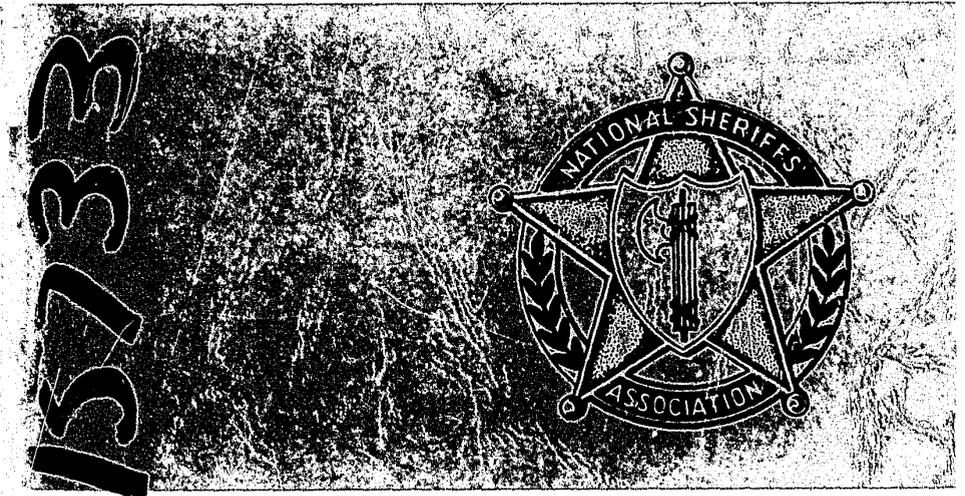


NATIONAL SHERIFFS' ASSOCIATION

jail administration



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A Handbook
On

JAIL ADMINISTRATION

The National Sheriffs' Association
1250 Connecticut Avenue, N.W.
Washington, D.C. 20036
1974

Credits

The information contained in this Handbook was compiled by a subcommittee of the Detention/Corrections Committee of the National Sheriffs' Association in two meetings during 1973-74.

The notes and tapes were used by the named writers who produced a draft of this monograph. This draft material was then revised, edited and approved for publication in its present form.

The time spent on this project by persons named below, is greatly appreciated, especially since it was freely contributed in the interest of improving jails for 1974 and beyond.

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Definitions

The National Jail Census of 1970 sponsored by the Law Enforcement Assistance Administration and conducted by the Bureau of the Census revealed that there are 4,037 locally administered detention institutions in the United States which have the authority to retain adult persons for 48 hours or longer. Since these 4,037 institutions represent almost as many units of government, there are inevitably many titles for both institutions and personnel. The following, therefore, are definitions chosen by the Handbook Committee as the most nearly universal and easily understood.

Jail: Any institution operated by a unit of local government for the detention of sentenced and unsentenced persons, whether locally known as jail, work-house, house of correction, correctional institution, or other title.

Inmate: Any person, whether sentenced or unsentenced, who is confined in a jail.

Jail Administrator: Any official, regardless of local title such as sheriff, jailer, or warden, who has the main responsibility for managing and operating a jail.

Jail Employee: Any individual who performs work in a jail whether full-time, part-time, or volunteer, regardless of title by which he may be known locally, and without regard to whether he wears a uniform.

County Supervisors: Governing body of the county.

Special Note

Nowhere in this handbook is any effort made to distinguish between the sexes, whether they serve as jail administrators, jail employees, or jail inmates.

All standards and principles apply equally to both males and females with only two exceptions, which should be self-evident to all but which perhaps bear restating.

1. Male and female inmates must be separated by substantial architectural arrangements which permit no visual or oral contacts.
2. No male employee or visitor will enter the female quarters in the jail unless advance notice is given and escort service provided by a female jail supervisor. Where there are women in the jail population a female supervisor is required to be on duty.

Additionally, in this Handbook, little mention is made of juvenile inmates simply because juveniles NEVER should be confined in any jail except in cases of extreme emergency and even then for a period not to exceed 24 hours.

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Foreword

This handbook is one of seven in the process of publication by the National Sheriffs' Association.

Never before in history has the jail been the subject of more attention—much of it adverse in nature—than in 1974. The sad fact is that many jails are desperately in need of upgrading.

This handbook, hopefully, will turn the tide of public and professional opinion. It is not going to do so by defending, equivocating, or justifying. It will do it by outlining a set of standards and principles to guide the jail administrator in bringing the management and operation of his jail to an acceptable level.

If the jail rules, regulations, policies, and procedures meet what is suggested, court decisions which are considered adverse may largely disappear simply because there will be no basis for filing a suit. If planning, budgeting, recording, reporting, and evaluating are what they should be, the jail administrator and the sheriff can throw open the jail to whoever challenges what goes on inside.

This handbook will not solve all of the jail administrator's problems. We can only hope to point him in the right direction.

Ferris E. Lucas
Executive Director
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June 1974

Chapter 1. Perspective

This chapter is written to get the jail administrator to think about where the jail fits into the scheme of things—whether that scheme includes only the local criminal justice system or involves the total fabric of life in the community. Essentially, the chapter deals with three questions: Why does the jail exist? What is it supposed to do? And to whom?

The Sheriff in History

Every civilization has developed laws and eventually created an officer to enforce them. The officer's title has varied, but his function goes far back in history. In the sixth century B. C., the *Book of Daniel* reports, "Then Nebuchadnezzar the king sent to gather together the princes, the governors, and the captains, the judges, the treasurers, the counsellors, the Sheriffs, and all the rulers of the provinces to come to the dedication of the image which Nebuchadnezzar the king had set up."

Two thousand years later, when the Old Testament was being translated into English, the translators used the government terms then familiar to them. Of these, "sheriff" was one.

The English word had come down from Anglo-Saxon times, when the common people or freemen, who owned no land, were grouped in *tithings* of 10 families, who chose a headman or *tithingman*. Tithings were gradually consolidated into *hundreds*, each with each chief. By the time of Alfred the Great (871-901) *hundreds* were combined into *shires*. The official who headed each shire was called the *shire reeve*, which came to be pronounced as one word, *sheriff*. The reeve of the shire was its chief officer, whose duties included both interpreting and enforcing the law and keeping the peace.

After the conquest in 1066, the Normans began to centralize government, giving the sheriffs more specific law enforcement powers and adding other responsibilities. In 1085, when William the Conqueror ordered a compilation of all taxable property (the Domesday Book), the sheriff became the official tax collector. In 1116, Henry I established a penal code, making murder, arson, counterfeiting, and robbery all felonies. The King reserved to himself the power to punish, but the functions of investigation and apprehension of law-breakers were delegated to the sheriff. After the 13th century, the former law-interpreting functions of the sheriff were transferred to the courts.

Under Henry III, the City of London set up a system of police service known as the *watch and ward*, a group of householders appointed from a roster

to patrol the city at night. These men were appointed in rotation, and they could pay substitutes if they so desired. After about 15 years, watch and ward patrols had proved to render such poor service that a permanent force was appointed. This was the *standing watch*, which in effect lasted until Sir Robert Peel's police reforms of the early 1800's.

When settlers left England to colonize the New World, they took with them many governmental forms, including major features of the law enforcement system. Significantly, different features were adopted in the several colonies, largely because of differing patterns of settlement. In New England, where towns and villages were the principal governmental units, the watch and ward system was used. This was also true of cities in the mid-Atlantic region. For the most part, however, the mid-Atlantic and southern colonies, where settlement was much more dispersed, found the county system preferable. When the first counties were established in Virginia in 1634, the office of sheriff was apparently created in America. Maryland followed suit soon thereafter. The sheriff, as in England, had no superior in his county with regard to law enforcement.

Subsequently, the county became the typical unit of government outside New England, with the sheriff as the chief law enforcement officer. As cities grew, the sheriff's original peace-keeping function was shared with municipal enforcement agencies. As this handbook is being prepared in 1974, the sheriff continues to have substantial authority in law enforcement and in most parts of the country is charged by state law with responsibility for managing and operating the jail.

The Jail in History

The jail is a local institution dating back to ancient times. As Alexander points out, its primary function prior to the last two centuries was *detention* of persons pending trial, conviction, and imposition of sentence.*

Punishment was not imposed in or by the jail. Mutilation, branding, banishment, and death were the common forms of punishment for felonies. Public whippings, the stocks, and the dunking stool were common punishments for misdemeanors in the American colonies.

To William Penn, his fellow Quakers, and other humanitarians of colonial Pennsylvania, these forms of punishment seemed not only cruel but unlikely to reform the lawbreaker. They introduced the concept of *confinement as punishment*. Those convicted of crime should be kept imprisoned in solitude, where they could read the Bible and otherwise reflect on and repent of their crimes. This new approach to punishment caught worldwide attention and gave birth to terminology—criminals were kept in *penitentiaries* in order to become penitent. And the single-cell concept influenced jail and prison architecture for centuries through the "outside" cellblock.

As the concept of confinement as punishment became widely accepted, persons convicted of minor offenses which called for relatively short periods of confinement were held in local jails. *Thus the jail served, and continues to serve, a dual function—detention and correction. Jail administrators found*

themselves heading an institution which had not only two purposes but two conflicting purposes. The conflict has not been resolved to this day.

The Jail Today

In 1970, when the Census Bureau conducted a survey for the Law Enforcement Assistance Administration, (LEAA), there were just over 4,000 jails in the United States which had authority to detain adults for more than 48 hours. They ranged from the infrequently used small town lockup to the Tombs in New York City. Of these jails, two-thirds were operated by counties or by municipalities of 25,000 or more population.*

The dual function of jails was clearly shown in the inmate count. Over half the adults incarcerated in the jails on the census date were pretrial detainees. About 5 percent were waiting some kind of post-conviction legal action. The rest were serving sentences.

Lack of space and very old construction appeared to be characteristic. Eighty-six percent of these jails had no space for exercise. Ninety percent had none for educational programs. Only half had medical facilities. One-fourth had no space for visiting. And 47 jails had no operating flush toilet.

The 3,300 county and urban jails had a total of nearly 100,000 cells. More than 5,000 of these cells were constructed more than 100 years ago. Some 25,000 had been in use for more than 50 years.

Planned construction figures for fiscal year 1970 did not offer much hope of improvement. Of the total reported—\$171 million—half was to be spent in only six states—California, Illinois, Maryland, New Jersey, New York, and Washington.

In spite of this bleak physical and fiscal picture, the survey showed that running jails was a big business, with over 28,900 full-time employees and annual operating costs of \$324 million. Average monthly earnings of employees ranged from \$338 in Arkansas to \$849 in the District of Columbia, with a national average of \$617.

Objectives of the Jail

The objectives of the jail are threefold:

- To protect the public by securely detaining persons who present a danger to the community or to themselves.
- To provide decent and humane care for inmates.
- To meet the correctional needs of the inmates by providing services which will help overcome their handicaps and permit them to live law-abiding lives after their release.

All jails, regardless of size, can meet these objectives, if the administrator convinces the county budget-makers and the public that they are necessary, and if he makes good use of the community resources available to him.

Low jail budgets will not prevent a resourceful jail administrator from securing services from other public agencies (local, state, or federal) or from private

*Myrl E. Alexander, *Jail Administration* (Springfield, Ill.: Charles C Thomas), 1958.

*Data reported in this section are from Law Enforcement Assistance Administration, *1970 National Jail Census* (Washington: LEAA., 1971).

organizations. Even the smallest jail can arrange for local schools or colleges to test the ability of inmates to read, write, and use simple mathematics. The local office of the state employment service can be induced to provide job counseling and placement of inmates on release, or even earlier if work release programs are instituted by the jail. Alcoholics Anonymous will work with drunks in the jail if there is no local treatment center for alcoholics.

This is not to say that the jail administrator will always find it easy to secure help. The local school and library districts may be reluctant to provide services. Local businessmen may not want to hire work releasees or men who have served their time. And the county supervisors may be unwilling to increase the budget enough to allow the administrator to provide such services through his own staff.

While all these things may be obstacles for the time being, none of them is insurmountable—that is, if the jail administrator has good personal and public relations, making the case for the things he needs and showing how the pros outweigh the cons. Advance work and direct contacts with residents may make a neighborhood willing to have a halfway house nearby. The superintendent of schools can be convinced that his dropouts are in the local jail and there is an opportunity to reclaim them by providing teachers. Cost/benefit figures may well convince the county supervisors that they will save money by setting up a work release program in which the inmates pay the county for the cost of board and room.

All these efforts take time and effort and imagination on the part of administrators who are already overworked. But the efforts will pay dividends in a jail that really serves its objectives.

Community-Based Corrections

In recent years there has been increasing interest in, and practice of, community-based corrections. The Standards Commission defines the term in this way: Community-based correctional programs embrace any activity in the community directly addressed to the offender and aimed at helping him to become a law-abiding citizen.*

Probation is the oldest form of community-based corrections. Developed over a century ago with the intent of keeping young offenders out of jails where they might learn more about crime, probation has come to be a standard form of sentence, particularly for young first-time offenders. Other kinds of correction in the community include programs which place alcoholics and drug addicts in treatment centers; court employment projects; and work release and study release programs. Finally, there is parole, in which an offender serves part of his sentence under surveillance in the community.

All of these correctional forms, the Commission emphasizes, do not merely release an offender or tell him to go and sin no more. All of them have control features. Indeed, a sound community-based correctional program must have control and surveillance. "Both policy-makers and the public must understand that eliminating incarceration is not to eliminate control."

*National Advisory Commission on Criminal Justice Standards and Goals, *Corrections* (Washington: The Commission, 1973), p. 222. The agency is referred to throughout this publication as the Standards Commission.

A community-based program, says the Commission (p. 237), should include a set of alternatives to confinement, including at least:

- Diversion mechanisms and programs prior to trial and sentence—including police service programs, release on personal recognizance, and the like.
- Nonresidential supervision programs in addition to probation and parole, such as supervision by a social service agency or "big brother."
- Residential alternatives to incarceration, such as foster or group homes and halfway houses.
- Community resources, such as education, open to confined populations.
- Prerelease programs, including furloughs, work release, and study release.
- Community facilities and programs for offenders just released who are in the critical reentry phase, with provisions for short-term return.

Finally, the Commission remarks, (p. 233) "The lines between community-based and institutional programs are blurring substantially."

Few jail administrators have not been convinced of the wisdom of some or all of these community-based programs. But it is to be questioned whether the lines between them and the jail are blurring.

The jail should be the focal point of any community-based correctional system.

The jail should:

- Provide diagnostic services to assess the correctional needs of the offender immediately after arrest and determine the services required to meet those needs.
- Act as a referral center in channeling the offender into that part of the community-based system which can provide the needed services, if confinement is determined to be unnecessary.
- Provide residential treatment and programs with the degree of custodial restraint needed, to those offenders who should be institutionalized.

What this means is that the jail will provide detention while decisions are being made as to what correctional measures are needed and who should provide them. No community-based correctional system can operate successfully unless the jail is very much a part of it. And common sense dictates that the jail should be the focal point of the system.

Information reported above, which was collected in the 1970 National Jail Census, makes it clear that many jails are badly in need of improvement in both physical conditions and staff working conditions. But the establishment of community-based corrections does not indicate that the jail will wither away.

Community-based corrections is a valid approach that has substantial promise. But the promise will be brought into being only if the total program is provided with sufficient resources and careful planning. The jail administrator has much to contribute to such a program, and he should be heavily involved in the planning. There is good reason to reduce or eliminate confinement for some offenders. But unless the jail remains the focus of community corrections, we may find in 15 years time that we have merely relocated the many problems of the correctional system.

Regionalization

Another development in corrections of which we shall be hearing more is regionalization, the cooperative consolidation of correctional programs and activities by two or more units of local government. In some cases, regionalization may involve remodeling or building a jail or jail complex.

Regionalization should *always* be considered and possibilities explored prior to extensive and expensive renovation of existing jails or construction of new ones.

Regionalization can offer both advantages and disadvantages. No extensive commitment of resources should be made without area-wide planning and a cost/benefit study.

Regionalization should be considered when there are not enough offenders or funds within a multi-jurisdictional area to justify separate programs or facilities. Careful consideration will involve a total system planning effort, which means that all jurisdictions concerned participate in furnishing information and in making decisions. The costs and benefits of the proposed plan must be carefully analyzed and presented to all the jurisdictions. Such practical matters as transportation problems (for example, road conditions in winter weather), distance (Can programs be carried on over a large geographical area? Can families visit inmates without difficulty?) should be considered.

Planning for regionalization should involve all areas of the criminal justice system. Defense lawyers may have to travel long distances to see their clients. The local bar association should have a voice in planning; its endorsement will be an important factor in bringing the plan to fruition.

It will be highly useful during the planning stage to consider the experience of other jurisdictions with regionalization or consolidation. When Jacksonville, Florida, and Duval County combined to form the consolidated city of Jacksonville in 1969, the law enforcement agencies of the two former units were also combined in order to secure a better financial base and better utilization of manpower and facilities. Sheriff Carson, in an article in the *FBI Law Enforcement Bulletin* for October 1970, pointed out that, among other things, the correctional system has been greatly improved. The city is now gradually cutting down on the shortage of correctional officers common to most institutions and has succeeded in getting the local junior college to cooperate in instituting a correctional degree program. The consolidation *did not* save money, but the sheriff believes that consolidation offers the most efficient way to use the limited funds available in any area for law enforcement and corrections.

It does not take a populous city and county to make consolidation work. LEAA funded an experiment in Bennett County, South Dakota, whereby the law enforcement activities of the sheriff's office and the police operation of the county seat, the city of Martin, were consolidated. It was reported that response time to emergency situations was reduced and supervision improved. Moreover, expenses for both parties to this consolidation were reduced, thus releasing funds to other parts of the criminal justice system.

It is obvious that jurisdictions contemplating regionalization should find out about experience elsewhere. The National Sheriffs' Association and LEAA are two prime sources of information.

In Conclusion

With these basic considerations in mind, we turn now to various aspects of the jail administrator's work. Variation in the size of jails makes it obvious that no one prescription will fit them all. What will be offered in the following chapters will be some basic principles for managing and operating the jail, in the belief that each administrator will find it possible to adapt the principles to his own situation.

Chapter 2. Personnel

The purpose of this chapter is to help the jail administrator to get the right kind of personnel and, perhaps more important, to keep them. If any one of the jail administrator's management responsibilities had to be selected as the most important, personnel would be the one.

Essentials of Personnel Management

To secure a successful personnel program in his jail, the administrator must make decisions on:

1. The number and types of staff needed.
2. How they are to be recruited.
3. What should be the terms and conditions of their employment.
4. How their work should be evaluated and rewarded.
5. What procedures should be taken in breaches of discipline.
6. How grievances should be handled.

In making such decisions and in administering the policies he determines, the administrator will rely heavily on two administrative aides: personnel officer and a training officer.

The essentials listed are not the sum total of personnel management, but they are the minimum that should be involved, regardless of the number of jail employees. Basically, they are designed to provide: a sufficient number of employees to do the job; proper handling of personnel records; sufficient training (making the employee know what is expected of him); adequate working conditions (especially pay); incentives in the form of promotions; recognition for outstanding performance and other ways for acknowledging meritorious services; an avenue for airing "gripes"; and letting the jail employee know what will happen if his performance or conduct is not satisfactory.

These essentials should apply no matter how many employees there are—10 or 1,000. What will differ, however, is the level of sophistication, depending especially on whether the jail employees are under a merit system which applies to the entire unit of government to which the jail may be attached.

Personnel Officer

The term "personnel officer," as used in this handbook, means the individual who takes care of all matters, including paper work, that relate to the employment status of jail employees.

In small jails (up to 25 employees), the jail administrator himself can efficiently perform the personnel officer function. In medium jails (26-50 employees), someone other than the jail administrator should be designated as personnel officer even though he may also be assigned other jail duties; but a full-time personnel officer is preferable. In larger jails, one employee should be assigned to full-time personnel officer duties.

These standards should apply even though jail employees are under a merit system or enjoy other civil service status under a unit of government which has a personnel officer with responsibilities for the whole unit.

However, an exception may be made in those sheriffs' departments with more than correctional responsibilities which have some employee performing the personnel officer function for the department. This would be especially appropriate in those departments which rotate employees among the various organizational units—law enforcement, civil, and correctional.

Personnel regulations are often highly intricate, and employees have endless questions about them. Do I get retirement? What happens if I am hurt on the job? Is there sickness or accident insurance? Does the county pay or do I? How much vacation time do I get? Sick time?

