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# A NEEDS ASSESSMENT FOR SMALL JAILS IN THE UNITED STATES

DEVELOPED BY COMMUNITY RESOURCE
SERVICES, INC. (CRS)
FUNDED BY GRANT NUMBER BO-5
NATIONAL INSTITUTE OF CORRECTIONS

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ABSTRACT

This document has been produced as part of the 'Management Development for Small Jails' grant which was awarded to CRS, Inc. by the National Institute of Corrections in August, 1979. NIC has taken a strong interest in the needs and problems of small jails; the 'small jails' grant is evidence of the NIC concern.

NIC has defined small jails as facilities which house less than 25 inmates on an average day. Other definitions of 'small' were considered and discarded. The NIC grant sponsored the development of this needs assessment. The grant will also sponsor the development of resource materials designed to meet the needs identified here, and the implementation of training programs for trainers.

Several products will be developed by CRS during the small jail project, including: a needs assessment, a text describing all aspects of jail management, a workbook to assist managers in developing policies and procedures, a set of model policies and procedures, a teachers guide for all products.

This needs assessment is based on data collected from a statistically significant sample of small jails (11% of all small jails represented), site visits to 91 jails in 37 states and surveys of jail inspectors from 44 states. Response to this needs assessment by jail managers was excellent.

The characteristics of small jails were identified through the surveys and through data provided by the U.S. Bureau of Census. There are more than 2000 'small' jails in United States, located in 47 states. 51% of all small jails serve communities (or regions) with populations of 20,000 or less. Small jails have limited training available to staff, and staff are rarely available for increased training. Many facilities reportedly are understaffed. Jail managers are aware of standards and current caselaw. Most facilities have some written policies and procedures, but in many instances these are not adequate.

Many negative aspects of small jails were identified during the needs assessment; conversely, small jails offer some unique resources and settings. The challenge to the small jails project is to assist in the solution of problems while attempting to maintain the positive features of small jails.

Jail managers, jail inspectors and CRS staff identified many problems in small jails. Managers and inspectors generally agreed on the areas which pose the most difficulty with standards compliance (facilities, operations, inmate services/activities/programs, and administration). Managers and inspectors disagreed on the general problems facing small jails. Managers tended to attribute problems to facilities and operations; inspectors cited administration and staff and key problems.

Jail managers displayed an overwhelming interest in specific topics, and in resource materials for those topics. Managers displayed the most interest in: standards and compliance, legal issues, safety and security, inspecting their own jails, policies and procedures, records, budgets, training, emergencies and inmate services. Substantial interest was also reported for model policies and procedures and a workbook to assist with developing or revising policies and procedures.

Managers consistently requested resource materials more often than training or technical assistance as the vehicle for receiving assistance. This represents a dramatic departure from the assumption that training is usually the preferred option. This also lends credence to the NIC approach with the small jails project, which stresses materials development.

The needs assessment concludes that small jails have pressing problems and needs, that small jail managers are interested in improving their jails, and that substantial resources are available. All of the requisites for change and improvement have been identified. The challenge which emerges is to combine the needs, interest and resources into an effective response to small jail problems.

## I. NIC LOOKS AT SMALL JAILS

### INTRODUCTION

In September, 1980, intensive efforts began to focus on small jails in the United States. The efforts are part of a grant sponsored by the National Institute of Corrections, coordinated through the NIC Jail Center in Boulder, Colorado. During a twelve month period, NIC is investing $150,000 in a grant which addresses the needs of small jails. The grant (80-5) is titled 'Management Development for Small Jails' and is the result of months of discussion and debate at the Jail Center.

In December, 1978, a group of jail administrators, sheriffs, state trainers and others assembled at the NIC Jail Center for a three day workshop (Rural Jail Management Planning Program.) This group produced a series of analyses of the needs of rural and small jails, and proposed a variety of solutions to identified needs.

### WHAT IS A SMALL JAIL?

Defining a 'small' or 'rural' jail has been a difficult and controversial task. The NIC Jail Center settled on a definition of facilities with a capacity or average daily population of 25 inmates or less. Some NIC staff preferred to define small jails by the amount of staff available, the type of organization, or by the nature of the community which is served by the facility. To date, the prevailing determinant has been the '25 or less' rule.

### WHY SMALL JAILS?

The NIC staff, and the participants in the December, 1978, conference concluded that:

- -small jails have special problems and constraints which require special solutions and efforts;
- -small jails have a variety of needs which are currently unmet;
- -in addition to 'sensitizing' existing efforts and grants to the needs of small jails, a separate effort was needed to identify and address small jail needs.

The NIC participants conclusions were based primarily on personal experience; no data had been developed to assess the characteristics and needs of small jails as a special group, nor had many managers of small jails been involved in NIC training programs. Because of the tentative basis for the grant initiative, a more detailed and thorough needs assessment was included in the grant requirements as a means of verifying or disputing the conclusions of NIC and its advisors.

### THE NIC GRANT INITIATIVE

In early 1979, the Jail Center developed a request for proposals for the 'Management Development for Small Jails' project. The Center offered potential grantees up to $150,000 to conduct a series of efforts for small jails, and the training of up to 100 small jails managers and state trainers in 20 states.

The proposed grant effort was unusual for the Jail Center because it proposed that a majority of the effort focus on materials production, rather than training.

After review of several concept papers, and consideration of two detailed proposals, the grant was awarded to Community Resource Services, Inc. (CRS) of Kents Hill, Maine. The grant period began September 1, 1979, and is scheduled to conclude at the end of August, 1980.

The purpose of the NIC grant has been defined as:

A. Assembling a detailed assessment of small jail characteristics and needs;
B. Developing resource and training materials for small jails;
C. Testing materials and revising them in response to review by jailers;
D. Orienting state trainers to the materials (three regional workshops);
E. Delivering final copy-ready materials to NIC for distribution.

CRS is developing several major documents to be used as training instruments and as reference/resource materials. Major products will include:

1. A text describing all aspects of jail operations and manaagement;
2. A workbook to assist with developing policies and procedures;
3. Model policies and procedures (developing policies and procedures with Oxford County, Maine);
4. A 'Teachers Guide' offering approaches to training small jail staff.

CRS, Inc., is implementing the grant as a broad-based effort, attempting to involve as many individuals and agencies as possible with the preparation, review and distribution of resource materials. This 'participatory' approach should prove effective as a means of assuring the products are useful for small jail staff and managers, identifying resources for small jails and laying the groundwork for a decentralized distribution and follow-up effort.

