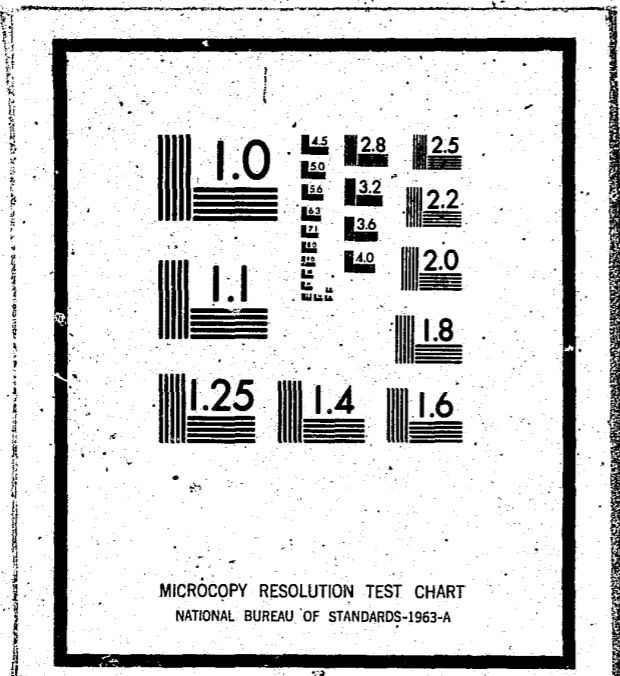


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# NATIONAL SHERIFFS' ASSOCIATION

jail programs

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**Gilbert A. Foss, Manager  
Professional Assistance Division  
National Sheriffs' Association**

**A Handbook  
On**

# **JAIL PROGRAMS**

**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, workhouse, 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 as originally written under the direction of Sheriff Canlis summarized a vast library of materials gathered in preparation for the task. We took material as submitted and further condensed it to conform in size and format to the other handbooks.

The final result as produced here has a fourfold benefit.

- The sheriff will have available the information necessary to understand and inaugurate advanced programs for inmates and to utilize volunteers.
- The jail staff will recognize the value of programming as an asset to the smooth functioning of the institution.
- The community as it becomes involved in jail function and operations will appreciate and support the sheriffs in their efforts to run a clean and progressive jail.
- The inmates will appreciate and benefit from the program activity in which they can participate and in so doing contribute to their own reformation and reduce the tensions in the jail.

**Ferris E. Lucas**  
Executive Director  
National Sheriffs' Association

July 1974

# Chapter 1.

## The Jail as Part Of the Community

**H**istorically, the main purpose of the jail has been to isolate defendants and offenders from society. Unfortunately, the isolation of prisoners resulted in the isolation of the jail and its program from the community it served.

### **The Jail as a Community Resource**

With the exception of medical care, the sheriff and his staff were usually expected to provide all services needed by prisoners. The isolation of the jail was increased by other factors, such as physical plants designed essentially to cage those confined therein. Steel and poured concrete construction throughout jails gave only minimal opportunity for flexible utilization of space to develop programs. Inadequate budgets resulted in understaffing, which meant that there were not enough staff to do more than carry out their primary responsibilities for security, basic operations, and sanitation. Other activities and programs considered essential today by many sheriffs and other jail administration authorities either did not exist at all or were carried out by trustees. Negative attitudes and apathy within the community also fostered and reinforced the jail's isolation, making the sheriff's job even more difficult. Interest in the jail and/or those confined therein was typically limited to a few clergymen and an annual visit by the high school civics class.

Recent years, however, have seen a trend in the opposite direction. Many individuals and groups in the community are interested in local jails and their inmates. This interest may seem to be a thorn in the side of the administrator if it takes the form of unrealistic expectations in terms of programs and performance. Imaginative administrators, however, have been able to translate public interest into support for improved services at and for the jail. So widespread has this interest been that almost every jail in the country has initiated new programs in recent years.

The new programs include a wide variety of services, as more and more public and private agencies recognize their responsibility to provide those confined in jail with services that parallel those they are providing for people in the community. This is especially true for pretrial detainees who are unable to seek services at agencies on a walk-in basis. Most community agencies now recognize that confinement, in and of itself, does not automatically disqualify the prisoner and his family for services for which they would otherwise be

eligible. This recognition is in contrast to earlier years when the sheriff or the correctional authorities were seen as responsible for providing all services needed by prisoners.

Today, many enterprising and imaginative jail administrators have been able to persuade heads of agencies delivering health, social, mental health, education, manpower, and other services in their communities to perceive the jail as a service center. Arrest and confinement are frequently accompanied by other problems, either for the prisoner or his family. Thus, the jail is an excellent point for delivery of crisis intervention services and identification of situations in which there is a need for services not only to the prisoner but to his dependents. Receiving help from a concerned staff member at this point can have a strong positive impact upon a prisoner and set the stage for positive prisoner-staff relationships.

### **The Sheriff as a Broker of Services**

The jail staff, then, has both the opportunity and the responsibility to act as "brokers" for services; that is, they identify persons or situations that indicate a need for a particular service and contact a representative of an appropriate agency for follow-up.

The brokerage function is much more practical for jail staff than attempting to provide a wide range of services, many requiring specialized knowledge and training. For example, it is more appropriate for the administrator to see that the needs of prisoners who are drug abusers are represented in the local plan for drug abuse control and treatment, than to set up a drug abuse program in the jail. Not only will the addicts receive treatment while they are in jail; but, if they are part of the area plan, they will get appropriate follow-up after they are released. Besides, few jails are equipped to provide the specialized supervision and management required by drug abuse programs.

It is, however, necessary that responsibility for planning and coordination of these services be fixed at the jail, preferably by a senior staff person, to minimize overlapping and duplication of effort. Such arrangements avoid duplication and waste of taxpayers' money.

More and more sheriffs are involved on community, county, and regional planning commissions and committees, including not only law enforcement groups, such as those funded by the Law Enforcement Assistance Administration, but others such as drug and alcohol abuse programs, United Fund, mental health, and social service agencies. Through participation in such planning groups, the needs of the jail programs are assured recognition and support.

In this handbook, major programs are mentioned and described briefly. It would be impossible to prepare an exhaustive list, and any list would be obsolete when it came off the press. *It cannot be overemphasized that the major asset in programming is the imagination and persuasiveness of the sheriff who knows community services and their executives.*

Implementation of programs in jails or any other setting is not without its problems. Not all agencies delivering services will be able to accommodate their schedule to that of the jail. Adjustments by both the jail and the agencies are required. As schedules and programs are altered, it is essential to examine procedures and staff assignments, because changes in program may require different staffing and schedules.

### **Programs for Pretrial Detention and Sentenced Offender Jails**

It is widely accepted that, insofar as possible, sentenced and unsentenced prisoners should be separately confined. If the separation is complete and there are two facilities, many of the programs discussed in the following chapters can be set up to operate at different levels of service. For example, an athletic program in a jail for sentenced offers can include team sports (baseball, basketball, and volleyball) with contests scheduled with other teams in the community. Team sports are much less feasible in a detention jail. On the other hand, crisis support services for prisoners' dependents are needed primarily in the detention jail.

### **Discrimination in Jail Programs**

The existence of various forms of discrimination in the operations of the criminal justice system is under extensive examination by the many agencies concerned. This problem cannot be dealt with effectively in this handbook because it varies from jail to jail and because it is so embedded in the political and social structure of the community itself.

Every program described in this report can be instituted in a manner which either lessens or adds to discriminatory or biased administration. For example, improved library services can relieve ethnic tensions if Spanish-language books, newspapers, and magazines are available for Spanish-speaking inmates who are not literate in English. Similarly, a volunteer program which encourages participation by minority racial or religious groups can bring these groups into a cooperative rather than hostile attitude toward the sheriff's office and the jail administration.

### **Support Your Local Sheriff**

It goes without saying that the jail itself should be a credit and asset to the community, both in appearance and in making a positive contribution to the community. In return, community organizations and citizens will accept responsibility for supporting jail administration and worthwhile programs not only in support of their local sheriff but as a matter of self-interest in crime prevention and control.

## Chapter 2. Diversion from the Jail

**D**iversion, in the context of the total criminal justice system, refers to decisions which provide alternatives to the traditional sequence of arrest-trial-conviction-sentence-incarceration. The diversion is usually to a specific treatment program and plan where successful completion will suspend the formal criminal justice process.

While the sheriff ordinarily does not have direct authority to divert defendants or offenders from confinement, his cooperation is essential for the interviews and tests conducted by the diversion staff in the jail. Also he is in a position to influence decisions and processes which lead to diversion being established as a new program.

Major forms of diversion are:

1. Use by the police of citations in lieu of arrest.
2. Referral of special groups, such as drug addicts and alcoholics, to treatment programs.
3. Court-authorized release on own recognizance, in third party custody, or on bond in lieu of confinement in jail awaiting trial.
4. Civil commitment of addicts in lieu of trial and/or criminal sentence.
5. Supervised full- or part-time release in lieu of continuing confinement, particularly where such status is initiated early during the confinement term.

