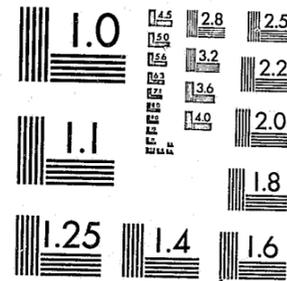


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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

1/27/83

M-1

A STUDY OF POLICE LOCKUP FACILITIES

A FINAL REPORT

SUBMITTED TO:

ENFORCEMENT DIVISION

OFFICE OF CRIMINAL JUSTICE PROGRAMS

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

84959e1

- Operations
- Division of State and Provincial Police
- Professional Development Division
- Management Division
- Research Division

NATIONAL ASSOCIATION OF CHIEFS OF POLICE



PREFACE

The recommendations and evaluations made in the International Association of Chiefs of Police study of temporary detention facilities were based upon the proposed standards on Holding Facility, Chapter 26 of the Commission on Accreditation for Law Enforcement Agencies. The information from Chapter 26 which was tentatively approved by the Commission in October 1981, was used as a base line against which data from the survey could be judged and analyzed. It became rapidly apparent that the work on Chapter 26 had been quite extensive and of high quality.

Those individuals interested in obtaining a copy of the tentatively approved standards on Holding Facility, Chapter 26, may write to the following address:

Director
Police Management Division
International Association of
Chiefs of Police
Eleven Firstfield Road
Gaithersburg, Maryland 20878

U.S. Department of Justice
National Institute of Justice

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ACQUISITIONS

SUPPORTIVE DATA FROM TEMPORARY DETENTION SURVEY
FOR PROPOSED STANDARDS FOR TEMPORARY DETENTION FACILITIES

INTRODUCTION

The International Association of Chiefs of Police (IACP) in cooperation with the Police Executive Research Forum (PERF) and accommodating the subject matter criteria adopted by the Commission on Accreditation for Law Enforcement Agencies has developed a manual of proposed standards for adult, local detention facilities.

The IACP's temporary detention facilities survey supplies data concerning the physical characteristics, procedural standards, managerial policies and administrative methods of temporary detention facilities as they are currently operating. With this survey, evidence on current policy and practices will help substantiate the extent to which many of the current facility characteristics, procedures, and management are complying with the proposed developed standards. By comparing proposed standards and procedures against the actual operation, as tested by the IACP's temporary detention facilities survey, areas of improvement and better compliance can be identified. In addition, the results of the survey emphasized particular areas where proposed standards have not already been developed but should be.

To reiterate, the goals of the survey instrument, were to: 1) establish a body of data necessary to develop proposed standards concerning temporary detention facilities to be presented to the Commission on Accreditation for Law Enforcement Agencies; 2) develop a national directory of law enforcement agencies which have temporary detention facilities; 3) create a profile of the

physical characteristics of the identified temporary detention facilities; and, 4) summarize the administrative and managerial practices concerning the operation of police temporary detention facilities.

Survey Response and Actual Sample Size

Those agencies surveyed were taken from the Criminal Justice Directory (1979) of the Bureau of the Census. Over 14,000 agencies were sent a short form of the survey instrument. Of the 14,000 short form surveys sent out, 3,138 were returned, a 22.4 percent return rate. Of the 1,000 agencies selected to respond to the long form of the survey instrument, 376 were returned, a 37.6 percent return rate. If the respondent agency did not handle any type of temporary detention facility, as defined in the survey itself, it was not included in the sample for analysis purposes. Of the 3,138 short form returned, 1,353 agencies indicated a responsibility for handling a temporary detention facility as defined. Thus, 43.1 percent of all respondents reported having lock-up facilities.

Of the 376 responding agencies to the long form, 190 agencies reported the operation of temporary detention facilities. Slightly over 50 percent of the respondents to the long form reported operation of temporary detention facilities. It is from these sampled agencies that a comprehensive data base was developed, including: the physical characteristics of facilities, an assessment of the procedural and administrative function, an analysis of breakdown and variations of practices, personnel variation, training practices, types of detainees, detainee rights, and other related information which was of concern and essential for successful analysis.

For the most part, the short form of the survey will be used when discussing the overall operation and characteristics of temporary detention facilities. The long form also taps certain important features; (personnel, procedural, and detainee-data) that the short form does not.

Regions and Facility Size Stratification

Early analysis showed that physical characteristics, procedures and practices varied from one part of the country to another; thus, many categories of analysis have been necessarily controlled amongst five distinct regions on the U.S. mainland. These being: (1) Northeast, (2) Southeast, (3) North Central, (4) Midwest, and (5) West. Coding for this regional stratification was developed by zip code interval: 0-19999 equaling Region 1, 20000-39999 equaling Region 2, 40000-59999 equaling Region 3, 60000-79999 equaling Region 4, and 80000 to highest equaling Region 5. States included in each zip-geographic area are listed in State Table I.

Alaska and Hawaii were included in the western group while Puerto Rico was grouped with the northeastern states. The District of Columbia data was grouped with that from the southeastern states.

STATE TABLE I

States Included in Each Regional Area By Zip Code Interval

Region I (Zip = Low through 19999): Northeast

Connecticut	New Jersey
Delaware	New York
Maine	Pennsylvania
Massachusetts	Puerto Rico
New Hampshire	Rhode Island
	Vermont

Region II (Zip = 20000 through 39999): Southeast

Alabama	Mississippi
District of Columbia	North Carolina
Florida	South Carolina
Georgia	Tennessee
Kentucky	Virginia
Maryland	West Virginia

Region III (Zip = 40000 through 59999): North Central

Indiana	North Dakota
Iowa	Ohio
Michigan	South Dakota
Minnesota	Wisconsin
Montana	

Region IV (Zip = 60000 through 79999): Midwest

Arkansas	Missouri
Illinois	Nebraska
Kansas	Oklahoma
Louisiana	Texas

Region V (Zip = 80000 through High): West

Alaska	Nevada
Arizona	New Mexico
California	Oregon
Colorado	Washington
Hawaii	Wyoming
Idaho	

TABLE II

REGIONAL BREAKDOWN OF TEMPORARY DETENTION FACILITIES

	(Northeast) Region 1	(Southeast) Region 2	(North Central) Region 3	(Midwest) Region 4	(West) Region 5
N	355	215	278	327	178
%	26.2	15.9	20.5	24.2	13.2

Table II shows an adequate regional representation for the temporary detention facilities survey. Considering the population and density variability amongst these regions, it is not surprising that proportionally more agencies responded to the survey in the more densely populated northeastern and north central regions of the country. The expectation is that denser regional populations will have a need for more facilities, thus these regions provided a higher percentage of responses.

Because characteristics, procedures, practices, and management can vary with agency size, it is necessary to stratify the size variable into distinct intervals. By cross-tabbing these size intervals against the variables measuring different procedures and facilities makeup, one can indicate whether there is procedural or administrative variability due to the size of the facility. For short form analysis, Variable 003 or question number 3 on the questionnaire measures the number of persons detained (x) in the responding

facility during 1980 (January 1, 1980 through December 31, 1980). Intervals were developed according to frequency of response, and deviations from the mean response. Intervals are as follows:

- 0 x < 9.6 persons/wk = Category 1
- 9.63/wk < x < 48 persons/wk = Category 2
- 49/wk < x < 98 persons/wk = Category 3
- 100/wk < x < 144 persons/wk = Category 4
- x > 144 persons/wk = Category 5

Thus, each respondent agency was recoded into one of these five categories for cross-tab purposes.

These 2 stratifications (size of facilities and regional location) were the primary independent variables developed for the analysis.

There are essentially three major areas of analysis to be included in these findings. These being:

- Physical Equipment - proposed standards are surveyed findings;
- Facility Personnel - range and average number of supervisory, guards, clerical, and other personnel; and,
- Procedure and Policy relevant to a wide range of temporary detention functions.

Each of these three areas will be treated in depth. Recommendations will be provided where perceived needs arise.

Prior to the analysis of procedures and policy of temporary detention facilities and further recommended standards, it is essential to develop a profile of the physical characteristics of such facilities as indicated by the

reporting agencies. This analysis was conducted along regional, location, facility size, and cell equipment elements.

Facility Size and Cell Equipment

The following is a review of the data concerning facility size and cell equipment.

1. Age of facilities - year built.
2. Facility Size (Number of detainees;
Number of cells;
Holding index - number of detainees/cell).
3. Size of average cell.
4. Items in cell.

On the short form of the survey instrument, there were four distinct variables intended to measure the physical characteristics of temporary detention facilities as they currently operate. The analysis has indicated regional and facility size differentiation concerning physical size, contents of holding cells, and construction date of the facility. Physical characteristics of the temporary detention facility are the year built, number of detainees the average cell holds, size of cell, and items found in typical cell.

Age of facility was included to measure the relative age of identified facilities for the nation as a whole. This is solely to determine if physical equipment found in older facilities may be different than newer facilities.

The oldest reporting facility to the survey was built in 1858. However, it was extremely rare to find facilities built prior to 1940. Table III shows the

general breakdown of facility building date. It is quite apparent that for the most part, temporary detention facilities for either small police departments or larger county detention facilities are recently built structures.

TABLE III
AGE OF FACILITIES
(Date from short form)

	<u>YEAR INTERVALS</u>					
	Prior to 1900	1901-1920	1921-1940	1941-1960	1961-1981	Total
N	15	23	100	195	902	1235
%	1.6	1.8	8	15.7	72.7	100

118 agencies gave confidential, not found, or no response information.

Closer regional examinations of the 15 facilities reported as built prior to 1900, suggests a geographical concentration in the Northeast and North Central regions of the country.

TABLE IV
REGIONAL VARIATION OF FACILITIES BUILT PRIOR TO 1900
(From short form)

	<u>YEAR INTERVALS</u>					
	Region 1	Region 2	Region 3	Region 4	Region 5	Total
N	5	1	5	3	1	15
%	33	6	33	20	6	100

When the same older facilities are broken down by facility size (measured by number of detainees held per week) results show that the oldest identified facilities are likely to be smaller. Although it is not conclusive evidence, there is a slight correlation.