This means that someone on the staff has to know the ins and outs of personnel matters. That someone has to be the personnel officer, even if he only doubles in brass in a small jail. For the larger jail having a full-time personnel officer, the following suggested job description lists his duties and responsibilities.

The personnel officer works under the direct supervision of the jail administrator and is responsible for a total personnel program including recruitment, placement, staffing, job classification, performance evaluation and related personnel functions. He provides staff leadership to the jail administrator and other jail officials in formulating, implementing, and evaluating the jail personnel management policy.

The personnel officer insures that complete information is available to employees concerning their rights, privileges, and obligations. He makes sure that jail supervisors are aware of their personnel management responsibilities and assists them in carrying them out.

As the jail representative in all personnel matters, the personnel officer provides the jail administrator with advice and interpretation as to legal and procedural requirements involved in all personnel actions.

The personnel officer serves on various jail committees as selected by higher authority and participates daily with the jail administrator and other officials in planning and administering all jail operations, activities, and programs.

Training Officer

The other principal aide to the jail administrator in personnel matters is the training officer. He has responsibility for on-the-job training for both new and long-time employees, and for assisting jail employees in furthering their training and education off the job. Whenever the jail has a full-time personnel officer, it should have a full-time training officer who works directly under the supervision of the jail administrator. His work is particularly important because literally no one enters jail work qualified to perform his assigned duties effectively.

The training officer does not necessarily provide the training and educational assistance himself, but he is responsible for seeing that these tasks are carried out. In fact, it would be unrealistic to assume that any one individual could personally provide all the kinds of training at all levels required in jail work. Since the training officer can rely on other employees, particularly those at the supervisory level, to provide training in technical matters, it is more important that the training officer be qualified as an adult educator than that he be grounded in all the specifics of jail operations.

What the training officer needs to have—rather than all the correctional skills—is a working knowledge of jail operations. He must be able to identify the tasks to be performed in the jail and he must be able to communicate to jail employees the skills and knowledge required in their tasks. In other words, the trainer has to be able first to analyze skills and techniques needed in any jail job and then to determine the best way to teach employees how to do the job.

The training officer should rely heavily on resources outside the jail for training and education of employees, particularly those resources available through the local public schools and the colleges and universities in the area. The training officer should be able to identify all outside resources and secure their cooperation.

One of the outside resources that should not be overlooked by the training officer is the ex-offender in the community. It goes without saying that care, caution, and discretion must be used in selecting such ex-offenders. But they are potentially valuable assistants to the training officer.

For jails with a full-time training officer, the following job description suggests his duties and responsibilities.

The training officer works under the direct supervision of the jail administrator and plans for, manages, and evaluates the jail's staff training program. He identifies training needs and takes actions to meet them. He maintains an appropriate administrative system and is the focal point for all information and actions having to do with jail staff training.

The training officer is responsible for making decisions about training needs; for acquiring or developing responsive training programs, materials, and aids; for the location, development, and maintenance of needed instructional capability; for the acquisition and use of training resources and funds; for the evaluation and analysis of training program effectiveness. He also assures that each department of the jail plans for training and assists, as necessary, in the instruction of trainees. Thus, while he may do some of the training himself, an important responsibility is to maintain a pool of instructors both from the jail staff and the surrounding community to assist.

The training officer negotiates with jail supervisors release time for employees to make them available for training and prepares training schedules accordingly. He regularly evaluates the status and progress of the training program and keeps the jail administrator up to date on successes, failures, and problems.

Determining Needs for Staff

A fundamental requirement in operating the jail is that it be staffed with enough employees to perform all duties and discharge all responsibilities.

If there is any one way to louse up a jail, particularly as regards employee morale and job satisfaction, it is to have too few employees to do the work that needs to be done. To decide how many are enough, the jail administrator must

know what he wants done. This is a matter for policy determination that will be discussed in Chapter 3.

The question for personnel decisions is framed here in terms of how many employees will be needed to carry out the policy.

The training course for jail administrators developed under the sponsorship of the U. S. Bureau of Prisons and the Law Enforcement Assistance Administration (*The Jail: Its Operation and Management, 1970*) recommends that the administrator use an approach to developing staff requirements which can be summarized as follows.

The fact that the jail operates round the clock does not make for easy determination of manpower requirements in terms of 40-hour weeks. But a rational and systematic approach to the problem can be made by using a technique called Staffing and Manpower Analysis, which has two elements:

- development of a staffing pattern which will meet the objectives determined by the administration; and
- calculation of the number of employees needed to carry out this pattern.

If, for example, a jail administration determines that it must have 10 custody posts manned between 7 a.m. and 3 p.m. with a total of 30 posts over the 24-hour period, it is essential to know how many men must be hired, trained, and equipped to fill these posts. Obviously, no employee works 365 days a year. To determine the number of days the "average" employee works, it is necessary to subtract from the base figure of 365 the total of off-duty days—normal days off, holidays, annual leave, average number of days sick leave, and other short-term leave such as military and jury duty leave. In the hypothetical case we are considering, the on-duty days might be worked out this way:

Planning base in days		365
Normal days off	104	
Holidays	8	
Annual leave	13	
Sick leave	4	
Other short-term leave	3	
Total average off-duty days		132
Estimated on-duty days		233

If a post must be manned 365 days a year, it will obviously take more than one man to staff it. The number actually needed can be calculated by using a simple arithmetical formula, Base figure ÷ On-duty days, to get a full coverage factor, in this case 1.57. Thus to achieve full coverage for any single position to be staffed 365 days a year will require 1.57 personnel.

To man at all times a shift of 10 custody posts, the administrator must count on budgeting for 15.70 custodial positions (rounded to 16). The same procedure would be followed for all the other custody shifts. To man the total of 30 custody posts, it will be necessary to employ 47 men.

In this situation, the traditional rule of thumb—hiring half again as many men as you have posts to man, increasing the number of posts by 50 percent—would suggest hiring 45 men. According to the more precise analysis shown above, the traditional method would leave the administrator two positions short.

The technique just described will not guarantee that the administrator will always have men on hand when he needs them. It cannot prevent the difficulties that will be caused by high turnover or problems of vacation scheduling. But it does offer the administrator a way to estimate his manpower needs more precisely.

The experienced administrator knows that jail operations are subject to sudden changes in policies of other agencies--such as court procedures for handling prisoners awaiting trial or new requirements for handling juveniles. These unforeseen changes will inevitably require changes in the workload of the jail staff. The administrator then has the choice of making do with the manpower and equipment he has by reallocating assignments or using funds set aside for supplies or special services. Or he may be able to secure the help of other public agencies or private organizations on a short-term basis. The long-range alternative is to seek more money to carry on the operation of the jail effectively.

Working Conditions

A critical factor in jail effectiveness and employee efficiency is the conditions under which employees work. Among the important are work shifts and hours, physical conditions at the jail, and its general atmosphere.

Salary levels, which will be dealt with next, are of course extremely important, but it is important for the jail administrator to remember that man does not live by bread alone. The Bureau of Prisons training course points out (p. 121):

It is commonly believed that higher pay promotes job satisfaction and is a factor in the retention of the staff. This is only partly true. When low pay is a source of employee dissatisfaction, increasing it will temporarily reduce that dissatisfaction. But other factors are more important to job satisfaction: opportunity for advancement, challenge, variety, visible results, and recognition of good performance from supervisors and fellow workers.

Work shifts and work hours must provide 24-hour jail coverage, but they also must be reasonable and make sense to the employee. Unconventional tours of duty, uncertainty regarding days off, inability to schedule vacations, and similar factors can seriously damage employee morale and significantly affect efficiency.

Physical conditions also have an effect on efficiency. The obvious need here is a jail that is neat, clean, and sanitary. And whenever possible, the jail should provide employee lounge space, good lockers, and clean restrooms.

"Atmosphere," or climate, is one of those things that are hard to define but easy to recognize. A good atmosphere in a jail is apparent in the employees' facial expressions and tone of voice, in the way they deal with one another, answer questions, and handle telephone calls. This is important for the jail administrator because jail atmosphere is a direct reflection of his own personality and way of doing business. What this suggests, perhaps, is that every jail administrator needs a good mirror.

Employee Identification

Closely identified with working conditions is the way in which employees are identified.

Employees whose prime responsibility is jail security, particularly those who

handle the movement of inmates, should be outfitted in distinctive dress as a means of ready identification.

As an additional means of identification, regardless of job or function, all jail employees should be provided with identification cards bearing a recent photograph. Name tags should also be issued to be worn on the outer unit of wearing apparel.

The Standards Commission* has recommended that the use of uniforms be discontinued. However, the amount of inmate and visitor traffic in the usual jail and the problems this presents for jail security, requires a distinctive manner of dress for security employees, especially those handling movement of inmates. Such dress need not be military in appearance. It can even be color-coded slacks and blazer. This suggestion may be impossible to adopt in jails where employees rotate between various units of the sheriff's department.

Official identification cards and name tags should be issued to all jail employees regardless of job. Name tags are suggested simply as a means of improving communications, especially in jails having turnover rates among both inmates and employees.

Weapons

Firearms and assault-type weapons (clubs, gas billies, and the like) should not under any circumstances be permitted within the security areas connected with the jail except in cases of extreme emergency and then only with the specific prior approval of the jail administrator who has issued strict guidelines concerning their use.

On-duty jail employees should be permitted to carry assault-type weapons outside of the security areas connected with the jail only when the duty being performed, such as transporting a dangerous prisoner, requires them to be armed in some fashion.

Under no circumstances should any employee be allowed to handle or carry an assault-type weapon unless he has been thoroughly trained in its handling and use.

Numerous jail employees and inmates have been wounded or killed in countless jail incidents over the years because of failure to observe these standards. Extreme emergencies in which assault-type weapons may be used are discussed in the following chapter.

Employee Salaries and Benefits

Jail administrators should make every effort to insure that jail employees' salaries and fringe benefits (including vacation, sick leave, and other leave of absence) are adequate for the level of duties performed and reflect local economic factors. Jail salaries and benefits should be comparable to those in police and fire departments in the community. In some areas jail officers' salaries are so low that they are entitled to food stamps (1974).

The best way to achieve adequacy and comparability is to professionalize jail work by upgrading the level of operations, particularly in the introduction of effective correctional programs and techniques.

*National Advisory Commission on Criminal Justice Standards and Goals, *Corrections*, 1973, p. 471.

Jail guards who become correctional officers and correctional officers who become counsellors (under professional supervision) have a significant element of professionalism added to their jobs which probably will receive the sympathetic attention of those holding the purse strings. This can be accomplished even in the very small jail by using outside resources for correctional programming.

But salaries must always be high enough so that employees are not forced to seek second jobs. Moonlighting is not always undesirable, but it should never be necessary for a jail employee to supplement his salary in order to maintain his family at a decent standard of living. Other cautions about moonlighting are offered later in this chapter.

Retirement Benefits

An important part of the salary-benefit structure is the retirement system, as the Standards Commission has pointed out.

Jail employees should be covered by a retirement system comparable to that available to employees in other areas of the criminal justice system, such as the police. Movement of an employee from one area to another should not involve loss of benefits.

If jail employees are not covered by civil service or a merit system, which almost always has a retirement system, the jail administrator should vigorously explore possibilities of establishing a retirement system for his employees through a commercial insurance company or other appropriate firm. Many such plans are available, with contributions from employer and employee.

With any type of retirement system, every effort should be made to secure an arrangement whereby employees may transfer retirement credits if they go from one unit of local government to another, at least within the criminal justice area.

Measuring Performance of Employees

All jail administrators should develop and use realistic standards for measuring the performance of employees.

It is essential that employees know what these standards are and how they will be applied.

"He is a good officer" is a descriptive term used for generations. But the obvious question is: Good compared to what? Take the case of two officers, one of whom prepares many reports about inmates' violations of rules, while the other seldom reports an inmate. Is the first man performing well because he is enforcing the rules, or is the second man performing well because he can handle problem inmates without having to report them?

Measuring employee performance is too complicated a subject to be discussed fully here. But two things should be clear from the above:

- evaluations must be based on precise terminology that is understood by both the employee and the evaluator.
- evaluation must be based on factors that relate to the purpose of the job being done.

The cook who has never caused food poisoning is not necessarily a good cook. The social worker who writes a good report is not necessarily a good

social worker. On the other hand, the jail officer who seldom, if ever, makes a mistake in his inmate count is contributing to the security objectives of his job.

The jail administrator, therefore, must develop and use standards for measuring performance which relate to the purpose of the job and which are objective and realistic. Above all, such standards should really be able to measure.

The following form shows how performance may be evaluated and reported.

BUREAU OF PRISONS PERFORMANCE STANDARD AND EVALUATION

Name _____

Position _____

Institution _____

- I. What does this job contribute to the mission and goals of the organization?
- II. What is to be accomplished by the employee in this position?

List briefly the main functions or desired results, (usually 3 to 5).

Against each of these state briefly one or more standards of performance which answer—How (manner)?; How much or how many (quantity)?; How quickly or how soon (speed)?; How well (quality)?

III. Performance evaluation for the period From _____ To _____

Outstanding (Justify in detail) Satisfactory Unsatisfactory (Justify in detail)

IV. Optional use by employee, rater, or reviewer, to recommend revision of the Standards of Performance; to comment on satisfactory performance; and to comment on evaluation—Required use by rater to justify "outstanding" or "unsatisfactory" rating.

The instructions for completing the form make some very important points about the use of the standard in evaluation and its contribution to effective performance.

Performance Evaluation can and should be a continuing, even daily, process in which the supervisor appraises the work of the subordinate in the light of his expectations for that employee. The PE program and this form are designed to facilitate both aspects of this function—first, to help the supervisor establish an explicit understanding with the employee as to what results and accomplishments and what kinds of work are expected of him, and second, to tell the employee how well he has met these standards of performance and what he must do to improve his efforts.

The purpose of Performance Evaluation is not simply to warm over past grievances and disappointments. The past performance is considered only as it contributes to future standards revisions and pinpoints those areas of performance that deserve more attention. If we are to have an effective and efficient organization, each employee must recognize the goals of the . . . institution . . . and must understand in *specific terms* how his efforts contribute to the realization of these goals.

Plans for Promotion

All jail administrators should develop and use plans spelling out factors and procedures which will be used in making employee promotions.

This aspect of personnel management may not be under the complete control of the administrator of a jail whose employees are under civil service administered by a unit of government to which the jail is attached. But if civil service does not have such plans spelled out in writing and available to all employees, the administrator should make sure that the jail has.

It has already been mentioned that opportunity for promotion is a significant factor in employee job satisfaction. It should be, because the primary objective of far too many jail employees in the past has been to see the day's work come to an end. The employee without ambition who is satisfied to be just what he is may be effective in the short run. In the long run he will be a detriment and possibly an obstacle.

But the important reason for having plans in writing which say how and under what circumstances promotions will be given is to provide an incentive for the new and younger employee who, hopefully, is being attracted to jail work. Time is solving the problem of the altogether too many jail employees (and jail administrators) who entered jail work during the 1930's, when any job was viewed as a gift from heaven. In the light of history, it probably can be said that such employees didn't hurt jails, but it can safely be said that they didn't help them much either.

Today's young jail employee is generally better educated and more sophisticated than his depression-bred predecessor and probably also has more concern for some of today's social ills. So he is not interested primarily in preserving the status quo, whether it be the condition of the jail or his personal future. The jail administrator would do well to take a look at the newest and youngest recruit on his staff and ask himself what this young man's future is going to be. He can be reasonably assured that the young man is asking himself that question.

Merit Promotion Plan

While it is not practical, because of space limitations, to include a sample of a recommended promotion plan, the following suggests the essentials of what such a plan should include. It has been distilled from the promotion plan of the U. S. Bureau of Prisons and meets the requirements of the U. S. Civil Service Commission.

Objective. To provide a fair and effective method of selecting employees for promotion and to give officials a choice from the best qualified candidates for positions of higher authority.

Coverage. This plan applies to the promotion of all employees in the jail.

Exceptions. Promotions which can be valid exceptions to the established procedure such as a temporary promotion for 90 days or less.

Method of Locating Candidates. Procedures the jail will use in identifying candidates for promotion, such as issuing a notice that a job at a higher level is vacant and inviting employees to apply if interested and qualified.

Procedure for Applying. Procedures employees should follow in applying for a higher level position.

Determining Basic Eligibility. Applications for promotion are reviewed by one or more persons designated by the jail administrator (or the administrator himself) and those applications from employees who do not meet the requirements of the higher job are eliminated from further consideration.

Evaluation and Grouping. Employees whose qualifications meet those of the higher job are then reviewed by the same individual(s) and grouped according to level of qualifications. From three to five employees are listed at the top as "Best Qualified."

Selection Procedure. The listing of qualified employees is then given to the selecting official, usually the jail administrator himself, who selects the employee to be promoted.

Plans for Rewarding Performance

In addition to promotion plans, the jail administrator should develop and use plans spelling out factors and procedures which will be used in providing appropriate recognition for meritorious or exceptional job performance.

As in the case of promotions, this aspect of personnel management also may not be under the complete control of the administrator of a jail whose employees are under Civil Service. But if Civil Service has not issued such a plan in writing and made it available to all jail employees, the jail administrator should make sure that he himself has done so.

Aside from the intrinsic values which arise from providing an employee some recognition for meritorious or exceptional performance, there is a very practical reason for having such a plan. Limits on the numbers of jobs at higher levels mean that not everybody can be promoted. Further, some employees who are extremely capable and effective would be ruled out when considering promotions for a variety of reasons.

But, above all, any jail employee who consistently performs at a level substantially above that expected, or who performs a special act or service, deserves something in the way of recognition which goes beyond a thank you. The content of a Jail Meritorious Award Plan can be similar to that developed for promotional consideration. Perhaps the best way to illustrate the point, however, is to show an actual recommendation which was obtained from a large jail.

SUBJECT: Recommendation for a Superior Performance Award for Jail Officer Joe Blow

Mr. Blow entered on duty June 13, 1971. He very quickly adapted to his role as a Jail Officer and has performed in an excellent manner on all assignments to date.

For the past six months, Mr. Blow has been assigned to the Education Department and his performance has been of such an outstanding nature that the Superintendent of Education submitted the following:

"Mr. Blow's primary duties are the security and cleanliness of the physical area and the accountability of the inmates attending classes. While his entire performance is noteworthy, it is the latter area that I would specifically like to emphasize. On any given day, Mr. Blow deals with some 500 inmate students, the majority of whom he personally deals with on a one-to-one basis in such areas as tardiness, absenteeism, call-outs, and general accountability. He handles inmates in a firm, fair, and effective manner and has demonstrated an ability to maintain a high level of control in his area of supervision and, at the

same time, enjoy a high level of rapport with the inmates with whom he deals. I have no doubt that his talent in dealing with inmate problems, both personal and institutional in nature, has greatly contributed to the current high level of interest in our educational activities and has had a positive effect on the overall morale of the institution as well. His performance exemplifies the teamwork concept we have been striving for and it has been a pleasure to have him assigned to my department."

The Superintendent's closing comments are certainly true since this type performance has been characteristic of Mr. Blow and there is every reason to believe it will continue.

In view of the above, it is hereby recommended that Mr. Blow be recognized for superior performance with an appropriate monetary award.

/s- John Doe
Shift Supervisor

Grievance Procedures

Jail employees should be advised of procedures and means to be used to bring their grievances to the attention of the jail administrator or higher authority. (A grievance is defined as a complaint or resentment on the part of a jail employee because of some circumstance or condition, real or imagined.)

A jail which has a full-time personnel officer should put grievances procedures into writing and distribute a copy to each employee, particularly at the time he first begins his job. A jail without such an officer should strive to follow this practice.

Jails which have a personnel officer and a training officer and generally observe the standards and principles of personnel management already discussed in this chapter have a sizable head start in securing employee satisfaction—and relatively few grievances. However, regardless of how hard the jail tries, it is highly unlikely that all of the employees will be totally satisfied all of the time.

It is important for the jail administrator to realize that it makes no difference whether the circumstance or condition that gives rise to a grievance is real or imagined. The grievance itself is real and has to be dealt with, regardless of what caused it. To this end, all jail employees should be advised of the procedures to be used in airing their grievances, and such procedures should be put in writing for distribution.

While it is not practical to include here a sample of a recommended grievance procedure, the following suggests the essentials of what such a plan should include.

Objective. To provide a procedure to apply to any matter of concern or dissatisfaction to any jail employee which is subject to the control of jail officials.

General. Insert here any general requirements such as time limits during which grievances can be presented after incident occurs, and whether individual is entitled to a representative of his choice.

