: National Sheriffs' Association, 1986.

7. *Inmates' Legal Rights*, revised ed. Alexandria, VA: National Sheriffs' Association, 1987.

8. Ibid.

9. *The New York State Local Forensic Suicide Prevention Crisis Service Model*. New York State Office of Mental Health; New York State Commission of Correction; Ulster County, New York, Mental Health Services; and New York State Division of Criminal Justice Services, March 1986.

10. Lindsey M. Hayes and Barbara Kajdan. *And Darkness Closes In*. Alexandria, VA: National Center on Institutional Alternatives, 1981.

11. American Correctional Association. *Guidelines for the Development of a Security Program*. College Park, MD: U.S. Department of Justice, National Institute of Corrections, 1987.

12. Ibid.

13. *Standards for Adult Local Detention Facilities*, 2nd ed. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1981.

14. Ibid.

15. *Survey of Jail Classification Systems*. San Francisco, CA: National Council on Crime and Delinquency; Correctional Services Group, 1988.

16. *Inmates' Legal Rights*, revised ed. Alexandria, VA: National Sheriffs' Association, 1987.

17. *Standards for Adult Local Detention Facilities*, 2nd ed. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1981.

18. *Jail Officer's Training Manual*. Washington, DC: National Sheriffs' Association, 1980.

CHAPTER V

Reclassification Procedures

Reclassification is a vital component of the classification process, and each facility's classification plan should include specific criteria and procedures for reviewing and changing each inmate's status and program/work participation.¹

While initial classification utilizes such criteria as inmates' criminal history and current charge to determine custody level, reclassification actions are usually dependent on the inmates' behavior or status changes while incarcerated. For example, misconduct may result in reclassification to a higher custody level; satisfactory or exemplary conduct may result in reclassification to trusty status. In addition, an inmate in the general population may be placed in segregation at his own request (protective custody), as punishment for violation of a jail rule (disciplinary segregation), or as an administrative measure (as during an investigation or to prevent self-destruction).

This chapter discusses procedures for reclassification—an important step for all inmates, but particularly so for those sentenced to lengthy jail terms and for defendants waiting several months for court disposition.² The chapter also details the rights of inmates to appeal classification decisions as well as the rights of those inmates assigned to segregated custody.

PROCEDURES FOR RECLASSIFICATION

Classification is an ongoing process, and the potential for reclassification must be available to every inmate. Any time there is a change in the criteria on which the original classification was based (inmate is convicted of current charge; new information is received regarding detainers, pre-sentence reports, etc.), the inmate's status may change, requiring a reevaluation of custody, housing, and treatment needs by the classification unit.

In addition, the inmate who exhibits exemplary behavior may be a candidate for reclassification to lower custody; and one with adjustment problems or involvement in a serious infraction of facility rules may be placed in administrative segregation pending a hearing or disciplinary segregation following a hearing. (Hearings are generally

part of the reclassification process only when inmates are being placed in involuntary segregation.) Reclassification is often required after the segregation period.

Reclassification may be conducted through a formal, objective instrument, such as a decision tree or as the reclassification model in Appendix A; or it may be conducted simply through assessment of the inmate's status by classification staff, who determine whether a change is warranted on the basis of a variety of factors, including inmate needs, behavior, facility or unit overcrowding, etc.

Reclassification Issues

In the survey of 60 jails previously referenced, 54 jails reported they have a reclassification system; of these, more than 87 percent addressed issues involving housing and custody levels; a lesser number addressed program/job changes, need for services, and release considerations (see Table 5.1).

Criteria for Reclassification

Of the 54 reporting jails, more than 80 percent routinely included **disciplinary violations** of various types, **protective custody needs**, and **psychological instability** in their criteria for reclassification (see Table 5.2). Approximately two-thirds of the jails included meritorious conduct, time left to serve, program involvement, and actions involving "good time" and work release.

Proper Authorization, Complete Documentation.

The most critical requisites of any reclassification actions are that they are effected under *proper authority* and that they are *completely documented*. Since the classification unit maintains all pertinent information on each inmate, making this unit primarily responsible for effecting or approving all inmate reclassification and subsequent transfers ensures *consistent* housing according to appropriate custody levels, program participation, "keep separate" status, and other critical factors. The following excerpts from one facility's policies and procedures illustrate the critical role the classification unit plays in inmate

Table 5.1

RECLASSIFICATION ACTIVITIES

<u>Activity</u>	<u>Yes</u>	<u>No</u>	<u>Unknown</u>
Release consideration	48%	40%	12%
Custody level change	87%	3%	10%
Housing assignment change	87%	3%	10%
Program change	62%	28%	10%
Job assignment change	58%	30%	12%
Need for services	57%	28%	15%
Other	--	--	100%
(N = 60)			

Table 5.2

FACTORS ROUTINELY INCLUDED IN RECLASSIFICATION

<u>Reclassification Factor</u>	<u>Yes</u>	<u>No</u>	<u>Unknown</u>
Program involvement	67%	23%	10%
Major disciplinary violations	90%	10%	--
Time spent in disciplinary segregation	83%	5%	12%
Minor disciplinary violations	83%	7%	10%
Addition/removal of good time	65%	25%	10%
Meritorious conduct	70%	20%	10%
Successful participation in work release activities	60%	28%	12%
Time left to serve	70%	20%	10%
Protective custody needs	87%	3%	10%
Membership in subversive organization	48%	42%	10%
Escape or attempted escape	88%	--	12%
Trafficking of contraband	88%	2%	10%
Psychological instability	85%	2%	13%
Other	3%	--	97%
(N = 60)			

Source: Survey of Jail Classification Systems. San Francisco, CA: National Council on Crime and Delinquency and Correctional Services Group, 1988.

moves as well as the importance of accurately documenting such moves to ensure continuously updated inmate location records.

Authorization for Transfers, Reclassifications

The Institutional Classification Committee (ICC) directs and controls all assignment and transfer of inmates except the following:

- **Newly admitted inmates in receiving areas;**
 - Booking deputies, receiving deputies, and shift supervisors control the assignment of newly admitted inmates to cells in receiving areas; transfers within receiving are at the discretion of the shift supervisor;
 - Inmates ordered housed in receiving areas for administrative or disciplinary reasons by the ICC or Adjustment Committee may be reassigned within the receiving area by shift supervisors; (however, the classification section must be notified of transfers and new cell locations);
- **Inmates reassigned within the dispensary (however, moves must be reported to the classification section);**
- **Inmates who require immediate segregation for security or medical reasons or for the protection of themselves or others;**
 - Shift supervisors, medical staff, and classification staff can order immediate segregation of inmates without the ICC's approval; however, the classification section must be notified of such transfer and actions must be reviewed by the ICC within three working days.

Documentation of Transfers/Reclassifications

- The inmate transfer sheet (Figure 5.1) is an *official directive* ordering the transfer of an inmate within the detention center as well as an *official notification* to various staff sections of transfers and new locations within the facility; it is to be prepared any time an inmate is assigned or reassigned within the facility except in cases of newly admitted persons in receiving areas;
- The classification section prepares and distributes transfer sheets reflecting the daily actions of the ICC; shift supervisors, medical personnel and/or classification counselors are responsible for the preparation and distribution of transfer sheets whenever an inmate is to be segregated immediately for security or medical reasons;
- After distributing transfer sheets, the classification section annotates classification files with current cell locations; the administrative section updates

inmate locations on booking cards and all records.*

As noted in the preceding policies and procedures, in emergency situations, non-classification personnel may effect an inmate's immediate segregation for security, administrative, or medical reasons; i.e., when he or she exhibits adjustment problems, particularly involving aggressive, disruptive, abnormal, or suicidal behavior. The following discussion focuses on appropriate steps for such immediate, or emergency reclassification.

EMERGENCY RECLASSIFICATION

When an inmate's continued presence in the general population poses a serious threat to himself or herself, other inmates, the staff, or the facility's security, the administrator or a designee may order immediate administrative segregation, protective custody, or disciplinary segregation.³ In addition, designated personnel may order an inmate's immediate transfer to the medical or mental health unit. Written policy should specify those staff members who are authorized to effect these actions and detail the steps to be followed.

The following procedure for immediate housing and/or custody reclassification utilized by one facility is presented as guidance for administrators who may be writing related policies:

- All immediate reclassification action must be initiated by a counselor, with great caution and in accordance with custody level and housing classification procedures;
- All counselors have the authority and responsibility to initiate immediate reclassification of an inmate's housing and/or custody if the inmate is in jeopardy;
- Counselors will immediately reclassify an inmate to medical custody and housing per request of medical staff;
- Counselors will immediately reclassify an inmate per request of shift commander if commander determines that the inmate is in jeopardy or is involved in a suspected or actual escape attempt;
- Directly following an inmate's immediate reclassification, the counselor effecting the action will file a report to his/her supervisor describing the nature of and reasons for immediate reclassification;
- At its next meeting, the classification team will review and may alter any immediate reclassification action.**

As illustrated by these procedures, all emergency reclassification actions should be documented and the classification unit notified. No inmate should be kept in segregation more than one hour without the express

*Fairfax County Adult Detention Center, Fairfax, VA.

**Lucas County Correction Center, Toledo, OH.

Figure 5.1

INMATE TRANSFER SHEET

DATE _____

All institutional transfers by Classification or by Supervisors will be placed on this sheet. Each move on the list will be initialed by the officers authorizing the move and the reason for the move noted. As each move is completed, initials will be placed in the Action Column. This will indicate the current status of transfers. This sheet will be used for all shifts on the date indicated, and one copy will be turned in each night to the Confinement Captain's Office with all other daily sheets.

PRESENT CELLBLOCK	NAME	BIN NO.	ASSIGNED CELLBLOCK	REASON FOR MOVE	AUTHORI- ZATION	ACTION
1.						
2.						
3.						
4.						
5.						
6.						
7.						
48 8.						
9.						
10.						
11.						
12.						
13.						
14.						
15.						
16.						
17.						
18.						
19.						

authorization of the highest ranking official on duty, and the jail administrator must be advised of the inmate's status as soon as possible.⁴

Figure 5.2 is an example of a form used for notifying appropriate officials as well as the classification unit of an inmate's administrative segregation.

In addition to this notification immediately following any type of emergency segregation, ACA standards require that such action be reviewed within three working days by the classification or the disciplinary committee, depending on the type of segregation used.⁵

The following discussion presents guidelines for specific emergency reclassification to administrative segregation.

Administrative Segregation

As described in Chapter III, administrative segregation is a non-punitive form of segregation, often for extended periods, for inmates who require special housing to ensure the safety and security of themselves, other inmates, staff, or the facility. While, as previously discussed, long-term assignment to administrative segregation should be subject to approval by the classification unit, short-term assignment, including emergency placement, may be ordered by the facility administrator or other authorized personnel when it is necessary to protect the inmate or others. Such emergency placement should be considered temporary pending input from the classification unit.

Methods for providing due process rights to inmates placed involuntarily in administrative segregation vary among jails today. The following discussion details the Supreme Court's actions with regard to this sensitive issue.

Due Process and Administrative Segregation Placement.

In 1983, despite numerous lower-court decisions that required a disciplinary-type hearing as a condition to placing an inmate in administrative segregation, the Supreme Court held that there is no inherent right under the due process clause of the Fourteenth Amendment to a hearing as a condition to placement in administrative segregation. The Court held that only very limited due process procedures were required, such as an informal, non-adversarial review of the information that provided the basis for the segregation placement decision. It also held that the inmate had to be given notice of the proposed grounds for the decision and an opportunity to present his or her views to the decision maker, either orally or in writing. However, the inmate had no right to be present or to present witnesses.⁶

The Supreme Court thus clearly distinguishes between administrative and disciplinary segregation; it sees administrative segregation as a step in the classification process instead of as a form of quasi-discipline. In spite of this distinction, since limited due process rights will still attach to most administrative segregation placement schemes; and since generally, the conditions of such placement are highly restrictive, courts will continue to be sensitive to claims arising from the administrative segregation process.⁷

While, as stated, methods for providing due process rights to inmates placed involuntarily in administrative segregation vary, it is generally agreed that any time an inmate is placed in this type of segregation against his or her wishes, there is a risk of litigation. Therefore, as an effective, precautionary step toward preventing this costly, time-consuming action, it is recommended that a hearing be provided the inmate before, *at a minimum*, one designated official.

By requiring that a hearing as well as certain other procedural steps be adhered to and that a record be prepared that is subject to review, greater fairness is ensured than would be created by a decision-making process that excludes inmate participation and input. A hearing and record also provides a check on the arbitrary and/or unnecessary use of segregation as well as valuable documentation for future dealings with the inmate.⁸

It is important that the inmate be given notice of the administrative segregation hearing, including a statement of the *specific* reasons why the facility is considering segregation. The notice should avoid general statements, such as: "You are believed to be a risk to the facility's security and order." Such a statement is of no value to an inmate who is attempting to prepare a defense, nor is it of benefit to staff who are attempting to conduct a meaningful review of the case. If the inmate is considered a security risk, the notice should explain why; e.g., "You assaulted (name) on (date)."

The following sample procedures are presented as guidelines for administrators writing policies regarding immediate placement in administrative segregation.

- An inmate may be placed in administrative segregation by persons designated by the chief jail administrator; these persons may be sergeants, shift supervisors, or the hearing officer;
- An officer who believes an inmate is in need of administrative segregation as a result of a particular incident will make a written report of the incident and immediately present it to his or her supervisor;
- The reporting officer and the supervisor will discuss the incident and determine if administrative segregation is warranted;

Figure 5.2

DEPARTMENT OF CORRECTIONS
PRINCE GEORGE'S COUNTY, MARYLAND

NOTICE OF ADMINISTRATIVE SEGREGATION*

Resident: _____ Date: _____

This resident has been placed in Administrative Segregation by
_____ for the following reason(s).

Classification/Security Staff

- 1. _____ Having escaped, attempted escape or posed a serious escape risk.
- 2. _____ Having initiated assaults on three (3) separate occasions inside the facility.
- 3. _____ Having assaulted, or otherwise endangered the safety or well-being of, correctional staff.
- 4. _____ Having endangered the safety or well-being of other residents.
- 5. _____ Having demonstrated unmanageable behavior in general population.
- 6. _____ Having participated in a riot, mutinous act, or disturbance.
- 7. _____ Having been identified to have extremist activity, in our society; i.e. terrorist, political assassin, etc.
- 8. _____ Other (specify): _____

Shift Commander _____
(Signature)

Administrator of Security _____
(Signature)

*Detainee _____
(Signature)

*Please indicate refusal to sign and initial.

Reviewed by _____ Date _____

Asst. Administrator, CCS/BOP Administrator

Placement Acceptable Placement Unacceptable
per the following: _____

*Please forward to Classification Unit for review

- If it is determined that administrative segregation is warranted, an authorized official will transfer the inmate pending the administrative segregation hearing.*

Administrative segregation hearings may be held before one designated officer or before classification committees or teams, depending on the facility's organizational structure. One facility with a classification team approach effects all major changes in an inmate's status as follows:

- When it is necessary to effect a major change in an inmate's status, a formal proceeding of the Institutional Classification Committee (ICC) is required, to include a minimum of three staff members;
- At least 48 hours prior to a formal ICC proceeding, the inmate who is the subject of the hearing is officially notified of the date and reason for the hearing through the Notification of Referral to ICC form (Figure 5.3), which is completed in duplicate;
- At the time the inmate receives the form, he or she is made to understand its provisions;
- The committee chairperson reviews the inmate record, noting all previous adjustments and conflicts with other inmates that may be relevant to reclassification; determines that the inmate has received proper notification and understands all procedural requirements; determines whether witnesses should be called; ensures that all persons, including the inmate, have an opportunity to be heard and all committee actions are fair and impartial; votes as a member of the ICC; supervises preparation of related forms, and completes the Formal Classification Hearing Checklist form (Figure 5.4) in duplicate during the hearing;
- The committee members weigh all facts presented at the hearing and arrive at a fair decision based solely on information presented;
- The reporting deputy presents all relevant facts to the ICC in the presence of the inmate;
- The staff counselor (if requested by the inmate) meets with the inmate prior to the hearing to ensure his or her understanding of its purpose, possible results, and procedures; may present relevant facts to the ICC on behalf of the inmate; and may suggest alternative solutions for the ICC's consideration;
- Following the hearing, the chairperson verbally informs the inmate of the committee's recommendations, explaining that they will be forwarded to the Chief, D & T Division on the Hearing Minutes form (Figure 5.5) for final approval and that the inmate will be officially

notified of the Chief's decision within three working days and may appeal this decision within ten days;

- Within three working days after receipt of ICC's recommendations, the Chief completes review of proceedings and indicates approval or disapproval on Notification of ICC Disposition form (Figure 5.6); this and all other records are returned to the chairperson; who forwards originals to the inmate and files all remaining forms in inmate's classification file;
- The inmate may appeal final decisions of formal ICC hearings by filing a grievance with the Chief Correctional Officer; all inmate's classification files and documents related to the hearing will accompany the grievance.**

These procedures may generally be applied to incidents in which an inmate is placed involuntarily in administrative segregation. An inmate who fears assault or is threatened or intimidated by other inmates may request administrative segregation (protective custody); and one who for any reason is apparently vulnerable may be offered protective custody.

Protective Custody Placement. As discussed in Chapter IV, all requests for placement into or out of protective custody should be fully documented. Protective custody should be used only for short periods, except when long-term protection is needed and the facts are well documented; care should be taken to ensure that inmates do not see this custody as desirable.⁹

While an inmate's move to administrative segregation must often be effected rapidly for security or administrative reasons, quick action is particularly critical when a suicide alert occurs.

Guidelines for emergency suicide prevention are presented in the following discussion.

Emergency Suicide Prevention Measures. To avoid emergencies involving inmate suicides or attempted suicides, it is imperative that staff maintain constant communication with all inmates to ensure that no indicators or warning signs go unnoticed. In addition, detailed communication between staff members at shift changes is critical for pinpointing particular inmate behavior or incidents that may occur during more than one shift. Certain reoccurring activities may signal the onset of significant trends or patterns and the need for inmate evaluation by mental health professionals and/or emergency reclassification to administrative segregation (protective custody) or the mental health unit.

*Polk County Jail, Des Moines, IA.

**Fairfax County Adult Detention Center, Fairfax, VA.

Figure 5.3

FAIRFAX COUNTY ADULT DETENTION CENTER

NOTIFICATION OF REFERRAL TO INSTITUTIONAL CLASSIFICATION COMMITTEE

TO: _____ DATE: _____

FROM: _____ INMATE # _____

You will be brought before the Institutional Classification Committee on _____ . This hearing is being conducted at the request of _____ for the following reasons:

You will be permitted to:

1. Be present at the hearing.
2. *Hear the reporting officer's testimony.
3. *Call and cross-examine witnesses.
4. *Cross-examine adverse witnesses.
5. Remain silent.
6. Have your counselor or an employee (voluntary) of your choice present to assist you. Name of Assistor _____
7. Receive a copy of the written findings and recommendations of the Institutional Classification Committee within three days after the hearing.
8. Know the reasons for any decisions rendered by the Institutional Classification Committee concerning this matter.

*Items 2,3, and 4 will not be afforded an inmate during hearings which are based solely on documented Adjustment Committee Reports.

This is to certify that I have received a copy of this notice and have had the same explained to me. Listed below are witnesses I wish to have appear in my behalf at the above mentioned hearing. Any witnesses in addition to those listed below will only be heard at the descretion of the ICC.

WITNESSES REQUESTED:

Inmate's signature

Witness Signature

DATE AND TIME SERVED: _____

Inmate Concerned
Classification

Figure 5.4

FAIRFAX COUNTY ADULT DETENTION CENTER
FORMAL CLASSIFICATION HEARING CHECKLIST

Inmate's Name: _____ ADC # _____

Hearing Date: _____

When conducting a formal Institutional Classification Committee hearing which is based on documented misconduct reports (Adjustment Committee conviction). or pending criminal charges, answer questions one (1) through six (6) only.

When conducting formal Institutional Classification Committee hearings which are based on information which tends to indicate that the inmate concerned may pose a serious threat to the facility's security, it is necessary to answer all questions below.

1. Inmate received written notice of referral to ICC 48 hours or more prior to hearing. YES NO
2. The written notice specified reasons for referral to the ICC. YES NO
3. Inmate was present during hearing. If no, Explain. YES NO

4. Upon close of hearing, inmate was verbally informed of the recommendation of the ICC, and informed that he/she would receive a copy of the Committee's written findings and recommendations within two working days. YES NO
5. Inmate requested a staff member to be present at the hearing to assist him/her. YES NO
6. Inmate had staff member present at hearing to assist him/her. YES NO
7. Inmate requested voluntary witnesses to testify on his/her behalf at hearing. YES NO
8. Inmate had voluntary witnesses testify on his/her behalf at hearing. YES NO
9. Staff member referring matter to ICC appeared at hearing to relate his/her reasons for requesting reclassification. YES NO

INSTRUCTIONS: Circle appropriate responses. Explain negative responses to all questions (except 5 and 7). Use reverse as necessary.

cc CHAIRMAN
Inmate's Record
DOC as necessary

MEMBER

MEMBER

Figure 5.5

DATE: _____

TO: CHIEF, DIAGNOSTIC AND TREATMENT BRANCH

FROM: CHAIRMAN, INSTITUTIONAL CLASSIFICATION COMMITTEE

SUBJECT: ICC Hearing, Case of _____
Inmate Name and Number

REFERENCE: Institutional Classification Committee Hearing Minutes

1. Reasons for hearing: _____

2. ICC Participants:

Chairman: _____

Members: _____

Witnesses: _____

3. Action of ICC: _____

4. Miscellaneous information: _____

CHAIRMAN

MEMBER

MEMBER

MEMBER

Figure 5.6

FAIRFAX COUNTY ADULT DETENTION CENTER
NOTIFICATION OF INSTITUTIONAL CLASSIFICATION COMMITTEE DISPOSITION

TO: _____ ADC # _____ DATE _____

FROM: CHIEF, DIAGNOSTIC AND TREATMENT BRANCH

1. As a result of its hearing of your case on _____, the Institutional Classification Committee recommended:

The reasons for this recommendation are: _____

2. After reviewing your case, I:

_____ Concur with the committee's recommendation.

_____ Disagree with the committee's recommendation and order the following action:

Chief, D & T Branch

.....
I have been provided a copy of this notification and notified of my right to appeal.