TABLE V
NUMBER OF DETAINEES/WK
(From short form)

	Includes Only Facilities Built Prior to 1900	
	9.6 Detainees	9.61 Detainees 38/week >38.5/week
N	9	4
%	60	27

The reader is not to assume that the older facilities are necessarily the poorest equipped or in any way related to faulty management or procedural techniques. There is no reason to believe that facility age could be correlated with procedures, so testing in this area was not performed.

Number of Cells in Facility

Nearly 84 percent of the reported agencies (to the long form survey) were facilities having less than 28 cells. Table VI provides the intervalled breakdown of the average number of cells in a facility.

TABLE VI
NUMBER OF HOLDING CELLS
 (Data from long form)

Range 1 - 725 cells Mean - 28 cells	Number	%
Less than 10 cells	103	57
10 - 28 cells	50	27
29 - 48 cells	11	6
49 plus cells	24	13
Valid cases	180	100%

Total Number of Detainees (1980)

The measure of the total number of detainees was included as a further indicator of the typical size of a surveyed facility. 1,074 identified valid respondent agencies reported a total of 1,155,723 detainees held during 1980. The average size facility is calculated to be 1,076 detainees per year, or housing between 20 and 21 detainees per week.

Calculating a holding index, one can take the mean average number of detainees per week (20.6) and divide by the average number of cells per facility in the highest percentage interval categories (0-10). (See Table V). The average number of cells per facility is calculated to be five. Thus, an average or typical temporary detention facility will have 20 detainees per week housed in an average of five cells or four detainees will use a cell over a one week period, but not necessarily at the same time.

This does not necessarily mean that facilities are overcrowded, in fact, buildings are designed with large enough cells to provide space requirements (proposed minimum of 50 square feet per person). Statistics show that the actual average size of a temporary detention cell, as surveyed, is approximately 106 square feet. This figure is extremely deceiving at closer examination. Due to the small percentage of respondent agencies with extremely large cells, as identified (larger than 11 x 13 room), the mean or average results are statistically skewed upwards making the common size cell seem somewhat larger than what one is likely to find in reality. Perhaps the more accurate statistic would be the mode response (or most frequent response) for the size of cell category. Results show that the most frequently reported width is between 5 feet to 8 feet long (734 responses, 58 percent). Other

responses decrease substantially from this mode of responses. Therefore, the highest percentage of cells range between 30 square feet to 64 square feet. The following simple bar graphs illustrate cell size likelihood. (Figures 1 and 2).

FIGURE 1

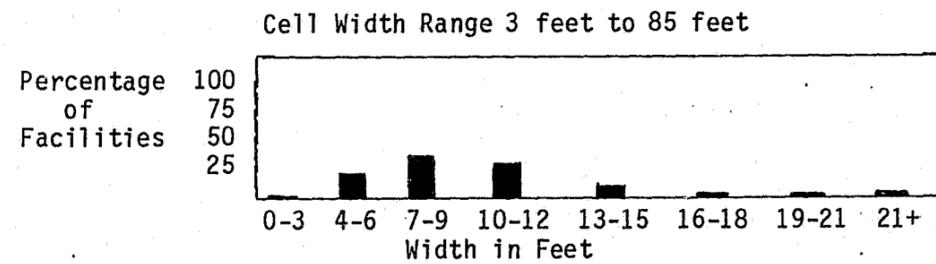
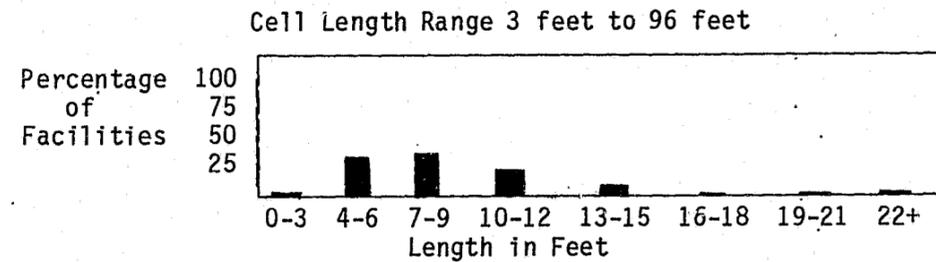


FIGURE 2



To briefly summarize, the typical temporary detention facility has between 1 and 10 cells usually holding an average of 20 detainees per week. This means that the average size police department with five lock-up cells will place four different detainees in each cell over a one week period. Normally one cell can be upwards to 106 square feet but if designed to hold one person, its dimensions will be approximately 8 feet by 8 feet or 64 square feet.

As commonly occurs in rural areas, several detainees will be housed in one cell designed for a single detainee. It was found by this survey, that nearly 1/4 of all these rural facilities have cells holding three or more detainees at the same time. Considering normal cell size (64 square feet), one can assume that cell crowding in rural areas does occur in these detention facilities. Table VII shows the average number of detainees per cell as a nationwide average.

TABLE VII
NUMBER OF DETAINEES/CELL
(From short form)

Average Number of Detainees/Cell

	1	2	3	4	5 plus	Total
N Agencies	666	323	46	136	147	1318
%	50.5	24.5	3.4	10.1	10.9	100%

24.4%

Physical Characteristics of Facility Cells

Questions 15A to 15F on the short form survey instrument sought information on the equipment within temporary detention facility holding cells. The following analysis presents the regional variation of such equipment.

1. Beds -

95.3 percent of all agencies surveyed indicated having beds in their holding cells. 4.3 percent of all agencies indicate no beds in their cells. There is little significant difference among the five regions.

2. Chairs -

In this particular category, there are significant regional differences regarding the provision of chairs in facilities. For the nation as a whole, 50.1 percent indicate that a chair is provided, while 49.5 percent do not provide chairs in cells. Considering separate regions, 62.9 percent of western region facilities provide chairs, while only 41.4 percent of southeastern facilities have chairs in holding cells.

3. Sinks -

Regardless of region, most temporary detention facility cells do not have sinks (76.3 percent) according to the national survey. Only 23.4 percent of the identified agencies indicated the provision of sinks in cells.

4. Windows -

There is significant regional disparity regarding the provision of windows in temporary detention facility cells. Results show that the recently built facilities, mainly in the West and Southeast, indicate cells equipped with windows (77.5 percent in the West, 74 percent in the Southeast). Whereas in the East,

again with relatively older facilities, 58.3 percent of respondent agencies indicate windows in cells. For the nation as a whole, 66.4 percent of the identified agencies have windows in cells, while 33.3 percent do not.

5. Toilets -

The survey has shown that the minimum expected provision of toilets also has regional variation. The Northeast has the lowest percentage of facility cells with toilets (84.5%), 14.9 percent do not have toilets. The midwestern region has 95.4 percent of all facilities having toilets in cells.

6. Paper Towels -

Again there are significant regional differences with the equipment category. While only 20.5 percent of all respondents do provide paper towels, Region 1 (the Northeast) was well-below this average and the West and Southeast (25.8 percent and 25.1 percent) were well-above the average.

7. Electric light -

There is no significant regional difference in this category. 88.5 percent of respondent agencies do not have electric lights in holding cells. Only 11.2 percent of all agencies have electric light provisions in cells.

Conclusions

The temporary detention facility survey provides substantial evidence that there are currently no nationwide equipment standards for providing occupants with adequate, safe and humane environment. This is particularly true of reported facilities in the Northeast, which in most equipment categories (windows, toilets, sinks, chairs, lights), has not kept pace with the growing

regions of the country, primarily in the West and Southeast.

A proposed standard, developed by staff of the Accreditation Commission regarding cell equipment, recommends a minimum of 50 square feet of floor space, toilet facilities, wash basins with hot and cold running water, and a bed. The only piece of such equipment which can be reasonably expected to be found in cells as indicated by responding agencies to the temporary detention facility survey is a bed. The other minimum requirements have substantial regional variations most likely due to the financial condition of the community or state in which respondent facilities are located, lack of proper funding, state regulations restricting certain physical cell features, or differences in age of facility.

There are also surveyed facilities which have average size cells well-below the proposed standard. A minimum size cell value of 4 feet x 4 feet was identified in one lock-up facility. The holding index, developed earlier, substantiates the fact that many facilities either do not have enough cells to handle a normal week of detention or do have enough cells, but typically cells are not large enough to maintain proposed minimum space standards.

A study undertaken by the U.S. Department of Justice found that substantial overcrowding led to a high-rate of prisoner death and suicide, discipline problems, and psychological and physiological effects. Privacy was found to be a priority among prisoners as satisfaction levels were found to increase with prisoners in private cells. The survey results from this study provides grounds that the crowding factor present in many temporary detention facilities can potentially lead to significant problems of suicidal potential,

disciplinary problems, stress and possibly mental or physical illness. While the information collected does not substantiate any side effects of crowding, it merely confides that the physical environment of temporary detention facilities can breed potential problems.

Personnel Variations

The following five tables indicate the personnel availability among the surveyed agencies (long form responses). Results show that the survey tapped a rather large percentage of small size departments, typically small town agencies probably service communities of less than 20,000. Larger facilities are commonly regional or county-wide jail facilities or high-level security prisons also handling temporary detainees. The initial survey response indicated a high percentage of small communities which immediately transfer arrestees to large regional holding centers.

PERSONNEL VARIATIONS - TABLES VIII - XII

(From long form respondents)

TABLE VIII

CIVILIAN EMPLOYEES

Mean - 14
Range - 0-322
Mode - 5
Less than

	8	8-14	15-22	23 Plus	Total
N	86	18	8	15	127*
%	67	14	6	12	100

*63 agencies provided no response, confidential information.
Mode Response - 5 civilian employees

TABLE IX

SWORN EMPLOYEES

Mean - 22
Range - 0-273
Mode - 1

	0-10	11-20	21-30	30-40	41 Plus	Total
N	83	23	10	10	17	143*
%	58	16	7	7	12	100

*63 agencies provided no response, confidential information.

TABLE X

GUARDS

Mean - 22
Range - 0-278
Mode - 4

	0-10	11-20	21-30	31-40	41 Plus	Total
N	68	15	5	3	16	107*
%	64	14	5	3	15	100

*83 agencies provided no response, confidential information.

TABLE XI

SUPERVISORS

Mean - 6
Range - 0-148
Mode - 1

	0-5	6-20	21 Plus	Total
N	78	23	6	107*
%	73	21	6	100

*83 agencies provided no response, confidential information.