### Police Diversion

Whenever possible, diversion should take place prior to admission to the jail in order to avoid investment of the staff time which is necessary for full booking and admission procedures, to be followed shortly by the release process. This requires that other principals in the local criminal justice system be willing to decentralize decision-making; for example, grant authority to law enforcement officers to issue citation or summons in lieu of arrest within prescribed limits. In addition, arrangements for 24-hour authority to release on recognizance or to third party custody have been made possible in many jurisdictions by having a judge available around the clock or delegating such authority to a sufficient number of senior jail officials, within the limits of specified criteria, to insure that such authority is available on a 24-hour basis.

### Diversion Program Requirements

It is essential that a diversion program include *supervision* and *services*. For

instance, diversion programs focusing primarily upon those charged with relatively minor, non-violent offenses are most frequently staffed by counselors, job developers, and job placement specialists. Upon diversion, the court retains jurisdiction but agrees to defer the trial, usually for three to six months. If the defendant successfully participates in the project, shows satisfactory progress in training or employment, and is cooperating with the staff in resolving any other problems which may contribute to his becoming involved in antisocial behavior, the charges may then be dismissed or nolle prossed, or the accused may plead guilty and receive a suspended sentence. Other variations of disposition may occur. If the defendant does not perform satisfactorily, project staff notifies the court and normal processing resumes without prejudice to the defendant.

Similar arrangements are utilized for addicts and alcoholics as well as those involved in drug- or alcohol-related offenses who may not be considered addicts or alcoholics in the medical sense of the term, as is the case with many persons charged with driving while intoxicated. Such individuals may be referred directly by the police or court project staff for treatment under arrangements similar to that outlined above. Again, lack of cooperation or response is cause for referral back to the court for continued processing.

### Diversion Innovations

For individuals who lack suitable homes or other resources to which they may be diverted, a variety of alternatives have been developed or identified by sheriffs in several jurisdictions across the country.

One of these is a "revolving fund," which consists of several hundred dollars furnished by interested local citizens and kept in an account in a local bank. The account is in the care of a committee. When the sheriff identifies an individual who appears suitable for release on bond but is unable to post the collateral, the sheriff contacts the chairman of the committee and provides him with the necessary information. If the chairman agrees that the prisoner meets the criteria for use of the fund, collateral is posted for him. The defendant repays the fund as soon as he is able.

Another alternative is the development of a cadre of volunteers who serve as third party sponsors. These are stable, mature individuals who are willing and able to be available to the defendant in the event he has a problem and to see him on a periodic basis, ordinarily not oftener than once a week.

For those who need a place to stay, many of the special treatment programs for drug and alcohol abusers are residential. Such organizations as the YMCA, Salvation Army, and Volunteers of America are also helpful in this respect.

Visiting and telephone privileges have a direct influence on the likelihood of a defendant's attaining pretrial release. This is, of course, a result of his being able to contact relatives and friends who can be of assistance in obtaining resources, engaging attorneys, or making other necessary arrangements. Evening visits and telephone privileges are especially important in order to reach people at home who work during the day. (For further details, see handbooks on legal rights, security and administration.)

### Diversion Program Variations

Internally, diversion can take a number of other forms. Sheriffs in larger

jurisdictions have developed reduced custody camps or "farms," where short-term prisoners (ordinarily with sentences of one year or less) serve their sentences. Such institutions are much more economical to operate, are more hospitable environments for programs, and have a less debilitating impact on inmates than the closer confinement characteristic of traditional jails.

Work and study release (see Chapter 10) can also be thought of as diversion in the sense that individuals are not in physical custody for at least a portion of the day.

### **Jail Parole**

Although not as widely used as it should be, parole for jail inmates is available in a number of jurisdictions. In some, it remains vested in the state parole board but is rarely exercised because the county institutions are so widely dispersed as to make it impractical. The principal reason that even authorized jail parole programs have not been used is that there is a lack of jail personnel to perform the casework analysis necessary to present information to the parole board. To remedy this, some jails have been able to secure the assignment of a caseworker from the local welfare department, justifying the request by the potential saving in welfare department workloads for inmates and their dependents.

Another reason for the lack of progress in jail parole is the difficulty in establishing an effective cooperation between jail administration and the adult probation service. Some fault can usually be found on both sides. But at its root may be the substantial overload of the adult probation service, as revealed in many studies. Hence, further advancement in this area will require mutual planning and support by sheriffs and probation chiefs to achieve the new funding necessary for such programs.

In some states, the authority to parole short-term offenders confined in local institutions has been conferred on a local group. In still other jurisdictions, the sentencing judge retains the authority to modify sentences and can reduce the total sentence or the confinement portion at any time he sees fit to do so.

Regardless of the form it takes, such flexibility is highly desirable and has many applications in an active program. Among them are the ability to arrange release at a time when employment or training programs are available, to allow an inmate to enter a treatment program, or to respond to a family crisis.

## **\* Chapter 3. Health Services**

**H**ealth services in jails constitute one of the most sensitive program areas. There is little public resistance to the provision of such services but they present many problems. Poor medical and dental services usually are at or near the top of grievance lists of inmates involved in jail disturbances.

This is also the area about which the courts have recently been most firm in requiring adequate services, although until recently it was considered part of the inner workings of the jail and therefore subject to the "hands off" doctrine. Perhaps the most far-reaching decision was recently handed down by a federal court, which held that the lack of adequate medical treatment and care afforded to prisoners in a particular institution violated their constitutional right to be free of cruel and unusual punishment. In summary, the court ordered that hospital services be improved to conform with standards and regulations required of community hospitals; that each hospital have written sanitation procedures approved by the medical director; that medical equipment be updated; that a minimum staffing proposal be filed; that officials insure that every inmate in need of medical attention be seen by a qualified medical attendant and by a physician when necessary; and that a complete medical record for each prisoner be maintained.

This decision marks the latest step of the courts in requiring that prisoners be afforded a level of medical care comparable to that provided in the community. Unfortunately, relatively few jails can now meet that standard. Yet medical service is not merely for the benefit of the affected prisoner but all others, including the jail staff, whose health may be endangered. Also, staff interests in protection from law suits alleging mistreatment can be served by an adequate, documented medical examination of every prisoner on admission and a record of treatment provided subsequently.

The problem is complicated by the fact that many of those who are committed to jail are poor and have not usually had adequate health care prior to admission. Therefore, they have more health deficiencies and defects than the general population. It is not unusual to encounter jail inmates who have never visited a doctor or dentist.

### **Basic Health Services Required**

Realistically, the jail cannot assume responsibility for all of the health needs and deficiencies of all persons committed to custody. There is, however, a minimum level of services which is generally agreed upon.



Every new prisoner should be examined to see if there are any open wounds or sores which require treatment, or evidence of recent disease or body vermin. These and other symptoms, such as difficulty in breathing, swallowing, or other normal body functions, may be cause for immediate evaluation by a physician. Preferably, the arresting officer(s) will have performed this function. By short questions and answers, an attempt should be made to determine whether or not the prisoner is a drug addict or alcoholic who may soon start going through withdrawal or D.T.'s. Care must obviously be taken to properly isolate and treat those persons with such health problems as venereal diseases and hepatitis (which many addicts have without realizing it), in order to prevent the carriers from infecting others. The classification committee should know of any serious health problems so that no such mistake as assigning an active hepatitis carrier to kitchen duty will be made.

### Staffing for Health Services

Ideally, a full-time physician and part-time dentist should be available, but this objective is unrealistic except for larger institutions. Therefore, it is necessary for most jails to rely upon the local health officer or contractual arrangement with a local physician. In addition to being available for emergencies, the physician should visit the jail regularly to examine newly admitted individuals, respond to prisoners' requests, make referrals, and provide follow-up treatment.

As in other areas, the health service program should be coordinated with and utilize other resources in the community such as the local and state health departments, hospitals, clinics, medical, dental, and paramedical organizations. To the extent possible, it should have a very close relationship with, if not actually be a part of, the local public health program.

The American Medical Association has recently instituted a major nationwide project for the improvement of medical services in local jails. If nothing else, the local medical society should be able to conduct a survey of the existing medical program at the jail and suggest ways of improving it. Perhaps this same group can suggest means of securing additional professional coverage. Recommendations coming from such an influential professional organization could lend added weight to any requests for increased funding for health services at the jail.

Although not a substitute for physician services, adequate paramedical staff, such as nurses and medical technicians, should be employed to administer medical screening and rudimentary health services. They will be able to recognize symptoms of serious illnesses, distinguish between intoxication and other illnesses and injuries which result in similar symptoms (e.g., diabetic coma) and render first aid. It should be emphasized, however, that paramedical personnel must have a physician available to them for emergencies and that their screening is not a substitute for examination by a physician.

It is also important to have as many of the staff as possible take an approved first aid course, perhaps as part of their initial training. This type of training is invaluable in emergencies and has saved many lives and avoided many law suits.

Dental care should be made available to every inmate. Most jails follow the rule that detentioners qualify only for emergency dental work, while sentenced

misdemeanants who will be in the jail for a while may get normal dental service. This rule is necessitated by the medical and dental budget of the jail, which is almost always too small.

