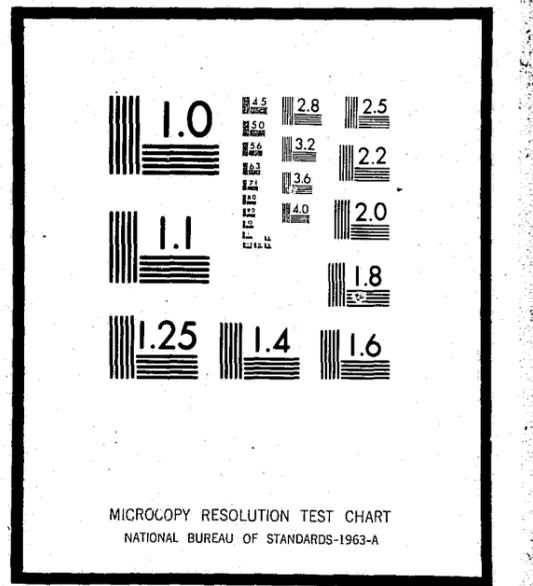


# NCJRS

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U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed 1/13/76

R-75-100

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Jail Management Study -

REPORT NUMBER: 75-43b

FOR: Prichard, Alabama, Police Department  
Prichard City Population: 42,000 (est.)  
Police Strength (Sworn): 76  
Total: 96  
City Area: 21 square miles

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Olin C. Milton

CONTRACT NUMBER: J-LEAA-003-76

DATE: October 1, 1975



Westinghouse Justice Institute

1911 Jefferson Davis Highway  
Arlington Virginia 22202

October 2, 1975

U. S. Department of Justice  
Law Enforcement Assistance Administration  
Room 1009  
633 Indiana Avenue, N. W.  
Washington, D. C. 20530

Attention: Mr. Robert O. Heck

Subject: Police Technical Assistance Contract J-LEAA-03-76

Dear Mr. Heck:

Attached is one copy each of the reports which finalize Assignment No. 75-43 (Organization and Management Study, and Jail Management Study, Prichard) of the above contract.

In accordance with operating instructions, we are forwarding four copies of the Organization and Management Study and a Consultant Evaluation Questionnaire to Mr. John A. Gregory, Police Specialist, and four copies of the Jail Management Study and a Consultant Evaluation Questionnaire to Mr. Bruce Cook, Corrections Specialist, both of Region IV.

Very truly yours,

A handwritten signature in cursive script, reading "F. Bernard Watts".

F. Bernard Watts  
Contracts Representative  
Special Systems

Enclosures

cc: Mr. James Johnston, Contracting Officer, LEAA (1 copy of reports)  
Mr. E. J. Pesce, Director, Westinghouse Justice Institute  
Mr. J. F. Francini, Program Director (1 copy of reports)

/v1

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Foreword

This request for technical assistance was made by the Prichard, Alabama, Police Department. The requested assistance was concerned with evaluating the new jail in Prichard and assisting in the development of operating procedures for its management.

Requesting Agency: Prichard Police Department, Major W. E. Howell

State Planning Agency: Alabama Law Enforcement Planning Agency,  
Ms. Harriet Smith, Corrections Planner  
Ms. Mary Cox, Regional Monitor

LEAA Region IV: Mr. Ben A. Jordan, Director, Program Development  
and Technical Assistance Division  
Mr. John A. Gregory, Police Specialist  
Mr. Bruce Cook, Corrections Specialist

1. INTRODUCTION

Prichard, Alabama, located just north of Mobile, recently completed construction of a new police building including a 78-man jail. The new facility had been occupied for about 2 weeks prior to the present operational evaluation of the jail portion of the complex. Law enforcement operations had moved from an antiquated and wholly inadequate facility into a new one that required new operational considerations. More importantly, all of top level managers in the police force recognize their limited experience and knowledge in jail operation. They are very proud of their new police facility and the new jail and want to get off to a good start toward its becoming one of the best in the State. They all recognize that the quality, attitude, and training of the staff operating the jail will ultimately determine how effectively they fulfill their goal.