TABLE XII

CLERICAL PERSONNEL

Mean - 3.6
Range - 0-23
Mode - 1

	0-4	5-10	11 Plus	Total
N	51	14	8	73*
%	70	19	11	100

*117 agencies provided no response, confidential information.

TABLE XIII

MEDICAL, MENTAL STABILITY, SUICIDE POTENTIALITY ASSESSMENT SCREENINGS
 Regional Analysis of Medical, Mental Stability and Suicide
 Potential Screening in Temporary Detention Facility (1981)

	%	Region 1	Region 2	Region 3	Region 4	Region 5
Medical	Yes	55.2	57.2	64.0	60.6	66.3
	No	44.2	42.8	34.9	38.8	33.7
Mental	Yes	46.5	37.2	57.2	46.8	54.5
	No	53.0	62.8	41.7	52.6	45.5
Suicide	Yes	83.1	75.8	86.7	79.2	86.0
	No	16.3	24.2	12.9	20.2	14.0

The expectation that detainees will have a proper medical screening has been shown to be statistically weak by this survey. Only in Regions 3, 4, and 5, do 60 percent or more facilities give the detainee a medical assessment prior to placement in the facility. (See Table XIII for results). One might conclude that there is little regional variation from the average of 60 percent of facilities providing a detainee medical assessment.

A slight majority of all temporary detention facilities do not conduct any type of mental stability (51.1 percent) assessment. Southeastern facilities indicate the lowest percentage of mental stability screenings (37.2 percent). North Central facilities show the highest (57.2 percent). It was not determined what factors cause these significant regional variations. Of the 788 responding agencies that do conduct medical assessment, the large majority of the assessments are conducted by facility personnel with only 15.7 percent of the work contracted out to other agencies or professionals. The northeastern region transfers the highest amount of medical screening work to outside help (21.8 percent). Of the 627 agencies which conduct a mental stability screening, 524 (or 83.6 percent) use their own facility staff to make the assessments.

It is clear that most agencies conduct some assessment of the detainees potential for suicide, however this assessment is conducted largely by facility personnel ((70.4 percent) conduct an in-house assessment of suicide) and varies significantly by region. A relatively small proportion of temporary detention facilities use outside contractual help for suicide assessments. Furthermore, it is evident from these findings that medical, mental stability, and suicidal potential screenings are made by the majority of temporary detention facilities. But, these screenings are not necessarily conducted by well-qualified personnel, indicated by the personnel training levels in the next area of analysis. One can question the reliability of a medical or mental health test by a staff person who commonly only receives general guidelines to conduct such tests.

Training

Question number 36 on the long form of the survey instrument measures the extent to which detention facility staff are trained to recognize or assess a detainee's potential for suicide. While it is commonly believed that proper medical, mental, and potential suicide assessments are given prior to detainment, there is no supportive evidence to indicate widespread formal departmental or professional training for the facility staff responsible for these assessments and screenings.

The survey results substantiate this lack of proper training for staff assistants who conduct assessments. Question number 36 identifies whether departmental formal training is or is not provided, if general guidelines are given, or if formal training is provided by professionals from outside the department. Regional and facility sizes were controlled to analyze deviations in training levels for staff.

Regional Findings

Eastern Temporary Detention Facilities: Training to Conduct Assessments

Region 1 (Northeast) gives the highest percentage of smaller facilities, those handling less than 9.6 detainees/week. There is substantial evidence to indicate that these smaller facilities are less likely to provide staff, even general department guidelines for conducting an assessment of suicide risk. Of the 15 respondent facilities that house less than 9.6 detainees/week, a total of 60 percent do not give formal or general training guidelines for conducting suicide assessments. Larger facilities seem to do a better job of at least providing general departmental guidelines for assessing suicide potentiality.

We found that 57.1 percent or 16 of 28 identified temporary detention facilities with more than 38 detainees/week have general guidelines for assessing suicide risk.

More importantly, findings show that regardless of temporary detention facility size in the northeastern region, 83.7 percent do not provide formal training to staff for conducting a suicide assessment. One might question that if training is not provided for a suicide assessment, then it is highly unlikely that personnel can make a proper assessment of the detainee's mental stability. Only 16.3 percent of temporary detention facilities indicated any type of formal departmental training for suicide assessment.

Findings are similar when measuring for the extent of outside professional formal training. Again, facility size is relatively insignificant. 85.7 percent of all facilities in the Northeast do not provide professional formal training.

Southeast Region: Training

It is apparent that southeastern temporary detention facilities have a higher degree of departmental and outside professional training for conducting suicide assessments. There seems to be somewhat more of a concern for formal training, rather than simple departmental guidelines. However, a large majority of facilities are not providing any type of training. This again, is true regardless of facility size. Chi-square testing of facility size against all forms of training gave insignificant results.

North Central: Training

Similar to northeastern holding facilities, the North Central facilities seem to concentrate their training in general guidelines rather than formal departmental training. Percentages sharply fall when considering formal or professional training of personnel for suicide assessment. Chi-square testing indicated insignificance in all three training categories due to agency size.

Midwest: Training

In the midwestern region, 50 percent of all-size facilities provide general guideline training, while 50 percent do not. This general guideline concentration is similar to other regions. Likewise, the reliance on formal departmental and outside professional staff training is minimal.

West: Training

Western facilities have the highest percentage of identified agencies which provide, at least, general guidelines for conducting suicide assessment; slightly over 53 percent. There was found to be some significant variation regarding the provision of formal departmental training due to facility size. It appears that in the West, smaller facilities may be more likely to have formal training, even though all facilities, by and large, do not provide formal training.

TABLE XIV
TRAINING VARIATION BY REGION
(From short form)

		%	Region 1	Region 2	Region 3	Region 4	Region 5
General Guide- Lines	Yes	46.9	39.4	42.1	50	53.3	
	No	53.1	60.6	55.3	50	43.3	
Departmental Formal Training	Yes	16.3	36.4	18.4	7.5	6.7	
	No	83.7	63.6	78.9	92.5	90.0	
Professional Outside Consulting	Yes	14.3	39.4	21.1	20	26.7	
	No	85.7	60.6	76.3	80	70.0	

Conclusions

The environment and conditions to which a suspected criminal, public inebriate, juvenile, misdemeanor offender, or other is exposed in a holding cell can be a frightening or confusing experience. Individuals react in different ways to such circumstances. Mentally unstable or suicidal individuals might react in a way which could be harmful to themselves, to other temporary detainees, or to security staff. A reasonable and needed standard for temporary detention facilities would be required training, at least formal department training, for responsible staff so that they can readily identify and immediately respond in a correct fashion to unstable individuals. The temporary detention facility survey indicates that, for the most part, formal departmental training is severely lacking and that only the western and southeastern regions of the country have any widespread training, be it general guidelines or formal department or professional help. It is safe to assume that these training skills, mental stability and suicide assessments, are not being conducted by outside professional staff. One might question the extent to which other types

of training (those recommended by the Commission on Accreditation written directives) will be conducted. This includes training in the areas of security procedures, supervision of arrestees, reporting, writing and preparation of statistical information, significant legal issues, arrestee rules and regulations, grievance or disciplinary procedures, rights and responsibilities of arrestees, emergency procedures and violent disturbances, first-aid, crisis intervention, detention procedures for women and juveniles, special needs of the mentally disturbed and handicapped.

Proper training can make for a safe, clean, responsible and controlled arrangement in a holding facility. Requirements for training should be imposed for those responsible facility personnel and should be in written directive form.

Medical and Health Care Services

Temporary detention facilities should make emergency medical/dental care services available to arrestees. The survey tested if emergency medical service was available within the facility itself or if arrangements for health care are made with a local medical facility.

TABLE XV

	Emergency Medical Another Location	Emergency Medical in the Facility	Emergency Dental Another Location	Emergency Dental in the Facility
Yes	166	42	121	7
%	88.3	22.3	64.4	3.7
No	22	146	67	181
%	11.7	77.7	35.6	96.3

For the most part, emergency medical and dental care is provided at other locations, presumably a local medical facility.

Special Cells to Handle Different Types of Detainees

One of the major purposes of the survey was to determine if detainees had certain problems, i.e., mentally disturbed, difficult to discipline, require medical quarantine, or drunk, they would be segregated from other detainees to insure the safety of other prisoners or detainees.

TABLE XVI
REGIONAL ANALYSIS OF SPECIAL CELL FACILITIES

(From short form)

Problem Category	%	Region 1	Region 2	Region 3	Region 4	Region 5	National Average
For Mentally Disturbed	Yes	9.9	12.1	12.2	12.2	19.1	12.5
	No	89.6	87.9	87.4	87.2	80.9	87.1
For Disciplinary Isolation	Yes	9.0	25.6	22.7	20.2	25.3	19.3
	No	90.4	74.4	77.0	79.2	74.7	80.3
For Medical Quarantine	Yes	1.4	11.6	10.8	6.4	12.9	7.7
	No	98.0	88.4	88.8	93.0	87.1	91.9
For Drunk Drivers	Yes	20.6	42.8	33.1	41.6	42.1	34.6
	No	78.9	57.2	66.5	57.8	57.9	65.0

It is quite evident from the information provided by the temporary detention facility survey that there is generally insufficient means for handling detainees with unique problems. (See Table XVI). For each problem category

measured as few as 34.6 percent of all respondent facilities had drunk driving special cell capability. In many agencies cells are often large enough to handle several detainees. Statistics show that while a proportion of facilities handle one detainee/cell per week, (50.5 percent or 666 of 1,318 surveyed), 323 facilities house an average of two detainees per cell per week (24 percent). Of all identified agencies, 24.4 percent housed three or more detainees in each cell per week. It must be understood that when it is said two detainees are housed in one cell based upon statistical analysis, the detainees may not be housed in the same cell at the same time. What is meant is that over a one-week period of time two detainees will use the same cell at different times. Based on these indications and noting the lack of evidence of special cell facilities, it is highly likely that special cases (mentally ill, medically quarantined) as recognized by a largely untrained staff, are in many instances, not being properly segregated from one another.

TABLE XVII
AVERAGE NUMBER OF DETAINEES/CELL

	1	2	3	4	5 Plus	Total
N	666	323	46	136	147	1318
%	50.5	24.5	3.4	10.1	10.9	100

24.4%

35 facilities did not provide sufficient data.