### Sick Call and Treatment

It is customary in many jails to have a specific "sick call" time. In others, this is not the case. In still others, there is more than one time during the day when an inmate may be seen by the medical staff. The size and complexity of the jail operation, the staffing pattern, and the physical plant will influence selection of the arrangement which will result in the best plan for delivery of health services in any particular jail.

There should be provision for isolation of prisoners suffering from contagious diseases. This can be accomplished in the jail infirmary area. Those jails which have no adequately equipped infirmary usually have a standing arrangement with a local hospital. The advantages and disadvantages of each arrangement must be worked out on an individual basis in terms of costs, distance, and availability of custodial supervision. There will be situations in which hospitalization must be arranged for serious emergencies which are beyond the capability of the jail, and provision must be made for emergency ambulance services and hospitalization. In some jurisdictions, hospitals have set up "locked wards" which incorporate the necessary physical security for handling prisoners.

### Records and Supplies

Medical records, another essential component of the program, should be maintained in accord with established professional standards. Of particular importance is a record of the inmate's condition at admission (including cuts, bruises, or other evidence of illness or injury), a reasonable prior medical history, any illness or injury during confinement and treatment thereof, and his condition at the time of release. Inmates should not maintain or have access to medical records due to the nature of the information contained in them and the opportunity to alter their own or other inmates' records.

Medical supplies should be kept securely locked and inventoried regularly. They should be dispensed *only* by the physician or, upon his orders, by adequately trained staff. Inmates should be given medication one dose at a time and be required to take it in the presence of a staff member.

One of the most difficult decisions for a jailer to make is what to do with the inmate who becomes ill at 3 a.m. with no medical staff on duty. This is probably the most unfair demand placed on the jailer since, by everyone's admission, he is not trained to perform this function. Common sense should prevail. If the jailer has any doubts about the seriousness of the inmate's condition, he should immediately contact the jail physician or arrange for transport to the emergency room at the hospital. Many inmates have died because of a well-meaning "I'll make sure you see the doctor in the morning." In such instances, the jail is liable to civil suit. When dealing with such a serious and complex area as health services, "play it safe" is a sound rule of thumb.

## Chapter 4. Social Services

The need for social services in the jail was briefly discussed in Chapter 2 in reference to the development of jail parole. For the most part, jails do not require a full range of social services on an "in-house" basis, because this arrangement would duplicate services already available in the community. The exception may be the extremely large metropolitan institution or system where it might be more practical to have a broader range of services available because a referral system of the required size would be unmanageable.

Any social service unit in a jail must be carefully planned to insure that its objectives and activities coordinate well with programs such as pretrial release, probation, legal services, and others which deliver services to the confined. There almost inevitably will be some overlap, but it should be minimized.

### Help in a Crisis

*Perhaps the most crucial service to render in a jail is crisis intervention.* Much of this effort will be directed to newly admitted prisoners. It may include contacts with families, relatives, and other interested people, such as former employers. In general, the focus is upon minimizing the disruption which occurs as a result of arrest and confinement, disruption which affects not only the inmate but his family, friends, and employer.

An important by-product of the crisis intervention function is the positive response it evokes from prisoners, their families, and friends. For most of them, arrest and confinement is a crisis, and assistance from a trained staff member or volunteer is a welcome experience. It has a very positive impact on inmate morale by reducing the frustration and feeling of helplessness which, when it becomes widespread among inmates, can turn minor irritations into critical problems and increase the likelihood of fights, clashes with staff, and other disturbances.

Crisis intervention may consist, for example, of calling a friend of the prisoner to arrange for his automobile to be taken home, a paycheck to be picked up, arrangements for child care to be made. Beyond that, the social service staff serves as liaison between the prisoner and the community. The staff can serve a very useful function as a referral source for the prisoner's family. For families at all economic levels, arrest of the breadwinner is traumatic, creating a social crisis and often an immediate financial one. Many do not know where to turn for such aid as welfare and go from one agency to another in search of assistance. The staff of the jail social service unit can give very significant assistance by referring them to appropriate sources of help.

### Social Service Unit Organization

There are several options for the organizational arrangement of the social service unit. It can be argued that it should be part of the local probation office. This arrangement does avoid some duplication of effort because information accumulated by the social service unit will then be in the office that may later prepare a presentence report. In some jurisdictions, the sheriff has been able to obtain funds so that at least the basic social service unit is part of his staff and is able to assist in the classification program by conducting the background investigations and gathering other information necessary for making decisions about custody classification, suitability for work or study release, and similar matters.

*Whatever the organization and funding base of the unit, it is important that the jail, as part of the criminal justice system, have available the information gathered by those, usually the police, who had contact with the prisoner prior to his arrival at the jail and pass that information along to others (e.g., pretrial diversion program staff, probation officers, etc.) as well as the pertinent data and information recorded at the jail. This will help the entire local criminal justice system avoid the problem which probably is the second most costly to the system today—the enormous duplication of effort expended by several agencies in the system which repeatedly gather the same information about the same people. (The most costly problem is the unnecessary institutionalization of persons who present no threat to the community or themselves.)*

### Assistance from Other Agencies

At this point, there is no standard organizational arrangement for a jail social service unit except that it should have a single administrative head who reports to the sheriff or jail commander. The social service staff may be funded by, and be part of, the local community mental health center or clinic, welfare office, vocational rehabilitation department, mental health service, or model cities project. Possibly it can be funded through the state law enforcement planning agency (SPA) with LEAA funds. The disadvantage of grant funding is that it is usually short-term (up to three years) and subject to the availability of funds.

Regardless of the organizational arrangement, basic services may be greatly benefitted if augmented by one or more full- or part-time staff from one of the above agencies. Such staff can either be available on a scheduled basis or on a referral basis, responding when the jail social service unit identifies a potential candidate for the services they offer.

Private funds have been utilized in some jurisdictions to fully or partially finance the social service unit. The private sources for funds are usually the United Fund or Community Chest. Among sources of service are family service agencies, church-based agencies such as Lutheran, Catholic, or Jewish social service agencies, and private mental health groups.

Specialized services are also available in many jurisdictions from local agencies concerned with drug and alcohol abuse, and with the care treatment and training of the mentally retarded. Help may also come from organizations that deal with special populations such as persons with birth defects, hearing, or sight problems and those with specific illnesses or disability such as multiple sclerosis or muscular dystrophy. The need for the latter services is ordinarily

quite rare, but they are most helpful when needed by a particular prisoner.

Another important service available in most communities is employment counseling. Several states have set up a section of the employment service specifically for offenders—Comprehensive Offender Manpower Services (COMPS). COMPS has access to all specialized services provided or funded by the Employment Service, including vocational testing and evaluation, job bank, and employment counseling as well as monetary benefits for those who are eligible.

In making referrals to other agencies, common faults are (a) not providing an adequate description of the problem which is the basis for the referral; (b) lack of follow-up while the defendant is receiving assistance from the accepting agency; and (c) lack of follow-up after completion of the service. The second and third are essential in refining criteria for future referrals. In some instances, it is also helpful if the jail staff continues contact with the individual referred on a supportive basis. This, however, should be worked out with the agency from which the individual is receiving service, as continued contact by jail staff might be perceived as interference by the other agency.

A most powerful social service resource is the use of volunteers which is discussed in Chapter 14.

## Chapter 5. Special Offenders

The term "special offenders" generally refers to those individuals who, by nature of their comparatively small numbers or the uniqueness of their problems, are of special concern to jailers. Depending on individual points of view, the list of "special offenders" could be lengthy indeed. For purposes of this handbook, only the major categories of special offenders found in many jails will be discussed. These are juveniles, women, the mentally ill, alcoholics, and drug addicts.

### The Juvenile Prisoner

*Only under highly unusual circumstances should juveniles be confined in a jail.* Modern practice dictates that juveniles in need of detention prior to juvenile court proceedings be held in a separate detention facility designed, programmed, and staffed to meet their specific needs. Unfortunately, this is not the situation in many places, and thus the jail must deal with this type of offender.

*In dealing with juveniles an inviolable rule is that under no circumstances should juveniles be housed or mingled with adult prisoners.* The possible negative influence and other dangers to the well-being of the juvenile are obvious. Potential abuse has prompted a number of states to pass laws that forbid mixing juveniles and adults in confinement.

Like an adult, a juvenile may be in need of a wide range of services such as medical care, social services, recreation and leisure time activities, religion, or education. Owing to rapid growth and the abundant energy which characterize teenagers, the actual "mix" of activities may be somewhat varied.

One of the sometimes disastrous side-effects of detention for a juvenile is that he is suddenly taken out of school and, even if released within a few weeks, falls behind the rest of his class and is thus in danger of being left back or receiving a "gentleman's promotion." Coordination should be established with the local school system to ensure that the appropriate books, materials, and assignments are provided to enable the jailed youngster to keep up. Teachers are made available to detained youngsters by many schools.

Similar links should also be established with other appropriate community agencies, since frequently one of the major factors contributing to the individual's delinquency is the home situation. These agencies should help both the youngster in dealing with that environment and the family in making whatever adjustments may be necessary.