Inmate's signature

Witness's signature

Date and time _____

For example, if during one shift an officer notices an inmate depressed and crying, this should be documented on the shift report and relayed to the next duty officer. The next officer should then be particularly alert to this inmate's behavior and mood. Such debriefing sessions are invaluable for identifying inmates and circumstances that require close monitoring as potential suicide alerts.

Staff should be particularly alert to inmate mood or behavior immediately following any change in the person's classification or housing status. Any such move is extremely stressful to the inmate, and close observation is critical during the adjustment period.

Monitoring inmates for signs of impending suicide requires a degree of skill and sensitivity on the part of staff that can be developed and maintained only through continuously updated training.

Appendix F contains sample policies and procedures developed for county correctional facilities that list verbal and behavioral indications of suicidal intent and/or mental illness. The procedures direct officers to observe all inmates for these indicators on an ongoing basis to assist in identifying potential suicide risks and reduce the incidence of suicide among the inmate population.

Review of Inmates' Administrative Segregation Status

Following reclassification to administrative segregation for suicide prevention as well as for other purposes, it is important that the status of inmates be closely monitored; inmates should remain in administrative segregation only as long as the reason for their initial placement there remains valid.

ACA standards require that all cases of inmates housed in administrative segregation be reviewed by the classification committee every seven days, with the inmate present at the hearings. The review should determine whether the reasons for initial placement still exist; if they do not, the inmate should be released from the unit.¹⁰ Reclassification may be required following the segregation period.

Inmates housed in administrative segregation for protective custody reasons should be encouraged to return to the general population if there is sufficient reason to believe such a move would not present a serious threat to life or property.

Emergency Medical Segregation

In addition to emergency reclassification to administrative segregation and protective custody for security and administrative reasons, immediate segregation may be necessary for inmates with injuries or other medical problems, such as infectious/contagious diseases.

When an inmate's illness or injury requires his or her immediate removal from the general population, the first correctional officer who learns of the inmate's problem should notify the supervisor. The classification unit and the medical unit should be contacted immediately, and the medical unit should take custody of the inmate for evaluation and/or treatment. As in all transfers, the inmate's referral to the medical unit should be completely documented.

Crowding in Medical Unit. If crowding in the medical unit prevents the placement of an inmate who has been diagnosed as requiring medical housing, the medical staff may be required to identify inmates who are currently in the unit but not in need of close medical attention. Reclassification of these inmates should be initiated by the classification unit following notification from the medical staff.

Emergency Medical Evacuation. Written policy and procedure should detail steps to be followed in case of a medical emergency, such as a contagious disease that warrants evacuation of numerous inmates from a particular housing area. Generally, the administrator or designee, with guidance from the medical director and the classification unit, should order appropriate action to protect the health and well-being of inmates and staff. Precautions must be taken during multiple emergency transfers to maintain all inmates in appropriate custody and to prevent contact between "keep separates."

Special Housing Log

The status of every inmate in segregation, including medical/mental health custody should be maintained on a special housing log, such as Figure 5.7. The staff in charge of the segregation unit should be responsible for recording all admissions, including name, number, housing location, date, and special medical or psychiatric problems; releases; visits by clergy or medical/mental health staff; and any unusual events concerning an inmate. This special log should be used for all segregated and special needs inmates, including "keep separates," those on religious/medical diets, escape risks, etc. Such records are essential to proper jail administration and valuable in the event legal action is filed by the inmate.¹¹

Inmates occasionally react to the removal of certain privileges by refusing to eat. Therefore, as protection against potential inmate complaints of inadequate diet or attention, some facilities weigh each inmate (noting the weight on the special housing log) both upon placement in the segregation unit and again during regular physicians' reviews, every 15 days or so.

It is important that special housing logs be checked by officers transporting inmates out of the facility to

Figure 5.7

SPECIAL HOUSING OBSERVATION LOG

NAME _____ NUMBER _____ LOCATION _____

PERTINENT INFORMATION: RESTRICTED ISSUE 15 MINUTE CHECKS SUICIDAL
 MENTAL ASSAULTIVE NO MATCHES PAPER & PLASTIC UTENSILS

Date/Time	A/S	D/S	Reason/Authorization	Rel. Date

TO ALL STAFF

Date and initial all entries and use Comments section for details.

Irrational	_____	_____	_____	_____	Emotional	_____	_____	_____	_____
Agitated	_____	_____	_____	_____	Talkative	_____	_____	_____	_____
Loud	_____	_____	_____	_____	Nervous	_____	_____	_____	_____
Quiet	_____	_____	_____	_____	Listless	_____	_____	_____	_____
Downcast	_____	_____	_____	_____	Problem	_____	_____	_____	_____
Disrespectful to Staff	_____	_____	_____	_____	Sleeping	_____	_____	_____	_____
Argumentative	_____	_____	_____	_____	Compatible with others	_____	_____	_____	_____
					Poor Hygiene	_____	_____	_____	_____

COMMENTS: _____

Date	Meals			Shower	Shaves	Clean Up	Comments	Supervisors		
								I	II	shift

determine whether those in their charge are suicidal or escape risks. Appropriate, added precautions should then be taken to ensure the safety and security of these inmates. Facilities with computerized inmate management capabilities now maintain computerized special housing logs, with critical information regarding counts, locations, and special indicators continually generated.

Rights of Inmates in Segregation

As previously stated, no inmate should be kept in segregation for more than one hour without the express authorization of the highest ranking official on duty, and the administrator should be advised of the inmate's status at the earliest practical moment. In addition, the conditions under which the segregated inmate is confined should meet certain minimum standards; courts have become increasingly sensitive to unnecessarily harsh or inhumane conditions. Any condition not required for segregation that imposes additional discomfort on the inmate is likely to be unacceptable by the courts and should be avoided.

While an inmate may be physically separated and in more secure housing than others, he or she should not be deprived of those items necessary for the maintenance of psychological and physical well being. Any practices that cause unnecessary physical or mental deterioration could fall below the constitutional standard of care required.¹²

Practices the courts have consistently condemned as violating the "cruel and unusual punishment" clause include placing an inmate in a filthy cell, providing inadequate toilet facilities, and denying basic hygiene tools, such as soap, water, toilet paper, and toothbrush.

To protect inmates' rights as well as to protect the jail against litigation, it is imperative that written policies and procedures provide specific requirements for inmates in segregated units. Such requirements should be clearly understood by all staff and include the following:

- Housing in a cell that is clean, well lighted, adequately heated and ventilated, and equipped with a toilet as well as water for drinking and washing;
- Receipt of the same meals as served to the general population;
- Receipt of the same jail clothing, bedding, linens, and toilet articles as issued to the general population, except where removal of such items is necessary for security reasons (exceptions should be recorded in unit log, justified in writing, and forwarded to the facility administrator; if circumstances warrant removal of all inmate's personal items, advance approval should be obtained from the administrator or designee);

- Opportunities to shave and shower at least three times per week;
- Opportunities for writing and receiving letters;
- Opportunities for visitation, unless there are substantial reasons for denial;
- Receipt of telephone privileges (inmates in disciplinary detention may be limited to telephone calls related to the judicial process and family emergencies);
- Access to the courts and opportunities to address uncensored communications to governmental authorities without reprisals or penalties;
- Access to attorneys and their authorized representatives and to materials, paper, and other supplies and services related to legal matters;
- Access to reading materials;
- Access to basic medical and dental care; written policy and procedures should provide for daily visits from the chief security officer, shift supervisor, or members of the program staff, or from a qualified health care official three times per week unless medical attention is needed more frequently;
- The right to practice their religion;
- Opportunities for exercise outside cells a minimum of one hour a day, five days a week, unless safety or other considerations dictate otherwise; a written record should be kept of each inmate's participation; reasons for imposition of constraints should be documented;
- Protection from personal abuse, corporal punishment, personal injury, disease, property damage, and harassment; where physical force or disciplinary detention is required, only the least drastic measures should be used;
- Access by inmates in administrative segregation and protective custody to programs and services, including the commissary, the library, and those involving education, social services, counseling, and recreation;
- Access to a written grievance procedure that includes at least one level of appeal (see Chapter VI).¹³

NON-EMERGENCY RECLASSIFICATION

As previously discussed, because the classification unit maintains all pertinent information on each inmate, in most facilities it is primarily responsible for effecting or approving all non-emergency reclassification and subsequent transfers. This policy prevents the mixing of "keep separates" and the moving of inmates to inappropriate housing. One facility follows a procedure whereby, in all non-emergency cases, shift supervisors have the authority to transfer inmates only back to the classification housing area until the inmate's status can be reviewed.

Factors Prompting Non-Emergency Reclassification

Reclassification action generally follows any change in inmate status; and in addition, reclassification occurs as a result of an inmate's involvement in a serious incident or infraction of facility rules (see Chapter VI); when an inmate is released from disciplinary segregation; or when serious facility or unit overcrowding requires inmate reassessment for potential release or intra-facility transfer.

Reclassification may also be effected under the following circumstances:

- A routine, regularly scheduled review of each inmate's classification status reveals a change is warranted;
- A staff member requests alteration or review of the inmate's classification status;
- The inmate appeals the classification decision or requests a review of his or her status;
- A regularly scheduled evaluation of the overall jail climate indicates changes in housing configurations may be warranted.

Routine Status Review. To ensure that the goals of classification are being met and to evaluate each inmate's adjustment, many facilities have established a reasonable time frame for periodic, routine review of each inmate's classification status. In the model in Appendix A, for example, the first custody reclassification is completed 30 days after incarceration, with each subsequent reclassification occurring every 90 days. Thus, inmates who remain in jail for a lengthy period may be given consideration for reclassification several times before they are released; those who are sentenced to only a few weeks or weekends may never be reclassified.

Routine reclassification does not necessarily result in the inmate's custody or housing change. Rather, its primary functions are to monitor the inmate's adjustment and call attention either to problems or to satisfactory conduct that may lead to reclassification and a possible trusty position, work release, or other job placement.

Staff Requests Inmate Status Review. A staff member may request a review of the inmate's classification if there is a reason to believe the inmate has an inappropriate custody/housing assignment. The following procedure is utilized by one facility for effecting such a review:

- Upon the request of a shift supervisor, an inmate may be taken before an impartial reclassification committee, composed of three persons, to determine if the inmate is appropriately housed;
- The reclassification committee shall inform the inmate of the purpose of the hearing and the actions that can

be taken as a result of it. The committee will hear the evidence presented by the shift supervisor and give the inmate the opportunity to speak;

- Written notice regarding the action taken by the reclassification committee shall be forwarded to the inmate with a copy placed in the inmate classification jacket. The inmate shall be informed of the right to appeal the decision within 72 hours, in writing. If the classification supervisor participated in the hearing, the appeal shall be submitted to the Director of Corrections.*

Inmate Appeals Classification Decision. ACA standards require that written policies and procedures provide for a process by which inmates may appeal their initial classification or reclassification status, as in the following example:

- To appeal a decision regarding custody level or cell-block assignment, an inmate must submit a written appeal to the classification supervisor that includes his or her name, cell location, and grounds for the appeal;
- The classification supervisor will review and answer the appeal in writing within three working days;
- In the absence of the classification supervisor, the appeal will be reviewed by a classification committee of, at a minimum, three employees, including at least one classification officer (not the officer who originally classified the inmate);
- The appeals process may be waived if it appears that continued housing in the assigned area may result in injury to the inmate; the classification supervisor, shift supervisor, or classification officer shall house the inmate in a receiving unit until the inmate's status can be reviewed.*

Inmate Requests Status Review. An inmate who desires programs, services, housing, or jobs that require a custody change may request a review of his or her classification. The inmate generally submits the request on a specific inmate request form (Figure 5.8); it is considered by the classification supervisor or team, who may consult with the housing block or module officer for an update on the inmate's behavior or for information on special circumstances. A written response is presented to the inmate, explaining the reasons if it is negative and effecting the change if it is positive.

Overall Jail Climate Evaluation. To evaluate the overall jail climate, some facilities summarize every incident in each housing area weekly or monthly. Such regular

*Arlington County Detention Center, Arlington, VA.

Figure 5.8

INMATE REQUEST FORM

NAME: _____ LOCATION: _____ DATE: _____

INMATE: Check Area You Want Information On. **DEPUTY:** Forward This Request To The Appropriate Mail-box As Checked At The Right Of This Request.

INMATE REQUEST TYPE

FORWARD TO:

- | | |
|---|--|
| <input type="checkbox"/> Complaints About Treatment | <input type="checkbox"/> Shift Supervisor Of Squad |
| <input type="checkbox"/> Problems With Other Inmates (EMERG.) | <input type="checkbox"/> Shift Supervisor To Be Notified Immediately |
| <input type="checkbox"/> Property Matters, Request For Jail Clothes, Bedding, Laces, Shoes, Personal Property | <input type="checkbox"/> Property Officer |
| <input type="checkbox"/> Matters Relating To Your Money | <input type="checkbox"/> Finance |
| <input type="checkbox"/> Television, Maintenance Problems | <input type="checkbox"/> Services |
| <input type="checkbox"/> Complaints On Food | <input type="checkbox"/> Services |
| <input type="checkbox"/> Housing Assignment, Questions Or Complaints | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Problem With Other Inmates Non-Emerg. | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Visiting List Changes | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Special Visit Requests (Contact Or Extended Visit) | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Information/Request For Trusty Status | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Trusty—To Request Good Time | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Information On Work Release | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Request For Grievance Form | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Appeal Adjustment Hearing | <input type="checkbox"/> Classification |
| <input type="checkbox"/> Request To See Psychologist | <input type="checkbox"/> Forensics |
| <input type="checkbox"/> Request For Substance Abuse Programs | <input type="checkbox"/> Substance Abuse |
| <input type="checkbox"/> Request For Law Library | <input type="checkbox"/> Programs |
| <input type="checkbox"/> Request For Education—GED Class | <input type="checkbox"/> Programs |
| <input type="checkbox"/> Request For O.A.R. Assistance | <input type="checkbox"/> Programs |
| <input type="checkbox"/> Request Good Time For Programs | <input type="checkbox"/> Programs |
| <input type="checkbox"/> Request For Religious Programs | <input type="checkbox"/> Chaplain |
| <input type="checkbox"/> Request For Religious Counseling | <input type="checkbox"/> Chaplain |
| <input type="checkbox"/> Diet Request For Religious Reasons | <input type="checkbox"/> Chaplain |
| <input type="checkbox"/> Request To Attend Sick Call, To See Doctor, Or To See Dentist | <input type="checkbox"/> Medical |
| <input type="checkbox"/> Diet Request For Medical Reasons | <input type="checkbox"/> Medical |
| <input type="checkbox"/> Complaints About Medical Treatment | <input type="checkbox"/> Medical |
| <input type="checkbox"/> Any Health Care Request | <input type="checkbox"/> Medical |
| <input type="checkbox"/> To Ask About Court Date, Release Date, Mail, Bond, Or Court Info. | <input type="checkbox"/> Inmate Records |
| <input type="checkbox"/> To Request Notary Service | <input type="checkbox"/> Lt. Murphy |
| <input type="checkbox"/> To Obtain Court Appointed Attorney | <input type="checkbox"/> Sheriff's Office (Pre-Trial) |
| <input type="checkbox"/> To Purchase Shoes, To Get Games | <input type="checkbox"/> Recreation |

monitoring for *numbers* and *types* of incidents is invaluable for identifying unusual or potentially dangerous patterns or trends. Where numerous assaults or other indicators of high stress or hostility are seen, the housing configurations may require evaluation, resulting in potential inmate transfers and/or reclassification.

A complete, accurate summary of all jail incidents is a valuable management tool for pinpointing areas where the goals of classification are not being met. Such a summary can be developed only through careful documentation by shift officers during each 24-hour period.

SUMMARY

Every jail's classification plan should include specific criteria and procedures for reviewing and reclassifying each inmate, based upon his or her behavior or status changes while incarcerated.

For example, a status change and subsequent reclassification may occur when new information is received on the inmate; or misconduct may result in reclassification to a higher custody level and exemplary conduct to trusty status.

Proper authorization and complete documentation are critical to a valid reclassification process to ensure consistent, appropriate housing and continuously updated inmate location records.

The classification unit maintains all pertinent information on each inmate and in most facilities is responsible for all reclassification actions. In emergency situations, non-classification personnel may effect an inmate's immediate segregation for security, administrative, or medical reasons. However, such actions should be documented and the classification unit notified.

A hearing is recommended as part of the due process rights afforded inmates placed involuntary into administrative segregation. The hearing should be held before *at least* one designated officer.

Inmates who are intimidated or fear assault by other inmates may *request* administrative segregation (protective custody); such housing should be used only where it is truly warranted and no reasonable alternatives exist.

Quick placement of an inmate into administrative segregation is critical when a suicide alert occurs. Precautionary measures should include alerting the medical/mental health staff for a suicide risk evaluation and constant monitoring of the inmate until it is determined that the suicide risk no longer exists.

The status of every inmate in segregation should be maintained on a special housing log, and all such inmates must be afforded certain rights; courts are increasingly sensitive to unnecessarily harsh conditions. Written

policies and procedures should specify the requirements for segregated inmates.

Non-emergency reclassification may occur when a regularly scheduled review of each inmate's status reveals a change is warranted; a staff member requests alteration of the inmate's status; the inmate appeals or requests a review of his or her status; or a regularly scheduled evaluation of the overall jail climate indicates changes in housing configurations may be warranted.

NOTES

1. *Standards for Adult Local Detention Facilities*, 2nd ed. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1981.
2. Karen Whitlow, Robert Buchanan, James Austin, Daniel McCarthy. *Jail Classification: A Review of the Literature*. San Francisco: National Council on Crime and Delinquency, 1987.
3. *Ibid.*
4. *Inmates' Legal Rights*, revised ed. Alexandria, VA: National Sheriffs' Association, 1987.
5. American Correctional Association, 1981, op. cit.
6. *Hewett v. Helms*, 459 U.S. 460 103 S.Ct. 864, 74 L.Ed. wd 675 (1983). National Sheriffs' Association, op. cit.
7. *Ibid.*
8. American Correctional Association. *Model Correctional Rules and Regulations*. College Park, MD: U.S. Department of Justice, National Institute of Corrections, 1979.
9. American Correctional Association, 1981, op. cit.
10. American Correctional Association, 1981, op. cit.
11. National Sheriffs' Association, op. cit.
American Correctional Association, 1981, op. cit.
12. National Sheriffs' Association, op. cit.
13. American Correctional Association, 1981, op. cit.
National Sheriffs' Association, op. cit.

CHAPTER VI

Effective Discipline

Inmate discipline has traditionally been one of the most controversial elements of the correctional process. Consistent, equitable discipline is a prime requisite of any jail setting, impacting positively on the behavior and personal responsibility of all inmates. On the other hand, inequitable or improperly applied disciplinary procedures have long been the root of inmate disturbances and grievances as well as the subject of litigation.

At the onset of incarceration, all inmates must be made to recognize: 1) the potentially favorable results of conforming to the jail's standards of control by following directions and conducting themselves in an orderly fashion; and 2) the consequences of failing to do so.

Proper discipline has the immediate effect of preventing misconduct and promoting a calm, orderly, predictable atmosphere. At the same time, it has the long-term potential for developing inmate self-control and the ability to conform to accepted standards for society. Proper discipline also facilitates delivery of the jail's programs and services, since inmates who are aware that they are being monitored according to reasonable, impartial standards, free from arbitrarily imposed rules, tend to be more cooperative. In addition, such inmates are often more receptive to training and instruction aimed at behavior modification than inmates who perceive their supervision or discipline to be unfair.

This chapter presents guidelines for establishing and implementing an effective discipline system based on ACA standards, as listed in Appendix E.

ESTABLISHING VALID DISCIPLINARY PROCEDURES

Today, just as there is no universally accepted classification process, there is no "best" system of punishments and rewards, sanctions and restrictions. The structure of each jail's disciplinary process is dependent on a variety of factors, including size, inmate population, layout and design, goals and missions, and state and local statutes.

While these and other elements often vary between jails, numerous other requirements are critical to the effective administering of discipline and must be present

in every jail. The following discussion details those requirements that *must* be met in every disciplinary process to maintain the facility's security and safety as well as to ensure inmates' legal rights and thus protect the jail against litigation.

Steps to Effective Discipline

An effective, valid disciplinary process requires written policies and procedures that clearly state the following:

- **Discipline must be administered within the confines of both the constitutional rights afforded inmates and applicable federal and state court rulings;**
- **Disciplinary actions must adhere strictly to the procedures of due process;**
- **Inmates charged with offenses are entitled to fair and impartial hearings.**

In implementing the above requirements, the administrator should be committed to: 1) reviewing and updating the facility's rules and disciplinary practices at least annually, maintaining a close watch on related court cases and developing standards to ensure jail compliance; and 2) providing initial as well as ongoing staff training in all areas of both supervision and discipline.

Staff Training

In particular, training should thoroughly familiarize staff with established rules of inmate conduct, the rationale for each, those acts that constitute violations, and the sanctions available for each.

Inmate Rules of Conduct. It is imperative that inmate rules are rational, equitable, and *easily understood* by both inmates and staff. To be effective, rules must explain the required standards of conduct, define behavior that violates these standards, and tell the inmate what will happen if he or she engages in this behavior (sanctions that will be applied). **Inmate rules must clearly tell the person who wants to obey them what he or she must and must not do.**

Rules should emphasize the inmate's behavioral responsibilities regarding all aspects of the jail environment, activities, and services, including visitation, correspondence, personal hygiene, sanitation, food services, medical care, laundry, recreation, commissary, library service, educational opportunities, counseling and guidance, housekeeping, care of facility and equipment, and the treatment of jail personnel and other inmates.¹

The administrator should ensure that only those rules and regulations that actually promote or protect important interests of the jail are established and implemented. Trivial rules only promote hostility and lack of respect for staff. In addition, rules must not venture beyond *observable conduct*, attempting to address such subjective, unpunishable issues as mental attitude or unspoken words. Since an officer can only assume what an inmate may be thinking, any enforcement of such rules would be dependent on individual interpretation.²

Ensuring Rule Receipt, Understanding. Inmate rules should be printed or typed and displayed conspicuously throughout housing and activity areas. In addition, written policy and procedure should ensure receipt and understanding of all rules by every inmate during orientation. Such procedures deter the inmates from claiming ignorance of rules when an infraction occurs later.