Persons interviewed included the following:

- Major W. E. Howell, Acting Chief of Police.
- Captain T. J. Blake, Commander, Detective Division.
- Captain A. G. Hildreth, Commander, Patrol Division.
- Emmett West, Jail Warden.

2. UNDERSTANDING OF THE PROBLEM

The jail portion of the facility is a city jail for adult male and female offenders, most of whom are misdemeanants. Some felons are held but no juvenile offenders. The turnover of prisoners is rapid and, except for sentenced misdemeanants who may remain a few weeks, rarely is anyone incarcerated more than a few days. It is clearly a short-term holding facility for the local courts. It is important to keep this in mind during the performance of an audit on minimum standards. For example, an outdoor recreation space has little importance for a prisoner who will only be in a jail one or two days. Other space needs are similarly affected.

The new jail can best be described as a "steel city" located within the outer walls of the municipal complex. Once a prisoner leaves "steel city," there is no longer any real security provided by the outer envelope of the building.

The jail is made up almost entirely of traditional four-man group-cells. In addition there are four individual cells for females and a good-sized "drunk tank." There are two small day rooms, a kitchen, a laundry that provides office space for the warden, and "no-contact" visiting rooms. Ten of the four-man cells are operated by gang-locking devices and all other cell doors are locked individually. The jail is designed for maximum security. However, as noted previously, once a prisoner gains access to the corridor, there is little security. There is a false ceiling overhead with plenty of room to maneuver. There are no windows in the jail proper, and each cell is secured overhead with steel plate. The air conditioning and ventilation seemed adequate, and there is a standby ventilation system in the event of power failure. Corridors are monitored by closed-circuit television.

Booking is achieved in the police building prior to actual entrance into the jail.

### 3. ANALYSIS OF THE PROBLEM

It was decided that a complete audit of standards and operational functions would be of greatest benefit to Prichard. New jail standards are being prepared by the State of Alabama now. The standards may require minor modifications from the recommendations in this report at a later date, since the recommendations herein are based primarily on National Jail Standards as well as those of the State of Florida.

An initial tour of the new facility was followed by an interview with Captains Hildreth and Blake. When the audit was completed, a second tour of the facility was made to observe audit results. Presented on the following pages are the consultant's findings and recommendations.

#### 3.1 Findings and Conclusions

##### Finding 1.

There are no rules and regulations for the conduct of inmates.

##### Recommendation.

Prepare a set of rules and regulations, and post them in a conspicuous place where prisoners and staff have easy access.

##### Finding 2.

There is no set procedure or requirement for the prompt reporting of major incidents.

##### Recommendation.

Devise an incident report form for the jail, and require a written report on all major incidents such as prisoner deaths, serious injury to prisoners or staff, escapes, strikes, riots, assaults, and any other serious circumstances. Establish a file for such reports. (See Section 3.2.)

##### Finding 3.

Prisoners are presently classified and separated into the following groups:

- Females.
- Awaiting Trial and Misdemeanants.
- Sentenced Misdemeanants.
- Felons.
- Drunks.

Recommendation:

Continue with these five groups, and try to provide for the further separation of those who are physical or sexual assaultants, or other problem types.

Finding 4.

There are no work releasees assigned.

Recommendation:

Determine the legality of a work release program for misdemeanants. If possible, start a program for local residents who do not have a history of serious offenses. Participants should pay for their room and board.

Finding 5.

Firearms, ammunition, tear gas, or blackjacks are not carried into the jail lockup area by staff.

Recommendation:

Continue the present practice.

Finding 6.

Special reports are being made in most instances when physical force is used on a prisoner.

Recommendation:

Require that a report be prepared in all cases, and maintain a file. (See Section 3.2.)

Finding 7.

There is no log being maintained presently to record important happenings.

Recommendation:

Maintain a permanent daily log for the jail 24 hours per day to record all incidents of importance (such events as mattress fires, rumors of an attempted escape, inmate fights or assaults). (See Section 3.2.)

Finding 8.