Shattering as the first clang of the steel grill may be for an adult, it is even more traumatic for a teenager. Thus he presents a pressing need for crisis intervention on the part of the jail's social service program.

### **The Female in Jail**

*Women should be provided access to all services and programs available at the jail.* This is not to advocate a somewhat swinging form of recreation. As a jailer once said, "We don't have human relations in our jail—we keep the men and women separated." Providing services to women does not equate with turning a jail into a criminal justice singles club. But the desire to separate them from male prisoners frequently means that women do not have access to recreation, education, or similar activities for which they too have a distinct need. Sewing classes and the like, while they have their place, are not going to help a woman go out and support herself and dependents, but an education program might. Care should be taken, if at all possible, to allow contact between the mother and her children while she is incarcerated, as much for the children's benefit as for the mother's. A room should be set aside and equipped to provide for the special grooming needs of women, and appropriate items for this purpose should be made available at the canteen or commissary. Women's clubs and similar organizations can quite easily be induced to help provide meaningful programs and activities for women on a volunteer basis.

### **Mental Health Needs**

People who are seriously mentally ill or retarded should quite obviously be in a mental health facility and not a jail. Unfortunately, reality often dictates that these people, at least temporarily, wind up on the jailer's doorstep instead of hospital. *Mentally ill persons should not be housed with the general population, and steps should be taken to ensure that they do not cause serious harm to themselves or others.* The jail physician should be consulted as soon as possible and his professional advice sought on the best method of treating and managing the individual until other arrangements can be made. For the individual who is violent or shows tendencies toward violence, there are tranquilizing drugs, which, of course, should be prescribed by a physician and administered scrupulously under his direction and instructions. There is no excuse today for shackling, manacling, and similar practices used in years past. Extreme isolation can often serve to heighten the existing mental problem, and therefore the social services staff should be active in assisting the individual. Security procedures for handling this type of person are dealt with in the handbook on security.

### **Alcohol Abusers**

Alcoholics also pose a special problem for the jail staff. Many alcoholics have extreme physical problems caused by the neglect of health, nutrition, and hygiene that often accompanies alcoholism. A "drying out" process may be necessary. If it is apparent that an onslaught of the D.T.'s is imminent, the individual should be transferred to a hospital.

Special programs for the alcoholic can be provided in the jail. For example, Alcoholics Anonymous is most cooperative in holding meetings at the jail and providing numerous services to alcoholics in the jail population. In several

jurisdictions, state and/or local agencies charged with treating alcoholics have either staffed or funded alcoholism projects in jails.

*Coordination and cooperation with local community mental health centers may also provide a source of tangible programmatic assistance for the alcoholic offender.* Alcoholism is a problem to which many people in the community are sympathetic and, consequently, are more inclined to help persons afflicted with a serious drinking problem. In one county, a wealthy industrialist paid the salary of a psychologist to work with alcoholics in jail. In another, a local citizen group paid for the services of a full-time psychiatrist for such clients.

### **Drug Addicts**

Drug addicts (as opposed to drug users) also present special problems. Ideally, addicts in withdrawal should be transferred to a local hospital, since very few jails are properly staffed to deal with this medical problem. Again, reality mandates that frequently withdrawal must be accomplished at the jail. During this period, addicts should be separated from the general population and placed in the infirmary area. To the extent possible, this process should be medically supervised and directed. The withdrawal process can either cause or aggravate medical problems and just letting the person go "cold turkey" without being under a physician's care can be dangerous practice.

As with alcoholics, special programs can be brought into the jail for the benefit of addicts. When New York City instituted a methadone detoxification service in its massive detention institutions in 1971, it was a pleasant surprise to the correctional officers as well as the medical staff to find that the program had a dramatic effect in reducing the tensions in the jails, especially those between staff and prisoners. Narcotics Anonymous and similar organizations can be quite helpful and can readily provide a wide range of services for addicts. Community mental health centers and various state and local programs for addicts can be tapped as program resources.

### **Conclusion**

In the ideal world, several of the foregoing offender categories would be diverted prior to reaching the jail. But, as is only too well known to the officer on the midnight shift, the jail must deal with—and probably will for some time to come—the perennial problem of "whadya do with the drunken sailor?" and others who need care that the jail is not really equipped to furnish. Proper procedures need to be established with professional guidance and assistance, and the progressive jail will establish specialized treatment programs drawing heavily on existing community resources.

## Chapter 6. Recreation and Leisure Services

One of the major architectural failings of most jails today is that they have inadequate space—or none at all—for recreation and leisure services. Yet the sheriff is considered to be both morally and legally responsible for the physical and mental health of inmates. Certainly, recreation is an essential element in meeting this responsibility. In many instances, however, owing to lack of space, equipment, and proper jail design, provision for adequate recreation takes considerable creativity and ingenuity on the part of the jail staff.

Ideally, the jail would have a sufficient budget to permit full- or part-time personnel to organize and supervise a regular program of recreation and other leisure time activities. In the overwhelming majority of jails, however, this is not the case. Frequently, a staff member is assigned this task and is given a very restricted budget with which to purchase necessary supplies.

Leisure services can be an important support to effective custody as well as rehabilitation effort. Frequently, lack of proper use of leisure time helps get a man into trouble while in the jail. Subsequent to release, this problem will increase. If an inmate can be exposed to or taught an enjoyable, constructive way to use leisure, it can be of considerable benefit in helping him make a successful adjustment in the community.

### Television and Radio

Television has today become a staple element in any institutional recreation program. The sets should be placed in areas to which the inmate population has ready access and should be enclosed to prevent tampering or instant repairs by the resident "expert" in the population. Hours during which television may be watched should be clearly posted, with occasional exceptions made for special events. It is interesting to note that when serious disturbances occur in jails, the television sets are usually left intact, regardless of whatever else might be destroyed.

Radio should be dealt with in the same manner as television. Some of the newer facilities have jacks in the cells or dormitories which enable the occupant to plug in earphones and listen to one of two or three stations. This arrangement allows for the satisfaction of individual taste and a substantial reduction in the noise level in the institution. Some jails now permit inmates who will be confined for a comparatively long time to have their own radios. If this is to be the policy, it is suggested that radios must be purchased through the commissary. This ensures some measure of uniformity, eliminates the

"You let his in, why did you keep mine out?" controversy, eliminates a way of introducing contraband, and cuts down on the possibility of theft or damage. Small transistor radios are recommended. Upon purchase, some sort of inmate identification should be soldered or engraved on the radio to reduce the possibility of theft.

### Active Recreation

*If the jail has sufficient provision for outdoor recreation, frequent use should be made of it.* If there is no effort to provide organized activities, the boredom of the cellblock is just transferred to another setting. Basketball, softball, volleyball, shuffleboard, weightlifting, among many others, are good activities. Additional use of the recreation yard can relieve the troublesome boredom that inevitably comes with a rigid routine. Weather permitting, some jails hold cookouts (hot dogs, hamburgers, watermelons, etc.) in the yard on holidays like July 4th and combine these with a schedule of field events such as races and basketball games.

### Other Activities

If the facility does not have any outdoor recreation area, some part of the building should be identified and used to provide for physical recreation. Weights, calisthenics, and other means of "working out" do not require vast areas and space. Mini-gyms are available at reasonable cost, require limited space, and provide opportunity for a variety of forms of working out.

### Table Games and Hobbies

Frequently, the recreational needs of inmates not interested in sports are neglected. Provision for a wide variety of other activities should be made. Chess, checkers, dominoes, playing cards, and other table games are inexpensive and are of interest to many people. In the past, there has been objection that such games might lead to gambling, but this has not proved to be a major problem. Inmates who want to gamble will find a way to do so; an alert staff can ordinarily keep it at a minimum so that gambling debts do not pile up. Crafts such as leather working or painting can provide many hours of wholesome activity at little cost. Some jails have solicited donations of musical instruments as another way of providing for a leisure time outlet.

### Recreation Resources

A number of resources are available to help in developing and administering a recreation program. One of the best—and probably the most frequently overlooked—is the jail staff. Many staff members are quite proficient in a wide variety of leisure time activities (bridge, photography, etc.) and would be willing to share their knowledge and skills with the inmates. There is nothing that someone who is a "bug" about a hobby enjoys more than telling and showing other people about it. Use of this resource on either an assigned or volunteer basis usually makes an employee feel that he is more involved with the program and, justifiably, that he is making a significant contribution to the overall jail program.

Other resources in this program area include the local department of recreation; the recreation department at a local college or university, or the local

school district. The National Recreation and Parks Association is showing increasing interest in recreation in corrections, and their local chapter may be of considerable assistance. Local service clubs may be helpful in obtaining recreational materials. Musical groups and other entertainers will often agree to come into the jail and perform free of charge.

While access to recreation and leisure services should be made readily available to all inmates, it is also possible to use recreation as an incentive. For example, one very overcrowded jail with little program space, borrows movies (short subjects) on a wide variety of subjects and shows them three times a week to the dormitory which is the cleanest during inspection. Both inmate morale and jail sanitation have improved noticeably since the program began.

With proper use of both in-house and community resources and a healthy bit of creativity, a good recreation program can be developed despite what may be inadequate physical plant provision for recreation.

