Developing and Revising
Detention Facility
Policies and Procedures

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INTRODUCTION

In 1979, a document entitled *Policies/Procedures: A Resource Manual* (Dupree and Milosovich) was developed for the National Institute of Corrections Jails Division. That document and the *Policy and Procedure Workbook* (Nichols and Miller 1981) have been recognized as the definitive works on policies and procedures development. Professional associations, several state standards programs, and others have developed model manuals using the guidelines set out in these resource manuals. NIC technical assistance provided to jurisdictions moving to new facilities includes training in policy and procedure development based largely on these works.

There has not been an update to these materials since 1981. In that time, detention practice has evolved significantly. Many new detention facilities now follow the principles of direct supervision, objective jail classification, and other advances in correctional practice. Advances in technology and software have also made developing and maintaining policy and procedure manuals more manageable.

This document is a basic, updated guide to assist local detention administrators in developing and revising their policy and procedure manuals. It combines the original resource manuals with some current concepts.

Distinction Between Policy and Procedure

In many organizations, the terms "policy" and "procedure" are used interchangeably to describe a management directive regarding an organizational activity. The terms do, however, have distinctly different meanings.

A **policy** is a definitive statement of position on an issue concerning the organization's effective operation.

A **procedure** is a detailed, step-by-step description of the activities necessary to fulfill the policy.

In general terms, a policy reflects the organization's philosophy on a particular issue. It defines *what* the organization intends to do consistently about that issue, and *why* the organization will take that action.

A procedure, on the other hand, describes step by step *how* (and *when, where* and by *whom*) the organization will implement the policy. The *Policy and Procedure Manual* is an organized compilation of policies and procedures developed to address all aspects of the detention facility and its operations.

Transfer of Authority

Policies and procedures exist within a framework of the law. They transfer legal requirements from higher levels of authority to the actual operation of the detention facility.

```
                    U.S. Constitution
                          ⬇
                    State Statutes
                          ⬇
            Professional and State Standards
                          ⬇
            Facility Policies and Procedures
                          ⬇
                  Staff Post Orders
                          ⬇
                    Inmate Manual
```

U.S. Constitution

The Bill of Rights guarantees certain rights to all persons. Case law affecting detention facilities evolves as courts rule on issues of inmate rights and confinement conditions. State legislators and Congress also pass laws affecting detention facility operation. For example, federal law (Chapter 43, Title 1983 of the U.S. Code) allows public officials to be sued for violation of civil rights.

State Statutes and Standards

Most state standards programs derive their authority from state statutes, carrying the force of law within the state's Administrative Code. Whether established in statutory law or not, standards embody many legal requirements by merging relevant case law with sound correctional practice, to form a set of guidelines or performance requirements. Courts often use them as benchmarks when evaluating conditions or operations and determining appropriate relief.

Facility Policies and Procedures

Policies and procedures transfer legal and professional requirements from these higher levels to the actual operation of the facility. Policies and procedures define the work and performance requirements of staff at specific posts (in post orders) and expectations for inmate behavior (in inmate manuals).

Relationship to Organizational Mission and Philosophy

Policies and procedures come from the facility's defined mission and the agency's overall philosophy. Without a mission statement, the policy and procedure manual will probably contain contradictory policies that lack direction, resulting in confusion in their implementation and uneven enforcement. Therefore, before the first draft of the manual is begun, the organization's management should make sure that the *mission* of the facility and its *operating philosophy* are clearly defined and understood.

These key issues should be considered in articulating the agency's mission.

Purpose: The purpose of the detention facility.

- The legal mandate (statutory authority) under which it operates
- The types of inmates incarcerated there (male, female, pre-trial, sentenced, misdemeanant, felony, etc.)
- In general terms, the reason for their incarceration (assure court appearance, public safety, punishment, rehabilitation)

Responsibilities: The detention facility's responsibilities to its inmate population and other constituencies.

- Security (ensuring that incarcerated individuals remain so until they are released)
- Safety (ensuring that staff and inmates are not subjected to physical, emotional, or psychological abuse or danger)
- Service (providing for the basic human needs of the inmate population, and providing opportunities for inmates to rehabilitate themselves and become constructive members of the community)

Philosophical Orientation: The values held by the facility administration regarding what should be done to and for those incarcerated, and for what reason. Philosophical orientation is often expressed in the emphasis placed on the types and extent of programs and activities offered in the facility, as well as the style of inmate management (e.g., incentives for positive behavior). In essence, the philosophical orientation reflects major organizational goals and their rationale.