Inmates are currently searched or frisked for weapons or contraband at the time of arrest and again in the booking area.

Recommendations:

Frisk inmates for weapons in the vehicular sallyport prior to bringing them into the booking area. Conduct a more thorough search during a shower and physical examination.

Finding 9.

Neither unconscious persons nor those with serious injuries are admitted to the jail. Rather they are sent to the University Medical Center.

Recommendation:

Continue the existing practice.

Finding 10.

Female prisoners are incarcerated in the jail but there are no matrons. Occasionally, a secretary is used if a frisk or shakedown is indicated.

Recommendation:

Alternative 1: Explore the possibility of housing females at another nearby jail staffed with matrons. Prichard has few female prisoners and frequently none. Five matrons would be required to provide 24-hour coverage, and would be very expensive.

Alternative 2: Provide 24-hour coverage, and never allow males in the female section without a matron's being present.

Finding 11.

A bond is made out on each prisoner at the time of admission that provides limited information.

Recommendation:

Compile a record on each prisoner at the time of admission including:

Full name and aliases	Name & address of next of kin
Age and date of birth	Marital status
Date admitted	Religion
Race	Health insurance
Height	Offense
Weight	Name of Attorney
Last known address	
Signature of persons delivering & receiving prisoner.	
Fingerprints, as required by statute.	
Photographs of all felons and sentenced misdemeanants.	
(Additional information may be required by the State at a later date.)	

Finding 12.

The personal property of a prisoner is being removed, but the prisoner is not required to sign an inventory of such property, nor does he sign a receipt for its return upon his release.

Recommendation:

Prepare a written inventory of all monies, valuables, and personal property taken from a prisoner; the inventory must be signed by the receiving officer and the prisoner. Record all items allowed to be kept by a prisoner or stored for him. If the prisoner refuses to sign, a notation to that effect should be placed on the property, and a second employee should witness and sign the inventory. All personal property taken should be placed in a container, sealed, and stored in a safe place until discharge. The prisoner is then required to sign, indicating he received all items.

Finding 13.

Prisoners are allowed one or more telephone calls upon bookings, but these calls are not documented.

Recommendation:

Allow and document telephone calls to attorneys, families, and others as the situation may require at the time of admission.

Finding 14.

Prisoners are now being searched prior to admission, but they are not examined for lice or open body sores, nor are they permitted to bathe.

Recommendation:

Require prisoners to remove clothing, observe them for conditions needing obvious medical attention, examine them for contraband, and issue clothing (if it is to be furnished).

Finding 15.

No medical examinations are required upon admission of prisoners.

Recommendation:

Request from the State Department of Corrections a written policy or statutory requirement for medical examination prior to commitment. Meanwhile, do everything within reason to safeguard the health of each prisoner.

Finding 16.

No daily sick call is provided at the present time.

Recommendation:

Request any State policy or statutory requirement. This should be clarified at the same time as Recommendation 15. Meanwhile, when prisoners complain of substantial injuries or illness, allow them to see an appropriate medical attendant unless the officer in charge determines it is not necessary. Maintain a record of all requests and followup actions.

Finding 17.

A record of medication administered during incarceration is currently being maintained, and medicines are issued only by medical persons or staff.

Recommendation:

Continue this procedure, but maintain accurate records in a medical log.

Finding 18.

There is no positive identification of prisoners at time of release.

Recommendation:

Identify each prisoner by photographs, fingerprints, signatures, or other suitable means prior to release.

Finding 19.

The date of prisoner's release is being recorded on the bond.

Recommendation:

Record the date, terms or conditions of release, authority for release, and signature of releasing employee. Employees should be furnished written instructions which set forth the proper legal authority and procedure for releasing prisoners.

Finding 20.

Female prisoners are separated from males by sight and sound.

Recommendation:

Continue this practice.

Finding 21.

Prisoners are integrated, and their housing is artificially lighted and mechanically ventilated.

Recommendation:

Have the fire marshall test the standby ventilation equipment and determine whether the use of standby is automatic, how long it takes to engage, and how effective it is.

Finding 22.