Interpreters should be provided, where necessary; as well as a written translation in any language spoken by a significant number of inmates.³ Inmates should sign a statement acknowledging receipt and understanding of rules (see Figure 4.2, page 31). Where the inmate is either illiterate or refuses to sign, the officer should read the rules aloud or ensure that the inmate hears a recording *in the language in which he or she is fluent*. The officer should then sign the statement indicating the inmate has received a copy of and been read the rules.

Any rule changes should also be announced and provisions made to ensure understanding by each inmate.

Infraction Categories. Specific inmate regulations vary somewhat between facilities; however, in general, they apply to violations that are categorized according to severity. Major (often called Class I) offenses are those that threaten or actually breach the facility's safety or security; threaten staff authority; endanger staff, visitors, inmates, or the community; deprive persons of their property; or result in the willful destruction of state, county, or municipal property.

Minor (often called Class II) violations are generally those that threaten to disrupt the facility's routine operating procedures by interfering with a staff member's

performance of duties; demonstrate disregard for rights and welfare of others and contempt for the jail's procedures or staff; or result in the defacing of state, county, or municipal property. (Some facilities divide these offenses into additional categories, in descending order of severity.)

Sanctions Available

Inmate rules should be enforced with penalties related to the gravity of their violations. Criminal law is increasingly adhering to the notion of "proportionality," and some court decisions have voided punishments on the sole basis that they were excessive in relation to the offense.⁴

Both jail staff and inmates should understand the various sanctions that can be imposed for breaches of discipline. Inmates who violate the regulations by such activities as dealing in contraband, destroying reading materials, stopping up plumbing, cutting mattresses and sheets, refusing to maintain neat and clean living quarters, or assaulting or mistreating staff and other inmates should be disciplined only in accordance with *specific*, established procedures for handling such infractions.⁵

Sanctions for Minor Infractions. Minor infractions are ones for which the penalties imposed do not cause the inmate a deprivation of rights requiring due process. Penalties may range from a reprimand to the loss of commissary, entertainment, recreation, telephone use, or other privileges.

Sanctions for Major Infractions. Major rule infractions often involve a grievous loss, and they require the imposition of due process procedures. Major infractions are generally punishable by placement in disciplinary segregation, removal of statutory "good time," extension of time before parole eligibility, or referral for criminal prosecution.*

The following sample policies and procedures detail three separate offense categories and established sanctions for each.

*When a crime is committed in jail, the administrator should seek the advice of legal counsel regarding whether to punish administratively or to proceed as in regular criminal cases. There is no double jeopardy issue raised by bringing both administrative disciplinary proceedings and criminal prosecution. The primary concern of jail staff should be to avoid any action that would later hinder the inmate's prosecution. Inmates who are suspects in crimes have the same constitutional rights as persons who are suspects in crimes outside of jail. For a complete discussion regarding the treatment of inmates suspected of crimes, see *Inmates' Legal Rights*, pp. 62-63, published by the National Sheriffs' Association.

CATEGORY I OFFENSES

- Assault and battery
- Arson
- Assault on a correctional employee
- Bribery
- Destruction of county property (exceeding \$50 in value)
- Escape
- Extortion
- Failure to cooperate in a shakedown, search, or count
- Failure to obey orders of staff
- Possession of escape paraphernalia
- Possession/use of drugs or other intoxicants
- Possession/use of a weapon
- Rape, sexual acts without consent
- Riot
- Tampering with security devices
- Threat to staff
- Attempt to commit, assist, or incite others to commit any of the above.

Available Sanctions

- Disciplinary detention for 15 days per infraction, not to exceed a total of 60 days per incident;
- Loss of good time for up to 30 days;
- Loss of one or more privileges (recreation, commissary, visiting, trusty status, or program activity) for up to 30 days.

CATEGORY II OFFENSES

- Assault
- Attempted bribery
- Counterfeiting, forgery
- Defacing county property (\$50 or less in value)
- Destruction of another person's property
- Failure to maintain personal hygiene
- Failure to maintain sanitary conditions
- Fighting
- Interfering with staff
- Possession of contraband
- Refusal to work
- Sexual acts with consent
- Theft
- Threats to another
- Throwing of objects, food, liquids
- Violation of visiting regulations
- Attempt to commit, assist, or incite others to commit any of the above.

Available Sanctions

- Disciplinary detention of 15 days per infraction, not to exceed a total of 30 days per incident;

- Loss of good time for up to 10 days;
- Loss of one or more privileges for up to 30 days.

CATEGORY III OFFENSES

- Answering to the name of another
- Being in an unauthorized area
- Deception
- Disorderly conduct
- Disrespect
- Failure to maintain personal and/or common housing area
- Failure to perform assigned work
- Failure to secure personal property
- False report
- Loitering
- Misuse of county property
- Unauthorized possession of another person's property
- Profiteering
- Attempt to commit, assist, or incite others to commit any of the above.

Available Sanctions

- Loss of one or more privileges for up to 7 days;
- Probation;
- Written warning.
 - These sanctions may be imposed for Category III (minor) offenses through instant adjudication, if the accused inmate and the charging staff can agree on appropriate sanctions. Instant adjudication, which makes an adjustment hearing unnecessary, is implemented as follows:
 - When a staff member accuses an inmate of violating a Category III regulation, the staff will: issue the inmate a ticket, citing the alleged rule infraction; have the inmate sign the ticket; negotiate a sanction with the inmate if the inmate admits guilt and agrees to the sanction; and file a copy of the ticket.
 - If the inmate does not agree to the charge and/or proposed sanction, the staff will file a standard incident/infraction report. The adjustment process then proceeds exactly as during a Category II charge.
 - A third Category III conviction, regardless of whether it occurs through instant adjudication or the normal adjustment hearing procedures, will result in the inmate's mandatory appearance before the classification review board to determine if a reclassification is warranted.*

*Prince George's County Correctional Center, Upper Marlboro, MD.

While, in general, the violations listed above are considered offenses in most jails, each one may not necessarily be applicable to every facility or categorized in the same manner; and some jails may have additional, specific regulations for which sanctions are imposed. For example, some facilities include such activities as self-mutilation, tattooing oneself or another inmate, and possessing or wearing a disguise or staff clothing among their major infractions; with cursing at staff or visitors, smoking in unauthorized areas, unauthorized communication or contact with another inmate or visitors, malingering or feigning illness, and failure to wear ID band included among their less serious violations.

Since inmate rules in *every* facility must adhere to state and federal law, each should be implemented only after review by the local prosecutor or county counsel.

Additional Staff Training

In addition to providing the staff with an understanding of inmate rules and regulations, the ability to recognize those acts that constitute violations, and established sanctions available for each, initial and ongoing training for all staff involved in the supervisory or disciplinary process should emphasize the following:

- **Methods for supervising and disciplining inmates in an *impersonal*, *unbiased* manner, including the appropriate use of force;**
- **Proper actions upon discovering rule violations, including procedures for the prompt, timely writing and filing of disciplinary reports;**
- **Procedures for providing due process rights to each inmate against whom action is being taken.**

Unbiased, Impersonal Supervision and Discipline. It is critical that staff be trained to supervise and discipline inmates in an *unbiased, impersonal* manner. The officer must avoid all forms of intimidation, threats, harassment, corporal punishment, punishment by other inmates, or any action that may injure inmates or damage their property. In addition, the officer should avoid public censure. If an inmate misbehaves in the presence of other inmates, he or she should be called aside and the behavior discussed privately. An audience of other inmates can have a negative effect on attempts at constructive discipline, particularly where they respond by heckling and jeering at the officer, prompting a situation that can quickly get out of control.

Officers should understand that discipline in the jail is based on a system of rewards and punishments. When an inmate's standards of work and conduct are unacceptable, he or she should be advised, counseled, and instructed, where possible. If these steps are ineffective,

prompt punitive measures must be taken to force the inmate to conform to the jail standards so he or she (as well as other inmates who may be observing the behavior) realizes it will not be condoned.

Occasionally, the prompt measures cited above may include the need for using reasonable force to prevent an inmate from inciting a disturbance, escaping, or assaulting another inmate or staff member. The following discussion details procedures for appropriate discipline and supervision while avoiding unnecessary force.

Appropriate Use of Force. **Every officer should understand that he or she will be violating an inmate's constitutional rights (and engaging in unlawful behavior) if corporal punishment, rather than reasonable force, is used to maintain order and security.** Force used against an inmate in any kind of vindictive retaliation for a specific act is a violation of the inmate's right not to be deprived of life, liberty, or property without due process of law. In addition, depending on its nature, provocation, and circumstances, corporal punishment can be a violation of the inmate's right to be free of cruel and unusual punishment.⁶

Understanding the appropriate use of physical force is one of the most important concepts in jail discipline. Generally, force should be used only for preventing injury, such as to subdue or separate unruly or fighting inmates; it should never be used for punishment. Jail staff may use only that degree of force that is necessary for self-defense, to prevent a criminal act by an inmate, to protect other inmates or staff, to prevent escape or a riot, or to maintain order. Even then, the force used must be only the smallest degree or amount required to restore discipline; it must never be for the purpose of causing harm.⁷ For example, an officer is not entitled to strike an inmate with a night stick for talking back to him. The force must be reasonable in view of the offense and the surrounding circumstances.

Depending on the degree to which inmates are disruptive or uncooperative, calm, reassuring statements by staff, such as "We're here to help you," or "I understand how you feel" may aid in defusing a situation, thus avoiding the use of force. Where these statements do not calm the inmate, he or she may be given an alternate choice; i.e., "Cooperate or we will have to . . ." etc. Where talking calmly has no effect, the officer may need to touch the inmate in the same manner as when guiding him or her through booking, holding the shoulder firmly.

The above procedures are often appropriate when an officer responds to or observes a situation in which an inmate has violated or is violating a rule. The following discussion details additional procedures for officers encountering this situation.

Proper Actions Upon Discovering Rule Violations. All staff are responsible for maintaining the facility's overall security and safety through appropriate initial action. Officers who respond to or observe an infraction must use good judgment in determining what constitutes a violation, what rule has been violated, how it will be reported, and whether formal charges will be made.

Officers responding to or receiving information concerning an alleged infraction should consider such factors as whether the act in question actually violated rules intended to preserve order and security, whether it threatened the safety of the staff or inmates, and whether it was the result of simple ignorance or carelessness on the part of the inmate or was a deliberate defiance of jail rules.

Verbal Reprimand. If, in the officer's judgment, the violation was a result of ignorance or carelessness, the officer may be able to correct the inmate immediately, pointing out the unacceptable behavior and explaining what is acceptable. The inmate should be advised that repeating this behavior will result in the filing of a formal report. Good judgment on the part of staff using appropriate verbal reprimands can often prevent minor infractions from becoming serious problems.

A verbal warning should be noted on the inmate's record so the inmate cannot subsequently claim he or she never received it or was not told that the act in question constituted a violation.

Written Warning. Many minor offenses do not warrant the time and effort of a full disciplinary proceeding yet do warrant a staff response that includes a written record. Where a reprimand, warning, and/or counseling is a satisfactory means of dealing with a situation, the officer may issue a written warning, not to trigger a disciplinary proceeding, but to go into the inmate's file for future reference. A written warning may also be issued by the disciplinary board following the filing of a disciplinary report.

Written Disciplinary Reports. Where an officer observes or suspects that an inmate is committing or has committed a violation specified in the facility's code of inmate offenses for which warnings are not appropriate, the officer should write a disciplinary report and file it with the designated official as soon as possible (see Figure 6.1). (The officer should avoid threatening the inmate with any specific punishment; he or she has no control over the determination of guilt or the type or extent of potential punishment and can only lose the respect of the inmates by threatening something that may not actually be delivered.)

Reports should be written clearly and concisely, avoiding legal jargon and unnecessary detail. (They may be reviewed by the courts and should be as uncomplicated as possible.) Reports should include the following:

- Name and ID number of inmate(s) involved;
- Date, time, and location of alleged offense;
- Specific title and number of alleged offense (as stated in list or code of inmate offenses);
- Formal statement of charge;
- An explanation of facts surrounding the event, including names of witnesses; unusual inmate behavior; immediate action taken, including any use of force; pre-hearing detention, etc.;
- Evidence disposition;
- Printed name, signature, and badge number (where applicable) of reporting officer.⁸

Following the filing of a report concerning a particularly violent or serious incident or one regarding an inmate who continues to threaten security or disrupt the facility's orderly operation, the administrator or designee may order the inmate placed in immediate, or emergency segregation.

Immediate, Pre-Hearing Segregation. Immediate segregation for disciplinary infractions, considered temporary pending the outcome of a disciplinary hearing, is not punishment; and inmates so placed are generally permitted to retain authorized personal property. However, except for such privileges as visiting, telephone use, and recreation, inmates undergoing pre-hearing detention are generally restricted from program participation until final disposition of their cases.

Emergency reclassification to pre-hearing detention should follow the procedures for immediate placement in administrative segregation, as detailed in Chapter V. These procedures include careful documentation and immediate notification of the highest ranking official on duty as well as the classification unit (see Figure 5.2, page 50). ACA Standards require that the action is reviewed within three working days by the disciplinary committee or a hearings officer and that a special housing observation log is maintained on all inmates placed in pre-hearing segregation as well in disciplinary segregation following a hearing (see Figure 5.7, Chapter V).⁹

In addition to the disciplinary committee's or hearing officer's review of immediate segregation actions, additional requirements, established by Supreme Court decisions as well as ACA Standards, provide inmates accused of written rule violations and against whom disciplinary action is being taken with certain due process rights, as detailed in the following discussion.

Figure 6.1

SUFFOLK COUNTY SHERIFF'S DEPARTMENT

SUFFOLK COUNTY JAIL

DISCIPLINARY REPORT

D REPORT # _____

INMATE: _____ DATE OF INCIDENT _____ TIME OF INCIDENT _____

OFFENSE(S) _____

DESCRIPTION OF OFFENSE

(Use Additional Sheets if Necessary)
DO NOT USE REVERSE SIDE

OFFICER'S SIGNATURE: _____

Action by Shift Commander

- To Segregation Pending Hearing
- Referred to Medical Dept.
- To Remain in Population
- Referred to C.I.D.
- Placed in Emergency Cell
- Other (Specify)

SHIFT COMMANDER'S SIGNATURE _____ TITLE _____

DUE PROCESS AND DISCIPLINARY PROCEDURES

In 1974, the Supreme Court specified in *Wolff v. McDonnell* the due process procedures that must be followed in a disciplinary proceeding in which the potential sanctions include a loss of good time or confinement in segregation. Since the *Wolff* decision, the courts have decided many more disciplinary procedures cases that, along with ACA Standards, clarify, interpret, and apply *Wolff*. Today, an inmate's procedural rights, which should be included in the inmates' handbook, include the following:

- **An investigation is begun within 48 hours of the disciplinary report;**
- **Within 24 hours after the investigation is completed, the inmate who is being charged is given a statement concerning the alleged violations requiring a hearing (see Figure 6.2); the reason(s) for the proposed hearing should be clearly specified; i.e., "You set fire to your housing module on (date)";**
- **The inmate receives at least 24 hours' notice of the time of the hearing so he or she may clarify the charges and prepare a defense; the inmate may also consent, in writing, to a hearing in less than 24 hours;**
- **The hearing is conducted before an impartial board within 72 hours of the notice of charges, excluding weekends and holidays;**
 - At least the board chair (or the single person presiding) should be trained in constitutional and agency rule requirements and in hearing procedures; such training is necessary for avoiding critical procedural errors and subsequent potential lawsuits;
- **The inmate is given an opportunity to prepare a defense to the charges, with the possibility of assistance by a staff person or other inmate if the issues are complex or the inmate is not capable of defending himself;**
- **The inmate may request and be provided staff assistance at the hearing;**
- **The inmate is given an opportunity to call witnesses and present defense evidence except when this would be unduly hazardous to facility safety;**
 - Before denying inmate witnesses the opportunity to testify, the hearing body should at least make individualized determinations as to their actual threat; reasons for denying each witness should be included in the written record of the hearing;
- **Inmates are entitled to a written record of the hearing (see Figure 6.3) as well as a statement of the disciplinary committee's decision and the rationale**

for that decision, including evidence relied on; such written statements provide a basis for subsequent review of the process and of the decision;

- **Except for emergency situations, inmates may be placed in disciplinary detention only after the hearing has determined that other dispositions are inadequate to regulate behavior within acceptable limits, and their presence poses a serious threat to the facility's orderly operation or security;**
- **The maximum sanction for rule violations is no more than 60 days for all violations arising out of one incident; continuous confinement for more than 30 days requires the review and approval of the facility administrator; the time an inmate spends in disciplinary detention should be proportionate to the offense committed and should also take into consideration the inmate's prior conduct, specific program needs, and other relevant factors.**
- **If the inmate is found not guilty, the disciplinary report and all other papers pertaining to the incident in question will be destroyed.¹⁰**

In addition to these rights, inmates found guilty and placed in disciplinary segregation retain certain rights.

Rights of Inmates in Disciplinary Segregation

ACA Standards require that, in general, inmates placed in disciplinary segregation following a hearing have many of the same rights as those placed in administrative segregation (see Chapter V, "Rights of Inmates in Segregation").

Among the privileges *not* generally afforded inmates segregated for disciplinary purposes are the following: telephone use (except for calls to attorneys and those related to family emergencies) and access to the commissary, recreation, television, and other programs and services. Visiting privileges are also revoked in some cases (every effort should be made to allow the inmate to notify approved visitors of restrictions).¹¹

DISCIPLINARY HEARING DECISION APPEALS

ACA Standards also require that inmates have the right to appeal decisions of the disciplinary hearing board to the administrator or other designated official not otherwise involved in the hearing process (see Figure 6.4). Inmates should be advised of that right at the time they are provided with the decision. The administrator or independent authority either affirms or reverses the decision of the disciplinary hearing board within five days of the appeal (see Figure 6.5).

Figure 6.3

SUFFOLK COUNTY SHERIFF'S DEPARTMENT
SUFFOLK COUNTY JAIL
RESULTS OF DISCIPLINARY HEARING

DATE OF HEARING: _____

INMATE _____ REPORTING OFFICER _____

OFFENSE _____ D-REPORT NO. _____

The inmate has been advised of his right to remain silent if the offense charged has been or may be referred to the district attorney for possible criminal prosecution.

The following is a summary of the credible evidence presented to the disciplinary board:

Findings: _____

Sanctions and Recommendations: _____

Reason for Sanctions and Recommendations: _____

The inmate has been advised in writing of the findings, sanctions and recommendations of the Board. _____

(Chairman)

(Member)

(Member)

A copy of this document has been delivered to the inmate. _____

Officer's signature _____ Date _____ Time _____

Figure 6.5

Date

Adjustment Hearing Appeal Decision

TO: _____

FROM: Director, Department of Corrections

RE: Appeal Dated _____

I have reviewed your recent appeal and have determined that:

- () I am in agreement with the finding(s) and sanction(s) of the Adjustment Committee;
- () I remand the case back to the Adjustment Committee for further action, investigation, hearing and/or reconsideration;
- () I am not in agreement with the finding(s) and sanction(s) of the Adjustment Committee and modify the decision and/or disposition to be:

- () I reverse the decision of the Adjustment Committee and find you not guilty with no sanctions imposed.

cc: Adjustment Committee Chairman

An appeal is a valuable means for the administrator to review the actions of the disciplinary hearing board; it is virtually the only way any errors can be identified and corrected before they are presented to a court. Thus, a properly functioning appeals process can reduce litigation by correcting mistakes before suits are filed.

The official considering the appeal should, as a deterrent to litigation, examine any claims that the disciplinary rules themselves were not followed. If such procedural errors are detected, a determination should be made as to whether they were harmless, or did not prejudice the inmate. If they apparently were not harmless, the inmate should be given a new hearing. If, as occurs rarely, procedural errors are so serious that they cannot be corrected fairly in a second hearing, the entire proceeding should be dismissed.¹²

The disciplinary hearings procedures determined by the courts to be constitutionally required cannot be ignored. Their violations open the way for judicial intervention, reversal of the disciplinary decision, and imposition of damages and attorneys' fees. For example, constitutional flaws in a New York prisoner's disciplinary hearing resulted in a \$25 per day damage award plus damages for lost wages for each day the inmate spent in disciplinary housing as a result of the hearing.¹³

Discretionary Privileges in Disciplinary Proceedings. In addition to the required due process procedures discussed, certain other privileges may or may not be afforded inmates involved in disciplinary actions, according to individual facility policy. For example, the Supreme Court does not require that inmates have the right to confront and cross examine witnesses against themselves; therefore, any decision regarding cross examination rests completely within the discretion of jail officials. (If cross examination is allowed in some cases, it should not be denied arbitrarily in others.)¹⁴

In addition, the Supreme Court does not require that inmates have the right to counsel unless the alleged violation is one for which the inmate can also be prosecuted. However, some agencies allow counsel's assistance before and during the hearing, with the latter generally limited to advising the inmate in matters of due process.

GRIEVANCES

Facilities that have not carefully followed due process procedures in all disciplinary as well as other inmate-related actions are more likely to be burdened with inmate grievances than those that have adhered strictly to such procedures. However, all facilities should be prepared for the receipt and processing of grievances pertaining to every aspect of the inmates' routine.

The right to petition for a redress of grievances was established by the First Amendment and is not forfeited by confinement. Inmates are entitled to report grievances to any proper official within the state, and jail staff may not interfere with the exercise of this right by stopping mail to public officials.

In addition to such outside contacts for the expression and resolution of inmates' problems, ACA Standards require that all inmates have access to an internal grievance procedure without reprisal. Where such an *internal* procedure exists for receiving and responding to grievances, complaints to public officials are reduced, morale improves, and records are created that reduce or eliminate certain federal hearings.¹⁵

The facility's grievance procedure should be explained in the inmate handbook and should allow inmates to submit formal, written complaints concerning: 1) an existing policy, procedure, or condition that they perceive as harmful to themselves; 2) an attitude or behavior on the part of another inmate or an employee that they perceive to be unjustified or unreasonable; or 3) the absence of policy and procedure dealing with conditions that they perceive as harmful or dangerous to themselves.