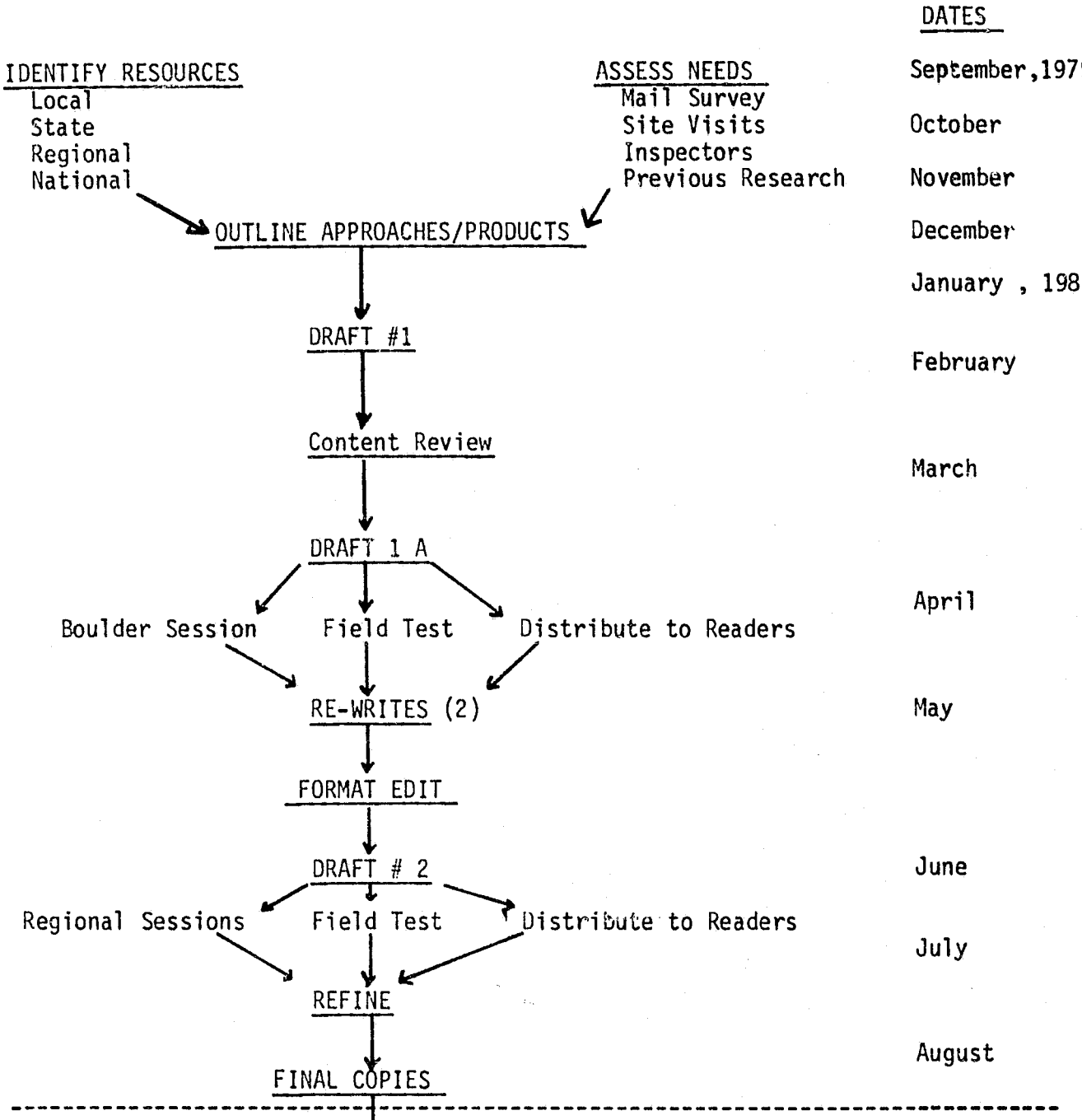
The flowchart shown on Table I shows the general staging and timing of grant activities. The flowchart shows the involvement of 'readers' which will include trainers, jail administrators and staff and other professionals throughout the United States. CRS also plans to field test most of the materials in small jails.

A workshop will be held in Boulder, Colorado in April, 1980. This will allow up to 20 small jail managers, state trainers, jail inspectors and state sheriff association staff to review and comment on project drafts. This session will also produce a long-term distribution plan for the project.

TABLE I: PROJECT FLOW CHART

MANAGEMENT DEVELOPMENT FOR SMALL JAILS

PROJECT FLOW CHART



Three regional workshops are scheduled for July 1980. In these workshops, at least 80 trainers, inspectors and state sheriff association staff will be oriented to the grant materials,and trained in their use; also a detailed dessimination and follow-up plan will be developed for each state. At least 25 states are expected to participate in these regional sessions.

Distribution and support of the products is scheduled for late 1980, using funds from a second NIC grant.

NIC has expressed a concern for small jails, predicated on predictions that small jails have many unmet needs. A large grant effort is underway; the first half of the effort has been completed and is summarized in the following pages. These summaries offer an interesting comparison of NIC predicted needs to those needs identified through a rigorous needs assessment effort.

## II. NEEDS ASSESSMENT METHODOLOGY

Preparation and execution of the needs assessment involved a series of stages, which are described in the following sections. Many of these stages were implemented simultaneously.

### IDENTIFYING SMALL JAILS

The first task required identification of small jails in the United States. Several agencies provided partial listings of jails, sheriffs' offices, and other sources; however, the only comprehensive listing encountered was the 1978 Jail Census (United States Department of Commerce, Bureau of Census). This listing of jails proved to be the most reliable and comprehensive source.

According to the jail census, a total of 2,388 facilities could be considered small jails (1978 average daily populations with 25 inmates or less). Most of the facilities were operated by counties, although approximately 20% were operated by other units of government (usually cities or towns). As CRS found through mailing and site visits, many of the small facilities in the census which are operated by cities and towns are in fact 'lock-ups', used only for short-term detention. The Census Bureau asked facilities to respond to its 1978 survery if they held inmates for more than 48 hours; as many lock-ups hold inmates for up to 72 hours, they responded and were recorded as jails. CRS estimates that there are only approximately 2,000 small jail facilities in the United States, based on the rate of error encountered with the Census information.

A further problem with the census data is that many facilities have either been closed since 1978, or have increased in capacity and/or population. These situations eliminated an additional number of facilities from involvement in the needs assessment. In spite of the problems encountered with the census information, it proved to be the best available source and was used successfully as a basis for the mail survey.

Table II shows the number of small jails in each state and the District of Columbia (from Bureau of Census statistics). The number of small jails in each state ranged from a high of 240 in Texas, to states which reported no small jails (Connecticut, Delaware, Rhode Island, Vermont and the District of Columbia). The table also presents information on the mail survey conducted by CRS.