Prisoner mattresses do not meet fire resistance specifications.

Recommendations:

Require compliance with specifications. This is especially dangerous where all ventilation is mechanical.

Finding 23.

General sanitation appeared acceptable, but the facility is so new it was difficult to judge. Cell floors and grilles were not up to standard on sanitation.

Recommendation:

Perform daily sanitation inspections, set high standards, and insist upon compliance.

Finding 24.

It appeared there was no place for storage of janitorial supplies (cleaning materials, mops, brooms) in the jail.

Recommendation:

Convert some jail space to this use, if possible.

Finding 25.

There is no program or activity space other than the two dayrooms, and no recreation space of any kind.

Recommendation:

Search for some means of providing exercise, especially for those prisoners confined longer than one week. Explore the possibility of some program activity in the limited space available. Make available suitable reading and writing materials -- paperback books are good.

Finding 26.

The cell location of all prisoners is maintained.

Recommendation:

Continue the present practice.

Finding 27.

There are no lockers provided for storage of personal effects of prisoners in cells.

Recommendation:

Provide small containers adequate for this purpose. Sentenced prisoners especially have this need.

Finding 28.

It was stated that the Board of Health is cooperating by providing menus and planning balanced diets. There is a civilian cook, and the food preparation area was clean.

Recommendation:

Plan regular food service inspections by a member of the Health Department and a jail employee to observe and evaluate:

- Sanitation.
- Accountability for food.
- Quality of food and delivery to prisoners.
- Food supplies properly refrigerated and locked.
- Disposal of garbage.
- Separate storage of cleaning supplies and insect sprays.
- Proper accounting of utensils.
- Accurate inventory and secure storage of knives, yeast, and nutmeg.
- Storage of leftover foods.
- Inspection of new supplies for contraband.
- Cost Accounting.

Alternative Considerations:

- Evaluate serving food in day rooms.
- Compare contract costs with present systems.

Finding 29.

There is no segregation unit in the cells, and prisoners are not stripped for punishment.

Recommendation:

Continue this practice, and request a medical opinion in suicide-prone cases.

Finding 30.

There are double-decked steel bunks in the drunk tank.

Recommendation:

Eliminate upper bunks to prevent serious injury from falling.

Finding 31.

Neither standard first aid supplies nor resuscitation and inhalation equipment was observed.

Recommendation:

Seek guidance from the Health Department on training of personnel and proper equipment. (Police officers receive emergency medical technician training now.)

Finding 32.

No color photos are taken of serious injuries.

Recommendation:

Initiate this procedure as well as a color photo of injuries noted at the time a prisoner is received. Note exact time, date, and place, and sign.

Finding 33.

Prisoners are furnished a mattress, mattress cover, and a blanket.

Recommendation:

Furnish also sheets, a pillow, and pillow case. Each inmate should receive clean and freshly laundered bed clothing when received and at least once per week thereafter.

Finding 34.

Incoming and outgoing mail is not censored or inspected.

Recommendation:

Inspect all incoming mail for money or contraband such as drugs.

Finding 35.

There was no evidence of writing materials for correspondence with attorneys, courts, and family.

Recommendation:

Make available such materials, including postage at reasonable intervals for prisoners without funds. There are special conditions when restrictions need to be imposed; spell these out in visiting regulations.

Finding 36.

All visiting is no-contact in the jail. It is possible to make special arrangements for contact visiting.

Recommendation:

Attorneys, probation officers, psychiatrists, and other selected professionals should be allowed to meet with prisoners in privacy at times, and such visits should not be monitored. (See Section 3.2.)

Finding 37.

Trustees work 5 days per week, with Saturday and Sunday off. They earn 2 days of good time for each day worked.

Recommendation:

Check frequently trustees working outside of jail. There is some question about the legality of this good-time program. A legal opinion should be obtained as soon as possible.

Finding 38.

There is no commissary, and the prisoners are not allowed to carry money.

Recommendation:

Operation of a commissary requires good control, good records and consumes staff time. While it is highly desirable to have a commissary in a longer term jail, this is not so important in Prichard because of fast prisoner turnover. It is appropriate that a system with just a few items be implemented. Consider candy, cigarettes, paperback books, etc.