Complaints submitted as grievances should be carefully reviewed to determine their legitimacy and whether they may be resolved through other means or are serious enough to warrant priority action. Where a preliminary review reveals a complaint is legitimate and attempts have been made to resolve it through other procedures, such as standard inmate requests, an investigation should be conducted.

The facility should provide written responses to all grievances, including the reason for the decision, within a reasonable, specified time limit.¹⁶ If additional investigative time is required, the inmate should be notified in writing. When the inmate receives the decision, he or she should also be informed of the right to appeal it within a specified time limit.

Emergency Grievance Processing

Priority attention should be given any grievance when normal review procedures might be detrimental to the safety or welfare of the inmate; i.e., where there are alleged threats against the inmate's life, welfare, or the facility's security or where there are complaints of inadequate treatment involving an inmate with serious medical, psychological, or physical problems. In addition, complaints by an inmate scheduled for transfer regarding deficiencies in policies, procedures or conditions that might be categorized as civil rights' violations warrant prompt attention.

Grievance Review By Disinterested Party, Ombudsmen

Grievances pertaining to policies or conditions that are difficult for officials to view in a detached or unbiased manner are sometimes referred to a disinterested party. While the opinions of this party are not binding on the facility, they may provide a broader base from which to reach conclusions. Grievance appeals may also be referred to a disinterested party for review and comment.

Some jails also routinely refer grievances to ombudsmen, who exercise authority as official investigators. The ombudsman should be selected by the administrator and should be experienced in custody work and have an understanding of administrative policies and procedures. His or her duties include:

- Reviewing jail policies and procedures, including disciplinary practices, and recommending any needed changes to the administrator;
- Interviewing inmates who have complaints about conditions of confinement or treatment;
- Interviewing staff who have complaints about conditions of inmate confinement or treatment or about their own terms of employment.

The ombudsman should be given the authority to act independently in arbitrating grievances, with the full support of the administration and staff. The ombudsman can alleviate many of the tensions within the jail, as his or her role combines concern for both inmates and the administration.

SUMMARY

Consistent, equitable discipline prevents misconduct and promotes a calm, orderly atmosphere, while also developing inmate self-control. Discipline must be administered within the confines of both the constitutional rights afforded inmates and applicable federal and state court rulings and it must adhere strictly to due process procedures.

Inmate rules should be rational, equitable, and easily understood by both inmates and staff. They should be disseminated to all inmates during orientation, and provisions should be made to ensure their understanding. While specific regulations vary between facilities, they generally apply to violations that are categorized according to severity.

In general, major offenses are those that threaten the facility's safety or security. They often involve a grievous loss, and they require the imposition of due process procedures. Minor offenses are generally those that threaten to disrupt the facility's routine operating procedures; penalties for these offenses do not cause the inmate deprivation of rights requiring due process.

Staff training is essential to provide an understanding of inmate rules and regulations, the ability to recognize those acts that constitute violations, and established sanctions available for each. In addition, training should emphasize methods for disciplining inmates in an impersonal, unbiased manner; proper actions upon discovering rule violations; and procedures for providing due process rights to inmates against whom action is being taken.

In 1974, the Supreme Court specified in *Wolff v. McDonnell* those due process procedures, including an impartial hearing, that must be followed in a disciplinary proceeding in which the potential sanctions include a loss of good time or confinement in segregation. Since the *Wolff* decision, the courts have decided many more disciplinary procedures cases that, along with ACA Standards, clarify, interpret, and apply *Wolff*.

Inmates should be advised that they have the right to appeal decisions of the disciplinary hearing board to the administrator or other designated official not otherwise involved in the hearing process.

Inmates should also have access to an internal grievance procedure, without reprisal, through which they may submit formal, written complaints concerning existing policies, procedures, or conditions they perceive as harmful; attitudes or behaviors of other inmates or staff they perceive as unjustified or unreasonable; or the absence of policy or procedure dealing with conditions they perceive as harmful. Complaints submitted as grievances should be carefully reviewed to determine their legitimacy and whether they may be resolved through other means or are serious enough to warrant priority action.

NOTES

1. *Inmates' Legal Rights*, revised ed. Alexandria, VA: National Sheriffs' Association, 1987.
2. *Ibid.*
3. *Ibid.*
4. *Ibid.*
5. *Ibid.*
6. *Jail Officer's Training Manual*. Washington, DC: National Sheriffs' Association, 1980.
7. *Johnson v. Glick*, 481 F. 2nd 1028 (2nd Cir. 1973) cert. den. 414 U.S. 1033.
8. *Standards for Adult Local Detention Facilities*, 2nd ed. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1981.
9. American Correctional Association, op. cit.
10. American Correctional Association, op. cit.
National Sheriffs' Association, 1987, op. cit.
11. American Correctional Association, 1987, op. cit.
12. National Sheriffs' Association, 1987, op. cit.
13. National Sheriffs' Association, 1987, op. cit.
14. National Sheriffs' Association, 1987, op. cit.
15. National Sheriffs' Association, 1987, op. cit.
16. American Correctional Association, op. cit.

APPENDIX A

Objective Classification: A Model System

The following objective classification system was developed by the National Council on Crime and Delinquency and the Correctional Services Group under a grant from the National Institute of Corrections. It is being implemented in Marion County, Oregon; Johnson County, Kansas; and Hillsborough County, Florida. It utilizes the same instruments for both pretrial and sentenced inmates.

The **Inmate Screening Form** (Figure A.1) is utilized by the booking officer and, as explained in the information following it, it functions as a *preliminary step* in the classification process and is applied to the *entire booked* inmate population.

The **Initial Custody Assessment Scale** (Figure A.2) and the **Severity of Offense Scale** (Figure A.3) are used during initial classification only on those inmates who were not released after booking, as explained in the information following them.

The **Custody Reclassification Scale** (Figure A.4) is used at regular intervals and when new information affecting the inmate is received. The **Severity of Offense Scale** is applied for items 1 and 2 under "Maximum Custody Evaluation" on the **Custody Reclassification Scale**; and Figure A.5, the **Disciplinary Severity Categories** listing, is applied to item 6, the "Most Serious Disciplinary Conviction."

Figure A.1
MARION COUNTY JAIL
Inmate Screening

I. IDENTIFICATION

Inmate Name (Last, First, Middle)		Booking Number	
Admission Date	Admission Time	Screening Date	Screening Time
DOB	Race Code	Sex: 1 = Male	2 = Female

II. RISK AND NEEDS SCREENING

1. SUBSTANCE ABUSE

- Yes..No.. Signs of Being Under Influence of Alcohol/Drugs
- Yes..No.. Signs of Alcohol/Drug Withdrawal

YES NO CURRENT SUBSTANCE ABUSE NEEDS

Comments:

5. SECURITY RISK

- Yes..No.. Escape History
- Yes..No.. Felony Detainer/Warrant
- Yes..No.. Violent Criminal History (include current charge)
- Yes..No.. Felony Parole Violation
- Yes..No.. Recent Sentence to Long-Term Incarceration

YES NO CURRENT SECURITY RISK

Comments:

2. SUICIDE RISK

- Yes..No.. Suicidal Threats
- Yes..No.. Physical Signs of Suicide Attempts
- Yes..No.. Withdrawn/Non-communicative
- Yes..No.. Flight on Minor Charge
- Yes..No.. Report Received From Other C.J. Agency
- Yes..No.. Report of Medical Staff

YES NO CURRENT SUICIDE RISK

Comments:

6. MANAGEMENT RISK

- Yes..No.. Disruptive/combatative behavior during arrest/intake
- Yes..No.. Violence History While Confined
- Yes..No.. Disciplinary Violation History
- Yes..No.. Gang Affiliation
- Yes..No.. Past Management Problem

YES NO CURRENT MANAGEMENT RISK

Comments:

3. MENTAL HEALTH

- Yes..No.. Use of Psychotropic Medication
- Yes..No.. Abnormal Behavior (specify in remarks)

YES NO CURRENT MENTAL HEALTH NEEDS

Comments:

7. MEDICAL HEALTH

Complete the medical screening form. Briefly describe any medical problems which need to be brought to the attention of the housing unit:

4. PROTECTIVE CUSTODY

- Yes..No.. Mentally Deficient
- Yes..No.. Witness
- Yes..No.. Known Informant
- Yes..No.. Known Enemies in Facility
- Yes..No.. Acknowledged Homosexual
- Yes..No.. Charged with Heinous Crime/Notoriety
- Yes..No.. Criminal Justice Personnel
- Yes..No.. Expressed Need for Protection (Inmate must complete PC Request)
- Yes..No.. Other Need for Protection

YES NO CURRENT PROTECTIVE CUSTODY NEEDS

Comments:

8. REMARKS:

MARION COUNTY JAIL
Inmate Screening (Page Two)

INMATE NAME _____ BOOKING # _____

III. Screening Instrument Summary/Recommendation

(To be completed by screening officer)

a. Circle the overall category responses in the chart below, together with the referrals and the housing recommendations indicated by "yes" responses in each category. The screening factors are listed in order of housing priority, thus, the first category receiving a "yes" response dictates the housing assignment recommended by the screening instrument. Any inmate with no identified special risk or needs is recommended for the general population.

Screening	Category		Screening Summary	
	Yes	No	Referrals Response	Indicated Housing Assignment
Substance Abuse Needs	Yes	No	Medical	Close Observation
Suicide Risk	Yes	No	Mental Health	Close Observation
Mental Health Needs	Yes	No	Mental Health	Close Observation/D-Block or WQ
Protective Custody Needs	Yes	No	None	D-Block
Security Risk	Yes	No	None	Maximum Security
Management Risk	Yes	No	None	Maximum Security
Medical Health Needs	Yes	No	Medical	Maximum/Medium/Isolation
No Identified Needs/Risks	--	--	None	Maximum/Medium

b. Other identified risk/needs (Discussion required if officer recommends an override of the screening instrument): _____

c. Override of screening instrument is recommended (circle one): 1 = Yes 2 = No

d. Recommended housing assignment (circle one):

1 - Close Observation	3 - Maximum Security	5 - WQ
2 - D-Block	4 - Maximum/Medium	

e. Referrals made:

Referred to:	Reason:	Date/Time:
_____	_____	_____
_____	_____	_____
_____	_____	_____

Screening Officer Signature (required) _____ J # _____ Date _____

IV. SUPERVISOR APPROVAL OF OVERRIDE

a. Housing Assignment Approved (circle one):

1 - Close Observation	3 - Maximum Security	5 - WQ
2 - D-Block	4 - Maximum/Medium	

Discussion (required if different from recommendation): _____

Supervisor (Signature) _____ J # _____ Date _____

MARION COUNTY JAIL INMATE SCREENING

It is important to obtain certain information about each inmate at the time of admission. This information is necessary for such purposes as inmate identification, preliminary risk and need assessment, and initial housing assignment.

An Inmate Screening Form is completed for each inmate upon admission to the facility. This includes an offender who has been previously booked, then released pending trial, and is now returned to serve a jail sentence. Most of the information needed to fill out the Inmate Screening Form can usually be obtained from the committing documents, inmate interview, and staff observation. However, the staff member completing the screening form is also to ask the arresting officer about behavior relevant to the inmate's risk and need assessment. To ensure a fair trial, detailed questions about the inmate's current charge(s) are avoided.

The Inmate Screening Form is a checklist designed for relatively easy and quick completion. It requires only yes and no responses to various assessment criteria and, where necessary, brief commentary. Completion of this form functions as a preliminary step in the classification process. It is to be used to assist with inmate management and staff decision-making during an inmate's first 72 hours in custody. A more thorough assessment of each inmate will be performed at initial classification.

Completion Policy:

The screening form is completed on each inmate within two hours of admission to the jail floor. Inmates who have been previously admitted and released (i.e. pending trial) require a new screening when readmitted.

INSTRUCTIONS

Section I: Identification

Inmate Name: Enter inmate's full name (last, first, middle initial).

Booking #: Enter inmate's identifying number.

Admission Date: Enter date of inmate's current admission using numbers to indicate month, day, year.

Admission Time: Use military time to enter the time of inmate's current admission.

Screening Date: Enter the date the screening form is completed using numbers to indicate month, day, and year.

Screening Time: Use military time to enter the time of screening.

DOB: Enter inmate's date of birth, using numbers to represent month, day, year.

Race Code: Enter race code designation.

Sex: Circle inmate's sex.

Section II: Risk and Needs Screening

General Instructions:

In each of the seven screening areas, circle "yes" or "no" for each line item to indicate that the issue has been addressed in screening. Any "yes" response to any line requires a "yes" response be circled for the current needs in that screening area.

Screening Items:

1. **Substance Abuse:** This factor is intended to assess immediate substance abuse problems and will also provide preliminary information regarding the inmate's abuse of or addiction to alcohol and/or drugs. It is necessary to rely on personal observation and inmate self-report in assessing criteria for this factor.

Signs of Being Under the Influence of alcohol/drugs: Circle "yes" if inmate exhibits signs such as slurred speech, physical imbalance, dilated pupils, disorganized thinking, euphoria, aggressive behavior, hyperactivity, extreme drowsiness, or alcohol odor. While such signs are not positive indicators of intoxication, they do signal a need for observation and follow-up assessment by medical staff.

Signs of Alcohol/Drug Withdrawal: Circle "yes" if inmate states he or she is in withdrawal or if inmate exhibits signs such as repeated vomiting, muscle spasms, hallucinations, excessive sweating, chills, runny eyes or nose, cramps, pinpoint pupils, or serious breathing difficulties. Contact medical staff at once, and watch inmate closely until he or she is under supervision of medical staff.

Current Substance Abuse Needs: If any one of the above criteria has received a "yes" response, circle "yes." A brief explanation for an affirmative Current Substance Abuse Needs designation is to be provided in the Comments space. Inmate is to be referred to medical staff for further assessment and, when necessary, treatment.

2. **Suicide Risk:** This factor is intended to provide preliminary information regarding the inmate's likelihood to attempt suicide while in custody. Close observation and careful questioning are necessary to assess the criteria under this factor.

Suicide Threats: Circle "yes" if inmate threatens, verbally or in writing, to take his or her life. Contact mental health or medical staff at once, and watch inmate closely until he or she is under supervision of medical staff.

Physical Signs of Suicide Attempts: Circle "yes" if inmate has scars

or wounds on wrists, neck, or chest that suggest previous attempts to commit suicide. Contact mental health or medical staff at once, and watch inmate closely until he or she is under supervision of medical staff.

Recent Stress Experiences: Circle "yes" if inmate has recently lost a loved one, become divorced, lost a job or business, learned of a major health problem, or experienced serious financial trouble.

Extreme Shame/Embarrassment: Circle "yes" if inmate seems unusually ashamed, distressed, or guilt-ridden about being arrested and detained or seems shocked by his or her current charge(s).

Extreme Nervousness/Restlessness: Circle "yes" if inmate appears highly agitated, is unable to remain seated for normal period of time, and seems to be experiencing unreasonable emotional distress. Inmate is to be frequently observed and referred to mental health staff for further assessment.

Extreme Depression: Circle "yes" if inmate expresses exaggerated feelings of helplessness or hopelessness, laments his or her current existence, or appears unduly morose. Inmate is to be frequently observed and referred to mental health staff for further assessment.

Withdrawn/Non-communicative: Circle "yes" if inmate seems removed from current situation, distant from other people, unusually non-talkative, or non-responsive to verbal communication.

Flight on Minor Charge: Circle "yes" if inmate attempted to flee or resist arrest for offense of low severity.

Current Suicide Risk: If any one of the above criteria has received a "yes" response, circle "yes." A brief explanation for an affirmative Current Suicide Risk designation is to be provided in the Comments Space. Inmate is to be monitored and referred to mental health or medical staff.

3. **Mental Health Needs:** This factor is intended to provide preliminary information regarding the inmate's mental health and potential for unstable and/or dangerous behavior. In assessing criteria for this factor, it is important to observe the inmate closely as well as to ask pertinent questions.

Use of Psychotropic Medication: Determine if inmate currently takes, or has previously taken, prescription medication to control behavior and/or emotional instability. Such medication includes tranquilizers, antidepressants, hypnotics, and stimulants. Circle "yes" if inmate states such medication has been prescribed for him or her.

Abnormal Behavior: Circle "yes" if inmate displays other forms of behavior inconsistent with reality or nature of current situation (e.g., paranoia, hallucinations, excessive anxiety, extreme apathy). Briefly describe behavior in the Comments space.

Current Mental Health Needs: If any one of the above criteria has received a "yes" response, circle "yes." A brief explanation for an affirmative Current Mental Health Needs designation is to be provided in the Comments space. The inmate is to be carefully monitored and, when deemed necessary to the welfare of self and others, separated from other inmates. Inmate also is to be referred to mental health or medical staff for further assessment.

4. **Protective Custody Needs:** This factor is intended to provide preliminary information about the inmate's need to be housed separately from the general population in order to ensure his or her safety and well-being. Documented evidence, personal observation, and inmate self-report are to be used in assessing the criteria for this factor.
- Mentally Deficient:** Circle "yes" if inmate appears to have difficulty understanding and answering questions, seems slow to react or understand, uses an extremely limited vocabulary, has a short attention span, seems unreasonably naive or unknowledgeable about the world, or is extremely confused by current situation. Inmate is to be referred to mental health staff for further assessment.

Witness: Circle "yes" if inmate is scheduled to testify in an upcoming court hearing, trial, or grand jury investigation.

Known Informant: Circle "yes" if documented evidence indicates inmate has previously supplied criminal justice authorities with information about another inmate.

Known Enemies in Facility: Circle "yes" if others known or suspected to be hostile to inmate are currently confined in facility.

Acknowledged Homosexual: Circle "yes" if inmate acknowledges homosexual orientation.

Effeminate/Small Build/Thin/Frail: Circle "yes" if inmate's appearance or gestures that may evoke sexual assault or if inmate is of small build or appears physically weak and is likely to be the target of physical or psychological abuse.

Charged with Heinous Crime/Notoriety: Circle "yes" if inmate is charged with a particularly disreputable crime (e.g., child molestation or murder, death or assault of elderly victim, multiple homicides, or forcible rape) or if inmate is well known through widespread media coverage of previous or alleged criminal behavior.

Criminal Justice Personnel: Circle "yes" if inmate is a law enforcement officer, prosecuting attorney, trial judge, etc. and may incur harm from other inmates.

Expressed Need for Protection: Circle "yes" if inmate explains a reasonable need for protective custody. If inmate desires protective custody, he or she must complete the Protective Custody Request Form.

Other Need for Protection: Circle "yes" if other documented evidence, personal observation, or inmate self-report indicates that protective custody may be necessary to ensure inmate's safety and well-being. Include any inmate who, due to an unresolvable language barrier, cannot communicate with the general population and is unlikely to be accepted by other inmates. Briefly explain need in Comments space.

Current Protective Custody Needs: If any one of the above criteria has received a "yes" response, circle "yes." A brief explanation for an affirmative Current Protective Custody Needs designation is to be provided in the Comments space. Inmate is to be placed in D-Block/ protective custody until initial classification is performed.

5. **Security Risk:** This factor is intended to provide a preliminary assessment of the inmate's likelihood to attempt escape from the facility. Documented evidence, together with inmate self-report, is to be used in assessing criteria for this factor.

Escape History: Determine if inmate has ever escaped or attempted escape from a secure correctional facility or mental institution, fled arrest, been AWOL from the military, failed to appear for trial, or walked away from an open correctional facility or mental institution. Circle "yes" if escape efforts are documented or admitted by inmate.

Felony Detainer/Warrant: Check available records for outstanding charges against inmate. Circle "yes" if detainers or warrants for felony offenses have been issued by this or any other jurisdiction.

Violent Criminal History: Determine if inmate has previously been convicted of or arrested for violent crimes (e.g., murder, rape, deadly assault, armed robbery). Circle "yes" if violent arrests and convictions are documented or admitted by inmate or if current charge is for a violent offense.

Current Security Risk: If any one of the above criteria has received a "yes" response, circle "yes." A brief explanation for an affirmative Current Security Risk designation is to be provided in the Comments space.

6. **Management Risk:** This factor is intended to provide a preliminary assessment of the inmate's supervision requirements while in custody. Documented evidence and inmate self-report are to be used in assessing criteria for this factor.

Disruptive/Combative Behavior: If the inmate was disruptive or combative during this arrest or intake process, circle yes.

Violence History While Confined: If inmate has previously been incarcerated, determine whether he or she engaged in violent behavior while confined (e.g., assaults on staff or other inmates, extortion, destruction of property). Circle "yes" if violent incidents are documented or admitted by inmate.

Disciplinary Violation History: If inmate has previously been incarcerated, determine whether he or she has been found guilty of any disciplinary violations. Circle "yes" if inmate has any prior disciplinary convictions.

Gang Affiliation: Circle "yes" if inmate is known member of a racial, political, or religious group that uses violence to achieve its ends or if inmate admits membership in such a group. Also list name of gang in Comments space.

Past Management Problem: Circle "yes" if past or current conduct indicates uncooperative attitude or likelihood to incite, provoke, or agitate other inmates or otherwise disrupt facility operations.

Current Management Risk: If any one of the above criteria has received a "yes" response, circle "yes." A brief explanation for an affirmative Current Management Risk designation is to be provided in the Comments space.

7. **Medical Health:** Once an inmate is admitted to the facility, the agency is responsible, and liable, for that inmate's well-being. This factor is intended to provide preliminary identification of problems that may affect the health of the inmate or other inmates confined in the facility and, therefore, need to be addressed.

Little, if any, documentation is likely to be available in regard to this factor. It is necessary that the inmate be closely observed and questioned regarding the criteria listed under this factor. The inmate's personal effects list also is to be checked for items such as medication and medical alert bracelets. Based on personal observation and inmate self-report, circle "yes" whenever applicable to a specific criterion.