TABLE II: SMALL JAILS, SURVEYS AND RETURNS

| STATE | NUMBER OF SMALL JAILS[1] | NUMBER OF SURVEYS SENT | PERCENT OF JAILS SURVEYED | NUMBER OF RESPONSES | PERCENT RESPONSES | NUMBER OF SITE VISITS |
|---|---|---|---|---|---|---|
| AL | 50 | 17 | 34 | 11 | 65 | 1 |
| AK | 6 | 2 | 33 | 1 | 50 | 0 |
| AZ | 21 | 8 | 38 | 5 | 63 | 0 |
| AR | 77 | 25 | 32 | 7 | 28 | 1 |
| CA | 35 | 12 | 34 | 7 | 59 | 0 |
| CO | 51 | 16 | 31 | 5 | 31 | 1 |
| CT | 0 | 0 | 0 | 0 | 0 | 0 |
| DE | 0 | 0 | 0 | 0 | 0 | 0 |
| FL | 45 | 15 | 33 | 3 | 20 | 1 |
| GA | 141 | 47 | 33 | 6 | 13 | 2 |
| HI | 4 | 2 | 50 | 2 | 100 | 0 |
| ID | 38 | 13 | 34 | 4 | 31 | 0 |
| IL | 77 | 27 | 35 | 11 | 41 | 1 |
| IN | 68 | 23 | 33 | 13 | 57 | 1 |
| IA | 85 | 29 | 34 | 11 | 38 | 1 |
| KS | 77 | 25 | 32 | 7 | 28 | 2 |
| KY | 94 | 32 | 34 | 6 | 19 | 1 |
| LA | 51 | 17 | 33 | 3 | 18 | 0 |
| ME | 8 | 3 | 37 | 2 | 67 | 8 |
| MD | 7 | 2 | 29 | 2 | 100 | 1 |
| MA | 1 | 0 | 0 | 0 | 0 | 1 |
| MI | 57 | 20 | 35 | 8 | 40 | 32 |
| MN | 55 | 19 | 34 | 8 | 42 | 1 |
| MS | 66 | 22 | 33 | 4 | 18 | 1 |
| MO | 120 | 39 | 33 | 14 | 36 | 1 |
| MT | 55 | 19 | 35 | 4 | 21 | 0 |
| NB | 72 | 23 | 32 | 6 | 26 | 3 |
| NV | 17 | 6 | 35 | 3 | 50 | 0 |
| NH | 3 | 1 | 33 | 1 | 100 | 1 |
| NJ | 3 | 1 | 33 | 0 | 0 | 1 |
| NM | 28 | 9 | 32 | 2 | 22 | 1 |
| NY | 24 | 8 | 33 | 4 | 50 | 3 |
| NC | 62 | 21 | 34 | 6 | 26 | 2 |
| ND | 39 | 13 | 33 | 3 | 23 | 1 |
| OH | 100 | 34 | 34 | 14 | 41 | 2 |
| OK | 89 | 30 | 34 | 9 | 30 | 2 |
| OR | 28 | 9 | 32 | 2 | 22 | 0 |
| PA | 31 | 9 | 29 | 3 | 33 | 2 |
| RI | 0 | 0 | 0 | 0 | 0 | 1 |
| SC | 34 | 11 | 32 | 5 | 45 | 2 |
| SD | 42 | 14 | 33 | 5 | 36 | 2 |
| TN | 62 | 21 | 34 | 7 | 33 | 3 |
| TX | 240 | 80 | 33 | 19 | 24 | 2 |
| UT | 20 | 7 | 35 | 2 | 29 | 0 |
| VT | 0 | 0 | 0 | 0 | 0 | 0 |
| VA | 46 | 15 | 33 | 4 | 27 | 1 |
| WA | 39 | 14 | 36 | 6 | 43 | 2 |
| WV | 38 | 12 | 32 | 4 | 33 | 1 |
| WI | 53 | 18 | 34 | 6 | 33 | 1 |
| WY | 29 | 9 | 31 | 2 | 22 | 0 |
| TOTAL | 2388 | 799 | 33 | 257 | 32 | 91 |

1. U.S. DEPT. OF COMMERCE, BUREAU OF CENSUS, 1978 JAIL SURVEY

IDENTIFYING PREVIOUS SURVEYS AND RESEARCH

CRS made an effort to secure copies of any relevant research and surveys which had been conducted. Several were identified, including a recent survey by the National Sheriffs' Association and a current survey by ITREC for NIC. Information on the results of these surveys was secured as it was available.

In addition, articles and publications were researched for indications of small jail needs. Generally, these did not produce information which described small jail situations.

Although substantial demographic information was availabale (primarily through the jail census), CRS concluded that a separate initiative was needed to secure information and insights for the small jails project.

FORMULATING QUESTIONS

CRS carefully outlined its information needs for the small jails project. Needs which were met by existing data and research were deleted from a master list of questions. The remaining questions were translated into a comprehensive survey instrument which was designed to be used as a mail survey and as a site interview instrument.

A six page survey form was developed; although this appeared too long for the respondents, efforts to consolidate questions resulted in loss of valuable information. CRS decided to use the six-page instrument, in spite of serious concerns about the willingness of small jail staff to respond.

The survey instrument was designed to secure maximum information and insights from respondents. As a result, the survey included checklists, multiple choice responses and several open-ended questions. This variety of questions complicated the coding and analysis process, but ultimately yielded a wealth of information.

A copy of the survey instrument is included in Appendix A. Also included is a copy of the cover letter which was sent with the survey.

SECURING INFORMATION

CRS decided to use a variety of methods to collect information for the needs assessment. This approach produced several sets of information which were compared and contrasted.

The primary method was an extensive mail survey of small jail administrators. Surveys were mailed to a random sample of 33 % of all small jails in the United States (using Census Bureau data). The surveys were mailed in early December, 1979, along with an introductory letter.

The rate of return of surveys was very high during the first two weeks following the mailing. More than half of all eventual returns were received during that period. After two weeks, a reminder post card was mailed to all non-respondents, producing another influx of returns. After Christmas, responses arrived slowly until the final cut-off date of February 12, 1980.

In all, 257 responses were received, of 799 surveys mailed. This represented a return rate of more than 32%, which, considering the length of the survey and the time of year, was very encouraging. Based on these results, CRS was encouraged that many small jails were both available and interested.

The 257 surveys received represented an 11% sample of all small jails in the United States. The number of surveys returned and the method of sampling resulted in a data base which has a high statistical significance and which may be used to project characteristics and interests of all small jails. Of course, a mail survey is inherently biased by the type of persons who choose to respond. The data base probably reflects characteristics of a group of administrators who are at least a little interested in the project.