Many agencies indicated that individuals who were deemed mentally disturbed and/or intoxicated were transferred to another facility for detention purposes. This was found to be particularly true of western facilities responding to the survey. However, there remains a good portion of agencies who do not transfer these special cases and handle them with their own facilities.

TABLE XVIII
AGENCY TRANSFER OF MENTALLY DISTURBED/INTOXICATED

	Region 1	Region 2	Region 3	Region 4	Region 5	Total
N	242	125	192	191	131/178	881
%	68.2	59.1	69.1	58.4	73.6	65.1

Regions 2 and 4, (Southeast and Midwest) are not transferring a high percentage of mentally disturbed or intoxicated individuals. It is in these facilities, those where the average cell holds more than three detainees, where special cells for mentally disturbed, disciplinary isolation, medical quarantine or drunkenness are lacking.

Juvenile Detention

The survey was designed to measure the extent of juvenile temporary detention and the lock-up procedures affecting juveniles. Other factors of analysis are juvenile/adult segregation, number of juvenile detainees, and juvenile fingerprinting and photographing procedures.

Results show that 678 of the 1,353 (50.17 percent) responding agencies were authorized to hold juveniles within their facilities. However, this finding does not necessarily mean that juveniles are held in those facilities. Even though there is authority to hold juveniles in 50.1 percent of all facilities, 908 agencies (67.1 percent) of all respondents indicated that they transferred juveniles to be handled by another agency. This leaves 440 (32.5 percent) who do not transfer juveniles and are authorized to hold juveniles.

To obtain a more accurate figure of the number of agencies housing juveniles, IACP specifically asked each agency how many juveniles were held in the facility during 1980. Figures were obtained concerning those agencies handling no juveniles at all during 1980.

Frequency Results are as follows:

0 Juveniles - 397
 No Response - 288 (can be considered no juveniles)
 Missing Data - 137
 822 no juveniles

Thus, 531 of the 1,353 respondent agencies housed at least one juvenile during 1980. The number of juveniles temporarily detained ranged from one upwards to 6,645.

Concerning the segregation of adult detainees from juveniles, 16.0 percent of all facilities responded that by state law or local ordinance, juveniles were allowed to be held in a temporary detention facility where the adult detainees were housed. 82.1 percent of all agencies responded negatively to the allowance of juveniles in the same facility as adults.

On the long form of the survey instrument, 38 to 158 (24.1 percent) of responding facilities said that juveniles are not housed separately.

Fingerprinting and Photographing of Juvenile Detainees

There is substantial evidence that a high percentage of temporary detention facilities both photograph and fingerprint juvenile detainees.

TABLE XIX
 YES NO

Fingerprinting of Juveniles	35.4	64.2
Photographing of Juveniles	39.5	60.5

Conclusions

Juvenile detention is a matter requiring special attention. While many temporary detention facilities have rigid directives concerning the processing and handling for the brief detention of juveniles, other facilities do not make clear the procedures by which juveniles can be lawfully handled. Facility personnel can avoid improper handling or possible civil action if the correct procedures for juvenile criminal apprehension and detention are known by all responsible staff. This is an extreme necessity in the sensitive area of juvenile detention.

Procedures concerning juvenile handling and detention may vary dependent on the size of the department and in the number of juveniles the facility commonly handles. Small departments which may not normally handle juveniles must still

develop specific directives for processing procedure in case the need arises.

Supervisors must be cognizant of the following areas:

- Federal, state and local law dealing with juvenile procedure including legal definitions of juveniles, children, delinquents, and deprived children.
- Where and when juvenile detention can take place.
- Release proceedings.
- Notification procedure of parents/legal guardian.
- Admission procedures for juvenile (photographing and fingerprinting).
- When juvenile can be handled and processed as adult detainee.
- Segregation or incarceration.
- Juvenile searching procedure.

A copy of a comprehensive general order concerning the arrest and detention of juveniles by the Fairfax County Police Department, Fairfax, Virginia is included in Appendix A for your review.

Search Procedures

- Who may search.
- Types of searches.
- Strip - Body Cavity - Normal Body Pat Down - Metal Detector.

Every arrestee upon entering a jail or temporary detention facility is a potential carrier of evidence, contraband or weapons. In order to maintain the security of the facility and the safety of personnel and other inmates, a full search must be conducted on every individual entering. In the recent past, there has been inconsistency in facility procedure concerning the type of

search necessary for particular cases relative to the nature of the alleged act, often the type of search conducted is based upon the experience of the searching officer. In nearly all facilities, a normal pat down body search has been standard procedure. All facilities must maintain high security levels and no matter the nature of an alleged act from misdemeanor to felony, an inmate is potentially dangerous. Therefore, body pat downs are not only justified but are recommended for all inmates or visitors.

An increasing problem which law enforcement personnel in lock-up facilities must address are the conditions under which strip searches of inmates take place. Many facilities, as indicated by the temporary detention facility survey, do not have an adequate search policy in written directive form.

Details concerning the proper procedure for searches vary considerably from one department to another. For example, one sampled facility's touch search policy was written as follows:

Search of Inmates

"For security of the jail, the guards responsible for transfer of inmates during a tour shall, for security reasons, strip search and process prisoner prior to assignment to cells. Strip search when inmate is being transferred from cell to cell. Pat frisk or strip search inmates returning to cells from visiting room, line-up rooms, interrogation rooms and upon completion of other activities. A check of those may reveal some rewarding results."

Search of Returned Inmates

"For security of the jail, guards will strip search all returning prisoners when they have been outside the jail confines for any reason, before returning them to their proper locations, or cell."

Note: Court is sometimes a source of contraband.

Nowhere within these directives are body pat down or strip searches defined. Furthermore, it is not clear who may conduct a search on a detainee, i.e., which sex conducts search. Most importantly, the policy above does not require that the inspecting officer have reason to believe that the detainee is suspected of carrying a weapon, contraband or evidence. Obviously, no conditions have to be met prior to any strip search authorization.

Of all search procedures, the strip search is most vulnerable to civil action against the department.

Survey Data Pertaining to Search Policy

TABLE XX

TYPES OF SEARCH MADE IN TEMPORARY DETENTION FACILITY

	Yes	%	No	%
No Search Made	2	.1	1346	99.5
Metal Detection Search	125	9.2	1223	90.4
Body Pat Down Search	1140	84.3	208	15.4
Strip Search	716	52.9	632	46.7
Other	57	4.2	1291	95.4

1348 Valid cases.

Five respondents answered confidential, No response.

Regional Analysis of Strip Searches by Civil Claims in Part 5 Years

Respondant agencies were asked whether or not they had any civil claims against it arising out of the handling of temporary detention detainees.

TABLE XXI

CIVIL CLAIMS (NATIONWIDE SURVEY)

Yes	%	No	%	Total
227	17.2	1096	82.8	1323

30 respondents answered confidential, No response.

While it appears that the majority of identified agencies had no civil claims against it during the past five years, there are 227 reported agencies which did have claims.

Further investigation shows that there is a fairly strong relationship between agencies having had civil claims and those which conduct a strip search as part of normal preconfinement procedure. This was found to be particularly strong in southern and western facilities. Table XXII shows the results of chi-square testing.

TABLE XXII

CIVIL CLAIMS BY SEARCH PROCEDURE ACCORDING TO REGION

	(Chi-square scores)				
	Northeast	North Central	Midwest	Southeast	West
Body Pat Down	2.16	.069	2.55	2.15	1.13
Strip	1.92	2.37	.96	9.83**	12.89***

** Significant at .0017 level of confidence
 *** Significant at .0003 level of confidence

Among the western identified facilities 46 out of 178 (25.8 percent) had both civil action and a normal strip search policy. More importantly, of the 120 agencies in the West which do conduct strip searches, 38.3 percent had civil action taken against them. This certainly does not suggest or imply a causal relationship between strip search and civil action, but evidence indicates the likelihood is definitely greater for civil action to occur. The absence of a clearly written policy concerning strip searches and adequate training in conducting such searches will expose agencies to a higher level of civil action. A definition of a strip search is "when the detained person's genitals, pubic area, buttocks, anus or female's breast is uncovered and either exposed to be viewed or touched by the person conducting the search." (Wisconsin State Statute 968.255, Chapter 240). It is essential before authorizing the strip search to first make certain the conditions are met necessitating such a search.

Wisconsin State Statute 968.255, Chapter 240, Laws of 1979, clearly defines the permissible limits for conducting a strip search. Following these conditions, facility personnel are not as susceptible to civil action. The Village of Brown Deer Department of Public Safety clearly outlines procedures pertaining to normal custodial or strip search, incorporating the laws of the State of Wisconsin pertaining to strip search policy.

A copy of a general order concerning the use of the search is contained in Appendix B.

A search procedure must clearly define; 1) who has the authority to conduct a strip search, 2) the determination of probable cause and its basis, 3) justification for strip search considering circumstances of arrest, 4) grounds for justification of juvenile strip search, 5) certain prohibitive practices, and 6) administrative follow-up procedure.

Following such a procedure, a facility can protect its personnel against civil action due to the handling of processing of detainees by providing sound and reasonable justification for their actions. This is extremely important to the search procedure. The department can also be assured of its safety and security by following clear directives on search policy.

The presence of formal directives governing search procedures, including: definitions of various searches; conditions upon which searches are justified; who is authorized to conduct; and, where search is to take place, are recommended for all agencies or facilities which normally conduct searches as a procedural safeguard.

Handling Citizen Complaints

Survey results indicate that 78.7 percent of all identified agencies do not have a standard procedure or policy for handling citizen complaints which concern the operation of the temporary detention facility. Such a directive can provide the facility with an investigation procedure which can quickly respond to citizen complaints against a department policy or other employee performance.

This investigation procedure, when established by the facility, will determine if the complaint is:

1. founded - sufficient evidence conclusively proves the allegation;
2. exonerated - the act or acts upon which the basis for the complaint occurred, but the investigation found the act or acts to be justified, lawful, and proper;
3. unfounded - investigation discloses insufficient evidence to conclusively prove the allegation;
4. not sustained - the investigation failed to disclose sufficient evidence to conclusively prove the act or acts, complained of did not occur, or the employee named in the complaint.

A copy of a complaint reception and investigation procedure is contained in Appendix C.

Regional Analysis of Civil Claims by Complaint Procedure.