## Chapter 7. Education

Education programs in the jail are, by the very nature of the potential student's short-term stay as a detentioneer or sentenced misdemeanor, different in focus and emphasis than they would be in virtually any other type of institution. Nonetheless, the need is just as great. Numerous studies have shown that jail inmates function at slightly below the sixth grade level. Given the demands of today's world, this means that they are, to all intents and purposes, illiterate. At the same time they have the same average I.Q. as the population in the free world.

The benefits and importance of education in any rehabilitation program are obvious. An increase in educational levels may well help an individual get and keep a job, increase his ability to function in an increasingly complex world, and lead to an increase in self-esteem, among other advantages.

Few, if any, inmates will be in the jail long enough to benefit from a traditional method of education with an emphasis on fixed curriculum and terms. The college programs for long-termers are not possible in jails. Hence, education in the jail becomes a distinct challenge to the administrator's creativity. In developing an education program, it is more realistic to place the primary focus on the sentenced population because frequently they are not subject to such strict limitations on movement and other security measures and to competing activities (court trips, attorney conferences, etc.) as are the unsentenced.

### Resources for the Jail Program

Several good resources are available to help a jail start and maintain an education program. Sometimes the local school district will provide teachers, books, and supplies directly, in the belief that it is obligated to provide for the educational needs of the jail population. If nothing else, the local school system will almost always supply texts and materials for an education program. Volunteer teachers may be available from a variety of sources—local public and private school faculties, faculties of community and 4-year colleges and universities, and the community as a whole. These people may be recruited, screened, and oriented as one would with any volunteer. (See Chapter 14.) Of course, if the jail has the budget and position for a regular school program, then the need to beat the bushes in the community for teachers is for the most part eliminated.

### Content of the Educational Program

Design of courses and curriculum calls for considerable creativity and flexi-

bility. For those inmates who have had a fair amount of formal schooling, arrangements can be made for a "cram" course of tutoring by volunteers to help them qualify for a G.E.D. (high school equivalency diploma). Arrangements can easily be made with the State Board of Education to administer and grade the test and award the diplomas.

For the others, primary emphasis should be placed on classes which will immediately help the person to function more adequately in the community. Consequently, the 3 R's should receive a good deal of attention. This is not to say that a wide variety of classes in many different subjects cannot be offered, depending on the interests of the inmates and the availability of teachers and space. *A main responsibility and goal of any educational effort in the jail should be to concentrate on those individuals who have difficulty functioning because of a lack of even the most rudimentary skills of formal education, such as making change and reading street signs and bus schedules.*

Prior to placement in an educational program, each inmate student should be tested to determine at what level he is actually functioning. Many times an inmate has told an interviewer that he "went to the 11th grade," when in reality he is reading on a third or fourth grade level. This information is necessary for the teacher to be able to plan classes and a level of instruction to meet the need of the students. If the material presented is over their heads, they will soon become frustrated and feel inadequate. Individualized instruction buttressed with programmed instruction and materials has proven to be very successful. The traditional classroom approach has proved to be a failure in this kind of a situation because the "students" are of such differing ages, levels of achievement, and interests. Furthermore, most have dropped out of school or been expelled or otherwise failed in the classroom. Being placed back in the same situation most frequently leads to repeated failure. But if the material is below the level of the class, they will become bored and lose interest.

Several other factors should be remembered when designing and running a program in a jail. Due to the amount of idleness in most jails, once a student is properly motivated, he will frequently outperform his free world counterpart. With few distractions and a need to keep occupied, students will spend far more time on assignments and in related work than will a typical high school teenager with a wide variety of other interests and diversions. Because of the high turnover in jail populations and consequently in classes at the jail, each lesson should be so designed that, if a man went to just one class, he would carry some useful knowledge away with him. Each lesson thus becomes an entity in itself. To further this concept, a one-room schoolhouse approach can often be most helpful. The teacher can work with one inmate, explain a point, give an exercise in it, then move on to the next student. In smaller jails, this approach enables the teacher to work with a number of students of different educational levels at the same time.

Texts and books pose a unique problem. One cannot realistically expect a grown man to return to his cell with a "Run, Dick, Run" book in his hands. Magazines, however, can be quite helpful. A careful search of newsstands reveals magazines on sports and similar subjects which are interesting to inmates and are using the most elementary to relatively advanced vocabulary.

Programmed learning (self-teaching) series of texts are also helpful. These allow a student to progress at his own speed and give immediate feedback on

progress. One series of texts goes a long way, because the inmates are working at different academic levels. Therefore, several inmates are working the same set of books simultaneously. Other materials used in the classes should be of a practical nature. For example, job application forms obtained from a local company or employment agency can be used in practicing reading or writing. Thus, if a person only learns how to read 50 words, that knowledge might be sufficient to get him a job. In math, an income tax form (maybe some of the jail staff would like to sit in on that lesson) or a newspaper ad about buying a car on time not only offers practical examples to illustrate a point but also provides useful information on situations with which the inmate will come into contact upon release. In other words, it is necessary to make the effort to keep the students' interest and to provide them with usable skills, particularly when one realizes that, for whatever reason, these people did not make it in the traditional school system.

Space for classes can pose a real problem in those jails which were designed without program in mind. Here, too, imagination and ingenuity are often necessary. In many jails an office, dining room, or library becomes a learning center and classroom at night. Better-planned space would, of course, be ideal, but real education is more the function of a skilled teacher and "turned on" student than of elaborate or expensive surroundings.

When an inmate/student approaches the day of release, some effort should be made to tell him where in the community he may continue his education. Perhaps, periodically, a representative of the local adult education program of the school system can come to the jail and either discuss this point with men nearing release or actually enroll them in a program. Hopefully, a good education program in a jail will be a start, not an end, to the learning process.

## Chapter 8. The Library

Both education and recreation are provided by a library. Hence every jail should have one. Reading material should take into account the varying interests of the inmates and should include educational material, magazines, fiction and non-fiction, standard reference works, and legal materials. Inmates should have regular access to the library and be able to borrow books from it.

Some jails find that permitting regular visits to the library weakens security coverage or causes other problems. If that is the case, arrangements should be made for an institution "bookmobile" or cart which circulates in the housing units regularly and thus gives inmates regular access to reading materials. This is a service which volunteers can handle.

### Selection of Reading Material

Two major areas of controversy arise when discussing library services in jail. The first is the access to legal materials and, specifically, what legal materials must be provided. This topic is adequately dealt with in the legal rights handbook of this series, and there is no need to duplicate it here.

The second problem is censorship—what would and should not be allowed in the library as acceptable reading material. This area is also coming under the close scrutiny of the courts. Often, much staff time is used in deciding what is and is not proper reading material, time that could be better used on some other necessary jail function. Obviously books like "Escape from Jail Made Easy" pose a definite threat to the orderly administration of the jail, and such material should not be on jail library shelves. But, unfortunately, not all such decisions are that simple. A relatively easy rule of thumb is that whatever books could be taken out of or obtained through the local public library should be permitted in the jail library. Thus the jail is out of the censorship business, is using an objective criterion for its decision-making, and is treating its population like members of the community (which they are, especially those held in a pretrial detention status).

### Staffing the Library

If possible, the jail should have either a full- or part-time librarian. This individual can catalogue the books, maintain supervision in the library, assist inmates with their reading needs, teach them how to make use of the resources of a library, and perform similar tasks. Failing a qualified employee for this position, use can be made of volunteers from the community, the services of a

library science department at a local college or university, or the good auspices of the local public library. Certainly the local library can provide substantial assistance in properly setting up a well-rounded collection to meet jail needs. As pointed out in Chapter 1, the special needs of those who do not read English should be remembered.

### The Budget for the Library

Virtually every jail has a budgetary problem when it comes to purchasing sufficient books and periodicals for the library. There are several ways to overcome this problem. The local public library might be willing to establish a branch in the jail or provide regular bookmobile service. Area high schools and colleges might be able to donate some books.

Paperbacks not sold within a certain period of time are discarded by the newsstand or drugstore, the front cover torn off, and the book returned to the distributor. Frequently, local merchants are most willing to give the books to the jail instead of returning them. Experience indicates that paperbacks are preferable for use in institutions because they require less space than hardbacks, are usually more current, and after several readings can be disposed of easily. It serves no useful purpose to decorate library shelving with old hardback books which are never read. Individual citizens, schools, and organizations can donate magazine subscriptions or hold book drives. These methods enable a jail administrator to add quickly to the reading material available in the jail and involve the community in improving the program. And they do not involve any expenditure.

Additional assistance in establishing or improving a jail library may be obtained from the State Library and the Association of Hospital and Institution Libraries (a division of the American Library Association) in Chicago or one of its local affiliates.



## Chapter 9. Work and Activities

Most sheriffs agree that the most serious problem in jail administration and the most difficult to deal with is inmate idleness. Archaic physical plants, lack of space, lack of personnel, and lack of funds all contribute to the problem. Again, an imaginative use of community resources may be the most promising solution to this dilemma.

Certain activities which combat idleness have been considered in the preceding chapters. Work and study release will be discussed in Chapter 10. Here we deal with work activities in the jail or under jail supervision.