In addition to the mail survey, a series of site visits were conducted by CRS staff based in Maine and in five other states. These site visits used the same instrument as the basis for an interview with the jail administrator and were supplemented by a checklist of information and impressions to be secured during the visit and a tour of the facility. In all, a total of 36 formal site visits were made in 28 states. The information collected in these visits has been tabulated separately and compared to the information from the mail survey.

The site visits were supplemented by reports by CRS staff of visits to small jails made within the past two years. These visits, although not originally made for the purpose of the grant, were reviewed and relevant insights were extracted. These contacts brought the number of actual on-site contacts with small jails to 91 jails in 37 states.

Finally, different sources of information were tapped through surveys and interviews. State jail inspection personnel, who have close contact with small jails, were surveyed during two seminars in Boulder, Colorado.. They were asked about their impressions of small jail characteristics, problems, needs and interests. In all, 47 jails inspectors, 15 state officials, 6 state sheriff association staff and 6 others (jail staff and trainers) were surveyed, representing 44 states. The results of these surveys provided interesting comparisons and contrasts to the data collected in the field and through the mail.

The CRS needs assessment was a comprehensive and thorough attempt to secure valid and usable insights into the needs and interests of small jails and their administrators. The following sections present many of the findings of the needs assessments along with commentary and preliminary analysis.

## III. CHARACTERISTICS OF SMALL JAILS

The characteristics of small jails have been described in several publications issued by the U.S. Department of Commerce, Bureau of Census and LEAA. These provide an indication of the number and types of jail facilities in the United States, but do not provide detailed insights into small jails.

A 1972 jail census identified 2,901 jails with fewer than 21 inmates. By 1978, this number had apparently decreased to 2,388. These surveys indicated that small jails did not separate inmates by status (pre-trial from sentenced) as frequently as larger facilities . This practice was also identified for the separation of intoxicated inmates, work release inmates and first offenders. Small jail practices appeared to be consistent with larger facilities in the separation of other types of inmates

Similar demographic information is available through the 1978 census. This data was used to complement the information collected in the CRS needs assessment, and is not reviewed here.

Small jails contacted through the mail survey reported vacant staff positions in 39% of all responses. 56% of all respondents indicated that current staff levels were not adequate to operate the facility.

Table III displays the data from the mail survey regarding the type of training provided to jail staff. The table shows that primary training efforts are in-service and on-the-job, and that pre-service training is seldom offered.

TABLE III: TYPES OF TRAINING AVAILABLE

| Type of Staff Which Receive the Training | % of Facilities Offering Training: Pre-Service | In-Service | On-the-Job | Other (Describe) |
|---|---|---|---|---|
| Line Staff (guards, matrons, correctional officers,etc.) | 15% | 44% | 69% | 16% |
| Supervisors (shift com'drs, sergeants, etc.) | 20% | 40% | 52% | 16% |
| Administrators (sheriff,undersheriff, jail admin.etc) | 26% | 48% | 56% | 20% |
| Other (cook, custodian, program staff, etc.) | 12% | 22% | 47% | 8% |

Staff availability for training was reported by small jail staff in the mail survey. The results were:

Availability of line staff, supervisors and administrators

| # of hours per year | on-site | away-from jail |
|---|---|---|
| 1-40 hours | 28% | 21% |
| 41 or more | 18% | 12% |

These figures are based on mail survey responses which were predicated on the availability for increased or improved training opportunities.

43% of all respondents reported dissatisfaction with current training opportunities. Several reported that securing replacement staff during training was difficult; others reported that training locations were too distant to facilitate involvement. Lack of available time and funds were cited in several instances. Results from field visits verified these insights, and went on to identify dissatisfaction with training providers, length of training programs (some complained that sessions were too long, other too short) and lack of relevant training topics and programs.

54% of all respondents to the mail survey reported familiarity with current or recent court cases concerning jails and detention. Most reported hearing about the cases from other administrators and sheriffs, through their own experiences in being sued and through state and national organizations.

94% of all respondents report having read applicable state jail standards (in states which had standards). 35% of the respondents reported having read other sets of standards, including other state standards and national standards. Site visits confirmed these insights; most administrators interviewed seemed to have a good working knowledge of state standards.

WRITTEN POLICIES & PROCEDURES

TABLE IV:

Percent of Facilities Reporting By Category

| | Complete | Some | None |
|---|---|---|---|
| General Operations | 54% | 35% | 8% |
| Security | 56% | 34% | 7% |
| Organization/Administration | 51% | 31% | 11% |
| Inmate Rules & Regulations | 63% | 23% | 10% |
| Inmate Control & Discipline | 52% | 31% | 11% |
| Admissions and Release | 68% | 23% | 6% |
| Health Care | 56% | 30% | 10% |
| Personnel | 54% | 28% | 13% |
| Emergencies | 58% | 26% | 11% |
| Inmate Services & Programs | 24% | 40% | 30% |

Table IV presents information on written policies and procedures The table indicates that most respondents reported having either complete or partial written policies and procedures in all categories except inmate services and programs. Field visits allowed CRS staff to inspect written policies and procedures. Observations from field staff indicate that written policies and procedures which most administrators considered 'complete' were sorely lacking in accuracy and content. 'Partial' procedures usually were just that; brief sketches and directives for the staff assembled in a file folder, displayed on a bulletin board, or scattered throughout the facility. The field visits identified a greater lack of written policies and procedures than indicated in the mail survey; these findings were verified by the survey of jail inspectors who noted lack of written policies and procedures as a major deficiency in most small jails.

Small jail administrators were asked to list agencies and organizations with which they had frequent or regular contact. the respondents to the mail survey reported contacts with:

State sheriffs associations--48%
National Sheriffs' Association--39%
State police officer organizations--11%
Other state organizations--36%
Other national organizations--18%
Other types of agencies/organizations--24%