Informal Procedure. A jail employee alleging a grievance shall present the matter to his immediate supervisor. The supervisor shall consider all the facts, shall consult with others as may be necessary, and shall notify the employee as to the disposition of the grievance within five work days following the discus-

sion. If the employee agrees with the disposition, he is not entitled to pursue the matter further. If he does not agree, the Formal Procedure shall be followed.

Formal Procedure. A grievance may not be accepted unless the Informal Procedure outlined above has failed to produce a resolution.

- The employee shall present his complaint in writing, specifying the nature of the grievance and the corrective action desired. This written grievance shall be presented to the head of the department in which the employee works. The department head shall review the grievance and supply the employee with a decision within 10 work days. (In small jails or in larger ones not organized by departments, this step does not apply.)

- If the employee is not satisfied with the decision of the head of the department, he may forward his grievance to the jail administrator himself. The jail administrator shall consider the grievance in a manner he deems appropriate, which may include designating someone as an examiner to provide him with needed information and recommendations. The jail administrator should notify the employee of his decision within 30 calendar days, and his decision is final.

Rules and Regulations Regarding Employee Conduct

All jail administrators should develop and issue rules and regulations for the guidance of employees in their conduct and behavior both on and off the job.

The effectiveness and efficiency of the jail, and in large measure the image it presents to the public, are significantly affected by the conduct and behavior of employees both on and off the job. The following suggests the content of a set of Rules and Regulations.

Jail Employee Rules and Regulations

The public opinion of the jail, especially that of your friends and neighbors, is based in part on your conduct and life style in the community. You are required, therefore, to conduct yourself and your affairs in an acceptable manner and act in a way which brings credit, rather than discredit, to the jail. If you do run into any kind of personal trouble, report the matter to your supervisor or the jail administrator immediately. Jail officials will be able to handle the matter with greater ability and understanding if they have advance knowledge of what to expect.

Your jail job is your primary responsibility and your actions and activities off the job should not in any way affect your performance when on duty.

You are required to be neat and presentable at all times when on duty and wear the prescribed uniform if one is required. Hair styles and facial hair adornments are a matter of personal preference but you are urged to keep them in a way which would be expected of an employee in a criminal justice system. Because of this and because a large segment of the public is unwilling to accept long hair and beards, these are discouraged. Their wearing, therefore, is frowned upon as indicating a lack of insight and judgment into job responsibilities and demands and this lack of judgment will be a factor in considering assignments and other things such as promotions.

Duty hours are prescribed for all jail employees and you must be prompt in reporting for work and regular in attendance. If, for some reason, you cannot

report for work at your established time, you must notify the jail as soon as this becomes known to you and report the circumstances (or have someone contact the jail for you). If you are working in a jail post which requires a relief, you must remain on duty until properly relieved or dismissed by your supervisor. Leaving any post at any time for an unauthorized reason will be considered to be abandonment of the job and may result in dismissal.

Jail employees are entitled to certain vacation periods and to some sick time. This is a benefit which should not be abused since abuse can result in disciplinary action and even dismissal. If you do not have vacation or sick leave credits and an emergency requires you to be off duty, report this to your supervisor at once.

Your relationships with inmates in the jail must always be on a professional basis, and fraternizing with inmates is prohibited. You are expected to be friendly, but not a friend; courteous, but not a pal or buddy. You are expected to help inmates whenever possible—or lead them to someone who can help—but you cannot grant them any favors. You may not give legal advice to any inmate nor may you recommend any bondsman or lawyer. Under no circumstances are you permitted to give or sell anything to an inmate or exchange anything with him. *Taking money or anything else from an inmate is absolutely forbidden and you may not give him anything which is not an approved jail issue item.*

You may not under any circumstances have contact with the family, relatives, or friends of any inmate except those which come about as part of your job. Any inappropriate contact can easily be misinterpreted and lead to trouble. Under no circumstances may you ever visit the residence of any inmate unless such a visit has been approved in advance by your supervisor or is an expected part of your job.

Use of force or the use of any weapon against any inmate is absolutely forbidden except in incidents which require self defense or require taking of suppressive action to prevent an inmate from escaping or harming himself or others. The amount and kind of force applied shall be only that which is required for proper defense or to retain or regain control and such an effort shall stop immediately when it is obvious that force is no longer needed. The use of any assault type weapon such as firearms, gas guns, or clubs, is forbidden without the approval of the jail administrator. Such weapons may never be carried in the jail proper without the advance approval of the jail administrator who will also issue instructions regarding their use.

There may be times when an inmate disturbance results in the taking of hostages. Employees, including the jail administrator himself, lose all authority that goes with their jobs while in hostage status. You must ignore the instructions of any hostage and take orders only from your supervisor who, in turn, will receive them from the senior jail official in "free" status.

The jail has many policies, procedures, rules, and regulations which govern its operations, programs, and activities. You are required to be familiar with those which apply to your job and to follow them carefully. There may be times and situations when you are in doubt about following a particular rule. When this occurs, and if there is time to do so, contact your supervisor for guidance. If you don't have time to contact your supervisor and the application of some rule just doesn't make sense, use your best judgment. However, keep in mind

that policies, rules, etc., have been established as a result of long experience and you must be certain in your own mind that there is a valid reason for doing something differently.

Regular contact with news media—newspapers, and radio and television stations—is important to any jail. Such contacts, therefore, are limited to the jail administrator himself or his designated spokesman. Jail employees not authorized to do so, may not under any circumstances discuss any jail matter or inmate with representatives of the news media and authorization to do—if not part of the job—must be received in advance. If you are contacted by any news media representative, politely decline to say anything and refer him to the jail administrator.

Jail work is a highly professional and demanding job. While it offers an unequalled opportunity to make a contribution to society's safety and well-being, it also carries with it many possible dangers to your own safety and to that of others. You must, therefore, always be alert to any situation, no matter how innocent in appearance, which poses a potential threat. You must also always have yourself in complete control, regardless of the provocation, and avoid the tendency to take immediate and independent actions in situations which seem out of the ordinary or have some degree of uncertainty about them. Except in cases of real emergency when something has to be done immediately, wait until sufficient staff is available to provide additional judgments and adequate help.

Paragraphs 1 and 2 may need special emphasis. In particular, it needs to be stressed to new employees that *moonlighting must never interfere with the performance of their jobs in the jail.* The jail administrator must be alert to moonlighting and take necessary action when jail work is adversely affected.

He must also be aware of the *kind* of moonlighting being done. The jail employee who works as bartender in a tavern widely known for its nightly brawls is hardly making a positive contribution to the public attitude toward the jail.

Employee Disciplinary Procedures

All jail administrators should develop and use plans which tell employees how and under what circumstances disciplinary action will be taken against them and indicate the penalty for various wrongful acts or conduct.

Disciplinary procedures should be based on the rules and regulations governing the conduct and behavior of jail employees.

Whenever possible, the administrator should put disciplinary procedures into writing and distribute a copy to each employee, particularly at the time he first begins his job.

There probably never has been, and probably never will be, a jail that did not have to correct an employee for a wrongful act or other improper behavior which, in some instances, might even occur off the job. Failure to follow a jail procedure, regularly reporting late for work, being intoxicated while on duty, bringing in contraband, and falsifying records are only a few of the actions for which an employee might be disciplined. Penalties should depend on the seriousness of the offense—informal warning or reprimand, formal warning or reprimand (given in writing and made part of the employee's file), loss of pay or allowances, suspension, demotion in grade or rank, and being fired.

Corrective action should be reasonable and administered with understanding. For example, it may not be necessary to fire an employee who has run up a string of bad debts; there are perhaps other ways in which such a matter can be handled. Firing the employee may perhaps solve the problem for the jail, but taking away the employee's paycheck only adds to his burden. This implies that *disciplinary procedure should have as an objective the achievement of jail goals while improving employee performance*. The following suggests the essentials of what a plan for disciplinary action should include.

Definition. (Insert here what the jail considers to be grounds for taking disciplinary action against the employee such as rules and regulations regarding conduct of employees, requirements established by law, etc.)

Notice to Employee. An employee against whom a disciplinary action is contemplated should be given notice in writing of the nature of the offense and the action which is proposed to be taken. The employee should be given a certain number of days (usually 10) in which to reply in writing.

Employee should also be advised of his rights such as being entitled to representation, appeal procedures, formal hearing procedures, and other requirements such as those which may be established by area civil service if jail employees are so covered.

Final Action. The jail administrator shall consider the response of the employee and notify the employee of his decision. If the employee does not reply within the time permitted in the notice, the action proposed becomes effective.

Recruitment Standards

All jail employees should be hired only on the basis of recruitment standards which insure that they are qualified to perform the duties required in a particular job.

1. Recruitment standards should be reasonable and geared to reach the widest possible work force. As a minimum, they should set forth the basic requirements as to age, education, prior work experience, physical condition, and character.

2. Recruitment standards should also set forth those qualities which will disqualify, such as moral weaknesses (e.g., drug or alcohol abuse or sexual deviance) and poor past work record, but should avoid arbitrary and meaningless disqualifiers such as unrealistic age or physical requirements (e.g., height and weight).

3. Recruitment standards are generally superior when jail employees are covered by civil service or other merit systems, and jail administrators should make every effort to secure such status for the jail staff.

For too many years too many jails have hired employees who had few qualifications beyond the ability to walk and talk. If jails are to become something more than the condemned institutions of the past, well-developed recruitment standards for hiring jail employees are a must.

Jails which have employees covered by civil service or other merit system administered by the local unit of government invariably have standards superior to those of jails without civil service coverage. In the latter case, the first effort of the jail administrator should be to secure such coverage for his

employees. This fact alone will improve the jail's ability to recruit a better type of employee if for no other reason than that civil service status carries with it greater employment security, usually in the form of tenure and related job benefits such as retirement.

In any case, the jail administrator should prepare, or have prepared, recruitment standards for the various classes of jail jobs, which spell out the qualifications required and also list the disqualifiers. These should be reasonable, so as to reach the widest possible work force but should not include arbitrary and meaningless requirements which have no direct bearing on ability to handle a job. Requiring, for example, that a jail employee be 5'7" in height not only rules out the potential employee who is 5'6" but, more important, implies that 1 inch has some significance in determining employee suitability. The following announcement contains the essentials of a recruitment standard for a jail officer and may be useful as a guide.

MILWAUKEE COUNTY CIVIL SERVICE COMMISSION ANNOUNCES CORRECTION OFFICER I

DUTIES: Under general supervision, to maintain care and custody of prisoners at the House of Correction or at the Women's Jail; to book and search prisoners upon admittance and to check their clothing and valuables; to maintain proper security, including patrol duty and periodic counts of inmates; to maintain proper order and decorum among prisoners; to see that prisoners follow proper procedures as to personal hygiene; to see that the quarters of prisoners and the areas for which they are responsible are kept in a sanitary and wholesome condition; to issue supplies to prisoners; to assist with the dispensing of food; to check all packages and incoming and outgoing mail; to supervise work details of prisoners in their quarters or other areas to which they may be assigned; to supervise rehabilitative activities; to report infractions of rules and unusual occurrences; to prepare prisoners for court and for release; to convey or assist in the conveyance of prisoners; to supervise the visiting of prisoners; to keep records and prepare reports; and to perform such other duties as may be assigned.

MINIMUM QUALIFICATIONS:

Education: Graduation from high school; possession of a valid Wisconsin driver's license required for assignment at the House of Correction.

Experience: Some experience involving the care or custody of prisoners desirable, such as a prison guard or matron or a military guard.

Skills and Knowledge: Ability to command respect, maintain control, and act quickly in emergencies; ability to influence and control the conduct and personal habits of prisoners.

Personal Attributes: Strength; agility; firmness and fairness in dealing with prisoners; good powers of observation; sound judgment; alertness; ability to work effectively and harmoniously with others.

Other: Such additional qualifications as may be required by the Milwaukee County Civil Service Commission.

SALARY: Salaries are paid biweekly as prescribed by ordinance. Starting salary is at the first-year step unless stated otherwise on the front of this announcement.

APPLYING FOR THE JOB:

Application Forms A mailing list card is not an application. Application forms and, if necessary, experience papers are available from the Milwaukee County Civil Service Commission, Courthouse, Room 210, 901 N. 9th Street, Milwaukee, Wisconsin 53233, during regular office hours from 8:00 a.m. to 5:00 p.m., Monday through Friday, Telephone (AC 414) 278-4161.

Filing Date Applications, COMPLETELY FILLED IN, must be on file at the Civil Service Office on or before the time and date as indicated on the front of this announcement. Application will be accepted only if applicant possesses minimum acceptable employment requirements for the position as set forth on this announcement.

Veterans Discharge papers must be presented at the time of filing the application to qualify for veteran's preference.

EXAMINATION & APPOINTMENT

Place of Examination This examination will be held at a time and place to be set by the Commission and is open to qualified applicants who will be notified when and where to report at their own expense.

Ties In the event two or more eligibles receive the same final grade, priority of filing application determines respective positions on the eligible register.

Medical Successful applicants must pass a medical examination given at County expense and facilities.

Fingerprinting All appointees will be fingerprinted and a record check made of local, state or federal authorities. A conviction is not an automatic bar to employment.

Probationary Period Appointment subject to a six months' probationary period unless otherwise stated.

EMPLOYEE BENEFITS

HOLIDAYS—Average of 9 per year

SICK LEAVE—12 days annually (unlimited accumulation)

GROUP LIFE INSURANCE premiums fully paid by the County up to \$10,000 of coverage with coverage based on annual salary.

HOSPITAL AND SURGICAL INSURANCE premiums for employee and dependents paid by the County.

VACATION—10 to 25 days each year

TUITION reimbursement

MILITARY LEAVE PAY—To maintain your reserve status, the County grants up to 15 consecutive days per year for military training.

SOCIAL SECURITY

RETIREMENT—The retirement plan is noncontributory. The County pays the full cost for regular pensions.

PERSONAL LEAVE—3 days per year

Recruitment Standards for Specialty Jobs

Recruitment standards for specialty job classes—trades and crafts and various positions at the professional level—should be strict in requiring education, training, and experience appropriate for the job to be done.

The principles governing recruitment standards which have just been discussed apply in their entirety to the recruitment standards to be used in hiring

employees for specialty jobs. The object in this separate listing is emphasis.

If a jail is going to hire a cook, it ought to hire someone who is fully qualified, with experience beyond that gained as a short-order man in the local greasy spoon. This is especially true if employees in trades and crafts are also expected to be vocational training instructors for inmates.

Employees in white-collar jobs such as caseworker, counsellor, librarian, teacher, and employment placement officer, should also be thoroughly trained. To shift emphasis in management and operation of the jail to meet the demands of the future, there is no better place to start than with recruitment standards used in hiring individuals who are to perform tasks at the professional level.

Recruitment from Minority Groups

The proportion of qualified workers on the jail staff who come from minority groups, particularly blacks, chicanos, and Indians, should be generally comparable to the proportion of that group in the total population of the area.

This standard is neither a quota nor a goal but a fact of correctional life which the jail administrator must recognize as contributing to effective jail management and operations.

It is not enough to be an "Equal Opportunity Employer." The jail administrator must make a special effort to hire qualified workers representing minority groups—an effort he will find rewarding because it will bring about positive results in jail management.

In 1971, 29 inmates and 10 employees were killed during the disturbance at the Attica prison in New York State. The official report of the investigating commission states:

Some officers tried to help inmates with prison matters . . . but the relationship between most officers and inmates was characterized by fear, hostility, and mistrust, nurtured by racism. The relationship was probably inevitable when predominantly poor, urban, black, and Spanish-speaking inmates were placed under the supervision of white officers from rural areas equipped with only three weeks of training.*

The report also points out that of some 500 employees, there was one black civilian teacher, one Puerto Rican correction officer, and no black correction officer. Of 2,243 inmates confined at the time of the uprising, 54 percent were black and 9 percent Puerto Rican. The report is emphatic in stating that racist attitudes in the institution were an undeniable part of the tensions leading to the uprising.

Norman A. Carlson, director of the federal Bureau of Prisons, believes that minority recruitment is predicated on the commonsense realization that many of our minority group inmates cannot or will not relate to correctional staff members who do not understand their background. The resulting lack of communication between staff members and inmates, of course, leads to misunderstandings and tense situations in a correctional environment.

When inmates and staff can talk to—and perhaps more important understand—each other, the possibility of trouble is not only lessened but the probability of changing the future behavior of the inmates is heightened. And if the jail administrator needs a more selfish motive, his job will become easier.

*Attica: The Official Report of the New York State Special Commission on Attica (New York: Bantam Books, 1972), p. 80.

In sum, this standard is not intended to cure a social ill. Its sole purpose is to increase the effectiveness of the jail as a correctional agent.

Many jail administrators will subscribe to the above and hurriedly point out that the jail is an "equal opportunity employer."

However, it is unlikely that this standard can be met unless the jail administrator makes a special effort to widen his recruitment base in a way which encourages job applications from minority group members. He can also encourage job applications through personnel policies such as advancement, which give recognition to qualified minority group employees.

Recruitment of Ex-Offenders

Jail administrators should consider recruiting ex-offenders for special-type jobs as a possible additional way to improve jail management and operations.

As in the case of encouraging recruitment from minority groups, the purpose of this standard is to increase the effectiveness of the jail as a correctional agent. But the jail administrator who hires an ex-offender simply for the sake of hiring one is literally asking for trouble.

Ex-offenders are best suited for those positions providing correctional services such as counseling to inmates, especially those in community-based activities. Ex-offenders have literally "been there." They know and understand what it is like to be an inmate and have the advantage of being able to communicate from a common base. Watching an ex-offender advise inmates on how to look for a job and listening to the exchange is an experience in itself.

It has been well established in many jails that hiring carefully selected ex-offenders results in bringing to the jail qualifications which cannot be obtained in any other way. Jail administrators should not overlook this source of personnel for selected positions.

Recruitment Methods

To increase the chances of hiring more capable and better-qualified jail employees, the jail administrator should use a variety of recruitment methods.

The administrator who sits back and waits for job applicants to appear at the front gate is short-changing himself and the jail. He is also short-changing himself if he relies exclusively on formal vacancy notices and examination announcements issued by civil service if the jail is so covered.

To get the kind of employees he needs, the jail administrator has to be aggressive and use every available means. One of these is to use the present jail staff as a team of recruiters. Some authorities claim that people are most successful in getting jobs through someone they know. This approach has been used successfully by many commercial firms, some of which even offer cash bonuses to employees who bring in a new recruit. Special recognition can be given to jail employees who are successful in recruiting. There have been cases where father, son, and grandson were concurrently employed in correctional work, and family tradition can be a factor in successful recruitment methods. This implies that jail administrators could encourage employees to visit the jail to "see where Daddy works" and perhaps even arrange family social events centered around the jail.

Newspapers and other news media are an obvious recruitment method. An attempt should be made to have the item appear in some place other than the

classified pages of a newspaper. Success depends, in large part, on the relationship between the jail administrator and the news media. This subject is covered in Chapter 3.

Jails whose employees are covered by civil service usually recruit through formal vacancy notices and examination announcements. However, the jail administrator should not rely exclusively on the usual distribution and posting given such notices. The administrator would be wise to obtain his own supply and spread them around himself. The fact is that not too many people read bulletin boards in courthouses or post offices. One good way to improve minority recruitment is by distributing these notices in the right places.

In light of the 1974-and-beyond jail objectives, local schools, colleges, and universities are prime sources of recruits, especially for professional positions. The jail administrator can easily arrange appearances before classes to discuss correctional work as a career. The military services operate programs for locating jobs for about-to-be veterans, and nearby military discharge centers should be contacted regularly by jail recruiters.

Contacts with the public are extremely valuable, particularly in appearance before civic and church clubs and organizations for young adults. But perhaps more important than any one or any combination of the foregoing is the effort the jail administrator makes to professionalize the jail and its work. If the jail has established meaningful objectives and is successfully achieving them, jail work as a career is going to become more attractive. If this happens, other recruitment methods may be unnecessary.

Training Jail Employees—To Do What?

Jail administrators should have specific objectives in providing training for employees for various tasks. The most realistic objectives can be derived from performance standards developed for jail jobs, as discussed earlier in this chapter.

For too many years much jail training has been less than effective because clear-cut objectives for training were never established. Jail administrators, therefore, must ask: What is the training for? What is it supposed to accomplish?