The survey analysis show that there are significant differences between those facilities having or not having a standard procedure or policy to handle citizen complaints and whether the agency has had civil claims against it in the past five years. Table XXIII shows the regional analysis of this relationship.

TABLE XXIII
FACILITIES HAVING CIVIL CLAIMS BY COMPLAINT PROCEDURE

	Northeast	Southeast	North Central	Midwest	West
Yes	34.1	32.4	37.2	44.2	55.8
No	65.9	67.6	62.8	55.8	44.2
Chi-square Score	9.88	7.66**	14.44**	17.42**	8.62**

**Significant at .005 level of confidence.

It is obvious upon careful analysis that while most departments do not have a specific complaint procedure, it is more likely that in these departments, civil claims or actions are more probable.

Facilities can insure the integrity, efficiency and public trust of their administration if there are specific procedures for investigating allegations of misconduct or disservices by the department or personnel.

Detainee Rights - Legal Visits and Visiting Procedure

Temporary detention facilities, like any facility of incarceration, must assure the constitutional rights of arrestees for proper access to counsel and courts. Procedures for the access should be in a written directive form, easy to be understood. Where it is needed, these procedures should be written in languages other than English, i.e., Spanish. Holding facilities have to insure the right of the arrestee to private legal counsel. The IACP survey on temporary detention facilities analyzed the detainees accessibility to legal counsel. Areas of analysis include privacy of detainee/counsel contact, i.e., where legal meeting is held, time limits of legal visits, number of telephone calls to legal counsel, and if detainees pay to place calls to legal counsel. These measures are intended to determine if adequate accessibility is being given to detainees for their constitutional right to legal counsel. Table XXIV shows the percentage results on these variables.*

TABLE XXIV
% YES % NO

Visits limited to certain hours	16.4	83.6
Visits take place in detainees cells	17.4	83.6
Visits take place in visiting area	24.2	74.7
Visits take place in private room	24.2	31.6
Detainees pay to place calls to legal counsel	15.1	84.9

*Long form used

N = 183

Missing cases = 7

TABLE XXV

NUMBER OF CALLS ALLOWED WITHIN A 24-HOUR PERIOD

	1	2	3	4+	Unlimited	Total
N	35	32	12	5	59	143*
%	24	22	8	3	41	100

Missing calls = 47

It seems apparent from the data, that arrestees are given adequate accessibility to counsel. In fact, of the surveyed agencies, 41.1 percent gave unlimited telephone usage to detainees. The Commission proposes that arrestees are allowed to make at least two local or collect long distance telephone calls. Twenty-one percent of the respondent agencies allowed at least one call, whereas 79 percent guaranteed two or more calls.

Visitation Rights

TABLE XXVI

NUMBER OF VISITORS DETAINEE MAY RECEIVE IN A 24-HOUR PERIOD

(Long form used)

	1 or less	2-3	4-5	6+	Total
N	28	31	11	52	122
%	22	25	9	43	100

122 valid respondents
68 missing respondents

TABLE XXVII

MAXIMUM LENGTH OF VISITING TIME

(Long form used)

	15 or less	16-30	31-1 hr	61 min-2 hrs	2 hr +	Total
N	60	40	19	12	9	133
%	45	30	14.3	9	6	100

133 valid respondents
57 missing respondents

Concerning visitation procedure, results show that the highest percentage of identified agencies allow adequate visiting privilege. In fact, 78 percent allow more than two visits per day. However, the length of visiting time is usually strictly controlled. Seventy-five percent of the identified agencies allowed maximum visiting time of less than 30 minutes.

SUMMARY OF CONCLUSIONS

1. Provisions for the minimum of bed, sink, toilet, and at least 50 square feet of floor space per detainee should be furnished. Anything less could be considered an unsafe living environment for an average of 48 hours.
2. There should be required segregation for detainees screened to be (1) mentally disturbed, (2) in need of special discipline, (3) necessarily medically quarantined or, (4) inebriated. Facilities should be adapted to provide cells for private segregation especially for these special cases.
3. Facilities which have cells large enough to handle four or more detainees and only cells to handle multiple occupants, should break larger cells into separate cells to allow for segregation and control.
4. Facilities which do not house juveniles, children, and adults separately should be required to do so. Detainees must be separated by sex.
5. Facilities are recommended to provide a medical, mental stability and suicide potential assessment by trained facility staff. All detainees should be subjected to such assessments.
6. For all facilities, it is recommended that more formal departmental training is provided to responsible staff for conducting medical, mental and suicidal potential screenings or assessments. Concerning the formal high-degree of nontraining for such assessment, combined with the

holding factor of temporary detention facilities, it is a matter of primary concern to properly train personnel to eliminate problems.

7. Strip searches should be conducted only if there is sufficient evidence to believe that the arrestee is dangerous, possessing a weapon, or holding illegal contraband.
8. Because of current low-levels of screening and nonsegregation of detainees, it is recommended that an hourly review of cells be conducted for the purpose of observation, control of abnormal behavior, and for normal security reasons. This would reduce the potential for serious injury to detainees and staff.

SUMMARY OF ADMINISTRATIVE AND MANAGERIAL PRACTICES

Efforts should clearly be taken on the part of temporary detention facility management and/or administrators to follow a comprehensive standard operating procedure.

While no separate analysis was conducted concerning a possible relationship between the facility having a non-precise, sketchy or incomplete operating procedure and a civil claim history against that facility, there is definitely a likely correspondance due to this very fault. Those facilities which do not develop a set of operating guidelines for the proper administrations of services including those daily responsibilities to be delegated with each staff position are subject to a partial or perhaps complete loss of integrity.

It is quite evident from the data collected that those facilities which have civil claim histories do not have any unique or common characteristics (physical size, age, # of personnel, region, etc.) However, there was found to be some correlation between civil claims and strip search procedure. This seems to indicate that there is the potential for human error concerning the administration of services and the handling, processing, and incarceration of detainees within the facility leading to internal and external complaints. Improper management can be singled out as the most likely cause of civil actions against the temporary detention facilities.

Uniformity of administrative techniques or management of facilities was in no way evident by this survey and subsequent results, given the fact that laws and regulations governing the operation of jail facilities vary from one jurisdiction to the next. Detention administrators can protect themselves against inmate or community disapproval by incorporating a facility operating procedure (if not already done so) which is understandable, accessible, lawful, and complete.

Examining the variety of administrative procedures which were collected as a corollary to the questionnaire phase of the survey instrument, there were found to be obvious differences in the purpose, style, content, focus, clarity, and language of the forms. Facility management and operation personnel must be conscious of the fact that standard operating procedures are not only meant to insure the security and safety of inmates but also the proper and lawful treatment and handling of inmates. Therefore, administrative procedures must be written so as to be clearly understood by both facility employes and inmates.

To illustrate the obvious diversity of procedural guidelines from respondents, the IACP has chosen several examples for study and close inspection. The first example would, from the IACP, standpoint be a comprehensive administrative guideline from admission of inmate to release of inmate (See Appendix D & E). The second example is a guideline which is not fully adequate for the proper administration of a facility. These examples should give facility management the range of guidelines concerning both proper contrasted with improper techniques. This will assist management in developing their own procedural guidelines in the future. It is imperative that these procedures list these main guidelines.

- (1) Acceptable conduct and responsibility of arresting officers, facility staff and inmates.
- (2) Lawful arrest, booking, search procedure.
- (3) Service availability including meals, health/medical, legal correspondence, religions.
- (4) Inmate rights (visiting hours, phone calling, mail).
- (5) Facility standards on cleanliness and living equipment procurement.

- (6) Staff responsibility or schedule for inspection of cells.
- (7) Grievance/complaint procedure.
- (8) Disciplinary procedure.

ARREST AND DETENTION OF JUVENILES

I. POLICIES

A) Arrest and Custody

1) To protect the community against delinquent acts and to reduce the incidence of such acts, it shall be the policy of the Police Department to identify, apprehend, arrest and seek to convict all juveniles charged with acts which, if committed by an adult, would be a crime under the laws of the United States, the Commonwealth of Virginia or the ordinances of the County of Fairfax.

2) a) Recognizing that diversion from the criminal justice system may be in the best interests of the community and some juveniles, it shall be the policy of the Police Department to seek to limit the use of arrest powers against juveniles who have committed acts which are otherwise lawful, but are designated as offenses if committed by a juvenile.

b) Arrests of juveniles alleged to be status offenders shall occur when probable cause has been established that a juvenile is a runaway; truant during school hours; or that during the night hours a juvenile is without adult supervision and there is a clear and substantial danger to the child's welfare; or a detention order is known to be on file.

B) Release

To prevent the unnecessary detention of juveniles, it shall be the policy of the Police Department to make all reasonable efforts to release juveniles to a parent or a person acting as a parent who is available, able, and willing to take custody.

C) Detention

Officers shall seek to detain juveniles when:

- 1) A parent or person acting as a parent is unavailable to take custody; or
- 2) A parent or person acting as a parent is available but is unwilling to take custody; or
- 3) The release of the juvenile would constitute an unreasonable danger to the person or property of others; or
- 4) The release would present a clear and substantial threat of serious harm to a juvenile's life or health; or
- 5) The officer has cause to believe that a juvenile in custody will not appear in court as scheduled.

D) Notification to Parents

- 1) To encourage and support the use of parental authority, it shall be the policy of the Police Department to notify the parent or person acting as a parent, of the specific act or acts, other than a traffic violation, which brings a juvenile into police custody.

II. DEFINITIONS

Child, Juvenile, Minor: A person who is less than eighteen years of age.

Child in Need of Services: A juvenile who is subject to compulsory school attendance but is habitually absent without justification; a juvenile who is habitually disobedient to lawful command of parents or other responsible persons; a juvenile who remains away from or who habitually deserts or abandons the family; and a juvenile who commits an act which is unlawful only if committed by a juvenile. These acts are more commonly known as status offenses.

Delinquent Acts: Acts designated as crime under the laws of the Commonwealth of Virginia or an ordinance of any city, county, town or service district, or under federal law, but not acts which would be an offense only if committed by a juvenile.