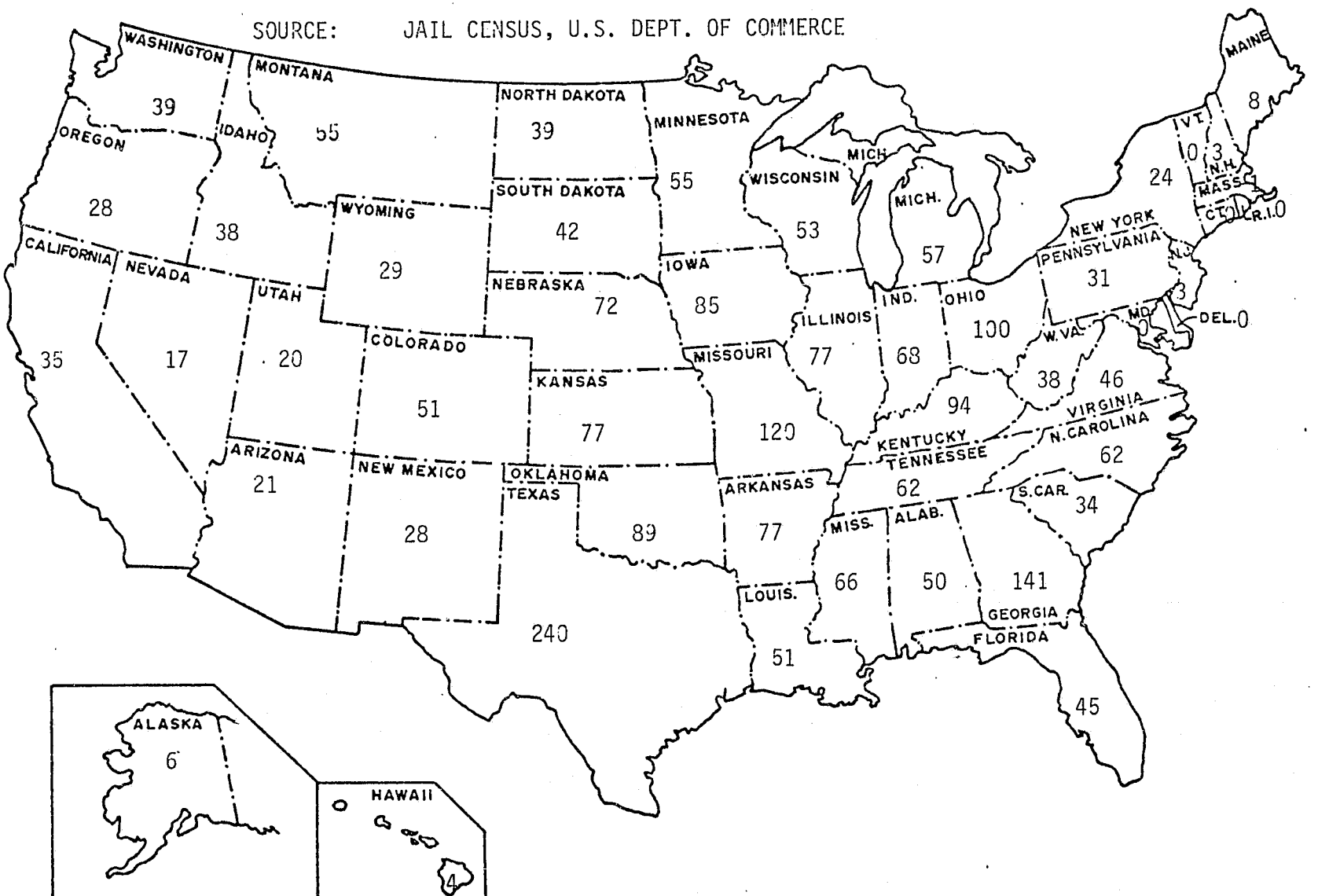
The mail survey indicated that sheriffs' associations, both state and national, might be good sources of contact with small jail administrators. These findings were confirmed and amplified by the field visits and by the jail inspectors surveys.

Small jails are located throughout the United States. The map on the following page shows the number of small jails in each state. Largest concentrations of small jails were found in the south, southcentral and north central states. Response rates for each state varied (see Table I).

The size of the jails surveyed was identified through the census data. 39% of the jails which responded to the survey had 5 or less inmates on an average day in 1978; 75% of all respondents had average daily populations of 15 or less. 91% of all respondents had average daily populations of 20 or less.
The size of the governmental unit served by each facility was also identified with the census data. 51% of all survey respondents served communities or counties with populations of 20,000 or less. 91% of all respondents served communities/counties with populations of 50,000 or less.

## NUMBER OF SMALL JAILS BY STATE

SOURCE: JAIL CENSUS, U.S. DEPT. OF COMMERCE



Jail inspectors were asked to describe the characteristics of small jails. In all but a few instances, the characteristics cited by inspectors were negative and appeared in later sections of the survey as problems and needs (i.e. lack of staff, lack of funding, outdated facilities, etc.). The only positive characteristics reported by the inspectors were:

-higher use of community resources
-more attention provided to inmates
-more rehabilitation success
-informal and positive atmosphere

These positive characteristics were reported by less than 5% of all jail inspectors surveyed; however, the field staff identified these and other positive characteristics more frequently. Field visits identified the attributes listed above and others, including good sanitation, apparently good working environment and staff attitudes, and often low rates of staff turnover (usually in rural locations).

The negative characteristics of small jails are reported in the following section. Although negative aspects of small jails surfaced more frequently in the mail survey and the jail inspector survey, CRS staff identified many positive aspects of small jails. The concern of CRS in developing and distributing resource materials is to address and facilitate of the correction of deficiencies and problems in small jails while retaining the positive aspects of the facilities and operations.

## IV. PROBLEMS

NIC asssumed that small jails faced many problems, some of which might be different than those of larger facilities. CRS assessed small jail problems through the mail survey, on-site visits and surveys and discussions with jail inspectors.

Definition of problems was approached from two perspectives in both surveys respondents were asked to cite areas which posed difficulty with compliance with standards, and were then asked to cite the most pressing problems facing small jails. This approach produced some interesting comparisons and contrasts.

Site visits consistently verified the information produced by the two surveys. The site visit data has been analyzed but is not included as detailed information in the tables in this section.

### COMPLIANCE WITH JAIL STANDARDS

Table V describes the results of the two surveys. Jail managers were asked to list areas of least compliance with jail standards in the mail survey. Jail inspectors were asked to list areas with which small jails have the most difficulty complying with jail standards.

The results of both surveys were tabulated. Responses were grouped into seven categories, and the results were ranked to reflect the frequency of responses (a '1' ranking indicates the most frequent response, a '7' indicates the least frequent).

TABLE V: AREAS POSING STANDARDS COMPLIANCE DIFFICULTIES
RANKING OF JAIL MANAGERS AND JAIL INSPECTORS
RANKING BASED ON FREQUENCY OF RESPONSES IN SURVEYS
(LOWER NUMBER INDICATES HIGHER RANK)

| AREA OF COMPLIANCE DIFFICULTY IDENTIFIED IN SURVEYS | JAIL MANAGER RANKING | JAIL INSPECTOR RANKING |
|---|---|---|
| FACILITIES (general, age, crowding, equipment, support systems, lighting, space) | 1 | 4 |
| OPERATIONS (food service, safety and security, separation, classification) | 2 | 2 |
| INMATE SERVICES/PROGRAMS/ACTIVITIES (recreation, library, programs, medical/dental services, juveniles, mentally ill) | 3 | 1 |
| ADMINISTRATION (written policies and procedures, funding) | 4 | 5 |
| STAFF (not enough, training) | 5 | 3 |
| LEGAL ISSUES (liability, inmate rights, discipline) | 6 | 6 |
| OTHER (lack of community support, etc.) | 7 | 7 |

Jail managers cited standards compliance problems with facilities operations and inmates services/programs/activities as the most pressing areas of difficulty; jail inspectors cited inmate services/activities/programs, operations and staff.