The jail administrator who has established realistic performance standards for the various jail jobs is in a position to provide the best answer to these questions. Performance standards which spell out what is expected and can be used to measure what an employee does and how well he does it, almost automatically provide a sound basis for training. They show what kinds of training should be provided for most jail jobs (e.g., jail security) and what kinds of counselling techniques should be taught to inmate counsellors. Using this approach permits the jail administrator to tailor his training program to the needs of his jail. Obviously the small jail which at times has to struggle to provide round-the-clock supervision has training needs quite different from those of a 200-man jail with many different types of jail jobs and jail correctional programs. However, *regardless of the specifics, jail training should be geared to meeting the correctional needs of the inmates in an attempt to change their future behavior.* This suggests that training which relates to jail housekeeping, such as counts, searches, and jail security in general, is vital and important but that more sophisticated training programs geared to helping

employees change human behavior are, in the long run, perhaps even more essential. This can be likened to the toilet training of a child which is certainly vital and is accepted as an important part of the attempt to help the child grow into a responsible adult. The jail administrator who limits his training objectives to such basics as jail housekeeping meets a fundamental need. But he has to raise his sights substantially and give perhaps greater emphasis to that kind of training which makes the jail employee a correctional agent.

Employee Training in the Jail

The Standards Commission recommended that new employees receive 40 hours of orientation training, followed by 60 hours of additional training during their first year, and that after their first year all employees receive at least 40 hours of training annually.*

This is a reasonable and useful recommendation. Aside from seeing to it that a training program is under way at the jail, the jail administrator's most important contribution is to provide the setting for training, including space for classes, books and publications, and training materials and aids.

Training for jail supervisors should be emphasized, since so-called line employees receive most training on the job through supervision and counselling.

Realism requires recognition of the fact that meaning and pertinence are more important in training than the number of hours. Four hours of good training is far better than 40 hours of training which does not contribute much directly to improved employee performance.

The jail administrator who has a capable training officer, as described earlier, will know that he can rely on the officer for working out the kinds of training needed and who should do it. But the administrator himself must see to it that the jail conducts a training program that goes beyond mere instructions in jail housekeeping.

The jail administrator must also provide space for classroom-type instruction. If such space is not available in the jail, there is bound to be some close by. He must have flexibility in jail work schedules so that employees are "available" for training. He must arrange to provide a good training library containing appropriate books and publications. And he must arrange to provide training materials and aids such as notebooks, case studies, films, projectors, and blackboards. The administrator of a small jail which has no training budget may have to "hustle" a bit to provide the above, but he can do it at little or no cost. Somebody's nearby conference room can be borrowed for a classroom. The area library will probably be willing to loan books and publications. Training aids and materials can probably be donated by or borrowed from local schools and civic or business organizations.

The administrator of the small, two-employee jail need not throw up his hands in horror at this discussion. He has available for his employees the Bureau of Prisons jailer training course, which is self-teaching and comprehensive enough to cover basic jail operations, jail programs, and jail management. Information about obtaining this course can be obtained from area representa-

*National Advisory Commission on Criminal Justice Standards and Goals, *Corrections*, p. 494.

tives of the federal Bureau of Prisons (stationed nationwide in the regional offices listed at the end of this publication) or from the state department of corrections.

If any one employee group in the jail should be singled out for training emphasis, it is the supervisors. Again realism requires recognition of the fact that most jail training takes place on the job through the supervision, advice, instruction, and counselling an employee receives from his "boss." Supervisors who are well trained automatically become a group of training instructors in the course of performing their regular duties.

Supervisory training can be arranged in a variety of ways even for the small jail with only two or three supervisors. State departments of corrections are rapidly increasing their training capability, and several states now operate training academies for correctional personnel. Police academies offer supervisory instruction, the content of which has much in common with what the correctional supervisor needs. The federal Bureau of Prisons operates two training centers. In other words, the jail administrator who is determined to provide training for his supervisors will find a way to provide it.

Orientation Period for New Employees

All new employees should be given a reasonable period of orientation to acquaint them with the jail and its operations and with the requirements of the job.

The length of the orientation period should be based on the size of the jail and its number and level of operations. In jails having a full-time training officer, the orientation period should not be less than 40 hours.

Orientation must be included in the probationary period discussed next. It is obvious that the employee on probationary appointment will be handicapped in living up to standards if he does not understand how the jail operates and what is expected of him personally.

Probationary (Trial) Periods for New Employees

An important jail hiring policy should be to require new employees to undergo a probationary (trial) period of not less than three months and not more than one year before they can achieve permanent status.

During the probationary period, employees should be evaluated at least bimonthly if the trial period is six months or less, and at least quarterly if it is more than six months. This evaluation should always be discussed with the employee and, if the evaluation is in writing, the employee should be required to read and initial the record.

This standard applies whether or not jail employees are under civil service or some type of merit system, which invariably does require a probationary or trial period. There is no perfect hiring system, and personal judgment or scores obtained on written and/or oral tests do not necessarily predict the success of the employee on the job. In fact, there is some evidence which shows that individuals who scored highest on written tests did not do as well as those whose scores were lower. Hence the jail administrator should require new employees to undergo a probationary period.

The purpose of the probationary period is to test the employee in an actual working situation and judge his performance as either meeting or failing to

meet performance standards. During such a trial period, the employee should be regularly told how he measures up to the requirements of the job. If his performance is below par, he should be given a reasonable period in which to improve and told he will be separated if he does not shape up. If his work does not improve, efficient and effective jail management and operations require that he be separated.

To avoid charges of unfair practices, the jail administrator should tell the employee (1) exactly what his deficiencies are, (2) what he needs to do to improve, and (3) what the jail will do to help him. The jail administrator should also try to avoid delaying separations to the last 30 days if the probationary period is six months or more.

Encouraging Employee Education

Jail administrators should make every effort to encourage employee self-improvement, particularly in advanced education and, as and when possible, provide appropriate recognition of employee efforts through promotions and other incentives.

The best jail training program cannot do it all, particularly in supplying employees with knowledge normally available only through completion of prescribed courses in recognized educational institutions. But the jail that develops at least a nucleus of college-educated employees is in a much better position to meet its growing responsibilities.

The jail administrator can do a good deal to encourage employees in their educational efforts. One way is to make sure that area schools and colleges are aware of the educational needs among jail employees, in the hope that they will develop courses which more nearly meet jail requirements. If the jail has enough employees, the administrator can ask that courses be conducted at the jail itself. And there is nothing wrong in allowing inmates to enroll in and attend these same courses.

Promotional plans can provide additional "credits" for educational achievement. Larger jails, especially, might well require that aspirants have at least an Associate in Arts degree before they can be considered for jobs at higher levels of responsibility.

Work shifts and hours can be made flexible enough to accommodate employees' educational activities. More than one jail has lost employees who worked from 2 to 10 p.m., couldn't change shifts, and therefore couldn't attend evening classes. *In sum, the jail administrator can play an important role in fostering the education of his employees at no cost to himself and with nothing but material benefit to the management and operation of the jail.*

Membership in Professional Organizations

As part of backing employees' efforts at self-improvement, the jail administrator should encourage employees to join, and actively participate in, professional organizations having a relationship to the work of the jail.

Another way for the jail administrator to contribute to employees' self-improvement and at the same time help to professionalize the work of the jail is to encourage workers to join one or more of the professional organizations whose purpose bears directly on corrections. These range from rather general organizations such as the National Sheriffs' Association, the National Jail

Association, the National Council on Crime and Delinquency, and the American Correctional Association, to specialty organizations such as the American Correctional Food Service Association. Many of these organizations publish professional journals which are a source of much information, and most of them hold at least annual meetings of the membership.

Only in rare instances will employees fail to obtain positive benefit from such memberships, particularly if they are able to attend scheduled meetings such as the Annual Congress of Corrections of the American Correctional Association. Much can be learned from attending the formal sessions on the program but even more can be learned during the unstructured sessions when workers with common interests get together and exchange views.

One "reverse" benefit from membership in professional organizations and attendance at their meetings cannot be overlooked. When the employee finishes reading about or listening to the problems of others, he will return to his jail feeling that his own are manageable.

Attending professional meetings can be expensive and may be beyond the limits of the jail's budget. But a resourceful administrator can meet this problem in several ways.

- He can add an item labeled Self-Improvement to the performance rating scale, which would induce employees to pay at least part of their own expenses.
- He can provide time off from duty for attendance at such meetings without charge to the employee's leave credits.
- He can attempt to obtain funds to cover necessary expenses from local, state, or federal agencies or from private sources.

Sources of Help in Personnel Management

This chapter has dealt with only the essential elements of personnel management in the jail. Among other published sources is the Bureau of Prisons publication referred to throughout this handbook—*The Jail: Its Operation and Management*. All jail administrators should study carefully the section on personnel management.

The publication of the National Advisory Commission on Criminal Justice Standards and Goals, *Corrections*, has much material on personnel management. It may be obtained through the U. S. Government Printing Office.

Several publications of the Joint Commission on Correctional Manpower and Training, which reported in 1969, have valuable material on management and training. Most of these publications are available through the American Correctional Association, 4321 Hartwick Road, College Park, Maryland.

The jail administrator may seek help directly from the National Sheriffs' Association and the regional offices of the U. S. Department of Justice, where there is a Bureau of Prisons representative. Help can often be obtained from area colleges and universities, especially those having courses in public administration and from the personnel divisions of local and state governments.

Chapter 3. Policies, Procedures, Rules and Regulations

Definitions:

Policy:—A statement of plan, principle, or course of action.

Procedure:—A way of doing something.

Rule:—An established guide or standard, often allowing room for judgment.

Regulation:—A flat statement, having the effect of law and leaving little or no room for judgment, by which conduct or things are controlled.

The purpose of this chapter is to emphasize for the jail administrator the importance of sound policies, procedures, rules, and regulations in the efficient and effective management of the jail. Major attention is given to policies, since these set out the plan for jail management and their development is primarily the responsibility of the jail administrator. Procedures, rules, and regulations are given lesser attention because they are concerned largely with details which, in all except small jails, are the responsibility of staff at lower organizational levels. Jail administrators cannot ignore details, but this handbook will continue to warn against getting buried in them.

Much of this chapter deals with inmate matters, and the standards and principles given are geared to taking the jail administrator off the defensive and putting him in a position of control. There is not the remotest suggestion that the jail administrator "coddle" inmates. What is intended is that he maintain strict control over matters that really count and let loose the reins on those matters that do not materially affect jail security and operations. A few years ago, there was talk that "the courts are coming." Today the courts are here, and the jail administrator's best way to retain authority and control is to run the jail in a way that will make it unnecessary for the courts to do it for him.

The chapter should be of special help to administrators of very small jails. The two-employee, five-inmate jail, for example, hardly needs a riot plan covering a multitude of details. But even this size of jail might have a disturbance which, in relative terms, is just as serious as a major riot in a large institution. Hence, jail administrators are urged to read the chapter carefully, deciding what fits their needs and what doesn't.

Legal Authority and Requirements

The jail—and the jail administrator—are subject to requirements imposed by federal, state, and local governments, and are further subject to decisions and rulings of the courts and bodies such as grand juries.

The jail administrator must manage and operate his jail within the limitations imposed by lawful authority. But he should attempt to get those requirements which restrict jail efficiency and effectiveness changed.

While the jail administrator has a good deal of authority and even autonomy, his management and operation of the jail is subject to requirements imposed by the various levels of government as well as by decisions and rulings of the courts. The wise administrator will view these requirements as a help rather than a liability. They may well be useful to him when serious problems occur. The jail administrator dealing with the aftermath of a disastrous fire is going to be much less vulnerable if he can show that his jail met the requirements of the fire code and was in fact recently inspected by a fire marshal. Food poisoning, always a possibility in an institution, is much less likely to occur if the aid of local health departments and their experts is sought, rather than fought off. Therefore, while governmental requirements may strike some administrators as bureaucracy run by would-be meddlers, they are actually a help and should be met in all cases.

Courts in general have taken a reasonable approach to the problems of the jail, and many decisions have advocated actions that will produce correctional progress. The important thing regarding court decisions is for the administrator to run his jail in a manner which makes intercession of the courts unnecessary. There will always be inmates and others filing suits against the jail. However, if the jail is run in an efficient and progressive manner, the suits are likely to be frivolous in nature and recognized as such by judges.

Even the best jail administrator and the best jail are going to run into situations when governmental requirements and court decisions just don't make sense. If a state law or local ordinance is adversely affecting the jail, the administrator should make every effort to have it changed. Even if a court decision is based on law but is totally unreasonable with regard to its effect on the jail, the jail administrator should pursue action to eliminate the unreasonableness or at least reduce its impact. The essential point is that those having authority to make laws and render decisions also have the authority and power to change them.

The Operational Foundation—Statement of Jail Objectives

Jail administrators must have clearly defined objectives in mind to guide their management and operation of the jail. These objectives should be set forth in writing for the guidance of jail staff unless factors such as jail size make it unnecessary to do so.

Chapter 1 has suggested in general terms what the overall jail objectives should be. While these objectives serve the purpose in addressing the aims of the 4,000 jails in the United States, they are much too broad and general for the individual jail. The administrator, therefore, has to take a hard look at his own jail and, within limitations imposed by local factors such as public opinion, set forth in rather specific terms responses to the three basic questions: Why does the jail exist? What is it supposed to do? To whom or for whom?

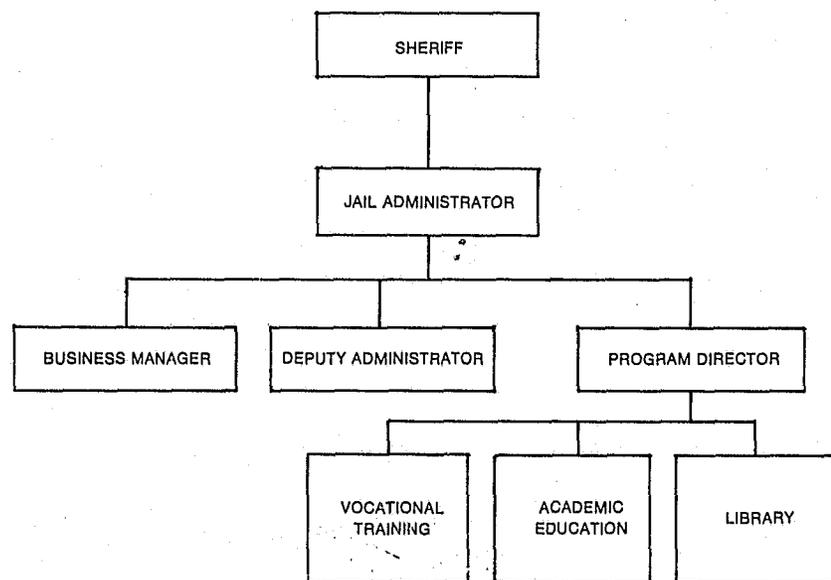
The important thing about setting forth a statement of objectives is simple honesty. The jail administrator is kidding only himself when he describes his correctional objectives in rather elaborate terms, when no teacher, caseworker, or counsellor is in evidence with the institution. No jail administrator should put himself in the position of contributing yet another voice to the lip service that has characterized corrections over the last hundred years. The time for talk is over; the time for action is now. And the individual best in a position to put meaning into words is the jail administrator.

Jail Organization

Organization is the basic requirement for achieving jail objectives. If there are two or more departments or units handling jail activities, the organization should be described on paper in the form of an organization chart.

The jail organization chart can be likened to that of a football team. The quarterback (the jail administrator) calls the signals. The halfback and fullback (the deputies) help execute the play. The linemen (the jail employees) block and run interference so that the objective is achieved.

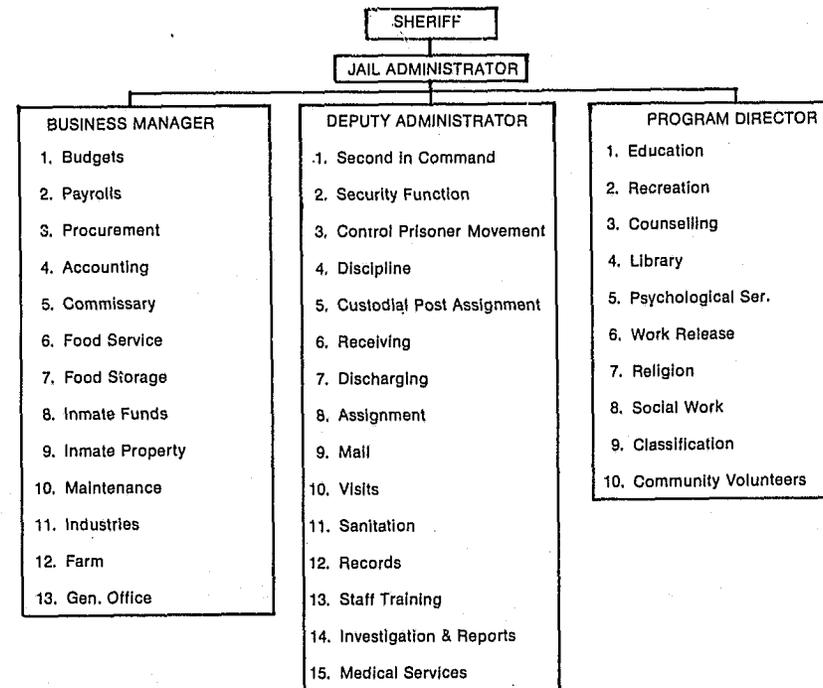
Exactly what organization is developed on the specific jail objectives, and it is impossible to indicate an organization that will fit every jail. However, the following suggests what a jail organization chart might look like.



Jail Functional Organization

The jail organization chart should be accompanied by a functional chart which explains what each organizational unit is expected to handle.

Basically, such a functional chart tells who is in charge of what. It can be as simple as the following example.



Jail Orders or Directives

All policies, procedures, rules, and regulations which guide and control the management and operation of the jail should be put into writing and distributed in the form of jail orders or directives.

Jail orders and directives should be distributed on a "need to know" basis; for not all employees need all orders and directives. The jail administrator should do what is necessary to insure that employees receive, read, and understand them.

Policy statements should be signed, usually by the jail administrator. Procedures, rules, and regulations, which implement policy, may be signed by individuals in subordinate but authoritative positions.

Major orders and directives should be discussed with the staff (in large jails, at least with key staff members) when still in draft stage and prior to final sign-off to insure their potential effectiveness.

Policies are needed to achieve jail objectives and guide and control activities and operations. Procedures, rules, and regulations are needed to implement them. These should be put into writing in all except the very smallest of jails and distributed in the form of jail orders or directives or whatever other label seems to fit. To avoid burying employees in a flood of paper which has no bearing on their work, orders and directives should be distributed only to those workers who need to know the content. For example, all employees need to know about key control, but not every employee needs to know the procedure for counting prisoners.

In addition to issuing orders and directives, the jail administrator has to make sure they get to the employees involved and that these employees read and—most important of all—understand them. This can be accomplished in a variety of ways. A shift supervisor can read and discuss orders and directives before a work shift begins its tour, or department heads can read and discuss them at staff meetings. How this dissemination can best be handled depends on jail size and routines, but it has to be done.

Jail administrators should avoid the problems which arise when deciding who signs what. The important thing is that orders and directives do actually exist. However, as a general rule, policy directives, including changes in policy, should be signed by the jail administrator. Procedures, rules, and regulations—which tend to implement policy—may be in the form of orders and directives signed by staff members in lower positions of authority.

There are so many jail affairs that should be covered by orders or directives that it is impractical to list them here. Moreover, the level and intensity of jail activity vary widely as between jails. However, the following suggests a format that would be effective.

Purpose. The reason for issuing the order should be stated as a preface to understanding its content.

Other orders affected. If other jail orders are involved or affected in some way, they should be listed.

Explanation. In addition to listing the *purpose* of the order, the *reason for issuing* it should be explained.

Action required. The order should specify briefly, but in as much detail as necessary, what action is required and who is to take it. Since this is the "do it" and "how to" section, it should be written with extreme care.

Cancellation date. This heading should tell how long the order will be in effect; e.g., "indefinitely," "until action required is completed," or a specific date.

Distribution. List, by classes of employees, those to whom the order is to be distributed.

Staff Meetings

Staff meetings can be a help in administering jail affairs, especially in communicating on a group basis. They should be held regularly, perhaps every two weeks, to review past and future activities.

It is important that communication be two-way. The administrator should encourage his staff to participate in discussion rather than merely listen to him.

Jail administrators should not overlook the use of staff meetings as an effective device for communicating on a group basis. There is no better way for spreading the word. This is especially true in larger jails having many employees, where the ordinary course of events requires that jail policies, procedures, rules, and regulations be in writing. The jail administrator in medium-size and large jails ought to have something to say to the employees on a regular basis as frequently as every two weeks. On the other hand, staff meetings are expensive when salary dollars of those present are added up, and the meeting should be businesslike and geared to produce a specific effect even if that effect (in large jails) is no more than to let the employees on the third shift see what the Jail Administrator looks like.