Finding 39.

No telephones are available in the jail.

Recommendation:

Install telephone jacks so that telephones can be made available on a controlled basis in quarters.

Finding 40.

No security inspections are made and documented.

Recommendation:

Prepare an inspection sheet, and make frequent checks.

Finding 41.

There is only one set of security keys for the jail.

Recommendation:

Provide and secure in a safe outside the jail at least one more complete set where it can be reached 24 hours per day. In addition, there should be backup keys for individual replacement as needed.

Finding 42.

There is no key board or key control plan.

Recommendation:

Initiate such a plan as the staff increases and individual keys are issued. Never allow prisoners (including trustees) to handle a security key.

Finding 43.

There is no set procedure for cyclic counts of prisoners.

Recommendation:

Perform and record prisoner counts every 6 hours, and routinely perform counts at unscheduled times.

Finding 44.

Prisoners are given a frisk shakedown when received, but apparently not at other times.

Recommendation:

Search on his return any prisoner who leaves the secure area of the jail and has exposure to the public where contraband could be obtained.

Finding 45.

All weapons are stored in a secure area outside the jail.

Recommendation:

Continue the present practice.

Finding 46.

There are times when a staff member could be attacked and lose control of all of his security keys.

Recommendation:

Establish procedures that would make it impossible for an inmate to escape even if he attacked an officer. Ensure the presence of a second backup officer when there is to be direct contact between an officer and prisoner in a high-security area.

Finding 47.

There are presently no means of communication between the jail and the control room. (Telephones are being installed.)

Recommendation:

Use walkie-talkies in addition to telephone, and require the jail officer to call the control center and report at least every hour.

Finding 48.

There do not appear to be any guidelines for a disciplinary program.

Recommendations:

- (1) Establish written disciplinary policies (including contraband) and post them.
- (2) Establish a disciplinary committee, but eliminate the reporting officer as a member.
- (3) Record all actions of the disciplinary committee.
- (4) Investigate serious allegations.
- (5) Allow the prisoner to be present in disciplinary committee hearings.

Finding 49.

There does not appear to be an established fire plan.

Recommendations:

(1) Establish a written fire plan approved by the fire marshal that includes:

- Prevention and procedures for evacuation.
- Floor plan showing the locations of entrances and exits.
- Floor plan showing the locations of high-voltage lines.
- Floor plan showing the locations of fire-fighting equipment.
- Floor plan showing the locations of electric switch box controls.
- List people to be called in the event of an emergency, including telephone numbers.
- A contingency plan for removal of prisoners.

Note: Assign a high priority to implementing this recommendation because of the limitations imposed with only two exits and the complexity of locked cells and doors.

(2) Develop an escape plan that establishes:

- Actions to be taken.
- Notifications list.
- Hostage procedure.
- Use of firearms.
- Investigation procedures.

(3) Develop a riot control plan that includes:

- Prevention.
- Detection of early signs.

- Responsibility for:
  - Public.
  - Hostage.
  - Personnel.
  - Prisoners.
- Policies and procedures for:
  - Containment of rioters.
  - Nonparticipants.
  - Cause.
  - Leaders.
  - Amount and kind of force.
  - Use of water, gas, or other weapons.
- Postriot procedures.
- Reporting and records.

### 3.2 Sample Forms

Included as Figures 3-1 through 3-7 are selected examples of reporting forms for guidance in the management of the Prichard Jail and implementation of various recommendations noted in Section 3.1.

REPORT OF FORCE USED

Facility: \_\_\_\_\_ Date: \_\_\_\_\_

Prisoner's Name: \_\_\_\_\_ Number: \_\_\_\_\_

I. Report of Person(s) Using Force:  
Statement of Facts. (State fully the exact circumstances leading to use of force.)

Type and amount of force used.