It is well established that unsentenced prisoners may not be required to work, although the opportunity to work should be made available to them. It is to be hoped, however, that sentenced prisoners will have opportunities for work, training, and other programs for a self-improvement. It is useless to create make-work projects merely to combat idleness, since such projects require a great deal of supervisory manpower and create needless disciplinary problems while achieving nothing in service to the jail or the community. Yet imaginative sheriffs and administrators have been able to provide purposeful work programs for inmates.

### Types of Work Activities

The major area of concentration has, of course, been maintenance and operation of the jail itself—cleaning, painting, and minor repairs as well as food service work. Furniture repair and maintenance, vehicle servicing and repair, duplicating services, and building and grounds maintenance may be provided to the jail and the sheriff's department or expanded to other county agencies. Such programs may be limited by the need for supervision, although departments receiving service may be able to provide staff who, with some training, can supervise inmate workers.

There are also numerous community projects with which inmates may help. These include stuffing envelopes for community fund and similar drives, recording books for the blind, and typing braille books. Another project which has considered appeal is repair of donated toys for Christmas. Local firemen and Marine Corps Reserve units frequently sponsor such programs. These groups collect the toys and provide paint and other materials as well as tools and supervision.

### Training Values

Many of the above work opportunities have some training or skill-retention value. Because of the short time most individuals spend in a jail, acquiring a skill is unlikely, but there is the opportunity to test one's aptitude and liking for some kind of work such as food service, painting, clerical work, or vehicle maintenance. This experience may be useful as a prelude to training release or post-release training arranged by staff.

Skill retention consists primarily of permitting individuals to perform work at which they are already skilled in order to keep their skills, as opposed to acquiring new ones.

### Issues to be Dealt With

Work activities should be extremely well planned to deal with such issues as:

- *How to provide vocational training as a basic entry to the work program.* For example, in support of an automotive service and repair shop, an automotive repair vocational class may be set up in conjunction with a local high school. The U. S. Department of Labor has funds to assist in these programs.
- *How to charge the service clients for the work performed.* Jail work, such as the automotive service and repair mentioned above, which serves the sheriff's department or other local public agency, should be offered at a reasonable charge. From this income, the inmate workers should be compensated under a predetermined pay schedule.
- *How to develop jail work projects in cooperation with local business and labor interests, to assure that these projects do not constitute unfair competition.*
- *How to link assignments to jail work projects and performance thereon linked to the work release or general release and follow-up programs.*

It is appropriate here to mention duties which inmates should not be permitted to perform. Under no circumstances should they be permitted to have access to security keys or locking devices. Nor should they have any access to personnel or inmate records or drugs.

### Purchase of Service Programs

In jails and prison administration, much as in health and education administration, there is increasing interest in the development of programs through purchase of service contracts.

A number of basic institutional operations which occur in a jail are easily reorganized for operation under contract:

*Example 1: Food Service.* Food service operations are not only a specialized skill but an important job market. It is now very common to find college and hospital cafeterias operated by contract. It should be possible to contract with a food service chain to operate the jail cafeteria and to employ as many prisoners as it can use. The prisoners would, of course, be employed on a work release basis, which requires prevailing wages less the standard deductions.

*Example 2: Inmate Trust Funds.* With the commencement of a work release program, the prisoner-workers' pay checks and charges and deductions gener-

ate a considerable amount of new accounting work in addition to the normal work of trust accounting for canteen purchases, etc. This is usually done manually or with a bookkeeping machine which is used to post account activity to an individual ledger card for each inmate. Some transactions are made daily, others weekly. The funds themselves are banked separately from all other county funds because they are private funds held in trust.

The same operation could be done at less cost by contract with a local bank, which would handle all transactions based on deposit or withdrawal slips prepared by staff or inmates. Inmates would receive weekly or bi-weekly statements, and the Department would receive full accounting statements with whatever analysis desired.

*Example 3: Medical Services.* Provided by contract with a private hospital or health maintenance organization.

## Chapter 10. Work Release

**A**lthough the first law authorizing a jail administrator to allow an inmate to work in the community during the day and return to the jail at night was passed in Wisconsin in 1913, work release has been widely used only since the mid-1960's. In addition, some jurisdictions permit release for the purposes of attending school, participating in vocational training programs in the community, and seeking jobs.

### Benefits of Work Release

There are many benefits to a work release program. The inmate on work release has the chance to earn wages and build a nest egg for release. He also gains valuable job experience and thus has a better opportunity for employment upon release. Perhaps most important, the inmate becomes accustomed to being a part of the community and constructively using the partial freedom which the program gives, as opposed to being put out on the street on the day his sentence expires. Since the work releasee is paying state, federal, and local taxes, he becomes a taxpayer instead of a tax-user and the taxpayers of the city or county are gainers.

The amount of money paid to the jail for room and board costs by the person in the program helps to reduce directly the cost of incarceration. Furthermore, the wage-earning inmate may be able to support his family, thus reducing welfare costs.

*From both a rehabilitative and economic viewpoint, work release makes good sense.* The employer gains an employee who will be dependable and show up for work on time and sober.

### Selection of Releasees

Selection of inmates for work release depends in part on the law establishing the program. In some jurisdictions, the judge can sentence the defendant directly to work release at the jail. In others, the jail administrator can only recommend work release, but the judge has the power to order it. In most areas, however, the jail administrator has the legal authority to place a sentenced prisoner on work release. The latter practice has been proved by research to be the most effective, since the jail staff, who in effect have lived with the inmate 24 hours a day, know him far better than does the judge and are in a position to make a more knowledgeable decision.

Where the jail administrator has this authority, the prime criteria for program

selection should be two: First, is the person a danger to the community? Second, is the individual a good bet to return to the institution each night and abide by the rules of the program? If the person checks out favorably on both points, he is probably a good candidate for the program. Of course, this is presuming that the inmate needs the program. The vast majority of people confined in jail certainly do. Since most jail prisoners are but months away from release by expiration of sentence, the community may be best served by viewing work release of marginal cases as a better risk than outright release only a few months later. Selection for work release should be very closely tied to the jail's classification process.

The jail administrator might well want to decide for himself who is placed on work release. Good administrative practice, particularly in the larger jails, would suggest that the classification committee review all applications for work release and make an appropriate recommendation to the jail administrator, who can either accept or reject the committee's judgment. Since work release is an important program and there are usually few questions of public safety involved, such a procedure would ensure that thorough screening has taken place and the judgment of a number of key jail staff is involved.

### Jobs for Releasees

Once the inmates are accepted for the program (the least difficult part of the total task), a job must be secured for the inmate. Sometimes the man's former employer is willing to hire him back, or he or his family may know of someone willing to offer employment. Usually, a job will have to be located for him. Many jails designate a staff member to serve as a work release officer with various program responsibilities, including finding jobs.

There are many potential sources of employment in a community. Frequently, a state employment service will have a local job bank with which the jail can coordinate. Arrangements may be made with another county or city agency which seeks jobs for clients, to share their information. Local businessmen's associations and trade councils can be of tremendous assistance. Perhaps the local unit of government has positions open for which work releasees might qualify.

In finding jobs, care must be taken to ensure that they are legitimate employment offers. Almost legendary is the case where a jail administrator received a call from a potential employer wanting to hire women inmates as go-go dancers. "I can guarantee when they get to work but can't promise when they'll get home." Care must be taken to make sure that work releasees receive the prevailing wage of the area for the particular job which they will perform. Otherwise, unscrupulous employers may exploit releasees or use them to undercut the local labor market. Obviously, inmates should never be hired out as strike-breakers.

### Rules and Regulations

Prior to going out of the institution for work, the inmate should have the rules and regulations of the program clearly explained and discussed. He should sign a contract agreeing to abide by these rules and authorizing an equitable disbursement of his take-home pay. The most common rules include abiding by the laws of the community, not using alcoholic beverages, not

taking drugs (except those prescribed by the jail physician), going directly to the job from the jail and returning directly after work, and immediately reporting to the jail by phone in case a problem develops. The rules should cover matters required by law or for the effective running of the program. They should be common sense in nature, and flexible rather than rigid.

The work releasee should be provided with some form of identification (a copy of the contract would suffice) stating that the individual is authorized to be on work release, listing the number of the jail to call in an emergency, and bearing the signature of the appropriate member of the jail staff. This is done to protect the individual and the jail in case of accident. It is also helpful if the releasee is stopped by a law enforcement officer either for legitimate questioning or to inquire "Didn't I lock you up three months ago?"

Every work release law in the country provides that the jail may collect some money from the releasee as reimbursement for room and board. In today's (1974) economy, \$4 to \$5 per day is a fair amount; or the charge may be stated as a percentage of the work releasees' take-home pay. Considering that some program participants will also be providing support for their families on a voluntary basis, the reimbursement charge should not impose a hardship. But by the same token, it should be enough to make the person aware of his obligations to assume responsibility for his own living expenses.

On payday, the inmate should bring his check, uncashed, back to the jail and endorse it over to the proper official. From the check, room and board reimbursements are deducted, as well as family support, payment of debts, or whatever else was agreed to in the program contract. What is left over is properly credited to the inmate's account, so that he will have some savings on the day of release. He should be allowed to retain money for transportation, and incidentals such as cigarettes, and lunch.