Post Orders

Post orders are an essential means of controlling jail activities, especially time schedules, and should be prepared for all jail jobs that handle prisoner movement and control and otherwise supervise inmate activities.

Post orders should be written with extreme care. They should distinguish between those duties which must be performed as stated without change and those which allow some latitude for individual employee judgment and discretion.

Post orders tell an employee on a particular job—usually dealing with custody and security—what he is supposed to do and when. Post orders are especially important in those jobs covered by jail officers, since these employees rotate from job to job and shift to shift. Post orders are essential to controlling jail activities since an officer can cover a post he has never worked before after a few minutes of reading and do it effectively and efficiently.

Since institution life is necessarily scheduled and otherwise clock-oriented, post orders usually emphasize times—when to awaken the kitchen workers, when to release those attending school, when to count inmates, etc. This is demonstrated in the sample that follows.

A word of caution about preparing post orders: they need to be drafted carefully to distinguish between those things which the officer *cannot* do differently or at another time and those in which he might be allowed a certain degree of personal judgment. For example, a flesh count at 6 a.m. means exactly that and the employee has to know it means a "flesh" count and must not be made at 6:00 or 6:20. On the other hand, "10:00 p.m. Lights out. Turn TV Off." can mean, and has created, trouble when a ballgame was on, there were minutes left to play, and the score was tied.

In this case, turning the lights out and the TV off at 10:15 p.m. is not in the least objectionable, and post orders should plainly allow discretion in such instances. At the beginning of this chapter it was mentioned that the jail administrator should maintain strict control over those things that count and let go of those things that do not. This philosophy should be observed carefully in drafting post orders which allow the employee to think.

With some jails having dozens of posts and with 4,000 jails, it is impossible to do more than suggest what a post order might look like. The following post order for housing unit, drafted at the Worcester (Massachusetts) County Jail and House of Correction, may be used as a guide. (Note the instruction that even a housing unit officer should assume counsellor responsibilities, and the discretion permitted inmates as to which evening activities they will choose.)

POST NO. 3A—SECOND SHIFT

2:45 PM—Officer reports to block for duty. Consults with the officer he is relieving. Checks the inmate count with officer he is relieving. If count is off, *BOTH* officers report to the supervisors of their respective shifts; none of these four leave premises until the matter is ironed out.

3:00 PM—Supervision of inmates returning from visits, to include proper search for contraband and proper counting techniques to assure that all who left for a visit do return to the block when the visiting period is over. Supervi-

sion of inmates leaving block for visit, to include a search to determine that inmate has nothing on his person other than jail clothing.

4:45 PM—Inmate Recall. Take wing count (informal). Determine that all are back in block or otherwise accounted for and preparing for evening meal.

5:00 PM—Evening Meal. Same procedure as morning meal.

5:30 PM—All inmate personnel except on-duty kitchen help return to rooms for the count.

5:45 PM—Free time in block. Block officer to maintain constant patrol of the entire block during this period. This time of day will be useful to both officer and administration in learning of inmate problems and unrest. Listen to the inmate, learn what his problems are and if you can solve them, do so. If you are unable to handle the problem, tell the inmate so, and refer him to somebody who may be able to help him.

Jail Emergencies

Jail administrators must develop plans for use in emergency situations—escape, riot or disturbance, fire, natural disaster (tornado or flood), loss of utilities—and be certain that jail employees, particularly supervisors, on all shifts are familiar with steps to be taken in such situations. Emergency plans are required by law in most jurisdictions.

Emergencies occur even in the best of jails, and employees have to know what to do under the circumstances. Escapes, the most common emergency, can range from the minor (an inmate fails to return from a work release program) to the major (dramatic escape by dangerous prisoners). Fire is less common but is an ever-present danger. If the jail administrator and his staff are successful in getting the inmates and employees out without injury or death, it can be said the fire emergency plan is a good one. Jails seemingly are less involved in natural disasters (Not many have been built in flood plains!), but they can occur. The essential element of a disaster plan is evacuation, and this can be an adaptation of the procedures developed for use in case of fire.

Loss of electric power or other utility services can occur, especially in bad weather, and the essential element in such cases is to develop other ways of keeping the jail in operation. Primary among these alternatives are maintenance of jail security and provision of needed services, particularly food and medical attention. For example, how do you feed prisoners or X-ray a possibly fractured arm when electricity is gone, the electric jail locking system is out, and the electric griddles, ovens, and X-ray machine are not working?

Because emergency plans depend so much on local factors such as individual jail design, plans for riot or disturbance control have to be custom tailored. Perhaps the most important factor in such plans is that it may be necessary to use firearms or assault-type weapons in regaining control and perhaps rescuing hostages. *The jail administrator must issue precise instructions concerning the use of firearms or assault-type weapons, for this is one responsibility he must never delegate.*

Jail plans for emergencies can be as elaborate or as simple as local conditions warrant. They are discussed in detail in the handbook on security.

Inmate Medical Emergencies

Jail administrators must establish policies and procedures to cover inmate medical emergencies which exist when the inmate arrives, occur during a stay at the jail, or happen away from the jail during an authorized absence such as a court appearance or work release.

All actions taken with respect to medical emergencies must be documented, including the taking of photographs if indicated.

Affecting health and even life, medical care is perhaps the most vital service provided by the jail. This is something the jail administrator cannot ignore.

Specifics concerning medical care and services are contained in the companion to this handbook which deals with security and services. Jail administrators should study these handbooks carefully and see to it that the necessary policies and procedures are in effect to cover emergencies regardless of where the inmate happens to be at the time. An essential policy is to record all events and document all actions. Documentation should include taking of photographs when appropriate, such as photographing injuries existing at the time an inmate is received at the jail.

Even the smallest of jails should observe these standards. There is no need for the documentation to be especially elaborate.

Inmate Deaths

Deaths of inmates, whether due to natural causes or to accident, murder, or suicide, must be handled in strict accordance with local laws.

The best way to prevent inmate deaths is to insure that inmates receive prompt medical attention and that employees are trained to be alert to, and able to handle, other emergencies.

When inmate deaths occur, the jail administrator must observe all pertinent laws to the letter and allow appropriate investigating authorities to have full access to all of the facts surrounding the incident.

The administrator can take several steps to reduce the likelihood of inmate deaths. Inmates should be medically examined as soon as possible after arrival and otherwise receive prompt medical attention whenever required. The number of deaths from accidental causes can be practically eliminated by a vigorous safety program involving the use of protective clothing and other safety aids and by thorough instruction of all those engaging in any jail activity which has a safety hazard.

Murder and suicide are best prevented by a system of inmate classification which will tend to identify those likely to be victims or assaultive aggressors and those who may be suicide-prone. Additionally, all staff involved in supervising inmates must be well trained in effective supervisory techniques and in handling emergencies when they occur. (See Chapter 7, Incident #11 telling how a suicide was prevented.) With the help of local psychiatrists, jail training programs should include instruction in identifying the suicide-prone. Large jails should develop and use suicide "profiles" which alert employees to warning signs. This is one case—perhaps the only one—when other inmates can help in supervising other inmates. Some jails have had great success in using reliable and emotionally stable inmates to "keep an eye" on those thought to be suicidal.

Since inmate deaths invariably attract public attention, the jail administrator should be scrupulous in providing news media with prompt and accurate information regarding all such incidents. The sure way to make such incidents seem worse than they are is to attempt to conceal or cover them up.

Employee Medical Emergencies and Deaths

Jail administrators have a responsibility for the health and safety of employees during duty hours. The primary responsibility is to insure that jail conditions are sanitary and safe, and that employees are sufficiently trained to handle their duties in emergencies with maximum safety to themselves.

Jail administrators should assume responsibility for providing employees and their families with benefits in the event of sickness, accidental injury, or death, including coverage if the employee is on duty but out of the jurisdiction. If such benefits are not provided by the governmental unit to which the jail is attached, it may be possible to arrange insurance-type coverage on a group basis through commercial firms.

Working conditions that are safe and present the minimum in hazard and potential for harm are significant factors in employee morale. The "danger" or "harm" potential also affects the jail's ability to recruit and keep well-qualified personnel. Aside from seeing to it that the physical conditions of the jail and its equipment are safe, perhaps the best thing a jail administrator can do is to make sure his employees are well trained and able to handle themselves well, especially in emergencies.

As suggested in Chapter 2, if the responsible governmental unit does not provide employees with health and accident insurance, the jail administrator can probably arrange for it. Commercial insurance firms provide accident and health coverage to jail employees, and advantageous premium rates can be secured if this is handled on a group basis.

Inspection of Jails

Efficient and effective jail operations are assured only when the facility is regularly inspected, formally and informally, particularly with regard to security, safety and sanitation, and programs and activities.

Small jails which do not have staff members assigned specific inspection responsibilities should rely on units of local government for the needed expertise.

The jail administrator himself should regularly inspect the jail. Even though his inspections are informal, they should cover all aspects of jail operations on all shifts.

The jail administrator must establish a firm policy that all aspects of jail operations and activities are to be inspected regularly, and he must see to it that procedures are in effect to carry out this policy. Some inspections should be formal, scheduled at a predetermined time and resulting in a written document. Others can be informal, amounting to a walk-through such as a tour through the kitchen and dining room or a sit-in, such as observing an educational class or counselling session.

In small jails, the jail administrator himself can handle both kinds of inspections. But, since he can hardly be an expert in all matters, he should have the jail inspected periodically by an expert in matters such as safety, sanitation,

and food service. (See companion handbooks on sanitation and food service.)

In larger jails, individual employees should be assigned specific inspection responsibilities which come either as part of the job (for example, safety inspections by the safety officer) or are assigned as additional duties (the evening shift supervisor is responsible for inspecting the kitchen after closing).

Regardless of jail size, the administrator himself should make frequent inspections not only so that he can learn what is going on but so that the employees know that he cares. These inspections should cover all shifts. It is an educational experience for all concerned when, at 2:00 a.m., the jail administrator steps into an area to find an employee who is supposedly patrolling but is actually sitting with his feet propped up, reading a book. It is also uncovering a break in security procedures.

When inspections are formal and result in a written report, the most useful are those which are brief and very much to the point. The following sample of a maintenance inspection report, reproduced from the Jailer Training Course*, can be used as a guide for any type of inspection. Notice that the report contains provision for follow-up, which insures that it is not just another piece of paper ending up in the files.

Maintenance Report

Physical Plant Survey

Location or Equipment	Condition	Repair Needed	Date Repairs Completed
North floors (1-5)			
Fire escape			
Connector	corroded	replacement	
Treads	rust	paint	
Hand rail	rust	paint	
Left section	inoperable	scrape, oil	
Cellblock 1			
Tier 1			
Closet	OK		
Water taps	leaking	replace HW washer	
Cell doors	14 door sticking	check channels	
Cell bars	tapped—no evidence of tampering		
Cell plumbing	all OK		
Floor	NW corner slippery	remove oil stain	
Lighting	no dark corners bulbs replaced as needed		

*The Jail: Its Operation and Management (U.S. Bureau of Prisons, 1970), Pp. 149.

Location or Equipment	Condition	Repair Needed	Date Repairs Completed
Tier stairs	clear of obstructions no dark spots, tread firm, no slippery spots		
Windows	clean and operable		
Fire extinguishers	inspected and filled as scheduled		

Submitted: *John Baird*
Chairman, Inspection
Committee
June 1, 1970

Copies: Inspection file
Maintenance Supervisor

Inmate Handling and Control

Much of the tone and atmosphere of the jail is set by the way in which inmates are handled and controlled. Jail administrators, therefore, must establish policies, procedures, rules, and regulations which assure that inmate handling and control are consistent with the objectives established for the jail.

Companion handbooks to this publication contain specifics regarding inmate handling and control. As a minimum, the jail administrator must deal with these matters:

- Receiving and discharging inmates
- Inmate personal property
- Inmate appearance: clothing, haircuts, bathing, laundry
- Inmate conduct and discipline
- Daily jail schedule
- Inmate hygiene, health, and medical care
- Classification of inmates: correctional needs as well as custody
- Inmate grievance procedures
- Jail shakedown for contraband—the jail building as well as the inmate
- Use of force against inmates by jail employees

The jail administrator's ability to establish clear policies regarding the handling and control of inmates will determine the kind of a jail he heads. The essential aspects of this phase of jail operations have been listed above, and specifics concerning each can be found in the companion handbooks dealing with correctional programs, jail security and legal rights.

Inmate Rights, Privileges, and Allowances

Jail administrators must establish policies, procedures, rules, and regulations regarding those aspects of jail life to which the inmate may be entitled as a matter of right or which he may receive as a privilege or an allowance.

The companion handbook on inmate legal rights deals with specifics concerning entitlements and should be studied and followed carefully. Jail administrators should be liberal in the extreme in granting inmate rights, not because the law says so but because a liberal approach reduces, rather than

increases, jail problems and tensions and otherwise assists in achieving correctional objectives. Especially important are the entitlements which help the inmate maintain contact with the community (mail, visits, use of telephone) and those which help in straightening out his legal problems (access to attorneys, prosecutors, and the courts).

The inmate should be permitted the maximum in privileges and allowances to assist him in maintaining his person and personal dignity and to help solve the age-old jail problem—doing time with nothing to do. Only the most pressing custodial and security considerations should prevent an inmate from receiving those privileges and allowances which permit him to maintain his person and personal dignity (toilet articles, physical aids such as eyeglasses, dentures, prosthetic appliances) and to make his stay in jail a "busy" time with full access to programs and activities.

Inmate entitlements, particularly those having a basis in law, should never be withdrawn, regardless of the jail status of an individual prisoner. However, it is appropriate and proper to grant privileges and allowances in accordance with the inmate's ability to use them wisely and to advantage. Distinction can and should be made between those in the general jail population, those in disciplinary or special restraint status, and those classified as special prisoners. Such judgments, however, should be made on an individual basis, and denial or withdrawal of privileges and allowances should generally be approved only by the jail administrator himself (in large jails, other staff members serving at the executive level may be delegated such authority).

No jail administrator should permit inmates to have money in their possession but he should devise a suitable scheme to allow inmates to purchase appropriate items which the jail does not provide—candy, soft drinks, deodorants, etc. (See the chapters on the commissary in the handbook's on food services and programs for inmates.) Even the smallest of jails can permit inmates to have "specialty" items by arranging purchase with local stores or by permitting such items to be delivered by family members, relatives, or friends.

Jail administrators are urged to study carefully the companion handbook dealing with inmate legal rights, which was prepared with great care not only to satisfy decisions of the courts, including the Supreme Court, but to keep the jail administrator out of trouble. The present handbook suggests the jail administrator be liberal in the extreme in granting inmate rights if for no other reason than doing so will make his job easier and permit him to concentrate on achieving established jail objectives.

The same philosophy applies to permitting the inmates to have the maximum in privileges (for example, access to recreation) and allowances (such as toilet articles). Especially important are those items which contribute to inmate hygiene and personal care which are not supplied by the jail.

While inmate rights should never be violated regardless of reason or jail status, the jail administrator can properly use withdrawal of privileges and certain allowances for those in disciplinary or special restraint status and for some special prisoners such as the suicide-prone. Some jail administrators have had success in using privilege withdrawal as a means of communicating with an inmate who cannot be "talked to" or otherwise reached in a normal manner. While such withdrawal still has its punishment aspect, an action taken

in this way has its positive, rather than negative, intent. Except in large jails, privilege withdrawal should be approved only by the jail administrator himself.

Historically, jails which permitted inmates to have money in their possession within the jail have had nothing but trouble. Even the smallest of jails can set up a simple system of accounting whereby cash is deposited in a personal account from which the inmate draws for his purchases. When this is not possible, it is better to prohibit the use of cash altogether and permit needed items to be brought to the jail for inmate use. If this is necessary, however, extreme care must be used in examining delivered items to avoid the introduction of contraband.

An exception to the foregoing is appropriate for inmates on special status such as those on work release who daily need cash for lunch, carfare, and related expenses. There are also jails which operate minimum security facilities where the cash rule might also be relaxed.

Inmate Activities and Programs

Every jail administrator should attempt to operate the widest possible range of inmate programs and activities, not only for their correctional value but also to combat the traditional idleness of jails.

Programs and activities should be aimed at meeting inmate needs. Depending on jail size to some extent, they should include:

- Useful and productive work: jail operations and maintenance activities; in large jails, work in jail industries for pay or extra good-time credits; work release.
- On-the-job training and academic education: training and education away from the jail (study release); library facilities and study centers.
- Religious programs and services.
- Recreation: *Sedentary*, movies, TV, playing cards, games, handcraft, art; *Active*, use of gymnasium, recreation yard, or other space.
- Counselling, psychological, and psychiatric aid.
- Community support activities.

For specifics on inmate programs, jail administrators should refer to the companion handbook on this subject.

Public Relations

The jail public relations program—or the lack of such a program—has much to do with efficient and effective jail operations, especially in the amount of community support received.

Public relations is defined as any contact with any segment of the community, regardless of whether jail-originated. It includes contact with (a) the news media—radio, newspapers, television, magazines; (b) visitors to the institution—visitors to inmates, official visitors such as prosecutors or judges, or unofficial visitors such as members of civic groups, and (c) volunteers who perform services at the jail. It also includes all contacts with the public by jail employees—telephone inquiries and even the contacts made by jail staff off the job.

Contacts with news media, particularly those at the local level, should be made through one jail spokesman and must be forthright, open, and—above all—honest. Jail administrators should initiate the contacts with news media, particularly when serious jail incidents occur, and be certain they report all facts and answer all questions, never giving vague responses or “no comment.” When news media seem to be hostile or antagonistic towards the jail, the administrator should avail himself of other means of carrying his message to the public such as appearances before church and civic groups.

The jail administrator who is efficient and effective in managing and operating his jail has little to fear from permitting news media to have access to inmates and vice versa. Inmates, of course, will have a different viewpoint, and not all such contacts will truthfully represent whatever situation may be at issue. However, the public can be trusted to make the correct judgment when it knows what the jail is really like and what goes on there.

The presence of news media representatives in the immediate area of any serious jail incident such as a riot can—and has—served to complicate rather than simplify the jail administrator’s attempt to retain and regain control. Jail administrators therefore should be firm and unyielding in denying news media presence whenever such presence would serve to inflame conditions, prolong the duration of the incident, or otherwise complicate matters. When such denial is necessary, news media representatives should be assembled in one location and, through one selected jail spokesman, provided with a constant flow of factual information for the duration.

The important thing for the jail administrator to understand is that public relations is much more than dealing with newspapers, radio, and television. In truth, public relations is everything that the jail does, or its employees do, and it makes little difference whether it happens at or away from the jail. Little things add up.

The jail administrator will have to struggle to overcome the impressions created by the gum-chewing receptionist, the gruff manners of the person answering the phone, and the apparent disinterest on the part of those supervising jail visitors. Many other such impressions, taken together, convey the notion that the jail staff do not care how they appear to others.

Training programs should emphasize that what the jail employees do off the job, is in some ways more important in its effect on public relations than what they do when on duty. The employee who does not pay his bills, who squabbles with his neighbors, who is hailed into court because of domestic difficulties, or who otherwise fails to measure up to general expectations, is branding more than himself—he is branding the jail. People will naturally wonder what such an individual will do on the job when shut off from public view if he behaves in this way out in the open.

It is essential that contacts with the news media be handled by one—and only one—spokesman for the jail. He must be a man who knows the jail operation completely and understands the media. It is inevitable that some jail administrators, no matter how hard they try, will encounter antagonism from a newspaper or a radio or television station. When this happens, the jail administrator should keep on trying and meanwhile use other means of carrying his message to the public—through appearances before church and civic groups, and at area schools, colleges, and universities.

An important question in these times (1974) is whether inmates should be allowed to have access to news media representatives and vice versa. The jail administrator may be required by law to permit such access readily and freely, so long as the rights of the individual inmate and the security of the jail are not placed in jeopardy, but this requirement may change with the times. The inmate who is denied access to a newspaperman need only wait until his discharge and he then can vent his complaints without restraint. The newspaperman denied access to an inmate who has indicated his willingness to be interviewed will only wonder what is being concealed. Again, the jail administrator who runs a good jail and who is really trying has nothing to fear.

There are, however, two occasions when the jail administrator properly can limit his contact with news media representatives. First, if something occurs which may place the jail or one of its employees in a position of liability, comments should be made only on the advice of counsel. Second, when a serious jail incident is under way, it is essential that news media representatives be permitted no access to troubled areas. Newsmen can be assembled at one point away from the scene and given a complete and factual account of what is going on.