Table V displays the ranking by both groups of respondents and indicates some of the specific problems listed by the respondents. Jail manager and jail inspector responses are compared and contrasted in Table VII.

MOST PRESSING PROBLEMS

Both groups of respondents were asked to list the most pressing problems faced by small jails. Although many respondents perceived this as a duplication of the question which asked for areas of compliance difficulty, many respondents listed different problems in this category. In addition, the frequency of response varied substantially in the responses to this question.

Table VI presents the ranking of responses of the jail managers and jail inspectors. This table, as Table V, reveals discrepancies between the ranking of responses by respondent groups. Responses and rankings are compared in Table VII.

Specific Problem Areas

Respondents were asked for information on specific problem areas in the mail survey of jail managers. If a respondent indicated that his/her current staff was not adequate, he/she was asked to describe why the staff was not adequate. Similarly, respondents who indicated dissatisfaction with current training were asked to describe why they were not satisfied.

Respondents who indicated that their staff was not adequate, clarified their responses as follows:

Reason Cited for Inadequate Staff
(Numbers Are Frequency of Response/Rank)

1. Not enough staff to provide 24-hour supervision of inmates
2. Jailer has law enforcement duties (i.e. dispatch)
3. Not enough staff to provide coverage for staff days off
4. Insufficient funds for staff/relief
5. Not enough female staff
6. Other- training, trusty guards

Respondents who were dissatisfied with current training which was available described their concerns as (in order or frequency):

1. Staff are not available for training (no replacement staff, not enough staff time for training, understaffed);
2. Location of training (too distant);
3. Trainers not adequate/qualified (not sensitive to small jail needs or issues, not professional);
4. Frequency (not frequent enough);
5. Content (not enough corrections training, too general);

TABLE VI: PROBLEMS CITED BY JAIL MANAGERS AND JAIL INSPECTORS RANKING OF PROBLEMS CITED BASED ON FREQUENCY IN SURVEYS. LOW NUMBER INDICATES HIGH FREQUENCY OF RESPONSE IN SURVEYS.

| PROBLEM AREA IDENTIFIED | JAIL MANAGER RANKING | JAIL INSPECTOR RANKING |
|---|---|---|
| FACILITIES (crowding, space, lighting, age) | 1 | 3 |
| OPERATIONS (problem inmates, separation, safety and security, communications, food service, sanitation, admissions, release, inmate assaults, transportation) | 2 | 5 |
| STAFF (need more, low pay, more training, motivation, stress, morale) | 3 | 2 |
| INMATE SERVICES/ACTIVITIES AND PROGRAMS (recreation, medical programs, mental health) | 4 | 4 |
| ADMINISTRATION (policies and procedures, coordination with other agencies, funding and budgets, records) | 5 | 1 |
| LEGAL ISSUES (inmate rights, liability) | 6 | 6 |
| OTHER (standards not sensitive to small jails, standards change too often, community support, courts) | 7 | 7 |

6. Type of training (no pre-service, no on-the-job, no in-service);
7. Lack of training resources;
8. Do not hear about resources and training programs;
9. Timing/scheduling (too long or too short,respondents did not agree on desired scheduling and timing);
10. Other (staff turnover too high to accomodate training, training not useful, no uniformity in training);
11. Specific topics needed (jail standards, first aid, legal issues, programs, security and control, human behavior).

## COMPARATIVE ANALYSIS

The insights and information obtained from the two surveys did not always correlate. Respondent groups prioritized problems differently in response to similar questions; the priorities of the two respondent groups seldom matched those of the other group.

Table VII presents a comparison chart of the rankings assigned to problem areas by the two respondent groups. The table also shows a 'cumulative' index' which is sum of the four rankings. This index provides a rough means of assessing the overall priority assigned each problem area by the two groups. The index indicates that problems areas of concern could be ranked in the following overall priority:

1. Facilities
2. Operations
3. Services/Activities/Programs
4. Staff
5. Administration
6. Legal Issues
7. Other

TABLE VII: COMPARISON OF JAIL MANAGER AND JAIL INSPECTOR RESPONSES
RESPONSES TO 'COMPLIANCE DIFFICULTIES' AND 'GENERAL PROBLEMS'
BASED ON TABLES V AND VI
CUMULATIVE INDEX IS TOTAL OF RANKING NUMBERS; LOWER NUMBER INDICATES HIGHER CUMULATIVE FREQUENCY OF RESPONSE (HIGHER CUMULATIVE RANKING)

| AREA OF RESPONSE | JAIL MANAGERS | | JAIL INSPECTORS | | CUMULATIVE INDEX |
|---|---|---|---|---|---|
| | COMPLIANCE | GENERAL | COMPLIANCE | GENERAL | |
| FACILITIES | 1 | 1 | 4 | 3 | 9 |
| OPERATIONS | 2 | 2 | 2 | 5 | 11 |
| STAFF | 5 | 3 | 3 | 2 | 13 |
| INMATE SERV/ PROG/ACTIVITIES | 3 | 4 | 1 | 4 | 12 |
| ADMINISTRATION | 4 | 5 | 5 | 1 | 15 |
| LEGAL ISSUES | 6 | 6 | 6 | 6 | 24 |
| OTHER | 7 | 7 | 7 | 7 | 28 |

Table VII shows that the responses of jail managers were generally consistent with regard to general problems and compliance problems. The category with the largest discrepancy was 'staff', which was assigned a low priority with regard to standards compliance, and a substantially higher priority as a general problem.

Jail inspector responses were less consistent between to two questions. Operations was assigned second priority as a standards compliance problem, but was viewed as fifth priority as a general problem; inmate services/activities/programs was assigned first priority as a standards problem, but only fourth priority as a general problem. Similarly, administration problems were viewed as fifth priority as a standards issue, but were rated first as a general problem. These discrepancies could be viewed as indicative of the jail inspectors sense of the 'symptoms' which are evidence of jail problems (evidenced by lack of compliance with jail standards) and the underlying causes of the problems (admnistration and staff rated as highest priorities).

Comparison of manager priorities to inspector priorities offers some interesting observations. Managers tended to attribute problems to facilities and operations; inspectors seemed to assign the causes of the problems to the administrators and staff. Perceptions of areas of compliance difficulties were not substantially different; the major area of disagreement was with facilities, which managers viewed as the principal area of difficulty and which inspectors assigned a lower priority. Perceptions of general problems varied markedly between the two respondent groups. The area of most disagreement was admnistration, which inspectors cited as the major problem, and which managers cited as a much lower priority.