The Marion County medical screening form is completed on all inmates at the time of booking. Any medical problems which should be brought to the attention of the housing unit should be summarized here. If medical problems exist, the screening officer should indicate "yes" in section IIIa on page 2. An inmate with health care needs is to be immediately referred to medical staff for further assessment and, when necessary, treatment.

III. Screening Instrument Summary/Recommendations

- a. Circle the overall category responses in the screening summary chart provided. Also circle the referrals and housing recommendations indicated by a "yes" response in each category. The first category receiving a "yes" response dictates the housing assignment indicated by the screening instrument.
- b. Other management of inmate needs may come to the screening officer's attention during the screening process. This section provides the

opportunity for the officer to outline these areas. A discussion of the override rationale is required if the officer is recommending an override of the screening instrument designation.

- c. Circle "yes" or "no" to indicate if an override of the screening designation is recommended. If "yes", rationale must be outlined above in IIIb.
- d. Circle the officer's housing recommendation.
- e. Indicate the referrals made for the inmate and reason for the referral. Provide the date and time of referral.

The screening officer's signature, identification number and date are required.

IV. Supervisor Approval of Override Recommendation

Supervisor approval is required if the screening officer recommends an override.

- a. Circle the approved housing assignment. The rationale for this assignment must be outlined in the discussion section if it is different from the screening officer's recommendation.

The supervisor's signature, identification number and approval date are required.

Figure A.2

MARION COUNTY JAIL
INITIAL CUSTODY ASSESSMENT SCALE

I. IDENTIFICATION

Inmate Name (Last, First, MI)		Booking #	Status 1 - Pre-Sentence 2 - Post-Sentence
Assessment Date	Classification Officer	Officer #	

II. MAXIMUM CUSTODY EVALUATION

1. SEVERITY OF CURRENT CHARGES/CONVICTIONS (Use Severity of Offense Scale; rate most serious charge/conviction)

Low	_____	0	Score
Moderate	_____	2	
High	_____	5	
Highest	_____	7	

2. PRIOR OFFENSE HISTORY (Use Severity of Offense Scale; rate most serious prior conviction)

None or Low	_____	0	Score
Moderate	_____	1	
High	_____	4	
Highest	_____	7	

3. INSTITUTIONAL ASSAULT HISTORY

None	_____	0	Score
Assault <u>not</u> involving use of a weapon	_____	3	
Assault involving use of a weapon and/or resulting in serious injury	_____	7	

4. ESCAPE HISTORY

No escape or attempts	_____	0	Score
Walkaway from minimum security or failure to return from authorized absence	_____	3	
Escape from medium or maximum security setting	_____	7	

MAXIMUM CUSTODY SCORE (Add Items 1, 2, 3 and 4)

SCORE OF 7 OR HIGHER, ASSIGN TO MAXIMUM CUSTODY;
6 OR LESS, COMPLETE REMAINING ITEMS

III. COMPREHENSIVE CUSTODY EVALUATION

5. INSTITUTIONAL DISCIPLINARY HISTORY

None or minor with no segregation time	_____	0	Score
1 or more major disciplinary reports and/or time in segregation	_____	3	

6. PRIOR FELONY CONVICTIONS (excluding current offenses)

None	_____	0	Score
One	_____	2	
Two or more	_____	4	

7. ALCOHOL/DRUG ABUSE

No social, economic or legal problems related to abuse	_____	0	Score
Abuse resulting in social, economic or legal problems	_____	1	
Abuse resulting in assaultive behavior	_____	3	

8. STABILITY FACTORS (Deduct indicated points)

Age 26 or over	_____	-2	Score
Employed or attending school at time of arrest	_____	-1	
Lived at same non-custody address for 12 or more months prior to arrest	_____	-1	

COMPREHENSIVE CUSTODY SCORE (Items 1-8)

Total Score

MARION COUNTY JAIL
INITIAL CUSTODY ASSESSMENT SCALE (Page 2)

Inmate Name: _____ Booking #: _____

III. SCALE SUMMARY AND RECOMMENDATIONS

Custody Classification Chart

- 5 or fewer points and no current detainer .. Minimum
- 5 or fewer points with current detainer Medium
- 6 to 10 points Medium
- 11 or more points Maximum
- 7 or more points on items 1-4 Maximum

a. Custody level indicated by scale _____ Code
1 = Minimum 2 = Medium 3 = Maximum

b. Check [X] all the special management concerns which apply to this inmate:
_____ Protective Custody _____ Known Management Problem
_____ Psychological Impairment _____ Suspected Drug Trafficker
_____ Mental Deficiency _____ Suicide Risk
_____ Escape Threat _____ Medical Problems
_____ Serious Violence Threat _____ Physical Impairment
_____ Known Gang Affiliation _____ Other _____

c. Override of scale custody level is recommended _____ Code
1 = Yes 2 = No

If yes, give rationale (required): _____

d. Recommended Custody Level _____ Code
1 = Minimum 2 = Medium 3 = Maximum

e. Recommended Housing Assignment: _____

Classification Officer Signature _____ J # _____ Date _____

IV. SUPERVISOR APPROVAL OF OVERRIDE

a. Custody Level approved _____ Code
1 = Minimum 2 = Medium 3 = Maximum

Rationale (required if different from recommendation): _____

b. Housing assignment approved: _____

Supervisor Signature _____ J # _____ Date _____

Figure A.3

MARION COUNTY COMMUNITY CORRECTIONS SEVERITY OF OFFENSE SCALE

HIGHEST:

Aggravated Murder
Murder
Rape 1
Sodomy 1
Robbery 1
Escape 1
Arson 1

HIGH:

Kidnap 1
Manslaughter 1
Sodomy 2
Robbery 2
Escape 2
Rape 2
Arson 2
P.C.S. (Heroin)
P.C.S. (All Sales)
Burglary 1
Incest
Assault 1
Rioting

Note: All class B Felonies not listed above should be rated as HIGH.

MODERATE:

Kidnap 2
Assault 2
Rape 3
Sodomy 3
Robbery 3
Manslaughter 2
Escape 3
P.C.S. (Cocaine)
P.C.S. (Marijuana)
P.C.S. (Methamphetamines)
Theft 1
Sexual Abuse 1
F.T.A. 1

Note: All class C Felonies not listed should be rated as MODERATE.

LOW:

Theft 2	Harassment
Theft 3	Trespass 1
Assault 3	Trespass 2
Assault 4	Disorderly Conduct
Sexual Abuse 2	C.C.W.
N.S.F.	Child Neglect
Prostitution	Criminal Mischief 1 and 2
Gambling (All Charges)	
F.T.A. 2	Non-Support
Forgery 1	Perjury
Forgery 2	Contempt of Court
D.W.S. (Felony)	Resisting Arrest
D.U.I.I.	False Info to Police
Elude	
Reckless Driving	

Note: All class A, B and C misdemeanors and Municipal charges should be rated as LOW.

MARION COUNTY JAIL INITIAL CUSTODY ASSESSMENT SCALE

The Initial Custody Assessment Scale is used during initial classification to establish an inmate's recommended custody rating. This custody rating is based upon the classification officer's assessment of eight factors, each of which is to be assigned a numerical score. These factors have been found to be associated with future conduct and, thus, help identify the types of risk likely to be presented by the inmate. When considered together, the factors also help determine the extent of risk likely to be presented by the inmate. The custody rating recommendation derived from these factors is used, in combination with other specified information, when making decisions relating to the inmate's housing assignment and supervision requirements. The custody rating recommendation may be altered due to management considerations that warrant special attention or intervention by staff.

Completion Policy:

The Initial Custody Assessment Scale is completed within 96 hours after lodging.

INSTRUCTIONS

Section I: Identification

Inmate Name: Enter inmate's full name, last name followed by first name and middle initial.

Booking Number: Enter inmate's identifying number.

Status: Indicate inmate's status as a pre-sentence or sentenced prisoner.

Assessment Date: Enter date assessment is completed, use numbers to represent month, day and year.

Classification Officer: Last name of officer completing the scale.

I Number: Identifying number for officer completing the scale.

Section II: Maximum Custody Evaluation

Items one through four are intended to identify the inmate who presents a serious risk to the safety, security, and orderly operation of the facility. Inmates who score seven or above on the first four items are recommended for maximum custody without totalling the scores for the remaining items.

1. Severity of Current Charge(s)/Convictions: Use charges unless inmate has been convicted at time scale is completed. Determine the most serious charge/conviction, using the Severity of Offense Chart. Enter the number of points associated with the severity category into which inmate's most serious charge or conviction falls.

2. **Prior Offense History:** Exclude the current offense(s). Determine the most serious prior conviction and rank it on the Severity of Offense Chart. Enter the number of points associated with the severity category into which inmate's most serious conviction falls. If inmate has no record of prior convictions, enter 0.
3. **Institutional Assault History:** Consider any incarcerations including current admission. Enter the appropriate number of points for inmate's most serious assault conviction. If inmate has not been found guilty of assault while confined, enter 0.
4. **Escape History:** Consider any escapes or attempted escapes, including current admission. Enter the number of points corresponding to inmate's most serious escape or attempt. Escapes from correctional settings or programs are to be recognized if inmate was found guilty of the escape or attempt by an institutional disciplinary committee, regardless of court prosecution and conviction status.

Maximum Custody Score: Add points for factors 1-4, and enter total in the box designated "maximum custody score." If this score is 7 or greater, inmate is to be assigned to maximum custody. The remaining factors do not need to be totalled unless the maximum custody score is 6 or less.

Section III: Comprehensive Custody Evaluation

This section is designed to establish a custody score for the inmate who is not immediately identified as a maximum custody risk on the first four items.

5. **Institutional Disciplinary History:** Consider inmate's entire disciplinary history including current admission. If inmate has received no disciplinary reports or minor reports with no segregation time, enter 0.
6. **Prior Felony Convictions:** Excluding the current offense consider inmate's entire background of convictions. Enter the number of points associated with the number of felony convictions.
7. **Alcohol/Drug Abuse:** Using the best information available determine whether substance abuse has led to emotional, social, or legal problems. The degree of personal disruption is the key when assessing this factor. If abuse has been related to assaultive behavior, score the item in the highest category. Inmate self report, together with prior arrest record are expected to be the most frequent sources of information.

Enter the number of points associated with your evaluation of the extent of abuse.

8. **Stability Factors:** Deduct the indicated number of points for each stability factor. This provides the opportunity to lower the custody score based on selected stability factors. This is the only scale item

in which the categories are additive. (Example: A 27 year old who was employed at the time of arrest and living at the same address for two years has -4 points deducted.)

Comprehensive Custody Score: Enter the total score from items 1-8 in the box.

Section III: Scale Summary and Recommendations

Custody level indicated by scale:

a. Using the custody classification chart, enter the code which indicates the custody level indicated by the scale.

b. **Special Management Concerns:** This section is designed to address management issues that warrant attention and possible intervention by staff in the form of special housing and/or supervision. The following special management considerations are to be checked on the form if they exist (check all that apply):

Protective Custody: Individuals who may require protective custody to ensure their safety and well-being include criminal justice personnel, witnesses, known informants, inmates with known enemies in the facility, homosexuals, inmates of thin/frail appearance, inmates with unresolvable language barriers, and inmates charged with heinous/notorious crimes.

Psychological Impairment: Inmate has been examined by mental health staff and found to be incapable of functioning in any unit other than a highly structured treatment environment because he or she constitutes a danger to self or others.

Mental Deficiency: Inmate has been examined by mental health staff and found to have difficulty interacting with others due to limited comprehension and communication skills.

Escape Threat: Inmate has made significant threats to escape or has a documented history of escape(s) and/or attempted escape(s).

Serious Violence Threat: Inmate has a documented history of violent conduct, such as murder, rape, assault, intimidation involving a weapon, and arson. This conduct may have occurred while confined or while in the community.

Known Gang Affiliation: Inmate is known to be a member of a racial, political, or religious group that uses violence to achieve its goals within a correctional setting and/or in the community and this affiliation is considered to be a management issue in the facility.

Known Management Problem: Inmate has a documented history of management problems while confined and/or disruptive behavior while in the community. Inmate is known to have incited, provoked, and/or agitated peers; disrupted facility operations; and/or to have

demonstrated a substantial lack of cooperation with authority figures.

Suspected Drug Trafficker: Inmate has repeatedly been charged with and/or convicted of offenses related to the sale and/or manufacture of illegal drugs, has been found guilty of introducing illicit drugs into a correctional setting, or has substantial financial resources that may be used to bribe staff, other inmates, or visitors in order to facilitate drug trafficking.

Suicide Risk: Inmate has been examined by mental health staff and is considered to be at risk for attempting to take his or her own life.

Medical Problems: Inmate has medical problems which may require special housing or supervision. This includes inmates that have been diagnosed by medical staff as having a communicable disease.

Physical Impairment: Inmate presents physical impairments which may require special housing or supervision.

Other: Inmate presents other management considerations that may involve special housing and/or supervision requirements.

c. **Override Recommendation:** If the assessing officer believes there are factors which warrant a custody classification which is different from that which is indicated by the scale (IIIa above), enter "1" for yes and provide rationale. Otherwise enter "2" (No). Overrides may be recommended to higher or lower levels, depending upon the circumstances.

d. **Recommended Custody Level:** After reviewing the scale score and all other information which may justify an override, enter the code indicating the recommended custody level. This will be the same code as IIIa. above, if no override is recommended.

e. **Recommended Housing:** Enter the recommended housing assignment.

This section must be signed and dated by the classifying officer.

Section IV: Supervisor Approval of Override

Supervisor approval is required if the classification officer recommends a scale override.

a. **Custody Level Approved:** Enter the custody level approved by the supervisor. Written rationale must be provided if this level is different from above.

b. **Housing Assignment Approved:** Enter the housing assignment approval.

This section must be signed and dated by the supervisor.

Figure A.4
MARION COUNTY JAIL
CUSTODY RECLASSIFICATION SCALE

I. IDENTIFICATION

<i>Inmate Name (Last, First, MI)</i>	<i>Booking #</i>	<i>Status</i> 1 - Pre-sentence 2 - Post-sentence	<i>Reclassification Reason</i> 1 - Routine 2 - Disciplinary 3 - Other
<i>Reassessment Date</i>	<i>Classification Officer</i>	<i>Officer #</i>	

II. MAXIMUM CUSTODY EVALUATION

1. SEVERITY OF CURRENT CHARGES/CONVICTIONS (*Use Severity of Offense Scale; rate most serious charge/conviction*)

Low _____ 0 Score
 Moderate _____ 1
 High _____ 4
 Highest _____ 6

2. PRIOR OFFENSE HISTORY (*Use Severity of Offense Scale; rate most serious prior conviction*)

None or Low _____ 0 Score
 Moderate _____ 1
 High _____ 3
 Highest _____ 6

3. INSTITUTIONAL ASSAULT HISTORY

None _____ 0 Score
 Assault not involving use of a weapon _____ 3
 Assault involving use of a weapon and/or resulting in serious injury _____ 6

4. ESCAPE HISTORY

No escape or attempts _____ 0 Score
 Walkaway from minimum security or failure to return from authorized absence _____ 2
 Escape from medium or maximum security setting _____ 6

MAXIMUM CUSTODY SCORE (Add Items 1, 2, 3 and 4)

**SCORE OF 7 OR HIGHER, ASSIGN TO MAXIMUM CUSTODY;
 6 OR LESS, COMPLETE REMAINING ITEMS**

5. NUMBER OF DISCIPLINARY CONVICTIONS (*Since last classification*)

None _____ 0 Score
 One _____ 2
 Two _____ 4
 Three or more _____ 6

6. MOST SERIOUS DISCIPLINARY CONVICTION (*Use Disciplinary Severity Scale; during this period of confinement*)

None _____ 0 Score
 Low _____ 2
 Moderate _____ 5
 High _____ 7

7. PRIOR FELONY CONVICTIONS (*excluding current offenses*)

None _____ 0 Score
 One _____ 1
 Two or more _____ 2

8. ALCOHOL/DRUG ABUSE

No problems or occasional abuse resulting in economic or legal problems _____ 0 Score
 Abuse resulting in social, economic or legal problems _____ 1
 Abuse resulting in assaultive behavior _____ 2

COMPREHENSIVE CUSTODY SCORE (Items 1-8)

Total Score

MARION COUNTY JAIL
CUSTODY RECLASSIFICATION SCALE (Page 2)

Inmate Name: _____ Booking #: _____

III. SCALE SUMMARY AND RECOMMENDATIONS

Custody Classification Chart

5 or fewer points and no current detainer ..	Minimum
5 or fewer points with current detainer	Medium
6 to 10 points	Medium
11 or more points	Maximum
7 or more points on items 1-4	Maximum

a. Custody level indicated by scale _____
1 = Minimum 2 = Medium 3 = Maximum Code

b. Check [X] all the special management concerns which apply to this inmate:
_____ Protective Custody _____ Known Management Problem
_____ Psychological Impairment _____ Suspected Drug Trafficker
_____ Mental Deficiency _____ Suicide Risk
_____ Escape Threat _____ Medical Problems
_____ Serious Violence Threat _____ Physical Impairment
_____ Known Gang Affiliation _____ Other _____

c. Override of scale custody level is recommended _____
1 = Yes 2 = No Code

If yes, give rationale (required): _____

d. Recommended Custody Level _____
1 = Minimum 2 = Medium 3 = Maximum Code

e. Recommended Housing Assignment: _____

Classification Officer Signature _____ J # _____ Date _____

IV. SUPERVISOR APPROVAL OF OVERRIDE

a. Custody Level approved _____
1 = Minimum 2 = Medium 3 = Maximum Code

Rationale (required if different from recommendation): _____

b. Housing assignment approved: _____

Supervisor Signature _____ J # _____ Date _____

Figure A.5

DISCIPLINARY SEVERITY CATEGORIES

- Low: Any minor misconduct
- Moderate: Any major misconduct *not* including physical injury or threat of physical injury; threat to order of facility.
- High: Any major misconduct involving physical injury or threat of physical injury; any escape.

MARION COUNTY JAIL CUSTODY RECLASSIFICATION SCALE

The Custody Reclassification Scale is used to update and review an inmate's Initial Custody Assessment. The Reclassification Scale is completed at regular intervals specified by policy and when new information affecting the inmate's management is received (e.g., FBI "rap" sheet, pre-sentence reports, detainers and following conviction on current charge).

Reclassification does not necessarily result in a change of the inmate's custody rating or housing assignment. Its primary function is to monitor the inmate's adjustment and bring attention to problems that may arise.

The Reclassification Custody Assessment is similar to the Initial Custody Assessment, but places greater emphasis on institutional conduct to reflect the inmate's actual behavior while confined. It is important that inmates with long lengths of stay have the opportunity for reduced custody levels based on compliance with institution requirements.

Completion Policy:

The first Custody Reclassification Scale is completed 30 days after lodging with each subsequent routine classification occurring 90 days after the previous reclassification. A special disciplinary reclassification will be completed within 24 hours of the time the inmate is scheduled to be released from disciplinary segregation.

INSTRUCTIONS

Section I: Identification

Inmate Name: Enter inmate's full name, last name followed by first name and middle initial.

Booking Number: Enter inmate's identifying number.

Status: Indicate inmate status as a pre-sentenced or sentenced prisoner.

Reclassification Reason: Circle the reason that best describes why the reclassification is being done. Routine means the reclassification is being done per the time frame described by policy. Disciplinary should be circled if the reclassification is the result of a disciplinary infraction. Use the "other" code to indicate any other special circumstances which may require a reclassification.

Reassessment Date: Enter date reassessment is completed, use numbers to represent month, day and year.

Classification Officer: Last name of officer completing the scale.

I Number: Identifying number for officer completing the scale.

Section II: Maximum Custody Score

Items one through four are intended to identify the inmate who presents a serious risk to the safety, security, and orderly operation of the facility. Inmates who score seven or above on the first four items are recommended for maximum custody without totalling the scores for the remaining items.

1. Severity of Current Charge(s)/Convictions: Use charges unless inmate has been convicted at time scale is completed. Determine the most serious charge/conviction, using the Severity of Offense Chart. Enter the number of points associated with the severity category into which inmate's most serious charge or conviction falls.
2. Prior Offense History: Exclude the current offense(s). Determine the most serious prior conviction and rank it on the Severity of Offense Chart. Enter the number of points associated with the severity category into which inmate's most serious conviction falls. If inmate has no record of prior convictions, enter 0.
3. Institutional Assault History: Consider any incarcerations for including current admission. Enter the appropriate number of points for inmate's most serious assault conviction. If inmate has not been found guilty of assault while confined, enter 0.
4. Escape History: Consider any escapes or attempted escapes, including current admission. Enter the number of points corresponding to inmate's most serious escape or attempt. Escapes from correctional settings or programs are to be recognized if inmate was found guilty of the escape or attempt by an institutional disciplinary committee, regardless of court prosecution and conviction status.

Maximum Custody Score: Add points for factors 1-4, and enter total in the box designated "maximum custody score." If this score is 7 or greater, inmate is to be assigned to maximum custody. The remaining factors do not need to be totalled unless the maximum custody score is 6 or less.

Section III: Comprehensive Custody Evaluation

This section is designed to establish a custody score for the inmate who is not immediately identified as a maximum custody risk on the first four items.

5. Number of Disciplinary Convictions: Enter the number of points associated with the number of disciplinary convictions since the last classification date.
6. Most Serious Disciplinary Conviction: Determine the most serious disciplinary conviction, using the Disciplinary Severity categories. Enter the number of points associated with the severity category for inmate's most serious conviction during this period of confinement.

7. Prior Felony Convictions: Excluding the current offense consider inmate's entire background of convictions. Enter the number of points associated with the number of felony convictions.
8. Alcohol/Drug Abuse: Using the best information available determine whether substance abuse has led to emotional, social, or legal problems. The degree of personal disruption is the key when assessing this factor. If abuse has been related to assaultive behavior, score this item in the highest category. Inmate self report, together with prior arrest record are expected to be the most frequent sources of information.

Enter the number of points associated with your evaluation of the extent of abuse.

Comprehensive Custody Score: Enter the total score from items 1-8 in the box.