The commission that investigated the riot at Attica prison had this to say about contacts with the media in an emergency situation:

The presence of television cameras and the press has a tendency to encourage rhetoric rather than serious concessions. The Commission believes strongly that prisons must be subject to continuous public scrutiny and that the press has a vital role to play in exposing inhumane conditions. But settlement negotiations during an uprising are not the occasion to exercise that function. To maximize chances of agreement, negotiations must be conducted privately without the presence of the press, but with appropriate briefings to the press.

The commission indicated clearly why negotiations are made difficult by the presence of reporters or camera men:

Prisons have traditionally been off limits to the press. The admission of newsmen and television cameras to the yard not only provided inmates with an unparalleled opportunity to tell the public about prison conditions but gave them a sense of importance, dignity, and power. Inmates realized that they could command national attention only as long as they kept the hostages, and that once the uprising ended, they would return to the status of forgotten men, subject to all the humiliations of prison life. That feeling, coupled with their fear of reprisals and mistrust of the state, made it almost impossible to persuade them to give up the limelight and return to anonymity.*

Working Relationships with Other Community Agencies

Few jails can provide all services needed by inmates, and jail administrators should make a positive effort to establish working relationships with both public and private community agencies that are able to provide such services.

As a matter of efficiency and economy, it may be questioned whether any jail should try to provide the needed services. Too many such services must be provided by professionals, who are typically in short supply and therefore working with agencies that concentrate on their particular field.

*Attica: *The Official Report of the New York Special Commission on Attica* (New York: Bantam Books, 1972), pp. 211-12 and 213.

The jail administrator must set up close working relationships with all public or private community agencies if adequate services are to be made available. Such arrangements will help his budget too. Why pay an employee to do something which someone from another agency can do better and often at no cost to the jail?

Working relationships can also be established to provide services which the jail would not ordinarily be expected to supply. For example, the Cook County jail in Chicago furnishes office space for the county welfare department and this is also true in Sheriff Michael Canlis' jail in San Joaquin County, California. A jail administrator has no legal responsibility for the care of inmates' dependents. But when he can make arrangements which take care of dependents he is much further ahead in managing and operating a jail so that it meets its objectives of providing services needed by inmates.

Chapter 4. Management of the Jail

In Chapter 1 it was pointed out that jails in the United States are big business. Total operating costs for the fiscal year preceding the 1970 census were \$324 million, and there were nearly 29,000 full-time employees. Although current-year data are not available, they would undoubtedly be significantly higher, in view of the increase in the cost of government at all levels.

There is, of course, a wide variation in costs of individual jails. Many an administrator feels he is expected to run his jail on a shoestring. But, regardless of the size of his budget, the public expects him to do more than to run his jail by the seat of his pants. The purpose of this chapter is to give some information about management techniques which will help the administrator to meet expectations as to effective and efficient operation of the jail.

Essentials of Management

The effective manager has certain qualities which allow him to understand a situation, among them:

- Perceptiveness—an understanding of what is actually going on as compared with what is supposed to be happening;
- Discernment—knowing the difference.

Management requires:

- Analysis—examination of the situation, determination of the facts, and selection of alternatives for action.
- Decision—deciding between alternatives.
- Action—acting on the decisions made.

Management as a skill is difficult to describe. It is much easier to say what makes a good craftsman because, among other things, his techniques and results are visible and can be judged. The manager, however, does not use tools or his hands as such, and he does not produce anything like a neatly soldered, leak-proof plumbing fitting. This section attempts to outline what is involved in the skill of management in the hope that the jail administrator may find some clues which will help in his difficult job of running a jail.

A prime characteristic of the skillful manager is perceptiveness, the ability to see that what is actually going on may not be what is supposed to be happening. Too many jail administrators find that things have gone astray when it is too late (as after a serious incident has occurred) or at the wrong time (as when

escorting an influential legislator through the jail). Perhaps the best advice the jail administrator can follow is the motto of James V. Bennett, former director of the federal Bureau of Prisons. He constantly urged his wardens to "see and be seen." The jail administrator is urged to do likewise.

A second element in the skill of management is that of discernment, which is the ability to see how what is going on falls short of what is supposed to be happening. Teachers are supposed to be conducting educational classes, and they do. But are the inmates learning anything? Job placement officers are supposed to be finding jobs for inmates, and they do. But how many inmates stay on the job longer than a week? Discernment permits the jail administrator to look into, and behind, everything that is going on to make sure that the desired objectives are being reached.

Management cannot be effective without analysis—examining the situation closely, determining the facts, identifying possible alternatives for action to improve matters. Food costs have been soaring, but inmates still complain. Why? Is it the quality of the food being purchased? The way it is cooked? The way it is served? How can conditions be improved? Analysis requires that the jail administrator ask questions, many questions. And then he asks more questions about the first answers until all the facts are known.

Decision-making is perhaps the most difficult part of management. At times the easiest course of action is not the best. Again, the best course of action is not always the cheapest. The jail administrator wants to start a counselling program, but he can't get the needed position approved. Can a jail officer job be converted to a counsellor position without hurting security? Will the presence of a counsellor who can help handle inmate problems and problem inmates offset the reduction in the security staff? Perhaps all jail officers could be given counsellor training, thus killing two birds with one stone. The last alternative seems to offer the least risk. The process just described suggests the kinds of trade-offs the jail administrator must make in pursuing his objectives.

Once the difficult step of making a decision is taken, action must follow. There is something about the need to act that stops some administrators cold. Perhaps they are wedded to tradition, or they fear taking a risk. However this may be, the time comes when the jail administrator must display the courage to take the lead and start the action toward completion.

Essentials of Supervision

Effective supervision requires an understanding and recognition of the result desired and insight into the type of action needed to bring it about. Insight, in turn, requires that the supervisor have both sympathy and empathy.

In addition to his responsibility for total management of the jail, the administrator is also responsible for directly supervising one or more phases of the operation. Even in a large jail, he is responsible for supervising the performance of those at the middle management level. In the small jail, he is directly responsible for supervising everything.

The effective supervisor must have an understanding of the result desired and some insight into the kind of actions needed to bring that result about. For example, in Chapter 2, it was suggested that the training officer work directly under the supervision of the jail administrator. As a supervisor, the jail ad-

ministrator has to have some understanding of what the training program is to accomplish; that is, what results are to be expected from a personnel training program. He must also have some insight into what needs to be done to achieve the results desired. The training officer, working in a more limited sphere, may not have realized that the jail inmate population is getting younger all the time and probably more impulsive and less reliable. If the training given jail employees is still geared to handling the old inmate types—drunks, for example—the training is no longer appropriate. If the jail administrator as a supervisor is not alert to this sort of thing, he is headed for trouble.

Two qualities generally are essential for the effective supervisor: sympathy and empathy. The sympathy mentioned here is not the "feel sorry" kind. Rather, it is a "feeling" for the situation—the ability to judge intuitively when things are right or wrong. Empathy is the ability to project oneself directly into a situation and understand both the situation and the individual directly responsible.

Understanding and insight, sympathy and empathy are the qualities that make an effective supervisor. More details are given in the companion handbook on services for inmates, food programs, and security.

Jail Records and Accounts

The jail administrator cannot be efficient and effective in managing his jail without information from jail records. This information is necessary to:

- Meet statutory requirements imposed by local or state governments.
- Serve as a basis in preparing budgets.
- Serve as a basis for reports on individuals as well as the total jail population.
- Evaluate jail operations and measure effectiveness of programs and operations.
- Accumulate information for planning and making needed changes.

Even the small jail should maintain two kinds of records:

- Management records—personnel, payroll, general administrative activities, and jail operations, including even such incidentals as the recharging of fire extinguishers.
- Program records—information regarding jail correctional programs and inmate activities.

These records permit the jail administrator to obtain information needed for:

- Jail management, from the documents and forms designed to meet functional needs such as payroll, cost accounting, inventories, etc.
- Correctional program administration, from records which follow the inmate from admission to discharge.

Jail administrators should give special attention to fiscal records not only because they account for the expenditure of the public dollar but because cost information is vital to the management processes involved in planning and evaluating.

Records and accounts are often the most neglected feature of a jail operation. In many jails, the kind of records maintained are not particularly helpful

to the jail administrator. Many forms now in use are difficult to handle and hard to fill out. The poor quality of paper makes preservation difficult.

Jail administrators are urged to give some attention as to the purposes of records and seek professional assistance in designing a records system which will provide information to meet these purposes. This is not a situation which can be corrected overnight. Meanwhile the jail administrator should keep a log containing two types of entries: (1) records and reports coming to his desk that contain information he never uses; (2) information needs that cannot be met from any records immediately available. A log of this kind kept for a period of six months to a year will surprise the jail administrator and give him considerable insight into the kind of information he does not need and the kind that he needs but doesn't get.

The jail administrator should also check on the amount of time jail employees spend filling out forms and records. He may be surprised to find that as much as 25 cents of the jail salary dollar is spent paying people to spend time shuffling pieces of paper. Paper shuffling may be the most expensive activity in a jail. If the handling of paper and the filling out of forms contributes to jail objectives and purposes, well and good. If not, the jail administrator can take action to free thousands of man-hours for work that will produce a worthwhile result.

Fiscal records are especially important, since they reflect the expenditure of the public tax dollar. Any jail administrator should be able to account for his expenditures to the penny. More than that, he needs to know what the money is spent for. What food item is the most expensive purchased by any jail? Probably it is coffee. This suggests that he should look behind the totals because the details can be very meaningful in his management of the jail.

Jail Reports

In accounting for their stewardship of a public trust, jail administrators must prepare reports which are either statistical (reporting numbers) or narrative (reporting events).

The administrator must be well aware of the purpose of his reports. Reports may be:

- Factual, objective, matter-of-fact descriptions, or
- Impressionistic accounts which convey feelings, judgments, or opinions.

A good report is clear and understandable; pertinent and to the point; complete in leaving nothing out but also brief. Most important, it is accurate.

If the jail administrator could talk to everyone to whom he is responsible and to everyone who is responsible to him, he would never have to write or read a report. Since this, of course, is not possible, the first thing the jail administrator should understand about reports is that they are a form of communication which happens to be on paper. This suggests that there is no real magic in preparing an effective report. The jail administrator must know exactly what is the purpose of the report he is preparing. Among the common purposes of reports are these:

- To meet statutory requirements or regulations.
- To interpret a situation, policy, or objective, or to explain a procedure.

- To inform readers about facts or events.
- To analyze a situation or an event.
- To recommend changes, solutions to problems, new plans, different procedures.

The administrator must also understand that his report should be either facts and figures (even if explained) or judgment. A report dealing with facts and figures is relatively easy to prepare, so long as the facts and figures satisfy the report purpose. Reports which contain judgments or opinions are somewhat more difficult because it is harder to keep one's personality out of them and because they tend to become too long.

Reports prepared by the jail administrator usually go to people like county supervisors, who are busy with other things as well as the jail. The best way to make sure that a report will *not* be read is to make it too long. If it has to be lengthy to give the required facts, it should have a face sheet with a summary of the contents. The summary will be read even if the body of the report is not.

As with jail records and accounts, perhaps the most essential element of reports is that they should be accurate. Reports that are inaccurate are inexcusable.

Finally, bear in mind that any report is a form of communication. If the jail administrator will "say it on paper" instead of trying to write a composition, he will find the report much easier to prepare and more effective in the long run.

Evaluating Jail Programs and Activities

The jail administrator must conduct an ongoing evaluation of his programs and activities to determine whether their objectives are being achieved and what changes may be advisable.

While every program and activity should be evaluated over time, frequent evaluation should be made of those which require large sums of money, many people, and much material.

Evaluations should attempt to answer these questions:

- What was the intended accomplishment?
- What was actually accomplished?
- What methods were used?
- How did these methods work?

Evaluations in a jail cover a wide range: people as individuals and groups, goals and objectives, operations, and programs. While an evaluation can concentrate on any one of these, any formal evaluation must consider all of them, since they are closely tied together. For example, a jail vocational training program may not be achieving the desired results because the instructor is ineffective, because the jail's operating schedule gives too little time, or because training materials and tools are not available in the kind and number needed. It is easy to see that evaluations, even if made informally, have to be handled with care and with consideration of all possible influences.

In addition to keeping a close eye on programs and activities that involve much money, many people, and a good deal of material, certain events are clear signals to the administrator that evaluation is called for. Among these are

changes in attitude and morale of employees or inmates, complaints by staff or inmates, or inactivity on the part of either group, delays in implementing programs, growing backlogs of work, and frequent budget shortages.

The administrator has many tools available to make evaluations. He can use any or all of these:

- Accounting and statistics—dollars and numbers.
- Quality control—how well done?
- Work measurement—how fast?
- Procedures analysis—how many steps?
- On-site examination—inspection survey, investigation.

Statistics have to be used with great care. If the number of disciplinary reports in a given period increases from 1 to 2, this is a 100 percent increase but it is meaningless. If, however, the base number is 25, a 100 percent increase can mean a good deal. Administrators are urged not to accept, and not to use, numbers unless their meaning is unequivocal.

There is no "best" method of evaluation. The administrator can compare performance with the stated objectives of the program or activity, or with accepted standards. He may compare the performance of groups or of individuals known through case studies. Any or all of these methods may be used by an administrator in making his judgments of the value of the program or activity.

Evaluations, if well done, have great significance for the jail administrator as the basis for his companion tasks of planning, budgeting, and introducing needed changes. They should be regarded as an indispensable part of the administrator's management of the jail.

Resources on Management

State departments of corrections and the state training academies for police and correctional officers can help with management problems, particularly with training for middle and upper management levels. Another good source is the colleges and universities which have courses in public administration.

A publication called *Developing Correctional Administrators*, prepared at the School of Public Administration, University of Southern California, has an account of how actual administrators operate. The publication, issued by the joint Commission on Correctional Manpower and Training, is available from the American Correctional Association, 4321 Hartwick Road, College Park, Maryland, 20740.

Chapter 5. Planning and Budgeting

This chapter deals with two other major aspects of management: planning and budgeting. Planning may be defined as a way of systematically analyzing the action needed to reach defined objectives and determining who is to do what in advancing the action. Budgeting is a way of expressing plans in dollars and cents. I have decided what it is necessary to do to reach my goals. How much will it cost?

The Process of Planning

Planning must be based on a clear definition of goals, accurate information, and input from both management and operational levels.

To be effective, the plan must be such that these questions can be answered in the affirmative:

- Are the objectives clearly stated?
- Is the plan simple, clear, and understandable?
- Is it stable but flexible?
- Does it set forth an orderly succession of steps to put it into action?
- Does it include specific standards or measures of accomplishment?
- Is it economical as to the use of money, men, and materials?
- Does it anticipate the future?

Planning may require special expertise or the viewpoint of someone outside the jail.

It is hardly necessary to indicate that planning must be based on accurate information if it is to be useful. This is one reason why the reports and records mentioned in the previous chapter must be complete and without errors. To add to such information concepts and suggestions from all those with major responsibility in the jail, it is necessary to involve both management and staff members at the operational level early in the planning process. The latter can be particularly useful in estimating how a proposed plan would work.

Planning can be a detailed and complicated process. In Chapter 1 the total system approach to planning was discussed in connection with regionalization. Such an approach calls for involving other elements of the criminal justice system when major changes are being planned for the jail.

Planning for the jail may require enlisting the help of professionals in the planning field. Individuals or firms should be hired as consultants only after

their credentials and qualifications have been carefully assessed. A good source for advice and counsel is the Professional Assistance Division of the National Sheriffs' Association.

Among the major questions to be asked about a plan, two of the most significant concern a clear statement of objectives and specific standards for measurement. For example a plan for improving an educational program may well set as its goal "to bring a certain number of inmates to a given level of educational achievement within a specified period." At the end of that time, it is fairly simple to arrange for tests and compare the total number of enrollees with those whose tests results were satisfactory. If, on the other hand, the objective is stated in such broad generalizations as "reducing crime through educating offenders," there will be no way for the administrator to know whether the education an offender received in jail did actually help to keep him out of further trouble.

Putting the Plan into Effect

Putting a plan into effect requires an orderly progression of steps, including:

- Final review of the plan.
- Gathering of resources needed.
- When possible, a test run or dress rehearsal.
- Evaluation of the test run or dress rehearsal.
- Changing the plan or seeking an alternative, on the basis of the evaluation.
- A second test run, if required, followed by evaluation and any further changes indicated.
- Final implementation.
- Periodic review of the plan in progress.

A good plan can be mangled if the jail administrator does not see to it that an orderly process is followed in putting it into effect. A final review should be followed by getting together all the resources need. Simply stated, everything needed should be secured and ready for use; everybody involved should be clued in; whenever possible there ought to be a test run. Then and only then should final implementation take place. Everyone concerned should be watching to see how the plan works, and regularly scheduled reviews should be conducted by management and operating personnel.

Winning Support for Change

Most plans call for changes in some aspect of the institution's operation, and bringing about planned change is one of the significant responsibilities of the jail administrator.

The administrator must be aware of why and in what form changes occur.

He must also realize that almost any change affects the status of some individual. He must therefore be able to reassure his staff and secure their teamwork and cooperation. If change is resisted by those affected, he has no choice but to assert his authority.

A supreme test of the jail administrator's skill as a manager comes when he realizes that a change is not producing the results desired and he must significantly alter his plan or drop it completely.

Changes can be the result of various kinds of events. They may evolve slowly, as with changes in the jail's population. Change may follow an accident or an escape incident which shows that preventive or corrective action is needed. Or someone in authority, such as a court, may order a change.

It is important for the administrator to understand that any change contains some threatening element to some employees. New work schedules and different routines disturb the status quo. New duties make it necessary to learn new things. Some persons may be promoted as a result of change, while others are not.

The potential threats posed by change and the disruptions which can result may be largely avoided by an orderly process of change. Some key points in this process are these:

- In the first place, planning should involve as many persons as possible among those to be involved. The person who has helped develop a plan is much less likely to feel threatened by it, and will realize the advantages that will accrue as a result of putting the plan into action.
- All individuals to be involved in change must be informed in advance exactly what the change is to be and when it is to begin.
- When change is started, there should be a restatement of values and advantages.
- Those involved should know that the effects of change are being observed to see whether the new plan really lives up to expectations. If it does not, the plan will be altered.

When a change that seems to hold great promise does not meet its goals and indeed is counterproductive, the jail administrator should have the courage to stop it at once. Conversely, when it is obvious that staff are dragging their feet and not really following the planned course, the administrator must assert his authority and require compliance. This is an action of last resort after sincere efforts have been made to understand the reasons for noncompliance and failure to secure cooperation.

Budgeting

Although jail administrators are subject to the requirements of the governmental unit to which they are attached in preparing their budgets, they should be acquainted with the basic approaches to budgeting and the methods of forecasting budget requirements for a single year or for several years in advance.

Whatever type of budget is used, the jail administrator must answer three questions: What needs to be done? For whom and why? What will it take in money to do what needs to be done?

The jail administrator is usually required to follow the budgeting procedures of the city, county, or other unit to which the jail is attached, and to use forms and formats supplied to him. It will help any jail administrator, however, to have general understanding of the kinds of budgets that are in use in public agencies today and the terminology that goes with them.

An excellent discussion of budgeting in the training course for jailers published by the federal Bureau of Prisons points out that there are three general

types of budgets: line-item, performance, and program.* The *line-item budget* in use for a century in many governmental units emphasizes fiscal control: how much money is being spent for what specific purpose? Each item is broken down further into line-items such as full-time employees, telephone and telegraph charges, etc. Projected costs of future operations are almost always limited to one year, usually the year for which the budget is being prepared. The line-item budget is characteristically rigid. Funds must be spent for the purpose listed and no other. A sheriff may find it impossible to buy a new patrol vehicle even though he has not been able to fill a budgeted position for months and thus has a dollar surplus in the personal services budget.

After World War II, the Hoover Commission recommended that the federal government adopt a modern system of budgeting which would bring out what services public agencies perform and at what cost. *Performance budgets* focus on the kinds of services provided by an agency and the cost of each. In a jail, for example, one service is the feeding of prisoners. By bringing together all the direct and indirect costs—purchase of food; equipment needs; storage costs; utilities; maintenance; employees required to purchase, prepare, and serve food; and other needs for funds—it is possible to analyze the unit cost. The performance budget being built around identifiable units of service and their specific costs, it is possible to ask where costs can be cut, whether they should be expanded, and, very important, what level they can be expected to reach over the next few years. For example, if the administrator knows how much it costs per man per day to feed inmates, he can estimate what the effect of a contemplated change in the jail population or in cost of food would have on his budget.