### Housing

Housing is a key issue in work release programs. Ideally, program participants should be housed in a community-based facility away from the jail. If the work releasee can be trusted to be away from the jail for 8 hours a day, is it necessary to house him behind the full array of jail security at night? In fact, few jurisdictions can do this, although one county recently opened a work release center which had been fully paid for out of the county taxes collected from work release participants. Where the work releasees are housed in the regular jail facility, they should live in an area separate from the rest of the jail population to prevent the introduction of contraband into the jail. Where contraband is passed, frequently it is because the work releasee is responding to pressure and/or threats from others in the jail and not because of a desire to beat the system. Separate housing eliminates the causes of such pressures and makes the passage of contraband extremely difficult.

### Transportation

In some instances, transportation to and from work is a major issue. In large cities where public transportation is available, there is little difficulty. In areas without public transportation or in instances where it is difficult to get to the employment site from the jail, transportation can be a problem. In these cases, releasees should be encouraged to try to join a car pool or some similar ar-

rangement with others working similar hours at their place of employment. Some jails permit work releasees to have their own vehicles (to be used only to commute to work), and work releasee car pools can be formed. It is necessary to verify ownership, insurance, and licensing of the vehicle. As a last resort, the jail may have to provide transportation to the job, to a bus stop, or to a central location in town. This arrangement is probably the least desirable, since it uses a good deal of staff time and temporarily ties up a jail vehicle.

Upon return to the jail after work, the inmate should be thoroughly frisked (some jails prefer a more thorough search), and he should change back into regulation jail clothing. A separate room near the entrance to the jail should be made available for this purpose and equipped with lockers (combination locks, too) in which the inmate may store his work and institutional clothing and whatever personal effects may be appropriate for the job but not for the jail. It is at this point that any possible contraband will be detected and prevented from entering the jail. This is why the location of the "change room" is so important.

### Organization for Administration

Depending on the size of program itself, the work release program should have a distinct administrative organization: a service head, an accounting assistant (full or part-time), and one or more placement officers. It is ideal if a satisfactory cooperative plan can be worked out with the adult probation service for job placement assistance and field supervision of such placements. The field placement and supervision program can also be accomplished by contract with a local organization, particularly if such an organization is also engaged in operating a halfway house or work release center in the community.

A frequent mistake made by jail administrators is to assume that the need for providing services stops with placement. An individual's needs do not stop with acceptance into the work release program. While he is on work release, a whole new set of adjustment problems may develop, such as how to get along with the boss or with co-workers. It must be remembered that the world of work is a new experience for many inmates, and some help in adjusting to it may be necessary. Hence, work release participants should still have access to the full range of program services available at the jail. In larger jails with more adequate staffs, it may be possible to provide a counselor just for this program, or perhaps arrangements can be made with a local agency for provision of a full or part-time vocational counselor.

*One last point is in order on the topic of work release: the cooperation and support of the local community is essential in beginning and sustaining the program.* Before setting up a program, it is advisable to meet with local business and labor leaders to explain the program and solicit their support and active cooperation. Natural fears of labor, for example, that inmates will undercut the employment market can readily be put to rest by explaining the conditions under which the inmates will work. It is also advisable to meet with representatives of local law enforcement agencies to reassure them that controls and careful screening are key elements of the program. Local judges, too, have a definite right to know of the program. By presenting your side of the case, opposition will be greatly reduced and influential friends made for the program, who just might be able to provide some invaluable practical assistance.

## Chapter 11. Furlough and Other Release Programs

**F**urlough is defined as an extension of minimum custody to include the community for a specific length of time and purpose. The result is that the prisoner is in appearance very much like a free person, civilian-dressed, taking private transportation to town, even visiting his family or friends. Furlough may also be conceived as a variation of work release but, instead of leaving the institution for work and returning immediately afterwards, the inmate on furlough can have limited freedom for a period of 12, 24, or 48 hours and even longer. He must return at the end of the authorized period, and he is restricted by the furlough conditions, such as where he may or may not go and abstention from alcohol or drugs, for which he is tested on return.

Furloughs are in increasing use in both prison and jail programs because they are a way to build incentives in the inmate population, and as a reward for excellent performance in other minimum security assignments, including work release. They also test the inmate's ability to handle situations of greater trust.

The authority for approving furloughs exists in many states, even though it has not been used regularly except in a very few situations, such as a visit to a dying relative. The jail administrator would need to consult legal counsel before assuming the authority for granting furloughs as here described.

The concept of furloughs can be best tested by one-day releases for the purpose of enabling a prisoner (within a month from discharge) to go into the community for prearranged and verified employment interviews. As the public understanding and acceptance of the program is developed, longer furloughs and broader purposes—such as a family visit—can be commenced. Also, the period of furlough eligibility can be extended to from three to six months before sentence expiration.

Experience has shown the furlough program to be one of the most powerful incentives for improved morale and discipline in a jail or prison system. And it has virtually no risk to the community because only a few inmates are allowed out at one time. Their identity and itinerary are known and can be checked on readily. Escape from furlough is relatively rare but is a prosecutable offense in most states. Prosecution is recommended in clear-cut escape attempts. Most escapes, however, are not such by intent. The furlougee has usually miscalculated time, has used poor judgment in travel planning, or made similar errors.

Internal discipline and suspension from the program is usually adequate punishment for the infrequent "late from furlough" cases. At some jails the few furlough failures have been more than offset by a sharp reduction in other escapes and in institutional incidents.

Many county jails have long experience with furlough variations, as for example Christmas and Thanksgiving furloughs for trusties. Screened prisoners are sometimes allowed to travel self-escorted to the hospital clinic for regular treatment, to attend therapy sessions, vocational training classes, or religious services in town. These arrangements may not be called furloughs, but that is what they are in effect. In one jail, a prisoner was released once each month to attend a Mayor's Youth Guidance Council meeting because he was an appointed member of the Council.

Screening criteria for furloughs should be nearly identical to those used in determining eligibility for work release. As an inmate demonstrates good furlough responsibility for brief trips, the time may be gradually extended. Practical limits of staff time and community patience will indicate how frequently furloughs may be allowed. The authors find that twice a month is a reasonable limit to anticipate.

## Chapter 12. Religion

The right to worship and practice the religion of one's choice is one of the constitutional rights of any U.S. citizen and one which has received strong reinforcement by court decisions concerning jail inmates. While an inmate cannot be forced to attend religious activities, on the other hand he must be afforded the opportunity to worship, if he chooses to do so. The availability of religious services in a jail can do much toward fulfilling a basic human need, instruct an individual in a moral code and way of life which can be of substantial impact upon release, and, in a positive way, maintain a healthy tie with the community.

### Components of Religious Programs

Religious programs in jail have several components. The most obvious one is providing regular religious services for the inmate population. While it is impossible for most jail administrators to provide facilities for every denomination represented in the population, a Catholic mass and a Protestant service can usually be held each week. A synagogue will usually be glad to have a rabbi visit the jail and conduct services at the appropriate religious holidays. Members will often make arrangements for the provision of special food. Many jails were constructed without chapels, so that services are held in a variety of places within the institution—auditorium, library, or dining room. The availability and schedule of services should be made known to the inmate population. Ordinarily, local churches will provide part-time chaplains free of charge.

### Pastoral Counseling

Another important part of a religious program in a jail is pastoral or spiritual counseling. A recognized member of the clergy should be available at the institution to provide religious instruction and counseling to those who desire it. Frequently, incarceration poses a crisis in the life of an inmate in which a chaplain can be of significant assistance. The chaplain may also provide counseling on an individual's family problems and other troubles of a nature which any pastor would deal with in a congregation in the free world. When a death, serious injury, or illness occurs, the chaplain can be of enormous help in notifying the family or, if the tragedy is in the family, the inmate.

The chaplain can provide major help in maintaining legitimate ties with the community and assisting in release preparation. The chaplain can maintain contact with the man's family, employer, and other people who are important

in the life of the offender. Frequently, the chaplain will be able to assist either the jail staff or the inmate directly in locating employment, temporary housing, or other necessary assistance in preparation for release. Members of the clergy are very much aware of the community resources and are in a position to utilize them.

### Resources for Religious Programs

Some jails have a position for a full- or -part-time chaplain in their budgets. For those which do not, a phone call to the local Council of Churches, the office of the Catholic diocese, or similar bodies usually produces surprisingly quick results.

Organizations such as the Salvation Army and Volunteers of American also are willing and able to provide a wide range of services. These groups have considerable experience working in institutions and are quite understanding of and cooperative with the operating policies of the jail. Local members of the clergy can also obtain the services of various volunteer groups in local churches, if such services are considered desirable.

Further information on this and other chapters in this publication will be found in the handbook in this series titled Inmate Legal Rights.

## Chapter 13. The Canteen

The purpose of a canteen or commissary is to give inmates the chance to buy certain items or amenities which are not provided by the jail, ranging from candy bars and cigarettes, magazines, newspapers, and shaving supplies to radios, clothing and, in one instance, "near beer." These items help to break the inevitable monotony of institutional diet and regimen and provide a few of life's simple pleasures to those confined. Items for sale should reflect inmate tastes and preferences within the framework of the security policies of the jail.