Signature(s) \_\_\_\_\_  
Officer(s) using force Title(s)

II. Report of Investigation:  
(State fully the findings of the independent investigation.)

Signature \_\_\_\_\_  
Investigating Officer Title

III. Officer in Charge Review:  
(Reasons for approval or disapproval.)

Use of Force - Approved \_\_\_\_\_ Disapproved \_\_\_\_\_

Signature \_\_\_\_\_  
Officer in Charge Title

Instructions: If additional space is required for any section of this report, attach supplementary sheets. If more than one officer was involved in an incident and agree on the wording in Section I, the officers may jointly sign this Section. Route all copies to the Officer in Charge where distribution will be made as follows:

- Original - Prisoner's File
- 1st Copy - Permanent Detention Facility File
- 2nd Copy - Officer Submitting Report

Figure 3-1. Report of Force Used

R-75-100

3-14





NOT TO BE USED AS A  
DISCIPLINARY REPORT FORM

INCIDENT REPORT

OFFICER: \_\_\_\_\_ DATE: \_\_\_\_\_

PERSON(S) INVOLVED: \_\_\_\_\_

DETAILS OF INCIDENT: (TO COVER WHO WAS INVOLVED, WHEN DID IT HAPPEN, WHERE,  
WHY, HOW, AND ACTION TAKEN.)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

COMMENTS: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

SHIFT COMMANDER

COMMENTS: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

OFFICER IN CHARGE

Figure 3-4. Incident Report

R-75-100

3-17



DISCIPLINARY REPORT

Facility: \_\_\_\_\_ Date: \_\_\_\_\_ Work Detail: \_\_\_\_\_  
Inmate Name: \_\_\_\_\_ Number: \_\_\_\_\_ Quarters: \_\_\_\_\_

I. CHARGES: Nature of Offense \_\_\_\_\_  
Date of Offense \_\_\_\_\_  
Statement of Facts (State fully the exact facts and circumstances of the offense.)

Reported by: \_\_\_\_\_  
(Signature of Reporting Officer(s) and Title(s))

II. DELIVERY OF CHARGES:  
I hereby certify that on this \_\_\_\_\_ day of \_\_\_\_\_ at \_\_\_\_\_ AM/PM, I have served notice on this inmate that he will be given a hearing on this charge, \_\_\_\_\_, and I have given him a copy of the charges.

Date: \_\_\_\_\_ Delivering Officer: \_\_\_\_\_  
(Signature) (Title)

III. REPORT OF INVESTIGATION:

Date: \_\_\_\_\_ Investigated by: \_\_\_\_\_  
(Signature) (Title)

IV. COMMITTEE ACTION:  
Date of Hearing: \_\_\_\_\_ Date of Action: \_\_\_\_\_ Inmate Plea: \_\_\_\_\_  
Finding and Action of Committee: (Explain Action)  
(Action and facts used by the Committee at arriving at their decision.)

Number Days Loss of Gain Time Recommended: \_\_\_\_\_

\_\_\_\_\_  
(Committee Member Signature) Signed: \_\_\_\_\_  
(Committee Chairman)

\_\_\_\_\_  
(Committee Member Signature) Reviewed: \_\_\_\_\_

\_\_\_\_\_  
Approved: \_\_\_\_\_  
(Officer In Charge)

INSTRUCTIONS: Reporting officer will prepare in three copies and give to his supervisor. After Sections I and II are completed and signed, one copy will be delivered to the prisoner. After action has been taken, submit one copy to the prisoner's file and original to the permanent jail file.

Original - Permanent Jail File  
1st Copy - Prisoner  
2nd Copy - Prisoner's File



Title Jail Management Study, Prichard, Alabama, Police Department				TA No. 75-43b		Title Jail Management Study, Prichard, Alabama, Police Department				TA No. 75-43b					
State Alabama		LEAA Region IV		Date Oct. 1, 1975		State Alabama		LEAA Region IV		Date Oct. 1, 1975					
Contractor Westinghouse Justice Institute				Consultant Olin C. Milton				Contractor Westinghouse Justice Institute				Consultant Olin C. Milton			
NCJRS Categories		55	45	71				NCJRS Categories		55	45	71			
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**END**