In the 1960's the Defense Department developed a *program-oriented budget*, then called PPBS, Planning-Programming-Budgeting-System, which has subsequently been known by other titles but retains the basic elements. Many states have adopted this type of budget, and local units have shown great interest. Program-oriented budgets are based on "packages" of related activities. These activities may be performed by various departments in any agency. For example, Administration and Training in a sheriff's department budget would show costs of these activities in the jail and in the law enforcement branch of the department. Program budgets focus on the results of a performance of public service. A sheriff's budget might have an activity called "Service to the Courts," which shows what the sheriff's department does for the court and what it costs. A line-item budget would merely have employees, vehicles, etc., grouped with others under personal services and operating costs.

Multi-year financial planning is an important part of program budgeting, with a projection of costs for at least three years in advance. Program budgeting combines features of both the line-item and the performance budget. The dollar cost estimates cannot very easily be acquired except through line-item accounting. Identifying units of service, as in performance budgeting, is also a part of program budgeting.

**The Jail: Its Operation and Management.* (U.S. Bureau of Prisons, 1970), pp. 107-117.

Concluding its description, the training course states:

To summarize the three approaches to budgeting, the line-item and performance budgets may be viewed as relatively inflexible systems which tend to promote a continuation of the status quo, whereas program budgeting centers attention on change and the results produced by engaging in any activity. More important, it gives the administrator a great degree of flexibility through shifting of available resources—manpower and money—in responding to changing needs.

In December 1973, the Texas Department of Corrections, Research and Development Division, under a grant from the Law Enforcement Assistance Administration, produced a pamphlet entitled *Jail Operations Cost Analysis*. Its purpose was to provide a tool to help local jail administrators estimate jail operations costs. Since many small and medium-size jails do not have enough staff to maintain exact cost estimation, the pamphlet was developed to help administrators make reasonable estimates of operating costs using accepted accounting procedures. The major section of the publication is reproduced as an appendix of this handbook with the permission of the Texas Department of Corrections.

Chapter 6. The Jail Building

Another handbook in this series discusses in detail the architecture of the jail. This chapter will try to help the jail administrator see what his role is with respect to the construction or renovation of the jail.

First of all, the jail administrator must understand clearly that the building is only an aid in providing security and correctional services. Regardless of how new and well designed, no building will help in achieving the objective of the jail unless there are well-trained people to staff it and effective procedures and space for carrying out programs. Personnel and methods, not buildings, keep inmates from escaping and help them to change their behavior patterns. With this clearly in mind, the administrator can stand off and take a hard look at his jail.

Evaluating the Jail Building

The suitability of any existing building must be evaluated in terms of the established objectives and purposes of the jail.

Contributing factors in the evaluation are:

- Space for inmate programs and activities, including recreation.
- Construction that provides flexibility and security, with emphasis on single-occupancy quarters.
- A design that facilitates economy of maintenance and operation.
- Location in relation to courts, community resources, and areas where qualified employees can be recruited.
- Population to be accommodated: number; distribution (male, female); status (sentenced/unsentenced).

One of the major mistakes a jail administrator can make is to assume either that the old jail is the cause of his difficulties or that a new jail building will solve all of his problems. Jail buildings can have a marked effect on jail operations, especially when they do not have space for present-day programs and activities. But, at best, a jail building is only an agent in efficient and effective jail management. It is people and methods that make the difference.

Renovation vs. New Construction

If the evaluation of the existing building indicates that it does not offer the requisite space and other elements which make it possible to meet the jail's objectives, the planners are faced with the question of whether the building can

be salvaged by renovation or must be replaced by new construction.

Renovation should be considered only when (a) it will make attainment of the jail's objectives feasible and (b) it is modest in cost. Ordinarily, renovation should not be considered if the cost exceeds 25 percent of the value of the building (*not* replacement costs) or if the building is more than 25 years old.

The question of whether to renovate or to build a new jail is often difficult, and the decision can seldom be made by the jail administrator. The decision-makers often find themselves judging the question on the basis of dollars alone. Hence the jail administrator will have a hard time justifying new construction estimated to cost \$4 million when renovation would cost \$1½ million.

The criterion that renovation should not be undertaken if it will cost more than one-fourth of the *value* of the existing building (*not* what it would cost to replace it) or if the building is more than 25 years old is a rule of thumb. Obviously, there will be exceptions to this rule.

The first step in making any decision, and a step which can be taken at no cost to the administrator or the sheriff, is to contact the Professional Assistance Division of the National Sheriffs' Association for advice and assistance.

Planning for a New Building

In approaching the need for replacing the jail, the administrator must enlist the cooperation of other actors in the criminal justice system and also community resources such as schools, courts, hospitals in a total system planning effort. The possibility of regionalization or specialization should be considered carefully.

Planning must start by producing in writing:

- A statement of jail objectives and purposes.
- A plan for operating the jail—for example, how prisoners will be received and discharged and how food will be prepared and served, with duty stations and personnel requirements indicated.
- A plan for inmate activities and programs, such as school, library, training, visits, recreation.

The Standards Commission has identified some of the elements to be considered in planning for the institution.* *Location* is important. The jail should be planned in relation to the areas from which inmates come, areas where it is possible to recruit qualified line and professional staff who are compatible in racial and ethnic origin with the inmate population, and areas where there are community services such as schools, hospitals, and jobs. The jail should be planned to support programs for inmates and access to the courts, so that court appearances will not require extensive transportation of inmates. The availability of public transportation is important, so that relatives and friends will not have to spend excessive amounts of time and money to visit inmates.

Size is another important factor. Inmate population should be small enough so that security can be provided without excessive regimentation, surveillance equipment, repressive hardware, or excessive costs of construction or operation.

*National Advisory Commission on Criminal Justice Standards and Goals, *Corrections*, 1973, p. 357.

No institution should be planned for a total population of over 400.

Space should be planned for visiting, individual and group counselling, a recreation yard for each housing unit and a larger facility for all inmates, medical and hospital facilities.

Also among space needs are classrooms and workshops for inmates sufficient parking and office space for administrative needs, and dining areas (*not* cell service) for the serving of the three daily meals.

Planning Assistance

When planning for either a new jail or extensive renovation of the old, the jail administrator should seek to involve the public, particularly representatives of local civic groups and service agencies in the process.

Assistance is available from many public agencies and professional groups at no cost, or it may also be obtained from private firms and individuals who specialize in correctional planning.

It is especially important to involve the public in planning, if for no other reason than that the public tax dollar will be spent. Assistance from citizens may not be "professional," but the value of advice and involvement in terms of public support cannot be measured in dollars and cents. The wise administrator will therefore plan to hold a series of meetings to discuss his proposals with his fellow citizens. Public participation and understanding will go a long way toward persuading the supervisors (and voters, if a bond issue is involved) that the expenditure is for the good of the community.

As noted earlier, advice and counsel is available at no cost to the sheriff from the National Sheriffs' Association. Other sources of professional assistance include:

- Local government—planning boards
- State government—departments of corrections, and the state planning agencies funded by the Law Enforcement Assistance Administration,
- Federal government—National Clearinghouse for Criminal Justice Planning and Architecture, University of Illinois (funded by LEAA), and from the federal Bureau of Prisons Community Service representatives.

Equipment manufacturers also offer planning services. It is recommended that such services be used with caution and never exclusively. Competent correctional specialists and especially the above-mentioned clearinghouse should be involved in the planning in the initial stages. Without their support, federal funds may not be available.

Selecting the Architect

Selection of the architect is perhaps the most important decision to be made in the planning process. Under no circumstances should renovation or construction be started before an architect has been selected.

The principal criteria to be used in the selection of an architect are:

- Demonstrated understanding of needs and problems.
- Imaginative but economical approach to the solution of problems.
- Past performance in the field of corrections.

- The correctional expertise that will be available and utilized by the architect.

The architect can be really helpful in defining problems and suggesting solutions. That is what he is trained to do.

Selection of an architect should not depend entirely on his experience in the construction of jails. More important is his ability to take full advantage of correctional expertise made available to him and translate this advice into bricks and mortar. If the architect has previously designed a jail, a visit by the jail administrator is in order to see the results and judge the problem-solving ability indicated by past performance.

Information Needed by the Architect

The architect must be given the written plan, so as to know the objectives and purposes, the operating plan, and the inmate programs and services to be provided by the building he is about to design. He should also know the approximate cost ceiling.

The architect also needs the guidelines information produced by the National Clearinghouse for Criminal Justice Planning and Architecture at the University of Illinois, Urbana.

Essential to the production of a good jail design is the clear understanding by the architect of what the jail's purpose is, the kind of inmates it will have and the programs planned for them, and the general operation of the jail.

He needs to know how inmates will be fed, how clothing changes will be handled, how visiting will be conducted. These are only a few examples of routines that go on daily in the jail for which advance planning must be made.

It is the jail administrator's responsibility to see that the architect has this information immediately after he is selected, if not before.

The architect should also have the *Guidelines for the Planning and Design of Regional and Community Correctional Centers for Adults* produced at the University of Illinois with support from LEAA. This is a very detailed publication, and it is not to be expected that the jail administrator will be thoroughly versed in it. He will, however, need to know exactly what planning data the Guidelines say should be provided to the architect, and produce them promptly in usable form.

Supervising the Architect

Regardless of the competence of the architect, close and constant supervision is necessary, especially during the preparation of drawings and specifications. Once the drawings have been prepared, change becomes costly. An architect is 100 percent effective when schematics are being proposed; he is 50 percent effective if he is not consulted until work is in progress; and no more than 20 percent useful if work is over half completed.

Supervision should provide constant flow of communication, with regular progress reports. Those involved in the planning process should be present when formal presentations are made, keeping in mind how the architect's proposal will meet the jail's objectives and solve existing problems.

No architect can work in a vacuum. The planning staff must be in constant and close contact with him, especially during the early stages of the work. This

is the best time to avoid costly mistakes.

The major concern for the planning group is what the building will do, not what it will look like. The tendency to be overly concerned with appearance should be avoided. Whether the building looks like a college or a factory is of less importance than whether it will do the job it is designed to do.

Purchase of Equipment

In addition to designing the building, the architect generally enumerates both fixed and movable equipment to be installed in the new jail and sets forth specifications as to size, capacity, etc.

Jail planners should make sure that such equipment is exactly what is needed, that it is purchased in accordance with prevailing laws and regulations, and that economy is assured through a process of competitive bidding.

Price is not the only factor in judging equipment, even if the item meets all specifications. Availability of service to equipment and of spare parts are very important.

Price is always a factor in buying equipment, since the total cost may run into the millions. But the cheapest is not necessarily the best, even though it meets all specifications. The availability of local service and the ease of obtaining parts are sometimes much more important than any other single aspect of equipment specifications.

One newly constructed jail had a washing machine out of use for almost two months because a part costing 50 cents had to be obtained from out of state. It also had an off brand of refrigerator with repair service and repair parts difficult to obtain, while less than 5 minutes away was the factory where a nationally known brand is made.

Opening a New Jail

The opening of a new jail requires that orderly procedures be followed. These include:

- Training jail employees to operate the new building.
- Dress rehearsals of the essential jail activities, involving a definitive test of all features, particularly those pertaining to security.
- Moving inmates into the new facility in an orderly method which insures continuity and maintains security.

Some time prior to moving the inmates into the new building, the jail administrator should have an open house and invite the citizenry to see what has been accomplished with their tax dollars.

Opening the new jail is only the first step in making it an effective agent in the correctional process and in achieving stated goals and objectives. The administrator must immediately undertake a program of continuing evaluation and planning, instituting change as needed, re-evaluating and re-planning. He can then start to write his own handbook on what he would do differently if he had it to do all over again.

Chapter 7. Management Tips or Don't Let This Happen To You

The purpose of this chapter is to alert the Jail Administrator to the kinds of situations that can result from inadequate training, faulty procedures, improper inspections, and a variety of other errors which can occur in a jail or in connection with its operation. These incidents are factual reports of things which have occurred, as contributed to the Handbook Committee by numerous state jail inspectors.

Incident No. 1

An inmate escaped from a large, multi-story new county jail (completed in 1970) when a female visitor, using a screwdriver from her purse, removed the screws holding a glass screen in place. Visiting room supervision was on an intermittent basis due to temporary shortage of personnel. The screws holding the screen in place were supposedly security screws with twist-off heads. They were not! Lesson No. 1—no one checked contractor performance to make sure he built the jail according to specifications. Lesson No. 2—It is better to curtail jail activities when staff shortages occur rather than run the risk of operating with too few men to supervise operations and activities properly.

Incident No. 2

An inmate escaped from an attorney-inmate visiting room which had heavy traffic, with sometimes more than 20 attorneys visiting at one time to see their clients. The escape occurred when the inmate left the area posing as an attorney. Lesson—Positive identification should be required of all people leaving the jail as well as entering it.

Incident No. 3

An inmate escaped from a third floor rooftop recreation area even though it was completely screened by a heavy gauge wire fence and cover. A jail officer supervised the area but could not see one corner of the yard from his position. The inmate used a pair of wire cutters inadvertently left behind by a workman, cut through the fence and climbed down a building drain pipe. Lesson No. 1—Jail officers should be stationed in positions which permit them to see *all* of the area being supervised. Lesson No. 2—Areas should be inspected

whenever workmen complete their tasks to make sure tools have not accidentally been left behind.

Incident No. 4

A work releasee was returned to the jail because he was intoxicated. While escorted by one officer to the segregation area, he broke away, dashed to the kitchen, picked up a large kitchen knife and threatened to kill anyone who came near him. Inmate was "maced" without effect and then shot and wounded while attempting to throw the knife. Lesson No. 1—Noting the condition of the inmate upon his return, at least two, and preferably three, officers should have performed the escort duty. Lesson No. 2—When not in use and issued upon a "Receipt" basis, *all* hazardous kitchen tools and knives should be in a locked cabinet carefully controlled by inventory. The knife should not have been available to anyone dashing into the kitchen. Lesson No. 3—The absence of direct knowledge makes it difficult to say, but the use of Mace and then a gunshot seems an over-reaction to an intoxicated inmate even if he posed a threat. An alternative might have been to let him stay in the kitchen, with jail officers keeping their distance, until he fell asleep or sobered up.

Incident No. 5

An inmate refused to come out of a 10-man cell to receive medication. So the jail officer entered cell alone, leaving his keys in the sallyport door. He was assaulted by two prisoners using a heavy ash tray and an aerosol can in a sock. His call for help was heard through the monitoring system. Other officers responded and apprehended the would-be escapees. Lesson No. 1—An effective monitoring system enabled other officers to make immediate response to an emergency. Lesson No. 2—It was probably not necessary to unlock the cell door to give prescribed medication but the officer should not have entered alone and certainly should not have left his keys in the door.

Incident No. 6

Although the jail record card indicated "suicidal tendencies," an inmate was placed in a single cell which contained a towel. The inmate tore the towel in strips and hanged himself. Lesson No. 1—The suicidal warning should have been enough to insure that the inmate was always under supervision. Lesson No. 2—He should not have been put into a single cell and especially one which provided means for a suicide.

Incident No. 7

In spite of oral instructions and written post orders, a jail officer, alone and in the evening, opened the door to an inmate housing unit. Officer said he opened the door the first time to issue an inmate a mop bucket and the second time to retrieve it. When he opened the door the second time, he was overpowered by an inmate who took his keys and gun. Four inmates escaped. Lesson No. 1—The best jail policies and rules are meaningless if steps are not taken to insure that employees understand and follow them. Lesson No. 2—Steps were not taken to be certain that weapons were *never* carried by *anyone* in the jail security areas. Lesson No. 3—Apparently an officer having supervision over

inmate living quarters had keys in his possession which permitted inmates to reach the street.

Incident No. 8

A state jail inspector discussed with the jail administrator a variety of poor security conditions and inadequate procedures and staffing. The jail administrator disagreed with the inspector and released a story to the press which appeared on the front page of a newspaper on a Sunday. That very night, with only one officer on duty with 38 inmates, the officer (over 70 and retired from another job just two months before) was called by an inmate, who shot him with a gun which had been smuggled in by a female visitor in a box of candy with a fake bottom. The inmate took the dying officer's keys and opened the doors. The jail administrator, living in adjacent quarters, heard the gunshot, rushed to the scene, and was shot and the inmate dashed down the stairway into the courthouse lobby, broke a window in the front door, and escaped in a waiting car driven by an accomplice. Lesson No. 1—The jail administrator should have heeded the warnings of the jail inspector. Lesson No. 2—It is unlikely that one employee can ever adequately supervise 38 prisoners. Lesson No. 3—Contraband search following visits was inadequate and allowing the inmate to receive a box of candy from a visitor was a poor practice. Lesson No. 4—Even if the inmate did not have a gun, a 70-year-old is hardly likely to be able to handle dangerous prisoners. Lesson No. 5—No jail administrator or jail employee should ever "blindly" enter an area where trouble seems to exist. Lesson No. 6—The jail administrator made the front page of the newspaper on Monday as well as Sunday!

Incident No. 9

An old jail, plagued by frequent escapes, was "secured" by placing a police dog between the jail building and the outside wall as a deterrent. An inmate was assigned to feed the dog with the result that soon no one but inmates could even approach the animal. Lesson No. 1—No dog will prevent escapes (people and methods do) especially one that has become an inmate pet!

Incident No. 10

Although a jail provided for segregation of homosexuals, a youthful homosexual misdemeanor was placed in a dormitory which contained some aggressive felons. This breach of the classification procedure, coupled with only happenstance supervision, resulted in the inmate being sexually assaulted, tortured, and beaten for a period lasting 34 hours. He died two days later. Lesson No. 1—Policies and procedures are worthless if the jail administrator does not see to it that they are followed. Lesson No. 2—No jail should ever have only "happenstance" supervision. It seems unbelievable that this incident could have lasted 34 hours without being detected by a Jail Officer.

Incident No. 11

A female inmate attempted to hang herself using strips torn by a bed sheet. The attempt was detected by a jail matron during a periodic cell check. When freed from the noose, the inmate was not breathing and had no heartbeat. Nevertheless, the matron applied training she had received in cardio-

pulmonary resuscitation. The inmate resumed breathing and became conscious in about 40 seconds. Lesson No. 1—A jail tragedy was averted by an alert jail employee doing her job properly and using training she had received. Lesson No. 2—There is no substitute for well-trained staff and effective methods.

Incident No. 12

Two transportation officers were attacked and one killed by an inmate with a knife which had apparently been concealed in the vehicle being used. The incident occurred on a busy highway with motorists in substantial danger due to the exchange of gunfire after the inmate obtained the gun of the officer he killed. Matters were seriously worsened when the second transportation officer, who was already seriously wounded, was accidentally shot and wounded again by an off-duty officer who appeared on the scene and observed the wounded officer in foot pursuit of the escapee. The inmate had been handcuffed while in transport status but the cuffs were not double locked. Lesson No. 1—The vehicle was not searched prior to being used and neither was the inmate when released by the jail officers or accepted by the transportation officers. Lesson No. 2—The inmate was not sufficiently restrained during his transfer. Lesson No. 3—Inadequate training was in evidence on the part of the off-duty officer who appeared on the scene in failing to accurately judge conditions—or else he was not trained to shoot well.

Incident No. 13

Apparently only one of sixteen prisoners were searched when taken from the jail to court for trial. The inmates brought a hacksaw blade with them and sawed through one of the bars of the holding cell. Three inmates squeezed through an 8" x 12" hole, jumped to a lower level outside of the building, and then to the ground. One inmate broke his ankle when jumping and was captured on the scene. During the subsequent ten hours before recapture, the remaining two inmates killed six citizens. Lesson—Six innocent citizens (one a minister) died because of failure to search prisoners before transfer.

Incident No. 14

At 11 p.m., when rules called for TV to be turned off, a football game was still under way, with the outcome still uncertain. The officer followed the rule, turned off the TV, and a near-riot erupted. Lesson: Post orders should allow for flexibility.

Incident No. 15

A jail officer asked an inmate to obtain cleaning supplies from a furnace room giving the inmate the keys which opened the security door. The inmate obtained the supplies and returned the keys but left the furnace room door open. Three inmates then simply walked out, since the furnace room was outside of the security portion of the jail and led directly to the street. (The jail officer was subsequently tried in court and fined upon conviction of negligence although the court pondered the handing out of a jail sentence as well.) Lesson—An inmate in a jail just shouldn't have access to, much less be given, any kind of keys especially those vital to jail security.