## V. INTERESTS

One of the primary concerns of the small jails project has been to assess the interest of small jail administrators and managers. An extensive checklist was included with the mail survey, and was administered during site visits. CRS was uncertain jail managers would take the time to fill out such a long checklist; the responses were overwhelming, as more than 90% of all surveys returned included the checklist in detail. The responses were also surprising, as the charts and narrative which follow describe.

Table VIII shows the level of interest which respondents showed in specific topics in three ways: the percent of respondents interested and the level of interest (a, b, and c), the cumulative percent of all respondents who were interested (d) and an index which reflects the 'weighting' from the levels of interest.

The interest levels are ranked in Table IX. Table IX also displays data on the type of interest which respondents indicated.

Perhaps the most striking conclusion from the interest survey is the consistent amount of interest displayed by all respondents. Even the topics with the lowest expressed interest captured the attention of more than half of all respondents.

TABLE VIII: LEVEL OF INTEREST IN TOPICS

This table presents the responses of jail managers to a page in the mail survey which assessed interest in specific topics. The responses have been tabulated in several ways, the results of which are presented here. The results represent:

a. Percent of Respondents Who Had No Interest in Each Topic
b. Percent of Respondents Who Had Some Interest in Each Topic
c. Percent of Respondents Who Had Much Interest in Each Topic
d. Cumulative Interest- Totals of a and b, Representing Percent of All Respondents With Any Interest
e. Interest Index- Calculated By Multiplying the Number of Persons with Some Interest by '3' and Adding to the Product of the Number of Persons with 'Much' Interest Multiplied by '5' (presents analysis of interest based on weighting by level)

NOTE: Sum of a, b and c does not total 100%; difference between the sum and 100 is the percent of respondents which did not answer.

| TOPIC | a % NO INTEREST | b % SOME INTEREST | c % MUCH INTER. | d % CUMUL. INTEREST | e INDEX |
|---|---|---|---|---|---|
| GENERAL | | | | | |
| Inspecting Your Own Jail | 4 | 27 | 61 | 88 | 984 |
| Legal Issues (Liability, Caselaw, Responsibilities) | 2 | 25 | 67 | 92 | 1057 |
| Standards and Compliance | 3 | 21 | 71 | 92 | 1069 |
| Publicity and Community Relations | 10 | 33 | 49 | 82 | 885 |
| ADMINISTRATION | | | | | |
| Organization | 6 | 28 | 48 | 76 | 836 |
| Reducing Conflicts in the Organization | 13 | 25 | 51 | 76 | 845 |
| Written Policies and Procedures | 2 | 25 | 63 | 88 | 1007 |
| Records | 4 | 24 | 64 | 88 | 1011 |
| Budgets (Developing, Managing, etc.) | 9 | 28 | 55 | 83 | 928 |
| Planning, Grantsmanship | 9 | 21 | 60 | 81 | 930 |
| MANAGEMENT | | | | | |
| Staff Development (Selection Retention, etc.) | 9 | 21 | 51 | 72 | 809 |
| Motivating Employees | 8 | 23 | 56 | 79 | 905 |
| Increasing Staff Morale/ Decreasing 'Burn-Out' | 9 | 22 | 56 | 78 | 891 |
| Training | 4 | 19 | 67 | 86 | 1007 |

CONTINUED ON NEXT PAGE

TABLE VIII: CONTINUED

| Management Styles | a 11 | b 36 | c 39 | d 75 | e 776 |
|---|---|---|---|---|---|
| Delegating Responsibility | 9 | 34 | 48 | 82 | 839 |
| Reducing Stress | 11 | 27 | 49 | 76 | 837 |
| Writing Skills | 12 | 35 | 41 | 76 | 790 |
| Verbal Communications (Interpersonal, etc.) | 10 | 31 | 47 | 78 | 842 |
| OPERATIONS | | | | | |
| Intake/Admissions/Release | 9 | 34 | 47 | 79 | 892 |
| Identifying Problem Inmates (Suicidal, Escape, etc.) | 11 | 27 | 49 | 76 | 984 |
| Classifications and Separation | 12 | 31 | 44 | 75 | 800 |
| Re-classification | 16 | 32 | 37 | 69 | 719 |
| Emergencies and Problem Situations | 7 | 22 | 63 | 85 | 983 |
| Alternatives to Incarceration Pre-Trial Release | 20 | 31 | 36 | 67 | 702 |
| Safety and Security | 3 | 21 | 69 | 90 | 1039 |
| Sanitation | 7 | 28 | 54 | 82 | 908 |
| Food Service | 12 | 27 | 50 | 77 | 849 |
| INMATES | | | | | |
| Control, Rights and Discipline | 4 | 23 | 64 | 87 | 820 |
| Inmate Services (Health, Religious, Library,etc.) | 7 | 35 | 49 | 84 | 895 |
| Inmate Activities (Indoor, Outdoor, etc.) | 16 | 33 | 42 | 75 | 787 |
| Inmate Programs (Counseling, Education, etc.) | 20 | 36 | 35 | 71 | 726 |
| Involving the Community In Inmate Programs | 32 | 32 | 25 | 57 | 566 |
| Using Volunteers | 37 | 28 | 25 | 53 | 528 |
| FACILITIES | | | | | |
| Physical Plant (How to Operate, Maintain, etc.) | 12 | 28 | 46 | 74 | 814 |
| Using Space Efficiently | 14 | 24 | 51 | 75 | 841 |
| Changing Your Jail (Renovation, Addition, etc.) | 18 | 21 | 50 | 71 | 794 |
| Working with an Architect | 26 | 19 | 40 | 59 | 649 |

The figures in Tables VIII and IX indicate substantial interest on the part of respondents in all topics. Several topics rated consistently high with all jail managers who responded, including:

Standards and compliance
Legal issues
Safety and security
Inspecting your own jail
Policies and procedures
Records
Budgets
Training
Emergencies
Inmate services

The two tables provide the best display and review of interest levels. Interests corresponded generally with the problems and needs identified by jail managers and jail inspectors. Notable exceptions are physical plant topics (physical plant, using space, changing the jail, working with an architect), which scored consistently low. This contradicts the heavy emphasis which jail managers seemed to place on the importance of physical problems and compliance difficulties.

Other areas in which managers showed little interest include programs, classification, community resources and volunteers.

CRS disagrees with the expressed interests identified through the mail survey. Site visits and discussions with jail managers and inspectors have led CRS to conclude that physical issues, community involvement, inmate programming and classification are all key needs and problems in small jails. The lack of interest displayed by jail managers is perhaps indicative of the problem- that jail managers do not perceive of the need to improve in these areas. CRS will be making major efforts to convince jail managers to use resource materials which are being developed in these areas.