Space for the canteen is usually provided by the jail, as are such necessary store equipment as shelving and utilities. In all but the largest jails, the commissary is run by an employee detailed to the assignment on a part-time basis, by volunteers, or by inmates. In any event, it is advisable to conduct regular financial and inventory audits of the canteen and to clearly fix responsibility for finances and inventory control.

Inmate-run canteens cause several problems. If there is any theft, recovery of funds could be difficult should the inmate be released prior to discovery. Second, such a position gives the inmate considerable opportunity to play a power game. Whenever possible, the canteen should be run by a responsible staff member.

Since inmates are typically not allowed to have money in their possession, payment for goods is made by a signed order form or receipt for goods received, the amount of which is then deducted from the inmate's institutional account. It is increasingly common for jails as well as prisons to allow the inmates to have a few dollars in change. This enables the use of vending machines for the most common purchases. Some mark-up over cost of the item is common practice, but in no case should the price of an item in the canteen exceed that which would be paid in a neighborhood store. Profits from the canteen are commonly used to purchase recreational or educational supplies or some other inmate welfare project.

In very small jails with few inmates and limited space, inmates are allowed to fill out and sign an order form once or twice a week, and then a jail employee purchases the item from the vendor or a store in the community. In this way, the basic inmate need is met but the jail receives none of the possible benefits of any profits realized from the activity.

Frequently, jails will place a maximum limit upon the cash amount of purchases which any one inmate can make during a one- or two-week period. The

establishment of some sort of fair maximum is done to prevent jealousies arising from comparative affluence among the jail population, strong-arming, gambling, and other potential evils. A maximum limit should also be placed on the number of commissary items (such as two cartons of cigarettes) that an inmate may have in his possession, again in order to cut down on strong-arming and gambling.

In deciding which items to stock in the commissary, care should be taken to ensure that the list represents the needs of the entire population. There are distinct differences in the needs and tastes among various minority groups when it comes to items such as food and grooming aids.

Properly stocked and administered, a canteen or commissary can be a definite asset in maintaining good inmate morale. Detailed discussion of running a commissary is provided in the handbook on food service which is part of this series.

## Chapter 14. Volunteers

Citizen interest in the correctional process has been apparent for many years and is on the increase today. Early programs in American jails were carried out by Quaker volunteers, to help those less fortunate than themselves.

There are two ways to look at volunteers. One is that whatever nice people offer in the way of service has to be accepted with a smile either for political reasons or because you don't want to hurt anyone's feelings. But with increasingly sophisticated advances in the concept and practice of volunteerism, the major emphasis is now responsibility to inmates and to the agency. In other words, if the service offered by volunteers is unwanted or not needed, there should be no feeling of compulsion to accept. On the other hand, with the relatively small, even nonexistent, program budgets of many jails, volunteers can be used quite dramatically to start and/or sustain desirable programs. Indeed, services by volunteers are often superior to anything comparable which may be purchased. The program of Alcoholics Anonymous is the best example of this point.

On the surface, then, volunteers appear to offer an economical way to getting needed work done. Volunteers can be used most effectively in program areas such as education, recreation and leisure services, libraries, religious activities, specialized programs such as Alcoholics and Narcotics Anonymous, and numerous others. One jail located a retired grocery store owner who volunteered to run the inmate commissary. In another jail a woman's club runs a day care center during visiting hours. The potential uses for volunteers are almost endless.

### Essentials of Effective Programs

While volunteers can be of substantial assistance, they are not the total solution to the problems plaguing jail administrators. And volunteer programs in themselves sometimes have serious problems, usually because they lack one or more of the four essential components: (1) recruitment; (2) selection; (3) training; (4) supervision. Without these four elements, a volunteer program can become more of a hindrance than a help.

### Recruitment and Selection

Recruitment can be accomplished in a number of ways. One is to establish contact with any one of the many service organizations in the community,

explain the problem, and seek ways in which the organization can provide assistance. Recruitment can be most effectively accomplished through a sound public relations program. Rarely does a jail administrator give a talk to a local group that jail needs are not mentioned and some offer of assistance is not made in response. Stories in local newspapers often strike a note of interest in many potential volunteers, who may not realize that the jail wants and needs such assistance. The Jaycees (Junior Chamber of Commerce) are particularly active in corrections these days. They have started a number of very successful projects throughout the country and have even established a post on the national level to coordinate these activities. In many areas, Lions and Rotary clubs sponsor programs of direct service to prisoners in the jails and in post-release assistance in job finding and counselling. Retired persons have a wealth of talents and experience upon which to draw. But the use of volunteers should fit in with the overall program design of the jail and contribute to the plans and goals which the jail administrator has established.

Selection should be geared to the task which the volunteers will be expected to handle. Screening of potential volunteers should be based on such criteria as character and dependability. While most applicants will be genuinely well-motivated, one must be on the watch for those with self-serving or odd-ball motives, such as the young woman who "liked to be around a lot of men." The right kind of volunteer will not object to careful screening and, in fact, will be thankful for it, since screening indicates the seriousness of the task to be performed and the legitimacy of the program. Occasionally, someone will be motivated by a talk or some similar occasion to offer to volunteer and regret the decision later. During the screening process, provide a number of "honorable exits" which enable persons to screen themselves out without embarrassment. One example of this would be to ask the potential volunteer to take home an application form to fill out and let him take the initiative in returning it. Such procedures do not discourage the volunteers who are really qualified and wanted. Quality, not quantity, should be the objective of volunteer recruitment and selection.

### Training and Supervision

Training for volunteers should recognize that this is the first time most of these people have ever been in or connected with a jail. Consequently, training should include an orientation to the jail—its rules and regulations, programs, plans, procedures, and organization. Some description of inmates is needed to overcome the standard stereotypes. A brief description of the process by which someone gets to jail is very helpful. Most citizens have formed their impression of the judicial process from watching Perry Mason, not bail hearings, magistrates, and public defenders. This approach will resolve many of the natural anxieties associated with "going to jail" as a volunteer. It will help the volunteer to understand his role better and have a "feel" for what the jail and the staff are trying to accomplish. Training should, of course, also be directed at the accomplishment of the specific task for which the volunteer has been recruited.

Principal responsibility for the volunteer program should be assigned to one staff member, though he may require assistance if the program is large or complex. Many of the volunteer programs which have floundered or failed

have done so because the administrator believed that the program would "run itself." With the added increase in program activities which volunteers afford and the number of people coming in for a few hours per week, confusion and resentment in the regular staff can quickly result unless someone on the staff is fully aware of all aspects of the volunteer program, coordinates it, and interprets it to staff.

One of the more sensitive assignments which can be given volunteers is that of counselor or sponsor for an individual defendant or offender. It is here that selection, training, and supervision are extremely important. In addition, except for some exceptions which may be made for very experienced volunteers, the inmate "client" should be interviewed and his situation and needs assessed by a trained professional for the purpose of determining (a) whether his needs are such that a volunteer can be of assistance; (b) whether he can effectively utilize volunteer services; and (c) to define as precisely as possible what the principal focus of the volunteer should be (for example, job-finding, housing, or family problems).

It should be noted that some individuals see volunteer counseling as an opportunity to satisfy their own curiosity or other needs. Such persons are unqualified for counselling because of their inability to develop and maintain a constructive, problem-focused relationship with an inmate.

To the degree possible, the inmate and/or his problem and the volunteer should be matched. A young, mild, apologetic inmate should be matched with a volunteer who is basically optimistic and will provide encouragement and support. By the same token, a client who is aggressive and manipulative may relate best to a firm individual who establishes clear expectations.

There should be a system of recording, and each volunteer should be required to post the time spent and the activity engaged in. Supervisory staff should be readily available for consultation and discussion as needed, and supervisory conferences should be scheduled periodically to keep lines of communication open. Failure to do so can result in problems reaching such proportions that the volunteer is embarrassed to bring them up for discussion.

### Volunteers and Public Relations

Some jail administrators like to recognize the efforts of loyal volunteers periodically, say once a year or once every six months. Some jails hold receptions or dinners with a speaker; others give volunteers certificates. These approaches reward the efforts of the volunteers and make them feel appreciated. Such an event or ceremony is also good public relations.

One side benefit to having a volunteer program is the bridge it forms between the jail and the community. A volunteer obviously is going to talk about his work at the jail, usually in terms quite sympathetic to the jail's operation. Such word-of-mouth public relations results in increased community understanding and acceptance of the jail and its program efforts. It can be of substantial assistance to the jail administrator who wants to start a new program or otherwise improve the facility.

It is clear that volunteers can be of substantial assistance to the jail in many ways. Basically, only lack of imagination on the administrator's part and severe practical restraints limit the area of help. But volunteer efforts can only work effectively if proper planning has preceded the volunteer program and a



proper structure involving recruitment, screening, training, and supervision has been established. It does not take many dedicated, talented people to help make considerable improvement in a jail if their efforts are properly coordinated.

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