Incident No. 16

A jailer and his wife operating a small jail took a weekend off after some 18 months without a day off. A county police officer was appointed to serve as Deputy and, even though told not to remove prisoners from security, permitted inmates to leave to clean the courthouse. When cleaning, one inmate found a gun in a judge's desk and brought it back to the jail, where he later shot another inmate to death. County officials and the judge were later sued; only the jailer was found negligent and a judgment of more than \$27,000 was levied against him. Lesson No. 1—No jail, no matter how small, can be adequately managed and operated by two people, who have to be on duty 24 hours a day. Lesson No. 2—The jail should always be in the control of someone who has had sufficient training and experience to know what should and should not be done. Lesson No. 3—A jail administrator of a very small jail need not necessarily have his orders and directives put into writing, but he has to be certain that his oral instructions are followed.

Incident No. 17

In a jail which is unsupervised from 5:00 p.m. to 7:00 a.m., a 20-year-old was raped on two successive nights. Threatened with death, he did not reveal the incident until released on probation. The seven other inmates were then convicted of sodomy and assault and sentenced to prison. The youth later violated probation and was sent to a state institution, where he was beaten by two of the seven inmates who had assaulted him in the jail. His entire prison stay may have to be in protective custody because one or more of the seven inmates are in all of the state institutions. Lesson—Communication should be established between jail administrators and state correctional officials which would provide significant information when an inmate is sent to a state prison or reformatory.

Chapter 8. Resources

Throughout this publication, efforts have been made to indicate sources of help for the jail administrator. It should be reiterated that help on almost any aspect of jail operations can be secured without cost to the sheriff from the Professional Assistance Division of the National Sheriffs' Association, 1250 Connecticut Ave. N.W., Washington, D.C. 20036, telephone 202-872-0422.

The Law Enforcement Assistance Administration (LEAA) and the federal Bureau of Prisons, both units of the U.S. Department of Justice, have legislative authority and appropriations to provide technical assistance to all areas of corrections and to all levels of government. This assistance may be provided directly by agency employees or can be arranged through providing consultants and experts at no cost. Both LEAA and the Bureau of Prisons staff ten regional offices, whose addresses are listed at the back of this handbook. Procedures to be followed in getting help can be obtained by contacting the office nearest the jail.

Continuing Help from Printed Sources

This handbook does not carry a bibliography because much has been written about the jail and a great deal of it is too out of date to be useful in 1974 and beyond.

There is a way, however, for the Jail Administrator to bring himself up to date and keep himself up to date. That way is to register with the National Criminal Justice Reference Service (NCJRS).

This service, a part of the Law Enforcement Assistance Administration, is collecting and cataloging all useful information on every aspect of the criminal justice system. It is a free service. All anyone need do is register with NCJRS indicating his field of interest. He will periodically receive summaries of the latest information and publications available, where and at what cost. It is simple to register with NCJRS and the form is easy to complete. Simply fill in your name, title, and mailing address, check the boxes showing the subjects in which you are interested and mail the form to: United States Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Reference Service, Washington, D.C. 20530.

APPENDIX

JAIL OPERATIONS COST ANALYSIS*

(Excerpt)

Texas Department of Corrections
Research & Development Division, Huntsville, Texas

Cost Elements—Description & Computation Methods

For analysis purposes jail costs are divided into two categories: personal services and operating costs. The individual cost elements of both categories will be discussed in the following paragraphs.

Personal Services

All costs attributable to personnel are included in this section. The specific items to be dealt with are salaries, fringe benefits, training, travel, uniforms, and personal equipment costs. If complete records are available, the exact figure for each cost element should be computed. If complete records are not available, formulas have been developed by which each cost element may be estimated.

Salaries Cost 101. As portions of personnel time are spent overseeing jail operations, these salary costs should be allocated to the jail. The salaries cost of all personnel associated with the jail operation should be included. These costs should be charged to the jail based on the percentage of time spent by the individual on jail matters.

Formula: Total Salaries × Estimated Percent Time Devoted to Jail = Salaries Cost to Jail Operations

Example:

Item	Annual Salary	×	Estimated Percent Time to Jail Operations	=	Jail Cost
Sheriff	\$10,000		5		\$ 500
Chief Deputy	5,000		10		500
Chief Jailer	5,000		100		5,000
Deputy A	5,000		100		5,000
Deputy B	5,000		10		500
Total Cost to Jail			225		\$11,500*

*Developed by Michael C. Murdock, M.A. and Robert L. Frazier, C.J.D. under LEAA Grant EA-4-G3-2180, administered by the Texas Governor's Criminal Justice Division, and reprinted by permission.

$$\begin{aligned} \text{Percent of Officer Time Devoted to Jail} &= 45\% \\ \text{Total Percent to Jail} &= 225 \\ \hline \text{Number Personnel} &= 5 \qquad = 45 \end{aligned}$$

*Place this figure in Item 101 of cost of operations summary. All figures presented in this text were chosen for ease of illustration and should not be considered typical of any jail facility.

Fringe Benefits 102. Fringe benefits paid by the county should be charged to the jail operation in the same manner as salaries. The portion of fringe benefits chargeable to jail operation should be based on the percentage of personnel time devoted to jail operation.

Formula: Total Annual Salaries × Percent to Fringe Benefits (13%) = Cost to Jail for Fringe Benefits

Example:

Total Annual Employee Salaries Chargeable to Jail	×	Percent of Salary Allowance for Fringe Benefits	=	Cost of Fringe Benefits Chargeable to Jail
\$11,500*		13%**		\$1,495***

*This figure from first formula under Salaries Cost 101.

**Seven percent of salary for retirement and 5.85 percent of salary for FICA.

***Place this figure in Item 102 of the summary.

Staff Training 103. Any cost to the county for officer training programs should be charged to the jail based on the percentage of officer time devoted to jail matters.

Formula: Program Cost to County × Percent Officer Time Devoted to Jail = Training Cost Chargeable to Jail

Example:

List Program Name	Total Program Cost	×	Percent Officer Time Devoted to Jail*	=	Cost to Jail**
Bureau of Prisons:					
Correspondence Course	\$100		45		\$45
Harris County Sheriff's Academy	100		45		45
Total Training Cost Chargeable to Jail Operations					\$90

*This figure from Salaries Cost 101.

**Place this figure in Item 103 of the summary.

Staff Travel Costs 104. Travel costs devoted to jail business should be charged to the jail. The cost of officer travel should be charged to the jail based on the percentage of officer time devoted to jail matters.

Formula: Annual Officer Travel Per Diem \times Average Percent of Time Devoted to Jail Operations = Travel Costs to Jail

Example:

List	Amount	\times	Avg. Percent to Jail*	=	Travel Costs to Jail
Officer Per Diem	\$1,000		45		\$ 450
Total Annual Costs to Jail					<u>\$ 450**</u>

*This figure from Salaries Cost 101.

**Place this figure in Item 104 of the summary.

Uniforms & Personal Equipment Costs 105. If uniforms and personal equipment are provided officers by the county, a portion of this cost should be allocated to jail operations. These costs should be based on the percentage of officer time devoted to jail functions. This category could include such items as weapons, leather goods, and county uniforms.

Formula: Total Annual Cost \times Percent of Officer Time to Jail = Uniform Cost to Jail Operations

Example:

List	Amount	\times	Percent of Officer Time Devoted to Jail	=	Uniform Costs Chargeable to Jail
Total Annual Cost	1,000				
Percent of Officer Time Devoted to Jail			$\times 45^*$		
Uniform Costs Chargeable to Jail					<u>\$450**</u>

*This figure from Salaries Cost 101.

**Place this figure in Item 105 of the summary.

Operating Costs

Costs generated through the daily operation of the jail are included in this section. The specific items to be dealt with are food, personal items, programs, medical care, utilities, vehicles, maintenance, administrative costs, and depreciation costs. If complete records are available, the exact cost of each element should be calculated. If complete records are not available, formulas have been developed by which each cost element may be estimated.

Food Costs 201. Food expenditures made by the county for inmate meals should be charged to the jail operation. If meals are provided on a contract basis, the amount charged to the county should be included. If prisoners are held for outside agencies, the actual cost of the meals to the county should be charged rather than the amount billed to the outside agency. The amount charged to the jail should be the amount actually borne by the taxpayers of that jurisdiction.

Formula: Total Cost to Jail for Prisoner Meals

Example: Annual Cost to County for Prisoners Food = \$4,000* or Annual Cost of Pre-prepared Meals

*Place this figure in Item 201 of the summary. All figures used in this text were chosen for ease of illustration and should not be considered typical of any facility.

Inmate Personal Items 202. The cost of personal items provided for inmate comfort and welfare should be charged to the jail operation. Included in these costs should be inmate uniforms, laundry, and personal toilet articles. If complete records of expenditures are not available, the figure developed in the following formula is considered a fair cost, per inmate, for these items.

Formula: Annual Cost Per Inmate \times Estimated Average Daily Inmate Population = Cost of Inmate Personal Items

Example:

Annual Cost Per Inmate*	\$23.00			
Estimated Average Daily Inmate Population		$\times 10$		
Annual Cost of Personal Items				<u>\$230**</u>

*This figure is based on the cost of items available through the Department of Corrections.

Inmate Uniforms (\$4 per inmate per quarter)	\$16
Laundry Supplies (1¢ per inmate per day)	4
Miscellaneous (soap—\$2 per inmate/per year)	3
Miscellaneous (towel—\$1 per inmate/per year)	
Total Annual Cost Per Inmate	<u>\$23</u>

**Place this figure in Item 202 of the summary.

Inmate Rehabilitation & Welfare Programs 203. Any charges to the county resulting from jail rehabilitation programs should be charged to the jail operation. Costs billed to the county for salaries of program personnel and program supplies should be included.

Formula: Annual Charge to County for Each Program = Total Programs Cost Chargeable to Jail

Example:

Program Name	Program Cost	+	Supplies Cost	=	Total Program Cost to County
College Extension	\$100		50		\$ 150
Religious Service	100		50		150
Total Programs Cost Chargeable to Jail					<u>\$ 300*</u>

*Place this figure in Item 203 of the summary.

Medical and Dental 204. The costs to the county of any medical and dental services made available to inmates should be charged to the jail. Physicians' fees should be charged as should any drugs and medical supplies maintained for inmate use.

Formula: Total Annual Doctors Fees + Drug and Medical Supplies = Total Medical Cost

Example:

Item	Amount
Annual Doctors' Fees	\$100
Cost of Supplies	100
Total Medical Costs	<u>\$200</u>

*Place this figure in Item 204 of the summary.

Utilities 205. The jail operation should be charged with a fair share of county utility costs. If the jail is housed within the courthouse and separate accounts are not maintained, the formula outlined below may be used to arrive at this figure. If the jail is separate from the courthouse, it is assumed that separate utility bills will be available. If this is not the situation, the formula may still be used based on the comparative floor space of jail and courthouse.

Formula: Percent of Courthouse Space Devoted to Jail \times Annual Utilities Charge + Telephone Costs = Total Utilities Cost to Jail.

Example:

Item: Assuming Jail within Courthouse

Jail Floor Space = 1,000

Courthouse Floor Space = 10,000

Percent Floor Space for Jail = 10% (1,000/10,000 = 10%)

Annual Utilities Charge to County

Percent Floor Space to Jail

Utilities Charge to Jail

Telephone Charges to Jail

Total Utilities & Telephone Charge to Jail

\$5,000
\times 10%
<hr/>
\$ 500*
<hr/>
100
\times 600**
<hr/>
<hr/>

*If courthouse has air conditioning and jail does not, reduce jail utilities by 40%.

**Place this figure in Item 205 of the summary.

Vehicles 206. A portion of the annual depreciation and maintenance costs of department vehicles should be charged to the jail operation. This charge should be based on the percentage of vehicle use devoted to jail functions.

Formula: Annual Mileage of all Agency Vehicles \times 12¢ Per Mile for Cost of Maintenance & Depreciation \times Percent Employee Time Devoted to Jail Operations = Vehicle Cost Chargeable to Jail

Example:

Item

Total Annual Mileage*

Maintenance & Depreciation Allowance**

Maintenance & Depreciation Cost

Percent Employee Time to Jail Operations***

Vehicle Cost Chargeable to Jail

100,000
\times \$.12
<hr/>
\$12,000
\times 45
<hr/>
\$ 5,400****
<hr/>
<hr/>

*Total Annual mileage for all department vehicles.

**Per mile allowance to cover operation and depreciation cost of vehicles. Estimated at 5¢ for operation and 7¢ for depreciation.

***This figure computed in Item 101.

****Place this figure in Item 206 of the summary.

Maintenance 207. County maintenance costs resulting from jail upkeep should be allocated to jail operations. This cost can be estimated based on the percentage of courthouse floor space devoted to the jail. An additional cost factor may be included to cover the possibility of deliberate destruction of facilities.

Formula: Annual Maintenance Charge to Building Housing Jail \times Percent Floor Space to Jail = Cost to County for Jail Maintenance.

Example:

Item

Annual Maintenance Charge to County for Jail Building

Percent Floor Space to Jail*

Cost to County for Jail Maintenance

Add 10% for Additional Maintenance for Jail**

Total Maintenance Charged to Jail Operations***

\$1,000
\times 10%
<hr/>
100
10
<hr/>
\$ 110
<hr/>
<hr/>

*This figure computed in Item 205.

**To cover deliberate destruction of facilities. This figure may be increased or decreased if more accurate estimates are available.

***Place this figure in Item 207 of the summary.

Administrative Equipment 208. A fair share of office equipment costs should be charged to the jail operation. If complete records are not available the figure may be arrived at by use of the formula outlined below. These figures are considered typical costs for the most common items of office equipment. A 10% depreciation rate and a 10 year life is considered reasonable for office equipment. If supportive records are available the exact cost of the various equipment items should be used.

Formula: Equipment Allowance Per Office \times Depreciation Rate \times Percent Employee Time Devoted to Jail Operations = Administrative Cost to Jail.

Example:

Equipment Allowance per Office*

Depreciation Rate

Annual Administrative Cost per Office

Percent Employee Time to Jail Operations**

Total Costs to Jail per Office

Total Offices Maintained***

Total Annual Administrative Costs to Jail

\$ 700
\times 10%
<hr/>
70
\times 45%
<hr/>
31.50
\times 2
<hr/>
\$63.00****
<hr/>
<hr/>

*Desk

180

Chair

50

Filing Cabinet

70

Typewriter

200

Adding Machine

200

Administrative

Allowance

Per Office

700

**This figure computed in Item 101.

***Total number of offices maintained in jail or Sheriff's or Police Department.

****Place this figure in Item 208 of the summary.

Administrative Office Costs 209. The costs generated by administrative operations should be charged to the jail operation. This cost element should include

such items as office supplies and postage. It is possible to base this figure on an estimated administrative cost per inmate. An alternate approach would be to allocate a portion of the total county administrative supply cost to the jail. Both methods are outlined below.

Method 1

Formula: Total Annual Inmate Admissions \times Administrative Cost Per Inmate = Administrative Office Costs of Jail

Example:

Total Annual Inmate Admissions	1,000
Administrative Costs Per Inmate*	\times \$.30
Total Administrative Office Costs to Jail***	<u>\$300</u>

Method 2

Formula: Annual Administrative Supply Cost to Courthouse or Sheriff's Department \times Percent of Floor Space to Jail = Administrative Supply Costs to Jail

Example:

Annual Administrative Supply Cost to Courthouse	\$3,000
Percent of Floor Space to Jail**	\times 10
Administrative Office Costs to Jail***	<u>\$ 300</u>

*Estimated costs for processing one inmate. (See explanation below)

**This figure computed in Item 205.

***Place either figure in Item 209 of the summary.

Based on an estimated cost of \$.032 per printed form. An average of five to seven forms and one to two letters per inmate is considered typical.

Depreciation Building & Equipment 210. The annual depreciation costs of buildings and fixed assets should be determined and charged to the jail in appropriate amounts. This cost area can include depreciation on items such as buildings, security equipment, kitchen equipment, and laundry equipment. An annual depreciation rate of 3% and asset life of 33 years is considered appropriate for permanent buildings. Other fixed assets should be depreciated at an annual rate of 10% with an asset life of 10 years. No depreciation charges should be made if the asset is in use beyond its depreciable life. No depreciation charges should be made to using agencies that reside within the county jurisdiction. In all probability these agencies have already paid a fair share of building costs through the payment of county taxes. Agencies outside the county jurisdiction, however, should probably be required to bear a fair share of building costs.

Formula: Building or Equipment Cost \times Depreciation Rate \times Percent Chargeable to Jail = Depreciation Cost to Jail

Example:

Item	Cost	Deprec. \times Rate*	Deprec. = Charge	Percent Chargeable \times to Jail**	Annual Cost = to Jail
Building	\$200,000	3%	\$6,000	10%	\$600
Security TV	1,000	10%	100	100%	100
Annual Depreciation Cost to Jail					<u>\$700***</u>

*No depreciation charge beyond asset life.

**Based on comparative floor space (buildings).

***Place this figure in Item 210 of the summary.

Jail Revenue 301. In the computations of jail revenue two approaches are possible. The first, called the internal approach, identifies revenue generated from within the county jurisdiction. This revenue, when deducted from total operating costs, will identify the actual cost of maintaining a particular facility. This approach will isolate the portion of jail costs which may be fairly charged to outside agencies making use of the facility. Under this approach any room and board charges levied against county work release participants would be deducted from total operating costs.

The second approach, called the external approach, identifies jail revenue generated from outside the county. This revenue, when deducted from total operating costs, will indicate the true cost to the county tax payer for support of the facility. Under this approach the daily charges to outside agencies for inmate maintenance would be deducted from total operating costs.

Internal Approach

Formula: Average Annual Participant Days \times Daily Room & Board Charge for Work Release = Internal Revenue

Example:

Average Annual Participant Days	500
Daily Room & Board Charge	\times \$5.00
Internal Revenue	<u></u>

External Approach

Formula: Average Annual Prisoner Days from Outside Agencies \times Charge Levied Against Outside Agencies = External Revenue

Example:

Average Annual Prisoner Days	500
Charges Levied Against Outside Agencies	\times \$5.00
External Revenue	<u>\$2,500**</u>

*Place this amount in Item 301 (Internal) of the summary.

**Place this amount in Item 301 (External) of the summary.

Cost of Operations Summary

Example:

Personal Services		
101 Salaries	\$11,500	
102 Fringe Benefits	1,495	
103 Training Costs	90	
104 Travel Costs	450	
105 Uniform Costs & Equipment Costs	450	
<i>Total Personal Services</i>		<u>\$13,985</u>
Operating Costs		
201 Food	\$ 4,000	
202 Inmate Personal Items	230	
203 Programs	300	
204 Medical and Dental	200	
205 Utilities	600	
206 Vehicles	5,400	
207 Maintenance	110	
208 Administrative Equipment Costs	63	
209 Administrative Office Costs	300	
210 Depreciation—Building and Fixed Assets	700	
<i>Total Operating Costs</i>		<u>\$11,903</u>
Gross Annual Operations Cost		\$25,888
301 Internal Revenue (Deduct)		<u>(2,500)</u>
<i>Total Annual Cost of Operations*</i>		<u>\$23,388</u>
301 External Revenue (Deduct)		<u>(2,500)</u>
Net Jail Cost to County**		<u><u>\$20,888</u></u>

Average Daily Operation Cost = Total Annual Cost of Operation ÷ 365
 (\$23,388 ÷ 365 = \$64.08)

Average Daily Cost Per Inmate = Average Daily Operation Cost ÷ Average Daily Inmate Population (\$64.08 ÷ 10 = \$6.41) (See explanation of ADIP on next page.)

* Use this figure to compute costs chargeable to outside agencies.

** Use this figure only when it is desirable to determine costs generated solely by activities originating within the county.

Explanation of Average Daily Inmate Population

The following is an accurate method of computing average daily population when an average for the entire year is desired.

$$\text{Average Daily Jail Population} = \frac{\text{(No. of Commitments Per Year)} \times \text{(Average No. of Days Stay)}}{365 \text{ Days}}$$

An alternative method to achieve a rough estimate of average daily population is to compute the number of morning meals served for the specific period for which population information is desired.

$$\text{Average Daily Jail Population} = \frac{\text{No. of Morning Meals Served During Survey Period}}{\text{No. of Days in Survey Period}}$$

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Sheriff Omodt is chairman of the Detention/Corrections committee which sponsored this NSA project. The time and effort he contributed to this project is hereby recognized.

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