Section III: Scale Summary and Recommendations

a. Custody Level Indicated by Scale: Using the custody classification chart, enter the code which indicates the custody level indicated by the scale.

b. Special Management Concerns: This section is designed to address management issues that warrant attention and possible intervention by staff in the form of special housing and/or supervision. The following special management considerations are to be checked on the form if they exist (check all that apply):

Protective Custody: Individuals who may require protective custody to ensure their safety and well-being include criminal justice personnel, witnesses, known informants, inmates with known enemies in the facility, homosexuals, inmates of thin/frail appearance, inmates with unresolvable language barriers, and inmates charged with heinous/notorious crimes.

Psychological Impairment: Inmate has been examined by mental health staff and found to be incapable of functioning in any unit other than a highly structured treatment environment because he or she constitutes a danger to self or others.

Mental Deficiency: Inmate has been examined by mental health staff and found to have difficulty interacting with others due to limited comprehension and communication skills.

Escape Threat: Inmate has made significant threats to escape or has a documented history of escape(s) and/or attempted escape(s) items.

Serious Violence Threat: Inmate has a documented history of violent conduct, such as murder, rape, assault, intimidation involving a weapon, and arson. This conduct may have occurred while confined or

while in the community.

Known Gang Affiliation: Inmate is known to be a member of a racial, political, or religious group that uses violence to achieve its goals within a correctional setting and/or in the community and this affiliation is considered to be a management issue in the facility.

Known Management Problem: Inmate has a documented history of management problems while confined and/or disruptive behavior while in the community. Inmate is known to have incited, provoked, and/or agitated peers; disrupted facility operations; and/or to have demonstrated a substantial lack of cooperation with authority figures.

Suspected Drug Trafficker: Inmate has repeatedly been charged with and/or convicted of offenses related to the sale and/or manufacture of illegal drugs, has been found guilty of introducing illicit drugs into a correctional setting, or has substantial financial resources that may be used to bribe staff, other inmates, or visitors in order to facilitate drug trafficking.

Suicide Risk: Inmate has been examined by mental health staff and is considered to be at risk for attempting to take his or her own life.

Medical Problems: Inmate has medical problems which may require special housing or supervision. This includes inmates that have been diagnosed by medical staff as having a communicable disease.

Physical Impairment: Inmate presents physical impairments which may require special housing or supervision.

Other: Inmate presents other management considerations that may involve special housing and/or supervision requirements.

c. **Override Recommendation:** If the assessing officer believes there are factors which warrant a custody classification which is different from that which is indicated by the scale (IIIa above), enter "1" for yes and provide rationale. Otherwise enter "2" (No). Overrides may be recommended to higher or lower levels, depending upon the circumstances.

d. **Recommended Custody Level:** After reviewing the scale score and all other information which may justify an override, enter the code indicating the recommended custody level. This will be the same code as IIIa. above, if no override is recommended.

e. **Recommended Housing:** Enter the recommended housing assignment.

This section must be signed and dated by the classifying officer.

Section IV: Supervisor Approval of Override

Supervisor approval is required if the classification officer recommends a scale override.

a. Custody Level Approved: Enter the custody level approved by the supervisor. Written rationale must be provided if this level is different from above.

b. Housing Assignment Approved: Enter the housing assignment approval.

This section must be signed and dated by the supervisor.

APPENDIX B

Classification Team Decision Making: A Model System

The classification system in the Fairfax County Adult Detention Center, Fairfax, Virginia, operates under the Institutional Classification Committee (ICC), with all initial custody/housing recommendations by classification officers as well as all status changes and reassignments subject to this committee's approval.

The system emphasizes the matching and placing of inmates into similar groups, or blocks, within the facility. Where nine inmates are living in one block, thorough screening ensures that the tenth person will fit into that group before being placed there.

The detention center houses approximately 700 inmates, of whom 66 percent are generally recidivists and 85 percent are felons. Its classification system has evolved as a result of the staff maintaining a close watch on court cases and decisions during the past 12 years. It divides the inmate population into minimum, medium, and maximum custody levels; however, it does not refer to the housing units by these terms. According to the staff, in the past, when inmates were classified to maximum custody, it was discovered that they tried to live up to the term, portraying the toughest image possible.

CRITERIA FOR HOUSING/CUSTODY CLASSIFICATION

Criteria emphasized in determining inmate classification and housing assignment include the following:

- Age;
- Size;
- First offender or recidivist;
- Prior criminal history;
- Prior incarceration and adjustments;
- Severity of charge and whether felony or misdemeanor;
- "Keep separate" status;
- Special needs, including medical/psychological;
- Attitude and degree of cooperativeness;
- Degree of aggressiveness;
- Sentencing status.

As each inmate is classified and assigned to housing, appropriate criteria from the above are entered in coded form onto individual inmate identification tags that are

placed on a magnetic master location board. The board, which is divided into housing blocks, provides a means for immediate visual monitoring of each inmate's location and also ensures that only inmates with particular similarities are housed in the same block.

The tags are coded according to inmate size, age, previous incarcerations, medical/psychological needs, jail adjustment, sexual profile, and charge (see Figure B.1). The tags are also color-coded, indicating previous incarcerations, work force status, and escape risks.

For example, an inmate who is 39 years old, weighs between 190 and 204 pounds, is being held on first-degree murder, has previously served 20 months or more, has general medical problems, and is aggressive and an escape risk would be identified on a blue tag as follows:

John Doe
39 - L - 18.2-32
1 - 2 - 7A - 7E

Since age, size, and severity of charge are considered prime criteria for classification in this system, this inmate's tag would not be located on the master board in the same housing block as one that contained the following:

John Smith
19 - M - XS - 1J
2D - 7D - 3B

The second example is a brown tag identifying a 19-year-old drug addict who is being held on a misdemeanor, weighs between 116 and 129 pounds, has served time in juvenile detention, and may need protective custody as he is mentally slow or retarded.

INITIAL CLASSIFICATION PROCEDURE

After approximately 24 hours in individual cells in receiving, newly admitted inmates are given preliminary interviews and transferred to the diagnostic and treatment (classification housing) area unless: 1) there is a real likelihood that the inmate will be released shortly after the initial 24 hour period; 2) the inmate is too unstable or dangerous to be transferred for classification; or 3) there is no housing available for classification purposes.

Figure B.1

Classification Coding/Profile Codes

Size Chart

XXS	Between 100 - 115 lbs.	under 5ft. (+ -) 3 inches tall
XS	Between 116 - 129 lbs	5ft 3in. (+ -) 3 inches tall
S	Between 130 - 144 lbs.	5ft. 6in. (+ -) 3 inches tall
SM	Between 145 - 159 lbs.	5ft. 9in. (+ -) 3 inches tall
M	Between 160 - 174 lbs.	5ft. 9in. (+ -) 3 inches tall
ML	Between 175 - 189 lbs.	6ft. (+ -) 3 inches tall
L	Between 190 - 204 lbs.	6ft. (+ -) 3 inches tall
XL	Between 205 - 220 lbs.	6ft. 3in. (+ -) 3 inches tall
XXL	Between 220 - 300 lbs.	6ft. 3in. (+ -) 3 incnes tall

Recidivist Codes

1	served 20 months or more	1J	served time in Juv Det.
1A	served less than 20 months	1W	served weekends only
1B	served local jail time only		

Medical Codes

2	General Medical Problems
2A	Alcoholic
2B	Back Problems
2C	Heart/Vital Organs
2D	Drug Addict
2E	Epileptic
2F	Diabetic
2H	Handicapped
2I	Pregnant
2J	Hypertensive
2K	Asthmatic
2L	Lower Bunk
2M	Contagious Disease

Psychological Profiles

3	Non-specific psych problems
3A	Mental and Assaultive
3B	Retarded or slow mentally
3C	Suicidal
3D	Claustrophobic

Sexual Profiles Codes

5	Sexual Deviant
5A	Homosexual
5B	Bi-Sexual
5C	Transvestite
5D	Noticeably weak/effeminate

Adjustment Codes

7	Institutionalized
7A	Aggressive
7B	Legal Action Potential
7C	Critical Information
7D	Protective Custody
7E	Escape Risk

Inmates who are charged with the following offenses will have the code number of that offense placed on their classification tags.

Capital Murder	18.2-31
1st or 2nd Degree Murder	18.2-32
Voluntary Manslaughter	18.2-34
Abduction/Kidnapping	18.2-47
Felonious Assault	18.2-51
Robbery	18.2-58
Rape	18.2-61
Sodomy	18.2-361

The classification staff determines through observations and intensive interviews which inmates are to be transferred from the receiving area to the diagnostic and treatment area for eventual classification and placement in the general population. Inmates who refuse to provide pertinent information will not be assigned to classification housing until an interview has been completed. Inmates deemed unsuited for transfer are referred to the Institutional Classification Committee (ICC) for appropriate action. Those who exhibit abnormal behavior are then referred to the forensics (mental health) unit to determine mental health or substance abuse needs.

The classification officer is responsible for preparing and distributing a transfer sheet (see Figure 5.1, Chapter V), listing the name, receiving cell location, and classification cell assignment of each inmate undergoing classification intake. The shift property deputy, medical section, inmate records section, confinement branch, and booking deputy all receive copies of transfer sheets, which are utilized for all intra-facility transfers.

Transfer Procedure. The confinement staff, in coordination with the shift property deputy, conducts the transfer of inmates from receiving cells to the classification housing area, at a time compatible with normal operating hours. The transfer process includes:

- Turning in of personal clothing, shower, and issue of Adult Detention Center clothing, linen, and inmate handbook;
- Physical examination by the medical section;
- Placement in assigned cells in the classification housing area.

Following the inmates' transfer, a classification officer conducts an orientation that covers, at a minimum, the facility's policies regarding visitors, mail, commissary, inmate request forms, telephone, medical assistance, inmate/staff relations, daily routine, rule violations, and disciplinary proceedings.

Inmates spend 48 to 72 hours in the classification housing area, which allows time for close observation by jail staff as well as for receipt of physical examination before assignment to the general population. Those inmates found to have infectious/contagious diseases are placed in medical isolation and treated before their move to assigned housing.

During the period in classification housing, a classification officer conducts a risk/needs assessment, which includes an intensive interview, to gather pertinent information for housing and program placement.

Interview. The content of the inmate interview is recorded on the classification intake form (see Figure B.2.) or entered into classification section computer terminals

concurrently with or immediately following the interview. The classification counselor gathers additional criminal and social background information and records his or her evaluation of the inmate along with recommendations for placement (or reason for additional evaluation referral) in the comments section of the interview form or the computer screen. This recommendation will then be considered by the ICC (which is comprised of representatives of each branch of the facility involved in the classification process) at their next informal meeting, within three days.

Functions of ICC

The ICC is responsible for assigning custody levels and effecting status changes, making housing assignments and reassignments, and approving and assigning inmates to major programs and work. A minimum of three staff members is required to convene an ICC meeting, and any member of the staff in the grade of corporal or above may be called upon to serve on the ICC during periods of reduced personnel availability.

The ICC convenes daily, with time and frequency determined by operational necessity. Special meetings may be convened at any time, with the senior member present acting as chairperson.

Informal Meetings. Informal meetings of the ICC are conducted to make routine decisions involving the classification of inmates, such as to consider the custody/housing recommendations of the classification counselors following their risk/needs assessment. A representative from the classification section, medical section, and confinement division must be present at ICC meetings to make initial custody level classifications, initial housing assignments, and to transfer inmates within the facility. Neither advance notification nor the presence of inmates is required for informal meetings.

Additional matters subject to action by the ICC during informal proceedings include assigning of inmates to programs and work; assigning of inmate worker status; periodic review (every seven days) of inmates on administrative segregation; and removing of inmates from administrative segregation for return to the general population.

Formal Meetings. A formal proceeding of the ICC is required whenever it is necessary to effect a major change in an inmate's status, such as involuntary placement into administrative segregation or removal from major programs for other than disciplinary reasons. This proceeding is conducted as a hearing, and the inmate who is the subject of the hearing will receive notification at least 48 hours in advance (see Figure 5.3, Chapter V) and will be afforded the opportunity to be present. For a complete discussion on the hearings process, see Chapter V.

Figure B.2

NAME: _____
 LAST FIRST MIDDLE

ADC # _____

RECEIVING CELL _____

AKA: _____

SSN: _____ DOB: _____

W B AGE POB: _____

HT. WT. HAIR EYES

ATTY: _____ PHONE #: _____

SPECIAL DIET: _____ LOW BUNK

PO: _____ PHONE #: _____

CLOTHING SIZES: TROUSERS SHIRT SHOES

SCARS/TATOOS _____

RELIGIOUS PREFERENCE: _____

CHARGE	F	M	BOND	COURT DATE	STATUS

NCIC CHECK

REQUESTED _____

RECEIVED _____

PHONE CALLS GIVEN

DATE/# _____

PRIOR ARRESTS	WHEN	WHERE	DISPOSITION

DATE CONFINED	DATE INTERVIEWED	INTERVIEWER	DATE RELEASED	REASON	INITIAL CLASS. LOCATION	INMATE INITIALS

100

NEXT OF KIN
 NAME: _____
 RELATION: _____
 ADDRESS: _____

 PHONE NUMBER: _____

CURRENT ADDRESS
 STREET: _____
 CITY: _____ STATE: _____
 PHONE #: _____ LOR: _____

PREVIOUS ADDRESS
 STREET: _____
 CITY: _____ STATE: _____
 PHONE #: _____ LOR: _____

MILITARY SERVICE YES NO
 BRANCH: USA USN USMC USAF USCG NAT'L GRD
 DISCHARGE: HON GEN MED UD DD
 LOS: _____

EMPLOYMENT EMPLOYED UNEMPLOYED
 LENGTH OF EMPLOYMENT/UNEMPLOYMENT: _____
 EMPLOYER: _____
 POSITION: _____

EDUCATION
 HIGHEST GRADE COMPLETED: _____
 LAST SCHOOL ATTENDED: _____
 GED: YES NO WHERE: _____

SEXUAL PREFERENCE:
 HETRO HOMO BI-SEXUAL

MEDICAL INFORMATION

DIABETIC HEART CONDITION
 EPILEPTIC BAD BACK
 OTHER WITHDRAWALS

ARTIFICIAL LIMBS: _____
 SENSORY HANDICAPS: _____
 KIND AND AMOUNT OF HABIT (IF ANY): _____

DRUG/ALCOHOL USAGE
 BARBITURATES LIQUOR
 AMPHETAMINES BEER
 NARCOTICS WINE
 HALLUCINOGENS OTHER

DRUG/ALCOHOL REHABILITATION PROGRAMS: _____

PSYCHOLOGICAL INFORMATION

NATURE OF PROBLEM: _____ NATURE OF TREATMENT: _____
 FACILITY OR PROGRAMS: _____
 INPATIENT OUTPATIENT DATES OF TREATMENT: _____
 SUICIDAL THOUGHTS: YES NO ___ PRESENTLY ___ PAST
 SUICIDAL ATTEMPTS: YES NO ___ PRESENTLY ___ PAST IF YES; WHEN, HOW AND REASON:

KEEP SEPARATES AND OTHER CRITICAL INFORMATION:

INTRA ADC TRANSFER RECORD

FROM: _____ TO: _____ DATE: _____ REASON: _____

(ICC MEMBER) (ICC MEMBER) (ICC MEMBER)

FROM: _____ TO: _____ DATE: _____ REASON: _____

(ICC MEMBER) (ICC MEMBER) (ICC MEMBER)

FROM: _____ TO: _____ DATE: _____ REASON: _____

(ICC MEMBER) (ICC MEMBER) (ICC MEMBER)

FROM: _____ TO: _____ DATE: _____ REASON: _____

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(ICC MEMBER) (ICC MEMBER) (ICC MEMBER)

FROM: _____ TO: _____ DATE: _____ REASON: _____

(ICC MEMBER) (ICC MEMBER) (ICC MEMBER)

FROM: _____ TO: _____ DATE: _____ REASON: _____

(ICC MEMBER) (ICC MEMBER) (ICC MEMBER)

FROM: _____ TO: _____ DATE: _____ REASON: _____

(ICC MEMBER) (ICC MEMBER) (ICC MEMBER)

COMMENTS, IMPRESSIONS, AND RECOMMENDATIONS OF INTERVIEWER:

CONSULTATION _____ DATE: _____

JAIL ADJUSTMENT GIVEN BY: _____ DATE: _____

JAIL ADJUSTMENT REQUESTED BY: _____
COMMENTS MADE:

INFORMATION GIVEN TO OUTSIDE AUTHORITIES: _____ NATURE: _____

GIVEN BY: _____ GIVEN TO: _____ DATE: _____

Computerized Classification: A Decision Tree Model

The Multnomah County (Oregon) Detention Center (MCDC) employs a computerized decision-tree classification system that facilitates fast inmate processing and accurate, consistent decision making and is readily adaptable to both large and small facilities. The decision tree is applied to both pretrial and sentenced inmates.

MCDC is a "new generation" maximum security facility that holds 526 inmates in separate housing modules. The designation of each module may be changed simply by changing the post orders based on information obtained in the classification process. The jurisdiction also maintains the Multnomah County Correctional Facility (MCCF), which holds 186 medium security inmates; the Multnomah County Restitution Center (MCRC), a minimum security work release facility for 80 inmates; a maximum security court house jail for 70 inmates; a home arrest program for sentenced inmates; and a home arrest program for pretrial detainees.

Multnomah's classification system was developed through the combined efforts of personnel representing all units of the facility involved with the classification process, including the medical, recognizance, custody, program, work release, and reception/intake staff. With input from each unit, the group weighed all potential criteria for assessing inmate risks and needs and selected those deemed most critical for incorporating into their new classification system.

Once the criteria for assessing inmate custody/housing needs was determined, a computer specialist demonstrated the means by which a computer could be programmed to follow a path through a decision tree and reach a logical recommendation for each inmate's classification status. This specialist then taught the staff not only how the system worked, but also how they could renew it themselves, as necessary.

According to staff members implementing the system, Multnomah's decision tree process is fast and easy to use since little writing and no arithmetic is involved. In addition, the system can be adapted for facilities that do not have access to a computer; these facilities then have the option of computerizing the system at a later date.

While the use of an instrument such as the decision tree is characteristic of objective classification systems,

certain criteria used in Multnomah's system, such as behavior alerts and attitude severity, require the classification staff's subjective appraisal. Therefore, this system is not considered a purely objective one; rather, it requires that highly trained classification personnel enter into the computer both their subjective assessments and certain objective criteria.

INTAKE AND CLASSIFICATION PROCEDURES

Upon arrival at the MCDC, each detainee spends approximately 15 minutes with two to four officers at the booking counter. During this interaction, the detainee is observed closely for aggressive, violent, or abnormal behavior. Following booking, the new arrival proceeds to the nurse's station, located near the booking area, for medical screening.

Following screening, medical staff recommend one of the following for each inmate: rejection from custody due to severe medical problems; placement in special housing due to a disability, a need for special observation/treatment of suspected contagious disease, or a need for detoxification; or general processing.

At this point, the intake staff determines where the person should be held prior to moving on to classification modules. Inmates who are completely cooperative and coherent and not intoxicated, disruptive, or seen as security threats to themselves or others are generally placed in a large room with others of a similar demeanor, where they are closely observed in a low-key atmosphere. Those who exhibit signs of potential management problems are placed in single cells or, depending upon the degree of problem behavior, observation cells close to the booking area.

Suicide prevention is a major concern during the initial period after incarceration; therefore, all new arrivals are under constant observation. Persons arrested for DUI are considered particular suicide risks, as are those in withdrawal from drugs or alcohol.

During the first few hours in holding, detainees are interviewed by the recognizance unit, to determine their eligibility for release on personal recognizance.

After initial observation in the intake area, inmates who appear to have psychological disorders, are experiencing drug or alcohol withdrawal, or are apparent security risks are moved into special housing, as appropriate, for closer observation. A "Request for Psychiatric Evaluation" (Figure C.1) is completed for inmates moved into the mental health unit, indicating the reason for referral. The examiner completes the bottom portion, returning a copy to classification, indicating the results of the evaluation.

After 24 to 48 hours in the holding area, inmates who display no aggressive or self-destructive tendencies and have no special mental health or medical needs are moved to a classification module, where they are maintained and observed in close custody, awaiting interviews, risk/needs assessment, and initial classification.

Interviews

Inmates who have been referred to special holding areas for evaluation/treatment are interviewed there by classification officers within 24 hours, or as soon thereafter as the inmate is coherent and cooperative enough to communicate. Inmates who have been moved to classification modules are interviewed within 24 hours of their arrival there.

The interview is conducted in a confidential manner; and beginning with the least intimidating questions (see Figure C.2), an attempt is made by the classification officer to establish some degree of rapport with the inmate. During the interview, the inmate's attitude toward authority, officer observations, and special needs are noted. In completing the "Needs Assessment" portion of the interview form, the interviewer indicates the inmate's educational level, alcohol and drug abuse (A & D), mental health (MH), and particular stressors, circling those letters that indicate special needs in the "Domestic" entry and adding any other letters, as appropriate. (See Figure C.3 for explanation of special needs codes.) The officer may also add a statement to further clarify stressors or needs in the space to the right of the needs assessment.

The inmate is asked whether he or she feels the need for protective housing and is shown the interview form, which is completed to this point. The inmate signs the form, either waiving protective custody or requesting it, while the officer observes him or her closely, answering any questions. The inmate is then excused and the officer completes the form immediately, summarizing all observations; completing the "History Risk" after a complete inmate background check; noting previous institutions and persons contacted; and indicating behavior alerts. (See Figure C.4 for explanation of behavior alert codes.)

As noted on the classification officer's daily audit (Figure C.5), the following information is then coded

into the computer:

- Charge score (see Figure C.6);
- Behavior alerts (as many as six behavior alerts can be assigned any inmate);
- Needs assessment (see Figure C.3);
- Attitude severity (see Figure C.7).

In addition to the above, the officer enters whether the inmate has had prior institutional problems and whether he or she is a judicial person. (See Figure C.8.)

The computer uses this information and a predetermined logic plan (see decision tree, Figure C.9) to arrive at a classification recommendation. The staff agrees with the computer's "logic" approximately 95 percent of the time; where they do not agree, subjective overrides are used, with input from the entire classification team.

For example, a male inmate who is known to be an escape risk may, through the computer's pre-programmed logic, be recommended for administrative segregation. However, his attitude may be calm and cooperative, and he may not appear to be a disciplinary problem. The classification team may decide, in this case, that this inmate may be managed effectively in close custody.