Charles Logan (Bureau of Justice Statistics, U.S. Dept. of Justice, 1993) defined the mission of corrections in terms of eight basic outcomes:

> To keep prisoners—1) to keep them in, 2) keep them safe, 3) keep them in line, 4) keep them healthy, and 5) keep them busy—and to do it 6) with fairness, 7) without undue suffering, and 8) efficiently as possible.

Focusing policies and procedures on achieving specific outcomes links desired goals to results. Each outcome has a set of related policy and procedure topics.

1) "Keep them in..." A secure facility prevents escapes and the introduction of contraband.

- Staffing
- Head counts
- Secure perimeter
- Key control
- Personal searches
- Contraband control
- Facility maintenance
- Cell checks/supervision
- Electronic surveillance
- Security inspections
- Facility searches
- Tool control
- Secure weapons storage
- Inspection of mail
- Search of visitors
- Facility security features
- Classification

2) "Keep them safe..." Inmates and staff must be kept safe from assaults and from environmental hazards.

- Staffing
- Electronic surveillance
- Fire code compliance
- Emergency procedures
- Classification
- Facility safety features
- Use of force
- Cell checks/supervision
- Safe storage of toxic materials
- Safety inspections
- Emergency power
- Segregation
- Use of restraints
- Risk assessments

3) "Keep them in line..." Secure facilities operate on rules designed to preserve order and minimize inmate misconduct.

- Inmate rules
- Orientation at admission
- Disciplinary procedures
- Disciplinary sanctions

4) "Keep them healthy..." Secure facilities are obligated to try to maintain inmates' physical and mental health, prevent suicide, and provide a healthful environment.

- Medical records
- Health appraisals
- Emergency care
- First-aid/CPR training
- Facility sanitation
- Vermin and pest control
- Fitness to confine
- Bedding and linens
- Environmental conditions
- Health screening
- Sick call
- Medications
- Contagious disease control
- Food service sanitation
- Inmate personal hygiene
- Laundry
- Exercise
- Diet

5) "Keep them busy..." Secure facilities engage inmates to combat idleness and prevent misconduct.

- Mail
- Visiting

- Reading materials
- Work programs
- Counseling/self-help programs
- Telephone
- Exercise
- Religious services/counseling
- Education programs

6) "Do it with fairness…" Secure facilities should treat inmates with fairness and justice. The law requires equitable treatment and adherence to due process in managing inmate behavior.

- Disciplinary due process
- Access to courts
- Non-discrimination
- Grievance procedures
- Access to legal resources
- Equal access

7) "Without undue suffering…" Inmates in secure facilities have a right to adequate living conditions and quality of life.

- Space requirements
- Noise
- Artificial lighting
- Diet
- Personal hygiene
- Health care
- Exercise
- Air circulation and quality
- Temperature
- Access to natural light
- Facility sanitation
- Clothing, bedding, and linens
- Communication (mail, visiting, and telephone)
- Access to reading materials

8) "As efficiently as possible…" In order to meet the other objectives, secure facilities must be managed effectively.

- Policy and procedure updating and distribution
- Staffing
- Staff training
- Fiscal management
- Staff qualifications
- Personnel rules
- Records systems

Reasons for Having Policies and Procedures

The policy and procedure manual can benefit the agency in several ways. It—

- Directs staff by communicating the organization's philosophy and work plan.
- Promotes consistency, efficiency and professionalism by standardizing how staff members carry out their duties.
- Provides a formal mechanism for introducing new ideas and concepts.
- Provides a formal mechanism for transferring authority and responsibility to staff.
- Helps to establish comprehensive staff training.
- Provides documentation for employee disciplinary actions and for the facility's defense in court actions.
- Helps to achieve compliance with standards.

THE DEVELOPMENT AND REVISION PROCESS

Determine the Extent of the Development/Revision Effort

Once the agency has decided to develop or revise its policies and procedures, leaders within the agency should initiate the process by establishing specific goals for the development or revision of the manual. In developing these project goals, consider the following issues:

- What will be the general scope of the manual?
- Does the project involve developing a totally new manual, or only revising the current one?
- What is the time frame for completing the project?
- What staff and resources (consultants, reference material, equipment, software) are needed?

Once these decisions are made, communicate them to the entire staff. Solicit the staff's input and support in structuring the process.

Development of a policy and procedure manual requires a time commitment of staff, access to technical expertise and resources, and appropriate equipment. A computer is an absolute must for developing policies and procedures and keeping them current. Agency leaders are responsible for ensuring that staff members involved in the project have the necessary technical resources and sufficient relief from their normal job duties.