III. IMMEDIATE CUSTODY

- A) Juveniles who have committed delinquent acts may be taken into immediate custody when any one or more of the following conditions are present:
 - 1) In the presence of the arresting officer, a juvenile commits an act which would be a misdemeanor if committed by an adult under federal, state or local law and ordinances, and the officer believes that such is necessary for the protection of the public interest.
 - 2) When there is probable cause to believe that a juvenile has committed an offense which would be a felony if committed by an adult.
 - 3) On the authority of a detention order or warrant known to be on file in this or a foreign jurisdiction.
- B) A juvenile who has committed no criminal offense may be taken into immediate custody under the following conditions:
 - 1) There is a detention order known to be on file in this or a foreign jurisdiction; or
 - 2) Probable cause exists that a juvenile has run away from home; or
 - 3) A juvenile is a reported truant, or an officer reasonably determines by reason of the juvenile's age and circumstances that the juvenile is truant; or
 - 4) Probable cause exists that a juvenile is without adult supervision at night, and under such circumstances that it is reasonably concluded that there is a clear and substantial danger to the juvenile's welfare; or

5) The juvenile agrees, voluntarily without the threat or use of coercion or force, of any kind, to accompany an officer to a police facility. This action shall be for the limited purpose of seeking to return a child to the home or otherwise provide for proper care and supervision.

C) Juveniles who are escapees from jail, detention home, or other institution in which they were placed by order of Juvenile Court or other agency may be taken into immediate custody when:

- 1) There is a detention order or warrant known to be on file in this or a foreign jurisdiction.
- 2) An officer has probable cause to believe that a juvenile has escaped or runaway from a jail, detention home, residential child care facility or home in which placed by, court, Department of Social Services, or a licensed child welfare agency.

IV. RELEASE OF JUVENILES IN CUSTODY

Several courses of action are open to officers when deciding whether to release a juvenile in police custody. Three factors determine which of the available courses of action may be used. The factors are: the basis upon which the juvenile was taken into custody; whether the Juvenile Court is open or closed; and, whether there is a parent or person acting as a parent who is willing to take custody and provide care for the juvenile. The courses of action are listed below. They shall be used in accordance with the policy set forth in paragraph I. B) of this General Order.

A) Release when custody is under authority of a warrant.

1) When court is in session:

- a) Juveniles, who are arrested at the request of the court on a detention order of *capias*, should be turned over to the

transportation officer. If the transportation officers are not available, the detainee should be brought to intake.

b) Give notice of action taken with an oral or written statement of the reasons for taking the juvenile into custody to parent or other person acting with parental authority.

c) If the juvenile is arrested and brought before an intake counselor, the officer shall complete the "Police Immediate Custody Form for Intake" (available at the intake office).

d) Once the child's physical placement is decided, the police officer should see that the intake process is completed and/or the detainee served with a copy of the detention order or *capias*. The officer should inform the intake counselor whether the parent or custodian was notified of the juvenile's arrest.

2) When court is not in session:

a) Take the juvenile before a special magistrate in the most expeditious manner, and

b) Follow the magistrate's direction for the placement or release of the juvenile.

c) Give notice of action taken with an oral or written statement of the reasons for taking the juvenile into custody to parent or other person acting with parental authority.

B) Release when custody is taken based on an offense committed in the officer's presence or on probable cause:

1) When court is in session:

a) Release the juvenile to parent or person acting as a parent who is

available and willing to provide supervision and care and issue oral counsel and warning as appropriate; or

b) Release the juvenile to parent or person acting as a parent upon their promise to bring the juvenile before the court when requested; or

c) Bring the juvenile to a judge or intake officer of the court in the most expeditious manner possible. The police officer shall give to the judge or Intake Officer a written statement of the reasons for taking the juvenile into custody. In such cases, the police officer shall be responsible for providing oral notice of the action taken at intake to the juvenile's parent or person acting as a parent. The basis for any release will be established by the judge or Intake Officer.

2) When court is not in session:

a) Release the juvenile to parent or person acting as a parent who is available and willing to provide supervision and care and issue oral counsel and warning as appropriate; or

b) Release the juvenile to parent or person acting as a parent upon their promise to bring the juvenile before the court when requested; or

c) Bring the juvenile in the most expeditious manner before a special magistrate. Follow the magistrate's direction for the release or placement of the juvenile.

C) Release when custody is taken based on probable cause that a juvenile has escaped from jail, detention home, residential child care facility or home in which placed by court, Department of Social Services or licensed child or welfare agency.

1) Whether court is open or closed, the juvenile may be returned and released to the facility from which the juvenile escaped or fled.

2) When court is in session and the juvenile is not released, the juvenile shall be taken to the judge or Intake Officer of the court. The judge or Intake Officer will determine where the juvenile will be placed.

3) When court is not in session and the juvenile is not released, the juvenile shall be taken to a special magistrate. The magistrate will determine where the juvenile will be held or placed.

D) Release when custody occurs because probable cause exists that a juvenile is a runaway, or to protect the juvenile's welfare (Section 16.1-246G):

1) Whether court is open or closed, an intake officer of the juvenile court shall be notified of the action taken. The intake officer shall determine if a petition or detention order should be filed. If a detention order is authorized, the juvenile shall be placed in shelter care for no longer than twenty-four hours. If no petition or detention order is filed, the officer shall as soon as practicable:

a) Return the juvenile to his home; or,

b) Release the juvenile to a parent, guardian, legal custodian or other person acting in the parents' place; or,

c) Release the juvenile.

E) When custody occurs because a juvenile is a reported truant or an officer reasonable determines that a juvenile is a reported truant the juvenile shall be delivered to the appropriate school personnel and, released without charging the parent or guardian of such juvenile with any violation of law.

V. DETENTION OF JUVENILES

While it is the policy of the Police Department to avoid, whenever possible, the detention of juveniles, there are occasions when to protect the community, detention should occur. This paragraph sets forth the circumstances in which officers shall seek the detention of a juvenile in custody from a judge or an Intake Officer of the Juvenile Court, if the court is in session; or from a special magistrate, if the court is not in session.

A) An arresting officer shall seek to detain a juvenile whenever:

- 1) No parent or person acting as a parent is available to take custody.
- 2) A parent or a person acting as a parent is available but any one or more of the following conditions exists:
 - a) The parent or person acting as a parent is unwilling to take custody; or
 - b) The juvenile has no community ties; or
 - c) The juvenile is unable to furnish proper identification or otherwise inform the arresting officer of his identity; or
 - d) The juvenile resists an arrest or attempts to escape custody after an arrest; or
 - e) The arresting officer has knowledge of the juvenile's prior history of failing to appear in court or fleeing to avoid prosecution; or
 - f) The arresting officer believes the juvenile is likely to harm himself or another person. The belief should be based on one or more of these facts:
 - i) The juvenile is apparently under the influence of a drug, including alcohol.

ii) The juvenile exhibits violent or irrational behavior before, during or after the arrest.

iii) Statements from the juvenile indicate a likelihood that the juvenile will continue the offense which brought the juvenile into custody or will commit another offense, if released.

VI. FINGERPRINTS AND PHOTOGRAPHS

- A) Fingerprints and photographs may be taken and filed only of a juvenile fifteen years of age or older who is charged with a delinquent act which would be a felony if committed by an adult.
- B) Fingerprints may be taken regardless of age or offense, only if the juvenile has been taken into custody and charged with a violation of law, and an officer has determined that there is probable cause to believe that latent fingerprints found during the investigation of an offense are those of such juvenile.
- C) Fingerprints and photographs of a child thirteen years of age or older who is charged with malicious wounding (18.2-52), use of a firearm in committing a felony (18.2-53.1), attempted poisoning (18.2-59), robbery, rape (19.2-61), arson and related crimes (18.2-77 and 18.2-88) or murder may be taken and filed.
- D) Fingerprints and photographs may not be taken under any other circumstances; except that an officer may seek a Juvenile Court order requiring a juvenile to submit to the taking of either or both.
- E) Nothing in paragraph VI. shall prevent officers from using for investigative purposes fingerprints or photographs obtained from other agencies or persons in the community.

VII. REPORTING REQUIREMENTS IN IMMEDIATE CUSTODY CASES

A) Juveniles voluntarily in custody

An officer with a juvenile voluntarily in custody shall complete a field investigation report only. The report shall include the circumstances in which the juvenile came to police attention, the result of any steps taken to arrange for a return to the home or other appropriate care and supervision, and under what conditions the juvenile left police custody.

B) Juveniles released after issuance of oral counsel and warning.

1) In any case in which a juvenile is to be released from custody after the issuance of oral warning and counsel, a first-line supervisor shall review the circumstances before the release and the release shall occur only after approval has been granted by the supervisor.

2) The arresting officer shall, by telephone or in person, seek to notify the parent of the juvenile and shall complete a summons and field investigation report. In the "convicted of" block of the summons, officers shall note "released with oral warning." The field investigation report shall contain:

a) All information concerning the case, including complete details relating to the facts that led the officer to conclude that this form of release was appropriate.

b) A statement which identifies the first-line supervisor approving the release.

3) Cases involving a closure by the custody of a juvenile who is released after issuance of oral counsel and warning shall be closed by exceptional means.

C) Juveniles released after receiving a promise to appear in court at a future date.

1) A summons and field investigation report shall be completed. The field investigation report shall contain:

a) Complete information concerning the case including a concise statement indicating the arresting officer's intent to secure petitions.

b) The arresting officer shall seek a petition in all cases in which the child is released on a promise to appear in court. The petition shall be sought no later than ten calendar days after the release from custody.

c) A supplemental investigation report shall be completed as soon as practical after the arresting officer appeared before an intake officer for a petition. The supplement shall contain information concerning the issuance or refusal by the intake officer of the petition, the charge placed on the petition (if granted) and the court date.

d) Station Commanders shall maintain a suspense file on all investigative reports on juveniles taken into custody, no matter what the basis of release or detention. Station Commanders or their designee shall review the file to assure that there is adherence to the policies and procedures of this order.

D) An officer with a juvenile in custody for being a runaway or truant as stated in Section IV. paragraph D) and E) of this order shall complete a field investigation report, containing all appropriate information, and a summons.