Decision Tree Process

The decision tree system operates in the following manner: Following the officer's input of charge score, behavior alert, needs assessment, and attitude, the decision tree, beginning at the top, "asks" itself if the behavior alert entered is "S" (suicidal) or "P" (psychiatric). If the answer is yes, the computer moves down to ask if the behavior alert "U" (unstable/unpredictable) has also been entered. If the answer is yes again, housing in the "psych" unit is recommended.

If the behavior alert "U" has not been entered, the housing recommendation is "mental close"; i.e., the facility's protective custody unit for the mentally unstable that is one step less secure than the "psych" unit. If the behavior alert "S" or "P" has not been entered at the beginning of the tree, the computer moves down to ask itself if the behavior alert "E" (escape risk) has been entered. If the answer is yes, the housing recommendation is administrative segregation; if the answer is no, the computer then asks itself if the inmate has a history of institutional problems or has a behavior alert of "A" (assault risk) or "D" (repetitively disruptive). If the answer is yes, the computer asks if the attitude level entered is "4" (A=4), indicating an offender who is belligerent or hostile (see Figure C.7). If the answer is yes, the custody/housing recommendation is administrative segregation; if the answer is no, the computer asks itself if the behavior alerts M, I (mental, easily intimidated) have been entered. If they

have, the housing recommendation is "mental close"; if they have not, the computer asks if the behavior alert N (informant) has been entered, and so on.

General Population Recommendation. If the answer is no to each question the computer asks itself about an inmate, the computer follows the entries down the right side of the tree and recommends general population housing. Depending on the inmate's charge score, he or she may then be considered for medium or minimum security housing as discussed below; however, 70 percent of all inmates begin their sentences in the general population, which is maximum security, or the Multnomah County Detention Center (MCDC). Within that general population, only "keep separates" and gang members are further categorized.

Medium Custody Recommendation. Further consideration is given new inmates who are recommended for general population housing and whose charge score is in the range of 10 through 22. These persons are eligible for consideration for medium custody housing in the Multnomah County Correctional Facility (MCCF). Inmates already housed in MCDC who are reclassified from close custody to the general population must remain in the general population for a minimum of two weeks before being considered for reclassification to medium custody and corresponding housing in MCCF.

Minimum Security Recommendation. New inmates recommended for general population housing and whose charge score is 9 or under are eligible for consideration for minimum custody work release housing in one of the following: the Multnomah County Restitution Center (MCRC); the Intensive Supervision Program (ISP), the home arrest program for sentenced inmates; or Close Street Supervision (CSS), the home arrest program for pretrial detainees. Some home arrest inmates are monitored on electronic bracelets.

New inmates eligible for minimum custody work release consideration who have served prior time in Multnomah County's general population with no problems are not initially assigned to work release; rather, they begin their current sentences in medium security. After screening and observation there for approximately one week, they move on to the minimum custody work release program. New inmates eligible for work release who served prior time with problems must begin their current sentences in general population housing, moving through medium and into minimum security according to their behavior.

After the custody/housing decision has been made, the newly assigned inmate is added to a contingency list of those who are to be placed in the various classification

levels as beds become available. (See Figure C.10.) "Keep separate" or other specific placement information is noted on this list by classification personnel.

Each day, the previous day's contingency list should be consulted to ensure that no improper or emergency moves have been made in the absence of classification staff. In addition, the daily computerized management program entitled "Inmate Moves" is reviewed to check on all housing transfers in a 24-hour period.

While awaiting their moves to assigned housing, inmates remain in classification modules in close custody, generally for a period of approximately 24 hours. An inmate management card is marked with a "c" to indicate the inmate has been interviewed and classified. Any pertinent behavior alerts that will contribute to safety in moving the inmate, such as suicidal, psychiatric, assaultive, escape risk, keep separate, etc. should be placed on this card.

Post Classification Movement

After initial classification, inmates may be moved up (into higher custody) through the disciplinary hearings process or negative officer updates. Movement down may occur via an inmate request (a request may be submitted once every 30 days), staff classification review, fulfillment of designated time periods without disciplinary problems, and signature of one day and one swing shift module officer. Changes in inmate charge/hold status may also result in classification changes.

Figure C.11 is a classification update form for recording inmate behavior alerts based on inmate or staff statements, law enforcement information, recognizance data, past corrections records or criminal records, court orders, information from concerned citizens, and observed behavior. For example, an officer who becomes aware of special circumstances which may change an inmate's classification status or housing assignment (inmate conflict, etc.) should communicate this information on a classification update form. These records are used in regular classification reviews as well as in initiating special reviews for potential changes to more or less restricted housing. Updates are also entered into the inmate's computerized file.

Behavior alerts are dynamic and are updated in response to information placed on the classification update forms. Each day, classification staff are responsible for retrieving classification updates submitted by various staff and for verifying all information thereon. Based on this verification, classification staff determine whether to change the inmate's existing behavior alert—a move that may potentially require reclassification action.

Appeals. Inmates may appeal their classification any time within 30 days of initial assignment. The appeal automatically opens the classification decision for review by the

classification supervisor, who reviews all information regarding the inmate's assignment. A written response is sent to the inmate (Figure C.12), a copy of which is placed in his or her classification file. In addition, an inmate who becomes aware of special circumstances that may alter his classification, such as a change in legal status or protective custody needs may send a Program Request form (see Figure 3.1, page 18) to classification to have his or her status reviewed. The classification staff consults with the module officer for an update on the inmate's behavior, interviews the inmate, and based

upon a thorough review, changes the inmate's status or denies the request.

Documentation. A classification file is developed for each inmate who has progressed to the classification assignment stage. All staff- or inmate-generated classification documents are maintained in this file; all changes and reclassifications are reflected in a chronological classification history sheet. In addition, all factors considered by the decision tree and the final classification assignment are entered into each inmate's computerized file.

Figure C.1



MULTNOMAH COUNTY HEALTH SERVICES DIVISION
CORRECTIONS HEALTH

STAFF REQUEST FOR PSYCHIATRIC EVALUATION

INMATE'S NAME _____ DOB _____

MODULE _____ DATE _____

Reason Requesting Evaluation (i.e., unusual behavior, past history, etc.). Please be specific and circle if any of these areas exist:

EXPLAIN:

Eating patterns	NORMAL	ABNORMAL	
Sleeping patterns	NORMAL	ABNORMAL	
Hostile/agressive behavior	PRESENT	ABSENT	
Appear to be listening to things not present	PRESENT	ABSENT	
Appear to be watching things not present	PRESENT	ABSENT	
Crying easily	PRESENT	ABSENT	
Rocking and pacing	PRESENT	ABSENT	
Inappropriate sexual behavior	PRESENT	ABSENT	
Interacting in module	NORMAL	ABNORMAL	
Withdrawn behavior	PRESENT	ABSENT	
Self destructive behavior	PRESENT	ABSENT	
Past psychiatric history	PRESENT	ABSENT	
Other:			

SIGNATURE OF STAFF PERSON ORIGINATING REQUEST _____

Examiner's Comments (Specific assessment - rationale - plan) _____

Treatment Plan _____

Suggested Housing _____

Examiner's Signature _____

Copies to: 1 - MCDC Nursing Office (4th floor), 1 - Classification, 1 - Staff Person
Originating Request

Figure C.2



MULTNOMAH COUNTY SHERIFF'S OFFICE
CORRECTIONS DIVISION
INMATE CLASSIFICATION FORM

Inmate _____ CPMS# _____ Date _____
Race AKA _____ Charge _____
nickname _____
Approx. Ht/Wt _____ DOB _____ Age _____
Attorney _____

N E S S E S S M E N	Ed	A&D	M.H.	Stressors	
	1	3rd grade No Read	Detox Intensive Txm	Disoriented	Loss of sig. other
2	Special Ed No GED	some abuse	sporadic loss control	domestic P J H M	
3	GED or more	No Prob	No Prob	No prob	

- Q
U
E
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T
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O
N
A
I
R
E
- How do you feel about Police and Corrections Officers?
Will you challenge what they tell you to do in custody? Y N
 - Are you uncomfortable with a loose and unstructured Minimum Security setting like MCCF? (Work Farm) Y N
 - Do you have any questions or problems with rules inside of jail? Y N
 - Have you ever attempted suicide?
Are you thinking of attempting suicide now? Y N
 - Do you have any enemies in jail who might harm you? Y N
 - Have you ever been the victim of an assault in custody? Y N
 - Do you feel in jeopardy because you've been an informant? Y N

RBJ/Jail Experience _____

I HAVE HAD SOME OF THE DANGERS AND PROBLEMS OF JAIL "SOCIETY" EXPLAINED TO ME. I UNDERSTAND THAT MY PHYSIQUE, CHARGES, BELIEFS, OR AFFILIATIONS COULD CAUSE ME TO BE VICTIMIZED. I FEEL I....do....do not NEED SPECIAL HOUSING CONSIDERATION.

Witness _____ Inmate _____ date _____

O
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R
V
A
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N

Behavior	withdrawn	appropriate	aggitated
Attitude	passive	friendly	hostile
Affect	fearful	coping	immature/impulsive
Danger	to self	no danger	to others

PS 603

H
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History of violent arrests: _____

Mental health problems: _____

Prior Institutional Behavior:

Minor problems _____

Major problems _____

Escapes (verify nature): _____

C
O
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L.E. Institutions

P.O. Other _____

B
E
H
A
V
I
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R

A
L
E
R
T
S

- A - Assault Risk
- E - Escape Risk
- D - Repetitively Disruptive
- K - Keep Separate
- T - Return From MCCF
- H - Homosexual
- I - Easily Intimidated
- N - Informant
- V - Return from ISP, CSS or MCRC (Program Violation)
- S - Suicidal
- P - Psychiatric
- M - Mild Mental Condition
- C - Charge Violent
- R - Recidivist (prior prison)
- F - First Jail Experience
- J - Juvenile
- U - Unstable / Unpredictable
- O - No Problem Behavior
- G - Gang Membership

C
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Medical

Psychiatric

Admin. Seg.

Close Custody General _____

Close Custody P.C. _____

Vulnerable _____

General _____

Minimum _____

MCCF Priority _____

Behavior Alerts _____

Review Date _____

Summary:

CLASSIFICATION STAFF SIGNATURE/ DATE

Figure C.3

NEED ENTRIES

DEFINITIONS

CODE

- A Alcohol: Apparent alcohol abuse. Inmate may be receiving or needing treatment.
- P Psychiatric: Inmate may be receiving or needing psychiatric treatment.
- R Retarded: Inmate considered to have less than normal intelligence (IQ may be signified by lack of formal education or by participation in special education classes).
- D Drugs: Past record of admitted illicit drug use. Considered to be a drug abuser, currently receiving or believed to be in need of treatment.
- J Job: Able to work but is unemployed or employed considerably below his or her expected level of capability.
- M Medical: Serious limiting medical condition. Receiving or needing treatment.
- H Housing: At the time of arrest, defendant reported no stable address and/or stated that upon release will have no stable address.
- E Education: Inmate lacks GED or high school diploma.
- L Language: Inmate unable to speak English sufficiently to care for himself or herself adequately either within the facility or in the community.

Figure C.4

BEHAVIOR ALERTS

Not all behavior alerts are negative; some measure predicted stability based on past positive performance. A maximum of six behavior alerts can be assigned to any inmate, and all alerts that fit an individual inmate should be assigned for statistical purposes and to measure the effects of different combinations of individuals in module assignments.

DEFINITION

CODE

- A **Assault Risk:** An inmate who has had write-ups for assaultive behavior while incarcerated; an inmate whose charge and/or criminal record, coupled with a current attitude of hostility toward staff or other inmates leads staff to conclude that there is substantial risk of assaultive behavior.
- E **Escape Risk:** An inmate who has been arrested for Escape I; an inmate who has been arrested for Escape II from a maximum or medium security institution; an inmate who has had an institutional violation for possessing escape tools or attempting to escape from a medium or maximum security institution. Severity of charge or combination of charges leads staff to believe subject may attempt to escape.
- D **Repetitively Disruptive:** An inmate with prior, documented history of chronically disruptive behavior. Either an informal leader who incites others to perform disruptive behavior or an immature individual who by actions in the module promotes fights or other disruptive behavior.
- K **Keep Separated:** Inmates incarcerated for sex crimes who need protective custody; co-defendants; gang members; inmates incarcerated for notorious crimes; any inmate whose safety is jeopardized by contact with a specific other inmate or group (e.g., police officer).
- H **Homosexual:** Any inmate who indicates he is gay or bisexual or for whom there is appropriate documentation of past homosexual activities. (Inmates who are undergoing transsexual operations that have not yet been completed or those born with both male and female sexual characteristics should be screened medically and housed in the medical unit.)
- I **Easily Intimidated:** An inmate whose age, size, behavior, or lack of institutional sophistication makes him prone to be victimized by the inmate population.
- N **Informant:** An inmate who has acted as an informant, either for law enforcement or corrections.
- S **Suicide Risk:** An inmate who has recently attempted or threatened suicide, is diagnosed by medical staff as being suicidal, or displays severe depression or remorse for a crime of passion.
- P **Psychiatric:** An inmate diagnosed by medical staff as having psychiatric problems; an inmate suffering from disorientation, hallucinations, incoherent rambling, severe depression, or hyperactivity; or an inmate who admits to past psychiatric/pathological labeling.
- M **Mild Mental:** An inmate with a history or diagnosis of mental illness who is found by medical staff to be stable and not in need of housing on the special housing floor.
- C **Charge of Violence:** An inmate whose current charge is on the "violent offense" list or who has been arrested three or more times in a five-year period for offenses on this list.
- R **Recidivist:** An inmate who has been incarcerated in a state or federal institution.
- F **First Offender:** An inmate whose current booking is his or her first adult jail experience.
- J **Juvenile:** An inmate under the age of 18 who is remanded to the adult court system.

CODE

- U **Unstable/Unpredictable:** An inmate who shows an unwillingness to cooperate; who appears to have a chip on his or her shoulder; who does not appear to respect authority; or who has a history of any of these characteristics while in custody.
- O **No Problem:** An inmate who appears to have no history of problems while incarcerated and from whom no problem behavior is expected.
- T An inmate who has been returned to MCDC (maximum security) from MCCF (medium security) for a negative classification update. Once inmate has earned his or her way back to MCF, behavior alert T is removed from records.
- V An inmate who has been returned to MCDC for a disciplinary write-up or negative classification update from one of the facility's minimum security work release programs. Once inmate has earned his or her way back to minimum security work release, the behavior alert V is removed from records.
- G An inmate who is affiliated with a recognized gang or motorcycle club, either in the community or within the jail or prison system.

Figure C.6
CHARGE SCORE

(Transfer Eligibility/Priority)

	1. Sentenced or unsentenced with work release recommended.
	2. Sentenced but restricted from work release.
MINIMUM	3. Sentenced with added unsentenced recoggable charges.
SECURITY	4. Unsented ordinance violator.
IF NO	5. Unsented traffic.
ADVERSE	6. Unsented misdemeanor.
BEHAVIOR	7. Unsented misdemeanor/traffic probation hold.
ALERTS	8. Unsented nonviolent "C" felony.
	9. Unsented nonviolent probation violator.
<hr/>	
	10. Unsented all other "C" felonies.
MEDIUM	11. Unsented Multnomah County charges listed above with additional out of County charges listed above.
SECURITY	
IF NO	12. Unsented nonviolent "B" felony.
ADVERSE	13. Unsented Burglary I.
BEHAVIOR	14. Unsented nonviolent "A" felony.
ALERTS	15. U.S.I. hold.
	16. Unsented nonviolent parole violator.
	17. Unsented nonviolent probation violator with additional charges listed above.
	18. Unsented nonviolent parole violator with additional charges listed above.
	19. Unsented out of County holds with additional charges listed above.
	20. Sentenced no returns from MCCF housed in general housing modules.
	21. Unsented no returns from MCCF housed in general housing modules.
	22. All other class "B" felonies housed in general housing modules.
<hr/>	
MAXIMUM	23. All other A, B, C felons.
SECURITY	24. All other probation violators.
	25. All other parole violators.
	26. USM hold.
	27. OSP/Judicial holds.
	28. Out of County hold.
	29. Out of State hold (fugitive).
	30. FTSI OR MCCF is current location.

Figure C.7

ATTITUDE SEVERITY

- Attitude Levels:
1. An offender who is genuinely polite and cooperative; the interviewer's expectation is that he or she will be a "model" inmate.
 2. The average inmate who presents no apparent problems in dealing with rules or authority.
 3. A passive inmate who answers direct questions but is guarded and does not volunteer information; an inmate who does not like authority but can be interviewed with tact.
 4. An offender who is belligerent or hostile toward the interviewer or the corrections authority.
-

Figure C.8

CLASSIFICATION DEFINITIONS

"PRIOR INSTITUTIONAL PROBLEMS"

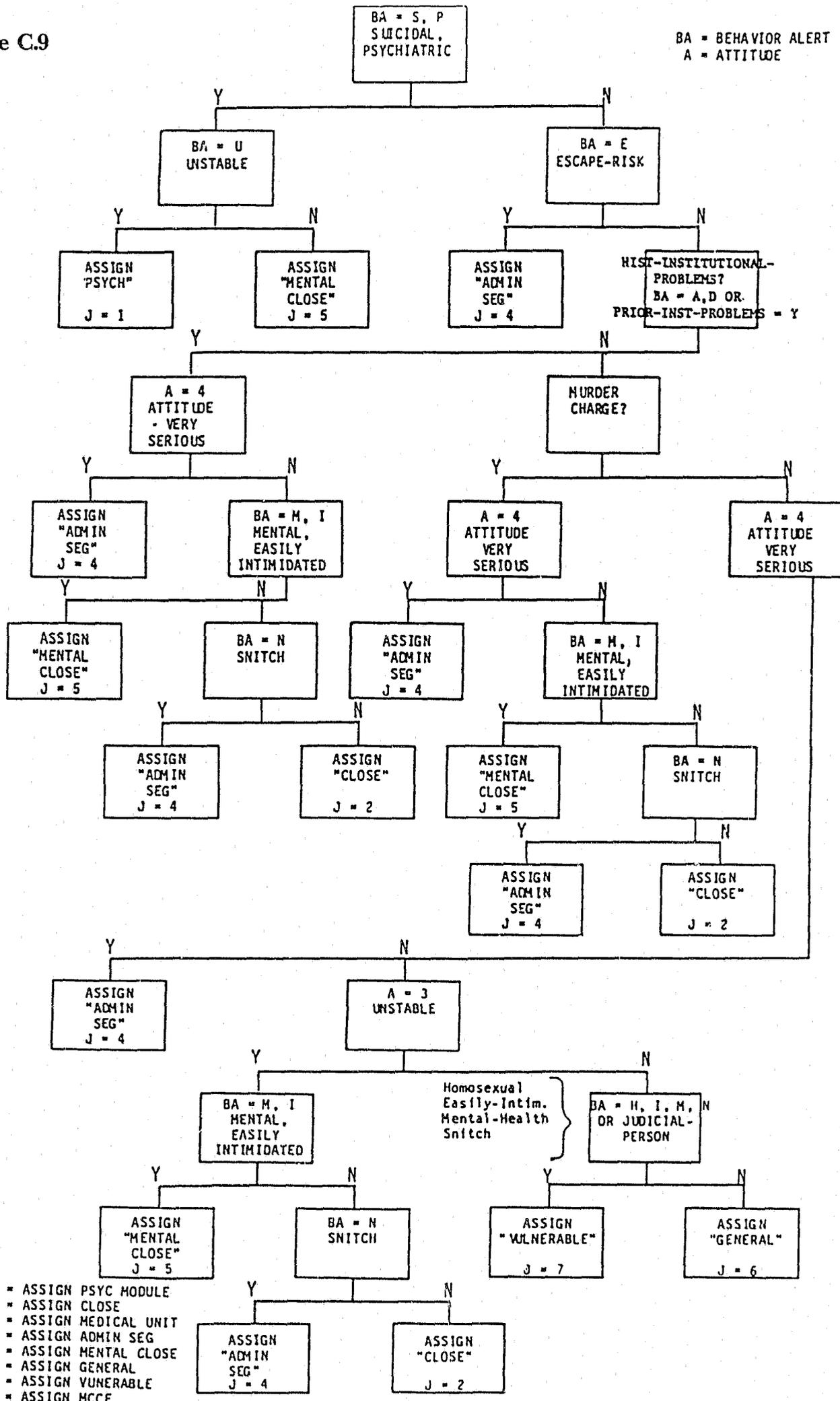
During previous incarcerations in jail or prison, the offender has had either a disciplinary write-up for major rule violation (fighting, disruption, etc.) or has had numerous write-ups for minor rule violations so as to present a management problem to staff.

"JUDICIAL PERSON"

An inmate known as a "judicial person" is an offender who is currently or previously employed by the criminal justice system (an ex-officer, district attorney, etc.).

Figure C.9

BA = BEHAVIOR ALERT
A = ATTITUDE



- J = 1 = ASSIGN PSYC MODULE
- 2 = ASSIGN CLOSE
- 3 = ASSIGN MEDICAL UNIT
- 4 = ASSIGN ADMIN SEG
- 5 = ASSIGN MENTAL CLOSE
- 6 = ASSIGN GENERAL
- 7 = ASSIGN VULNERABLE
- 8 = ASSIGN MCCF



Figure C.II

CLASSIFICATION UPDATE

Inmate _____ ID _____ Date _____

AKA _____ Current Housing _____

<input type="checkbox"/> A - Assault
<input type="checkbox"/> E - Escape
<input type="checkbox"/> D - Repetitively Disrupt
<input type="checkbox"/> K - Keep Separate
<input type="checkbox"/> N - Snitch
<input type="checkbox"/> H - Homosexual
<input type="checkbox"/> I - Easily Intimidated
<input type="checkbox"/> S - Suicide Risk
<input type="checkbox"/> P - Psychiatric
Medical Class I II III
Special Rpt Written Y N

Reason for Update: _____

Action Taken: _____

Person initiating update _____ ID _____

Classification Reviewer _____ Date _____

Classification update forms are used by all corrections staff throughout the facilities, primarily for written input about an inmate's positive or negative behavior as it pertains to classification or housing assignment. The forms, which are submitted to classification staff, are used for both regular classification reviews and for initiating special reviews that could result in an inmate's move to a more or less restrictive housing area. These forms are not to be used in place of disciplinary reports.