TABLE X: JAIL MANAGER INTEREST IN POLICIES AND PROCEDURES

The tabulations of responses to questions in the mail survey are displayed here. The percent of respondents who showed no interest (a), some interest (b) and strong interest (c) is shown for each question. A cumulative percent of all respondents showing interest is also displayed (d), calculated as the sum of a, b and c.

| QUESTION: Are you interested in; | a No Interest | b Some Inter. | c Much Inter. | d Cumul. Inter. |
|---|---|---|---|---|
| 1. Developing new policies/procedures or revising current ones? | 12% | 21% | 63% | 84% |
| 2. Reviewing a set of model policies and procedures for small jails? | 7 | 9 | 82 | 91 |
| 3. Receiving a workbook on how to develop and revise policies and procedures? | 8 | 11 | 79 | 90 |
| 4. Receiving assistance in developing or revising your policies and procedures? | 18 | 25 | 54 | 79 |

TABLE IX: INTEREST RANKING AND TYPE OF INTEREST

This table presents the levels of interest in each topic rank-ordered based on cumulative percentage of interest (1) and the index shown in Table VIII (2).

Columns 3, 4 and 5 display the percent of respondents to the mail survey which indicated an interest in resource materials (3), training (4) and technical assistance (5). Percents in these three columns do not total 100 because respondents were allowed to check any or all of the choices.

| TOPIC | INTEREST RANKING | | INTERESTED IN: | | |
|---|---|---|---|---|---|
| | 1 CUMUL. INTER. | 2.INDEX | RES. MATL | TRAIN-ING | TECH. AS'T. |
| GENERAL | | | | | |
| Inspecting Your Own Jail | 3 | 6 | 58% | 37% | 6% |
| Legal Issues | 1 | 2 | 63 | 35 | 6 |
| Standards and Compliance | 1 | 1 | 57 | 30 | 6 |
| Publicity and Community Relations | 10 | 15 | 50 | 32 | 5 |
| ADMINISTRATION | | | | | |
| Organization | 15 | 22 | 45 | 27 | 6 |
| Reducing Conflicts in the Organ. | 12 | 11 | 42 | 28 | 5 |
| Written Policies and Procedures | 4 | 5 | 59 | 31 | 6 |
| Records | 4 | 4 | 52 | 34 | 6 |
| Budgets | 9 | 9 | 50 | 29 | 6 |
| Planning and Grantsmanship | 11 | 8 | 52 | 28 | 6 |
| MANAGEMENT | | | | | |
| Staff Development | 18 | 25 | 40 | 29 | 5 |
| Motivating Employees | 12 | 11 | 42 | 28 | 5 |
| Increasing Morale/Dec Burn Out | 13 | 14 | 44 | 27 | 4 |
| Training | 6 | 5 | 44 | 40 | 6 |
| Management Styles | 16 | 30 | 41 | 24 | 3 |
| Delegating Responsibility | 10 | 20 | 42 | 26 | 3 |
| Reducing Stress | 15 | 21 | 41 | 29 | 5 |
| Writing Skills | 15 | 28 | 34 | 31 | 4 |
| Verbal Communication | 13 | 18 | 37 | 31 | 4 |
| OPERATIONS | | | | | |
| Intake/Admissions/Release | 12 | 13 | 46 | 28 | 5 |
| Identifying Problem Inmates | 15 | 6 | 48 | 37 | 6 |
| Classifications and Separation | 16 | 26 | 42 | 26 | 4 |
| Re-classification | 20 | 32 | 40 | 22 | 4 |
| Emergencies and Problem Situations | 7 | 7 | 47 | 34 | 8 |
| Alt. to Incarc/ Pre-Trial Release | 21 | 33 | 42 | 19 | 5 |
| Safety and Security | 2 | 3 | 57 | 37 | 5 |
| Sanitation | 10 | 10 | 47 | 23 | 4 |
| Food Service | 14 | 16 | 52 | 23 | 6 |
| INMATES | | | | | |
| Control/Rights/Discipline | 5 | 23 | 39 | 35 | 4 |
| Inmate Services | 8 | 12 | 51 | 20 | 4 |
| Inmate Activities | 16 | 29 | 49 | 19 | 4 |
| Inmate Programs | 19 | 31 | 48 | 20 | 4 |
| Involving the Community in Prog. | 23 | 35 | 40 | 18 | 4 |
| Using Volunteers | 24 | 36 | 37 | 16 | 4 |
| FACILITIES | | | | | |
| Physical Plant | 17 | 24 | 42 | 23 | 3 |
| Using Space Efficiently | 16 | 19 | 41 | 23 | 5 |
| Changing Your Jail | 19 | 25 | 40 | 25 | 8 |
| Working with an Architect | 22 | 34 | 35 | 18 | 5 |

One section of the mail survey focussed on written policies and procedures. Mail responses, jail inspector surveys and site visits identified the lack of written policies and procedures as a major problem. It was encouraging to find the level of interest expressed by jail managers in response to the questions shown on Table X. The emphasis of the small jail project on preparing a set of model policies and procedures and a workbook appears justified.

TYPE OF INTEREST (INTERESTED IN:___)

Perhaps the greatest surprise which the mail survey produced was the overwhelming interest of jail managers in resource materials. In every instance, resource materials were requested more frequently than training or technical assistance. This represents a dramatic contrast to the NIC emphasis on training programs, and again verifies the approach of the small jail project and its emphasis on materials development.

Table IX presents the type of interest displayed for all topics. Interest in training was substantial, but site visits confirmed that most jail managers do not, or can not, avail themselves to training.

CRS is preparing resource materials which are versatile enough to be used on-site at a jail without outside support, as part of training programs for managers or as part of training offered by managers. The results of the interest checklist seem to conclude that such versatility is required.

SUMMARY

The needs assessment effort yielded a wealth of data and information. CRS is using this to refine and focus its efforts; resource materials and training programs will reflect the findings of the needs assessment. The implementation plans and strategies for the project have been shaped by the assessment results.

The needs assessment effort has produced insights which have not been secured at the national level. Unfortunately, a comparable set of insights for larger jails does not exist,and it is impossible to compare small jail needs systematically to larger jail needs.

The needs assessment effort leads CRS to believe that small jails do have pressing problems and needs, and that small jail managers are concerned about their problems, available for assistance and interested in improvement. In addition, a substantial support system has been identified, including jail inspectors, state sheriff associations, trainers and other groups and individuals.

All of the requisites for change and improvement have been identified. The challenge is to merge the needs, interests and resources into an effective response to small jail problems. Clearly, NIC has taken the first, and major step to that end.

END