Fairfax County Police Department
Fairfax, Virginia

II SEARCHING OF PRISONERS

- A. All searches, whether they are pat down of outer clothing or strip searches, will be conducted by police personnel of the same sex as the prisoner.
- B. Normal Custodial Search: For the protection of the officer and the arrestee, thorough pat down to retrieve evidence and deny a prisoner a weapon are mandatory police practice incident to arrest. Discovery of items concealed under the clothing requires seizure to determine if the items come within the provinces of weapons, evidence, or contraband. Whenever possible, department metal detectors should be used for this type of search.
- C. Strip Searches: A strip search is when the detained person's genitals, pubic area, buttocks, anus or a female's breast is uncovered and either exposed to be viewed or touched by the person conducting the search. Of all practices of police agencies, this is the one most emotionally charged and, as such, is subject to initiation of civil actions against the department.
 1. The following conditions will be met before any authorization for a strip search is given:
 - a. Only officers of the rank of sergeant and above will be permitted to authorize strip searches.
 - b. A determination of whether an arrestee falls within the permissible limits of State Statute 968.255, Chapter 240, Laws of 1979 will be made by a sergeant or above. He will determine if probable cause exists to justify a strip search. Probable cause is that amount, more than mere suspicion, yet not the same quantum

necessary for conviction of an offense that would lead a reasonable officer to believe that guilt is more than a possibility. Probable cause may be based in part on hearsay.

c. To justify a strip search the arrestee must have been arrested under one of the following circumstances:

- Arrested for a felony.
- Arrested for any of the following weapons offenses:

Discharge of firearm near park.

Battery/aggravated battery.

Reckless use of weapons.

Possession of pistol by minor.

Carrying concealed weapon.

Possession of switchblade knife.

- Any child taken into custody under Statute 48.19 where there is reasonable grounds to believe that if the child were an adult, he would have been charged as above.

2. Certain Practices Prohibited

- a. No body cavity searches except by medical personnel.
- b. No persons other than person conducting the search may view the arrestee.

3. Authorization/certain information to be detailed on "matter of" to the Chief on completion of strip search.

- a. Full name of person strip searched, Date of Birth, and race/sex is to be included on a "matter of" that a strip search was conducted.

b. Name of the officer conducting the search.

c. The date, time, and place of the strip search.

d. A statement to the effect that a particular supervisor authorized the search and his signature.

e. A copy of the authorization "matter of" shall be given to the arrestee searched.

Village of Brown Deer Department of Public Safety

Village of Brown Deer, Wisconsin

CITIZEN COMPLAINT RECEPTION AND INVESTIGATION PROCEDURE

I. PURPOSE

To revise and clarify the complaint procedure to provide for the impartial and expeditious processing of citizen complaints.

II. INTRODUCTION

It is essential that the community have confidence in the administrative procedures of the Department designed to supervise the exercise of police power. If the integrity and efficiency of the Department are to be maintained, allegations of misconduct against members of the Department and complaints of inadequate service must be thoroughly and expeditiously investigated.

The administration recognizes that Department members are often subjected to intense pressures in the discharge of their duties. Officers are frequently required to remain neutral under circumstances that are likely to generate considerable tension, excitement, and emotion. In such situations, words, actions, and events occasionally result in misunderstandings and confusion. It is to the advantage of

APPENDIX C

each member of the Department that the Department have sound internal procedures for the thorough and impartial investigation of allegations arising out of such circumstances. The expeditious resolution of complaints in a fair and impartial manner will insure that the present high level of integrity and efficiency enjoyed by the Department is maintained.

III. POLICY

A. It shall be Department policy that members of the Department encourage citizens to bring forward legitimate grievances regarding inadequate police service or misconduct by members of the Department, and that those complaints shall be received courteously and without delay.

B. It shall be Department policy that members of the Department assist and cooperate in the expeditious and impartial processing of citizen complaints consistent with established procedures.

IV. CATEGORIES OF CITIZEN COMPLAINTS

A. Category I Complaints: All citizen complaints or allegations lodged against Department members which involve:

1. Unnecessary or excessive force;
2. False arrest;
3. Discrimination;
4. Violation of a specific criminal statute.

B. Category II Complaints: All citizen complaints relating to inadequate police service and allegations lodged against members of the Department which are not included in Category I.

C. COMPLAINTS DEFINED

1. While it is generally obvious when a complaint alleges misconduct on the part of an employee, complaints concerning lack of service or improper procedures are sometimes more difficult to identify.

In many instances, a citizen may be merely requesting information or clarification of a policy or procedure. In such cases, the citizen should be given a thorough explanation of the procedures or legal issues involved in the situation that initiated the inquiry. Because of the fine line that occasionally exists between complaints and inquiries, if there is any question it should be considered a complaint and forwarded for further action.

V. CENTRAL COMPLAINT INDEX

A. The Internal Affairs Unit (Services' Captain) shall be responsible for maintaining a comprehensive central index of all citizen complaints received by the Department.

B. The responsibilities of the Internal Affairs Unit, in relation to the Central Complaint index, shall include the following:

1. Maintain a numerical file of all citizen complaints recorded on complaint control forms.
2. Coordinate and review internal investigations relating to citizen complaints.
3. Statistical analysis of complaints to identify trends or patterns developing within the Department that may require additional training or corrective action.

VI. PROCEDURE FOR ACCEPTING CITIZEN COMPLAINTS

A. Any citizen's complaint, regardless of category, may be lodged at

police headquarters, or with any member of the Department. Complaints shall be accepted in writing, in person, or by telephone. However, only complaints that are signed, and the complainant is available for interview, will become a part of the Internal Affairs file. Anonymous complaints will not become official complaints, but supervisors will be expected to make inquiry and follow up where appropriate and possible.

1. If a Department member receives a complaint against an officer, he shall contact a supervisor who will interview the complainant and record the complaint.
2. The citizen initiating a complaint shall not be referred to the Internal Affairs Unit.

B. Although any officer may accept a complaint, the following offices process citizen complaints as one of their primary responsibilities:

1. Patrol Division, Watch Commander's Office.
2. Office of the Chief of Police.

C. The Complaint Control Form is to be used to record complaints regarding personnel, police services, or Department policies and procedures. The Complaint Control Form consists of three copies, to be utilized as follows:

1. White Copy - Original; to be used by investigator to record results of the investigation of minor complaints.
2. Yellow Copy - Investigator's work copy.
3. Pink Copy - Control copy; shall be routed to the Internal Affairs Unit at the time the complaint is filed.

D. It is essential that complete and accurate information regarding the complainant and the allegations be obtained. The information should include:

1. Name, address, and telephone number of the complainant and any additional information indicating where the complainant may be contacted. Complete military addresses should be obtained from military personnel.
2. The specifics of the allegation should be obtained, including the date, time, and location.
3. The name, address, and the telephone number of all witnesses should be recorded.
4. Police personnel involved should be identified, if possible.
5. If additional space is required, an "Officer's Report" (#4) may be used.

E. The Department member taking the complaint shall be responsible for routing the Complaint Control Form as follows:

1. Category I Complaints

- a. All copies shall be forwarded immediately to the Internal Affairs Unit.
- b. In exceptional cases where a Commanding Officer determines that immediate follow-up is necessary, he shall retain the white (response copy) and yellow (investigator's copy) copies; the pink copy (control copy) shall be forwarded immediately to the Internal Affairs Unit.

2. Category II Complaints

- a. The pink copy (control copy) shall be forwarded immediately to

the Internal Affairs Unit.

- b. The white (response copy) and yellow (investigator's work copy) copies shall be forwarded to the appropriate Commanding Officer for investigation.
- c. At the conclusion of the investigation, the white copy (response copy), containing the results of the investigation, shall be forwarded through channels to the Internal Affairs Unit.

F. Upon receiving the control copy of the Complaint Control Form, the Internal Affairs Unit shall notify the complainant in writing that the complaint has been received and an investigation initiated.

VII. PROCEDURES FOR INVESTIGATION OF COMPLAINTS

- A. The Internal Affairs Unit shall have primary responsibility for the investigation of all Category I complaints.
 - 1. In any situation or incident of a critical or emergency nature, the Watch Commander shall, at his discretion, request the immediate assistance of the Internal Affairs Unit; at that time, the Internal Affairs Unit shall assume responsibility for the investigation.
 - 2. If the complaint is made in person, the officer taking the complaint shall complete the upper portion of the Citizen Complaint Form and have the complainant sign in the appropriate space, attesting to the accuracy and truthfulness of the allegation.
 - a. If the complaint is received by mail or telephone, the investigating supervisor shall, at the time of the initial

interview, obtain the complainant's signature as outlined above.

- B. At the time an investigation is initiated by the Internal Affairs Unit, the investigator assigned to the case shall notify the Commanding Officer concerned of the complaint and that the investigation is being conducted by the Internal Affairs Unit.
 - 1. The officer under investigation shall be notified of the allegations as soon as possible; however, if the notification to the accused officer would hinder the investigation, the complaint shall remain confidential.
- C. Investigation of Category II complaints shall be the primary responsibility of the command involved. The Internal Affairs Unit shall conduct investigations of Category II complaints only when directed to do so by the Police Chief. This will normally be:
 - 1. When personnel of more than one division are involved; or the investigation would be too time-consuming or complex for line supervisors to become involved in.
- D. All complaints against personnel shall be investigated by supervisory officers.
- E. All investigations will be conducted promptly and shall be completed within fifteen (15) days of the date the complaint was received by the Department. If it is not possible for Division supervisors to complete the investigation within fifteen (15) days, the Internal Affairs Unit shall be notified of the reason for the delay.
 - 1. Complaints from persons arrested will be looked at for substantial

evidence of wrongdoing, or if they could not be investigated at a later time. Those that show no apparent evidence of substantial wrongdoing and could be investigated at a later time will be held by Internal Affairs until after the criminal case is resolved and the complainant notifies the Department to complete the formal investigation.

- F. All recognized investigative methods for determining the facts surrounding a complaint shall be utilized. Interviews shall be conducted with the complainant and all witnesses. Department members shall be interviewed and written reports obtained when necessary.
- G. The results of the investigation shall be recorded on the white copy of the Complaint Control Form in the space provided for "Conclusions." If additional space is required, an "Officer Report" shall be used.
- H. The reviewing Commanding Officer shall note the disposition classification in the appropriate box on the Complaint Control Form. Dispositions shall be classified as follows:
1. SUSTAINED - The accused employee committed all or part of the alleged acts of misconduct.
 2. NOT SUSTAINED - The investigation produced insufficient information to prove clearly or to disprove the allegations.
 3. EXONERATED - The alleged act occurred, but was justified, legal, and proper.
 4. UNFOUNDED - The alleged act did not occur.