APPENDIX D

ACA Standards for Adult Local Detention Facilities

Classification

STANDARD NUMBERS

2-5352

Written policy and procedure provide for inmate classification in terms of level of custody required, housing assignment and participation in correctional programs. They are reviewed at least annually and updated if necessary. (Detention-Essential, Holding-Not Applicable)

DISCUSSION:

Each newly admitted inmate should be evaluated in terms of personal, criminal, medical, and social history. Inmates should be placed in programs suited to their interests, and the classification plan should be reviewed on an ongoing basis. Programs should assist inmates both during their incarceration and upon their release to the community. (See related standard 2-5141.)

2-5353

The inmate classification plan specifies criteria and procedures for determining and changing the status of an inmate, including custody, transfers and major changes in programs. The plan includes an appeals process for classification decisions. (Detention-Essential, Holding-Not Applicable)

DISCUSSION: None.

2-5354

The facility provides for the separate management of the following categories of inmates:

- Female and male inmates;
- Other classes of detainees (witnesses, civil prisoners);
- Community custody inmates (work releasees, weekenders, trusties);

Inmates with special problems (alcoholics, narcotics addicts, mentally disturbed or physically handicapped persons, persons with communicable diseases);

Inmates requiring disciplinary detention;
Inmates requiring administrative segregation;
Juveniles.

(Detention-Essential, Holding-Not Applicable)

DISCUSSION: None.

2-5355

Written policy and procedure require that juveniles who are subject to trial as adults are separated by sight and sound from adult inmates, although they may be in the same facility structure. Juveniles who are not subject to trial as adults are not housed in the facility. (Detention-Essential, Holding-Essential)

DISCUSSION: None.

2-5356

Written policy and procedure prohibit segregation of inmates by race, color, creed or national origin. (Detention-Essential, Holding-Essential)

DISCUSSION: None.

Source: *Standards for Adult Local Detention Facilities*, 2nd ed. College Park, MD. American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1981.

APPENDIX E

ACA Standards for Small Jail Facilities

Classification

STANDARD NUMBERS

LD50-191

Written policy and procedure provide for inmate classification in terms of level of custody required, housing assignment and participation in correctional programs. They are reviewed at least annually and updated if necessary. These include, at a minimum:

Criteria and procedures for determining and changing the status of an inmate, including custody, transfers and major changes in programs; an appeals process for classification decisions; the separate management of the following categories of inmates:

- Female and male inmates;
- Other classes of detainees (witnesses, civil prisoners);
- Community custody inmates (work releasees, weekenders, trusties);
- Inmates with special problems (alcoholics, narcotics addicts, mentally disturbed or physically handicapped persons, persons with communicable diseases);
- Inmates requiring disciplinary detention;
- Inmates requiring administrative segregation;
- Juveniles.

DISCUSSION:

Each newly admitted inmate should be evaluated in terms of personal, criminal, medical, and social history. Inmates should be placed in programs suited to their interests, and the classification plan should be reviewed on an ongoing basis. Programs should assist inmates both during their incarceration and upon their release to the community.

LD50-192

Written policy and procedure require that juveniles who are subject to trial as adults are separated by sight and sound from adult inmates, although they may be in the same facility. Juveniles who are not subject to trial as adults are not housed in the facility.

DISCUSSION: None.

LD50-193

Written policy and procedure prohibit segregation of inmates by race, color, creed, or national origin.

DISCUSSION: None.

LD50-194

The facility has a written inmate work assignment plan that provides for inmate employment. This employment may include facility maintenance duties and, if statute permits, public work projects or community service.

DISCUSSION: None.

LD50-195

Written policy provides that pretrial and unsentenced detainees are not required to work except to perform personal housekeeping. Any inmate may volunteer for work assignments or institutional programs.

DISCUSSION:

Although pretrial and unsentenced detainees may not be required to work beyond keeping their living area clean, the opportunity to work should be made available to them on a volunteer basis.

LD50-196

Written policy and procedure prohibit discrimination in inmate work assignments based on sex, race, religion, and national origin.

DISCUSSION: None.

LD50-197

The inmate work plan includes provision for employment for handicapped inmates.

DISCUSSION: None.

LD50-198

Inmate working conditions comply with all applicable federal, state, and local work safety laws and regulations.

DISCUSSION: None.

Source: *Standards for Small Jail Facilities*. College Park, MD. American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1987.

APPENDIX F

ACA Standards for Adult Local Detention Facilities

Inmate Rules and Discipline

STANDARD NUMBERS

2-5305

There are written rules of inmate conduct which specify acts prohibited within the facility and penalties that may be imposed for various degrees of violation. These rules are provided to all inmates, and procedures exist for ensuring that all inmates understand the rules. (Detention-Essential, Holding-Essential)

DISCUSSION:

Staff assistance to inmates includes translations in languages in which they are fluent.

2-5306

The written rules of inmate conduct are reviewed annually and updated, if necessary, to ensure that they are consistent with constitutional and legal principles. (Detention-Essential, Holding-Essential)

DISCUSSION: None.

2-5307

All personnel who deal with inmates receive sufficient training so that they are thoroughly familiar with the rules of inmate conduct, the sanctions available, and the rationale for the rules. (Detention-Essential, Holding-Essential)

DISCUSSION:

All facility personnel who deal with inmates in any way should receive continuous inservice training that ensures their understanding of the rules of inmate conduct, the sanctions available, and the rationale for the rules. The clarity and specificity of the rules, together with this training, should preclude discrepancies among staff members in interpretation. (See related standards 2-5082 and 2-5083)

2-5308*

There are written guidelines for resolving minor inmate infractions, which include a written statement of the rule violated and a hearing and decision within seven days, excluding weekends and holidays, by a person not involved in the rule violations; the inmate may waive the hearing. (Detention-Essential, Holding-Essential)

DISCUSSION:

Minor inmate infractions do not include infractions that are resolved through an informal process.

2-5309

Written policy and procedure provide that, when rule violations require formal resolution, staff members prepare a disciplinary report and forward it to the designated supervisor. (Detention-Essential, Holding-Essential)

DISCUSSION: None.

2-5310

Disciplinary reports prepared by staff members include, but are not limited to, the following information:

Specific rules violated

A formal statement of the charge

An explanation of the event, which should include who was involved, what transpired, and the time and location of occurrence

Unusual inmate behavior

Staff witnesses

Disposition of any physical evidence

Any immediate action taken, including the use of force

Reporting staff member's signature, and date and time report is made.

(Detention-Essential, Holding-Important)

DISCUSSION: None.

2-5311*

When an alleged rule violation is reported:

An investigation is begun within 48 hours of the report.

The inmate charged with the violation is given a copy of any charges requiring a hearing within 24 hours of the completion of the investigation of the alleged rule violation(s).

The inmate receives notice of the time of the hearing at least 24 hours in advance of it, but may consent, in writing, to a hearing within less than 24 hours.

The hearing is conducted within 72 hours of the notice of charges, excluding weekends and holidays.

DISCUSSION: None.

2-5312*

Written policy and procedure provide that prehearing segregation of inmates who are charged with a rule violation is used only when necessary to ensure the safety of the inmate or the security of the facility. (Detention-Important, Holding-Not Applicable)

DISCUSSION:

Prehearing segregation is the confinement of an inmate in an individual cell until an investigation is complete or a hearing scheduled. Such segregation should not be punitive; it should be used only when necessary to ensure the safety of the inmate or the security of the facility. Documentation should be provided as to the reason for detention. Care should be exercised to ensure that no inmate remains in prehearing segregation longer than necessary.

2-5313*

There is a sanctioning schedule for rule violations. The maximum sanction for rule violations is no more than 60 days for all violations arising out of one incident. Continuous confinement for more than 30 days requires the review and approval of the facility administrator.

DISCUSSION:

The time an inmate spends in disciplinary detention should be proportionate to the offense committed, and take into consideration the inmate's prior conduct, specific program needs, and other relevant factors. (See related standard 2-5208.)

2-5314

Written policy and procedure provide that in instances in which an inmate is alleged to have committed a crime, the case is referred to appropriate law enforcement officials for possible prosecution. (Detention-Essential, Holding-Essential)

INTERPRETATION

Regarding violations of the law, corrections and court or law enforcement officials should agree on the categories of offenses that are to be referred to them in order to eliminate minor offenses or those of no concern.

DISCUSSION: None.

2-5318*

Written policy and procedure provide that inmates charged with rule violations are present at the hearing, unless they waive that right in writing or through behavior. Inmates may be excluded during the testimony of any inmate whose testimony must be given in confidence. The reasons for the inmate's absence or exclusion are documented. (Detention-essential, Holding-essential)

DISCUSSION: None

2-5319

Written policy and procedure provide that disciplinary hearings of cases of rule violations are conducted by an impartial person or panel of persons. (Detention-Essential, Holding-Essential)

DISCUSSION:

To ensure objectivity in these proceedings, hearings for rule violations are conducted by persons who were not directly involved in the incident. If there is to be one person conducting the hearings, he/she should be of sufficiently high administrative status or rank to ensure knowledgeable consideration of all pertinent data and objective decisions.

2-5320

Written policy and procedure provide for staff assistance to represent inmates at disciplinary hearings upon request of the inmates. (Detention-Important, Holding-Important)

DISCUSSION: None.

2-5321*

Written policy and procedure provide that the inmate is given an opportunity to make a statement and present documentary evidence, and to have in attendance at a disciplinary hearing any person who has relevant and no unduly cumulative information, except when doing so may severely jeopardize the life or safety of persons or the security or order of the facility; such reasons for denial are stated in writing. (Detention-Important, Holding-Important)

DISCUSSION: None.

2-5322

Written policy and procedure specify that a written record is made of the disciplinary hearing decision and that a copy is given to the inmate. (Detention-Essential, Holding-Essential)

DISCUSSION: None.

2-5323

Written policy and procedure provide for review of all disciplinary hearings and dispositions by the facility administrator or his designee. (Detention-Essential, Holding-Essential)

DISCUSSION: None.

2-5324

Written policy and procedure grant inmates the right to appeal decisions of the disciplinary hearing officer(s) to the administrator or an independent authority. The administrator or independent authority either affirms or reverses the decision of the disciplinary hearing officer(s) within five days of the appeal. (Detention-Essential, Holding-Not Applicable)

DISCUSSION:

Inmates should be advised of their right to appeal decisions of the disciplinary officer(s) at the time they are provided the decision. The appeal process should consider three factors: Was there substantial compliance with the facility standards on inmate discipline; was the decision based on substantial evidence; under the circumstances, was the sanction imposed proportionate to the offense. The inmate should be notified in writing of the results of the appeal.

2-5325

Written policy and procedure provide that the disciplinary report is removed from all files of inmates found not guilty of an alleged rule violation. (Detention-Essential, Holding-Essential)

DISCUSSION: None.

2-5326

Where statute permits, there is written policy and procedure for determining sentence reduction based on evidence of good behavior. (Detention-Important, Holding-Not Applicable)

DISCUSSION:

There should be provisions for inmates to earn "good time", or reductions in their sentences. This could serve as an incentive for inmates to remain on good behavior during their incarceration. The loss of "good time" credits also can serve as an effective disciplinary tool. (See related standard 2-5360.)

Source: *Standards for Adult Local Detention Facilities*, 2nd edition. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1981.

*With the exception of those standards that are asterisked, all standards are also listed in the following: *Standards for Small Jail Facilities*. College Park, MD: American Correctional Association in cooperation with the Commission on Accreditation for Corrections, 1987.

APPENDIX G

Suicide Prevention Model Policies and Procedures

The following sample policies and procedures are excerpts from the New York State Local Forensic Suicide Prevention Crisis Service Model (see "Additional Sources"). The model is a multifaceted program designed to facilitate the identification and treatment of inmates who are suicidal or acutely mentally ill, from intake through the incarceration period.

Part I of the following policies and procedures guides the admissions officer in screening inmates for indications of suicidal behavior prior to cell assignment.

Part II guides the correctional officer in observing inmates on a daily basis for verbal and behavioral indications of suicidal intent and/or mental illness.

Policy: Facility personnel will make a conscious effort to identify highly suicidal prisoners and/or prisoners with serious mental health problems. Identification of such prisoners will be an ongoing process which will begin at intake and continue until prisoners are released. This endeavor shall require the complete cooperation of all facility personnel.

Purpose: To reduce the incidence of suicide among the prisoner population at the (any county correctional facility).

PROCEDURAL GUIDELINES

I. Admissions Officer will:

- A. Process all lawfully committed prisoners in accordance with the (any county correctional facility) established policies and procedures, Correction Law and New York State Commission of Correction's Minimum Standards, Sections 7003 (Admissions) and 7013 (Classification of Inmates—New).
- B. Screen all prisoners prior to initial cell assignment. This screening process shall include, but not be limited to:
 - (1) Examination of all documents and records accompanying the prisoner for possible references to past or current mental health problems and for prescribed medication and court orders for mental health exam (e.g. CPL, Section 730 Exam);
 - (2) Administration of Suicide Prevention Screening Guidelines, Form #330 ADM (See page 32).
 - (3) Assessment for physical handicap(s);
 - (4) Review of existing files (preferably rolladex) to determine if prisoner has attempted suicide or received psychiatric inpatient services during prior incarceration at the facility; and
 - (5) Consideration of any other relevant information concerning prisoner's condition brought to the attention of the intake officer by any other person.
- C. Immediately notify the tour supervisor whenever a prisoner:
 - (1) Scores in the high risk (Score of 8 in Column A) or immediate referral categories on the Suicide Prevention Screening Form;
 - (2) Does not score high risk on the Suicide Prevention Screening Form but displays verbal or behavioral indications which lead the admission officer to believe that the prisoner may require medical or mental health attention;
 - (3) Is in a semiconscious or unconscious state;
 - (4) Has prescribed medications within personal property;
 - (5) Appears to be significantly under the influence of alcohol or drugs; and
 - (6) Has court orders for mental exams, suicide watch or medical attention.
- D. All such notifications will be completed by forwarding a copy of the prisoner's screening form to the tour supervisor prior to cell assignment.
- E. Place the completed Suicide Prevention Screening Form in each prisoner's facility file at time of booking.
- F. Assign appropriate housing based upon the results of completed Form #330 ADM and other classification determination.
- G. Initiate the required documentation for prisoner referral to appropriate health service agency, if required.

II. **Security Officers will:**

- A. Observe all prisoners under their supervision in accordance with provisions of Minimum Standards, Section 7003.
- B. Observe all prisoners for verbal and behavioral indications of suicidal intent and/or mental illness. These observations will be routinely made during regular security checks and include but are not limited to:
 - (1) Semiconscious or unconscious state;
 - (2) Depressed state, indication of withdrawal, periods of crying, insomnia, sluggishness;
 - (3) Extreme restlessness, pacing up and down;
 - (4) Active discussion of suicide intent;
 - (5) Sudden drastic change in mood, eating or sleeping habits;
 - (6) Giving away personal property;
 - (7) Loss of interest in activities or relationships of which inmate had previously enjoyed or engaged;

- (8) Signs of drug or alcohol withdrawal or intoxication;
- (9) Signs of serious mental health problems such as hallucinations and delusions; and
- (10) Prisoner's refusal to take prescribed medication or a request for increased dosage of medication.
- C. Observe and interview prisoners for signs of depression and/or hopelessness during:
 - (1) Periods immediately preceding or following court appearances and sentencing; and/or
 - (2) Periods following a significant loss by a prisoner (e.g. death in a family) if known to the facility personnel.
- D. Notify the tour supervisor whenever a prisoner meets the criteria in Section B or C above. All such notifications shall be verbal, followed by appropriate log entries.

Additional Sources

PUBLICATIONS

MANAGING ADULT INMATES, by Herbert Quay, Ph.D., published by the American Correctional Association, College Park, MD, 1981. This book contains a detailed description of a behavioral classification system for adult offenders that groups inmates for effective management and treatment.

OVERVIEW OF COMPUTERIZED JAIL MANAGEMENT INFORMATION SYSTEMS. Michigan Sheriff's Association Jail/Lockup Resource Center. Lansing, MI: 1987. This document describes the various computerized jail management information systems in use in Michigan for managing inmates and making housing decisions. It is available through the National Criminal Justice Reference Service (NCJRS), accession number 108141. For further information, contact NCJRS Customer Service, 800-851-3420; Maryland and Washington, DC., 301-251-5500.

STANDARDS FOR ADULT LOCAL DETENTION FACILITIES, by the American Correctional Association in cooperation with the Commission on Accreditation for Corrections, College Park, MD, 1981. In addition to the standards on classification and discipline (see Appendices D, E and F), the following standards related to these topics are included in this text:

- Special Management Inmates
- Inmate Work Programs
- Inmate Services and Programs
- Inmate Rights

STANDARDS FOR SMALL JAIL FACILITIES, by the American Correctional Association in cooperation with the Commission on Accreditation for Corrections, College Park, MD, 1987. Sixty-three percent of the nation's jails have capacities of 50 or fewer inmates. This manual responds to the need for professional standards development in these smaller facilities.

SUICIDE PREVENTION MODEL POLICIES AND PROCEDURES

THE NEW YORK STATE LOCAL FORENSIC SUICIDE PREVENTION CRISIS SERVICE MODEL. Developed by the New York State Office of Mental Health, Bureau of Forensic Services; New York State Commission of Correction, Medical Review Bureau; Ulster County (NY) Community Mental Health Services; and the New York State Division of Criminal Justice Services, Bureau for Municipal Police, March 1986.

This model is a multi-faceted program designed to facilitate the identification and treatment of prisoners who are suicidal or acutely mentally ill. Structured specifically for implementation at county jails and police lockups and appropriate mental health programs, the model contains the following major components: 1) An eight-hour suicide prevention training program for jail and lockup officers; 2) a Mental Health Resource Manual; 3) Policy and Procedural Guidelines (see Appendix G); and 4) Suicide Prevention Screening Guidelines (see Chapter IV, page 32) to facilitate identification of high-risk inmates by jail staff prior to cell assignment.

Model products are sold on a non-profit basis through the following:

Utica Print Shop
44 Holland Avenue
Albany, NY 12229
(518) 473-3574

For additional information, contact:

Judith F. Cox
Assistant Director
Bureau of Forensic Services
NYS Office of Mental Health
(518) 474-7275

AGENCIES

THE NATIONAL CRIME INFORMATION CENTER (NCIC), Federal Bureau of Investigation, U.S. Department of Justice, Washington, D.C. NCIC is a nationwide, computerized communications system developed for state and local criminal justice agencies to facilitate the rapid exchange of information. (See Chapter IV, page 26.)

The NCIC computer stores 12 files of information, including one labeled "Interstate Identification Index" (III) and one labeled "Wanted Persons." Both of these files are especially valuable for providing information on a new inmate during intake and classification procedures.

NCIC makes available several publications to guide criminal justice agencies in fully utilizing and benefiting from NCIC, including the following:

- *The Investigative Tool: A Guide to the Use and Benefits of NCIC*
- *Make NCIC Work for You*
- *NCIC Network Map and Pie Chart of the Breakdown of Records in the NCIC Computer*
- *Extradition of Wanted Persons and the National Crime Information Center*
- *NCIC File Reference Card*
- *NCIC Off-Line Search*

For additional information or to order these publications, contact the FBI National Crime Information Center, Room 3659, Washington, DC. 20535.

COMPUTERIZED JAIL RECORDS MANAGEMENT SYSTEMS

The following is a sampling of the computerized jail records management systems in use today, with pertinent features of each.

AT&T LAW ENFORCEMENT SOFTWARE—Features of AT&T's product include a jail management system, an arrest menu, criminal information reports, and a civil process module. Both single-user and multi-user micro hardware may be used for this software. For further information, contact AT&T, (312) 981-1616.

ENFORS/JAIL RECORDS MANAGEMENT SYSTEM—Features of this system, which uses single-user micro hardware, include inmate records management and inmate location/activity tracking. System customization is available. Jail Records Management System can be fully integrated with this vendor's Law Enforcement Records Management System. For further information, contact the Masys Corporation, (612) 546-9556.

LOCKUP—LOCKUP is a microcomputer-based jail management system developed by SEARCH Group, Inc., with funding from the National Institute of Justice. Designed for the

record-keeping needs of small- and medium-sized jails, LOCKUP's primary function is to provide an efficient means for jail staff to record and maintain accurate, up-to-date data on all inmate activities, from booking to release.

System-generated reports include but are not limited to: daily bookings and releases, lists of sentenced inmates, medical and classification screening reports, inmates' court schedules, and log reports detailing cell movements, visitors, telephone calls, and shift activity. LOCKUP requires single-user micro and Local Area Network hardware.

Further information on LOCKUP may be obtained from SEARCH Group, Inc. (916) 392-2550

JAIL INFORMATION SYSTEM (JIS) JIS is an automated booking, inmate accounting, and jail population management information system for arrestees from intake through incarceration. The JIS design was based upon the information requirements of six pilot jurisdictions in Oregon, California, Arizona, Kentucky, Florida, and New Jersey. Operational transactions include but are not limited to intake, preliminary classification and housing assignment, custody management, classification and cell assignment, and program assignment.

For further information, see *Jail Information System (JIS)—An Automated Booking, Inmate Accounting, and Jail Population Management Information System*, a manual available through the NCJRS Microfiche Program, Box 6000, Rockville, MD 20850. (Accession number 083078.)

JAILSTAR—JAILSTAR is an on-line booking and prisoner records management system that features 17 standard reports, and a customized report generator. It is integratable with multiple databases and uses single-user micro and Local Area Network hardware. For further information, contact Applied Solutions, INC. (800) 722-4662.

JAIL ADMINISTRATION SYSTEM—JAIL ADMINISTRATION SYSTEM is an automated administrative and management records system, with booking and release, court tracking, inmate activity tracking, and inmate criminal history records features. Jail Administration System can integrate with SYNTAX's Law Enforcement Management Systems. Single-user micro and Local Area Network hardware are used. For further information, contact SYNTAX (206) 833-2525.