5. MISCONDUCT NOTED - Acts of misconduct were discovered during the investigation that were not alleged in the complaint.

- I. Commanding Officers shall forward completed investigations through the normal chain of command. After review through the chain of command, the white copy (response copy) of the completed Complaint Control Form and a copy of all investigative reports shall be forwarded to the Internal Affairs Unit.
- J. Completed reports of investigations conducted by the Internal Affairs Unit shall be forwarded to the Chief of Police. At the discretion of the Chief, reports of investigations disclosing misconduct will be forwarded to the appropriate Commanding Officer for review. The Commanding Officer shall review the investigative report and personnel files of the involved officer(s) and submit a recommendation for disciplinary action through the normal chain of command to the Chief.
- K. In all complaints, the complainant shall be notified of the results of the investigation, either in person or by telephone, by the supervisor conducting the investigation. If the investigation resulted in disciplinary action against the Department member, the complainant shall be advised only that "appropriate" disciplinary action has been taken; the specific disciplinary action shall not be released.
- L. In Category I complaints, the Internal Affairs Unit shall also provide the complainant with written notification, in letter form, of

the results of the investigation; a copy of the letter of notification shall also be forwarded via the chain of command to the officer(s) who was the subject of the complaint.

Escondido Police Department
Escondido, California

APPENDIX D

JAIL PROCEDURES

Index as:

Jail Log
 Jail Procedures
 Prisoners
 Booking
 Custody Slips

I. Prisoner receiving

A. The arresting officers shall notify the dispatcher whenever they are enroute to the jail with a person under arrest.

1. The arresting officer shall request a cover car in a felony arrest, or any arrest which in the officer's judgement requires such cover for the protection of the officer or suspect.

2. It shall be the policy of this department to handcuff all prisoners

(a) all felony suspects will be handcuffed while being transported

(b) all other persons shall be handcuffed except for minor traffic offenses or other offenses in which the officer deems it unnecessary to do so

(c) arrested persons shall be frisked for weapons prior to transportation to the station.

B. All prisoners transported from the field shall be brought into the station through the security garage door; and, the dispatcher shall maintain control over the opening and closing of the security garage door.

C. Upon arrival at the booking desk the arrested subject(s) shall be immediately turned over to the jail officer or other acting booking officer, for the booking process.

1. Custody slips will be made out in full and immediately sent to the dispatcher each time a prisoner is brought in, taken out, or released.

2. The dispatcher will be responsible for entering the information on the daily operating log.

3. The platoon commander, will, in the absence of a jail officer, appoint an acting booking officer at the beginning of his shift, to assume booking duties and maintenance of the lock-up log.

4. Unless a problem is anticipated with the prisoner, activity should be kept to a minimum and all persons cleared of the booking room during processing except the arresting officer and booking or jail officer.

D. The arresting officer shall be responsible for a complete search of the suspect and the removal of all possessions, including belt and tie in all cases except as outlined in I-E.

1. The prisoner will be kept under constant observation by the arresting or booking officer until he is put into a cell.

2. The removal of property shall be done in the presence of the booking officer and shall be immediately turned over to same.

3. Property receipting

- (a) Booking officer shall list all property taken on the receipt portion of the arrest report
 - (b) All properties shall be listed before removing second and third copies of report
 - (c) all monies and other valuables will be counted and placed in small envelope; amount of monies and valuables will be noted on outside of envelope and then placed in security drawer. It is advised that the number of each denomination be noted to help avoid error.
 - (d) All property shall be inserted into the envelope immediately after listing
 - (e) Receipt distribution
 - (1) yellow shall be held in booking envelope; becomes part of arrest file
 - (2) pink shall be held in booking envelope until prisoner is released, at which time it is given to prisoner.
- E. In cases of a female under arrest to be booked when a secreted weapon or contraband are not reasonably suspected and a policewoman or matron is not on duty, in place of a search, the metal detector is to be used.
- F. Any medicine and closed containers in the prisoners possession is to be routinely inventoried and the booking officer is to make satisfactory arrangements for administering any required prescriptions.

- G. Smoking: the booking officer may, at his discretion, return to the prisoner cigarettes and matches if appearances indicate that the prisoner will not harm himself or the jail, and that the rules will be obeyed.
1. Officers are to instruct prisoners not to throw debris into toilet facilities, or to damage cells in any way.
 2. Violation of these rules are grounds for denial of smoking privileges and subject the prisoner to possible prosecution.
- H. In the event the prisoner is not violent, disturbed, or intoxicated, he is to be issued a blanket, mattress and pillow.
- I. The assigned booking officer will be responsible for printing and mugging subject within a reasonable time after the booking.
1. Three sets of fingerprints and one set of palm prints will be taken in all cases where the subject is to be held by the department. In addition a mug shot will be taken.
 2. Exceptions will be made if subject has been printed and mugged recently, and an FBI number is on file. In this case only two sets of fingerprints will be taken.
 3. If circumstances make it impossible for the booking officer to process the subject during his tour of duty, he will be responsible for all information being passed on to the next booking officer.

J. It shall be the responsibility of other departments to fingerprint and photograph their prisoners lodged in the jail.

1. Police equipment and facilities will be used for this purpose.
2. Departmental booking officers shall be responsible for booking prisoners for outside departments.

K. It shall be the responsibility of the booking officer to maintain the Jail Log.

1. Each shift booking officer shall check the Jail Log at the earliest possible time on his tour of duty.
2. All necessary information on both sides of the log must be furnished.
3. The Jail Log will be turned into the Record Section in the morning of the following day by the booking officer on duty.

L. Arrest report process

1. It shall be the responsibility of the arresting officer to fill out the shaded portion of the report.
2. The booking officer shall complete the form including receipt portions.
3. Completed arrest report minus yellow and pink receipts shall be forwarded to Records Clerk assigned to arrest filing. Pink copy of report is to remain in booking envelope.

II. Telephone calls

A. Upon completion of the booking process, the prisoner shall be allowed to make at least one phone call.

1. Only local calls will be allowed unless the charges are reversed on long distance calls.
2. An officer will remain with the prisoner during the time the call is made and until he is taken to his cell.
3. It will be the responsibility of the corporal or assigned officer to record the time and date on the white copy of the prisoners receipt.
4. More than one call may be made by the prisoner at the discretion of the supervising officer.

III. Feeding of prisoners

A. It will be the duty of the jail officer or meter person during week-days to feed each prisoner the meals occurring at time periods during this tour of duty. In the absence of the jail officer or the meter person, the officer assigned the district will assume this responsibility.

1. The prisoners will be provided with three meals per day, whenever possible.
2. The feeding times will be recorded on the operating log by the desk man.
3. The meal ticket for each meal will carry the name of each prisoner to be fed.

IV. Security and visitor limitations

- A. Guns, night sticks, etc., will be left in the weapons storage drawers while an officer is in the cell block with a prisoner; weapons will also be removed while booking, printing, and mugging.
- B. The jail area will be kept clear of all articles that may be used as weapons.
- C. The jail beyond the booking area will remain locked at all times.
- D. Periodic checks of prisoners will be made and logged by the booking officer, or an assigned employee, with at least one check being made of each prisoner each hour, and being immediately logged by the employee making the check. Shift supervisor shall be responsible for seeing that the inspection is made and logged.
- E. The officer removing the prisoner from the jail will have the subject straighten out the contents of same, and pick up all debris.
 - 1. The officer shall note any damage to cell or equipment on an appropriate police report.
- F. The policy of the police department is to limit visiting privileges to:
 - 1. Attorney of his own choosing, or court appointed.
 - 2. Clergymen
 - 3. Members of the immediate family
 - (a) The assigned officer will supervise the visiting, and keep the visiting time to a minimum, considering the circumstances.
 - (b) The assigned officer will log each visitor and the time.

- (c) No food will be allowed to be given the prisoners.
- (d) At the discretion of the senior officer, a change of clothing may be brought in. However, it will be the responsibility of the booking officer to search the new clothing. The change will be made immediately and the old clothing will be sent back with the same person.

4. Other police officers.

V. Miscellaneous

- A. Adult male prisoners only will be lodged in the main cellblock.
- B. Intoxicated prisoners shall remain in the jail for a minimum of eight hours or until sober as evaluated by the supervisor or officer in charge.
- C. Fire escape plan In the event of a fire or fire alarm, the dispatcher shall immediately call an officer to the station who shall immediately go to the jail and evaluate the safety of the prisoners while the fire (alarm) is being checked. In the event of an actual fire, the assigned officer shall immediately evacuate all prisoners from their cells. Depending upon circumstances and time, prisoners shall be removed to the basement security area, or out of the building. Where necessary, arrangements shall be made to transfer prisoners to the County jail. The assigned officer shall complete a report of the incident.

INCARCERATION PROCEDURES

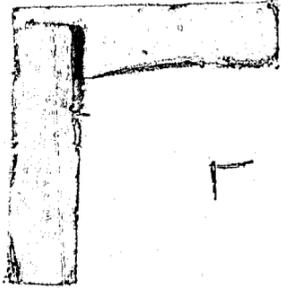
All prisoners will be handled in this manner before entering cells:

1. All personal property taken and inventoried, placed in property envelope and secured.
2. Frisk searched.
3. Given telephone call (if applicable), long distance calls collect.
4. Inspection of cell before prisoner enters.
5. Inspection of cell when prisoner is released.
6. Prisoner to make bunk and pick up before being released.
7. No unauthorized persons in office during booking procedures.

GENERAL RULES FOR PRISONERS

1. No smoking, smoking apparatus, or chewing tobacco allowed in cells.
2. No unnecessary telephone calls.
3. Visitors allowed between:
5pm-6pm weekdays (Mon.-Fri.) if officer available
2pm-4pm weekends (Sat.&Sun.) if officer available
4. Two meals a day will be served city prisoners (Breakfast & Dinner).
5. Prisoners will be allowed radios in cells at their own risks.
6. Reading material will be allowed after inspection by officer on duty.
7. Prisoners will be responsible for cleanliness of cells.
8. No writing instruments unless authorized.
9. No marking of walls or bunks.
10. Prisoners will be responsible for any damage to cells or their contents during prisoners stay.

APPENDIX E



END