Establish a Project Team

An effective way to involve staff in the process is to establish a policy and procedure task force. It should include staff working in, or having expertise with, all aspects of the jail's operation, such as Administration, Support Services, Programs, and Security. If the project is particularly large, assign a task force for each functional area. If multiple task forces are used, chairpersons should serve on a steering committee to oversee the whole project. Select task force members on the basis of their knowledge, expertise, writing ability, interest, and time availability.

The task force, under a coordinator's leadership, has responsibility for—

- Clarifying and defining the specific scope of the manual
- Collecting and analyzing available resource documents
- Dividing tasks and maintaining schedules
- Developing the initial, subsequent, and final drafts
- Validating and testing the drafts
- Determining the final format of the manual

The task force coordinator must—

- Facilitate communication among members
- Set and enforce meeting and work schedules
- Provide members with technical assistance and access to needed resources
- Ensure that the final draft of the manual is complete, clear, validated, and ready for approval

Develop a Preliminary Outline

The next step is to decide what topic areas are to be covered and, within each area, identify the main subject areas for developing policies and procedures. The topic areas generally emerge later as chapters within the manual. Use this time to consider topics that reflect facility philosophy, as well as topics covering advances in practice that can be linked to desired outcomes. The development of a policy and procedure manual provides an excellent opportunity to implement new concepts of risk assessment and objective classification, new principles of inmate supervision, and creative use of technology in custody and inmate programming.

Develop the subject matter list using various sources:

- Current facility functions and activities
- Administrative and operational problems
- Court orders, consent decrees, and standards
- Local criminal justice system issues
- Existing manuals, manuals from other facilities, and published model manuals

A general listing of topic and subject areas is included in Appendix A.

Assign Priorities

After developing the subject list, decide the order in which the policies and procedures will be developed. Some may be foundational to others. Others may be ranked high because the facility needs them to be implemented as soon as possible.

Assign specific chapters or subject areas to the task force members with expertise and knowledge of the area, in the order in which they will be developed.

Getting Started

Task force members should follow a structured work plan in the development process. Each member should have a set of working guidelines which includes, as a minimum, the following:

- Topic or subject list organized into a preliminary outline
- Table showing the organization of the task force and chain of responsibility
- Directions for developing policies and procedures
- Document format to be used
- Process for testing and validating procedures

Next, assign topics/subjects and issue work assignments. Establish a timetable for completion of work. Make sure each task force member has access to materials and resources needed for their work. Each member should have a copy of the topics he/she will be working on, as well as access to such materials as—

- A current copy of American Correctional Association (ACA) standards
- State standards
- A listing of court cases pertaining to the topic area
- Model manuals and guides, such as those published by the ACA or state standards agencies
- The agency's current policies and procedures
- Applicable policies and procedures from manuals of other facilities

Model manuals, and manuals from other facilities, are often available on computer disk. These versions can save considerable time and work in organizing and formatting the manual. Optical scanning equipment is also available at a relatively low cost, allowing existing text to be scanned into computer files, edited and modified. Do not fall into the trap, however, of simply adopting the policies and procedures from other facilities.

DEVELOPING POLICIES AND PROCEDURES

Essential Characteristics of Policies and Procedures

To be an effective management tool, policies and procedures should reflect the following:

Organizational philosophy and desired outcomes

This provides staff with a clear, overall picture of the purpose of the facility and their respective roles in the fulfillment of that purpose.

Constitutional and professional requirements

These include court decisions and orders, requirements set out in state statutes and administrative rules and regulations, and national and state corrections standards. Standards, in particular, are excellent for determining objective, measurable directive statements. They are often easily adapted into policy statements.

Operational realities of the organization

Each jail has unique characteristics, capabilities, and limitations. Physical plant and design, staffing patterns, technology available, and the types of inmates all affect the content of a facility's policies and procedures. This issue is often overlooked by facilities that use model manuals or ones from other facilities "off the shelf", only to find later that the newly adopted policies and procedures do not fit their needs.

Policy and Procedure Construction

Policies and procedures should be written in a style that is readable, easily understood, and consistent. The most effective policies and procedures are direct, relatively simple, and precise. Some minimal criteria for the construction of policies and procedures are given below.

Construction of Policy Statements

The **policy statement** should indicate what action is to be taken regarding a policy subject area and the rationale for such action. Policy statements must—

- Be written in complete sentences. Sentences should be direct and simple. Several short sentences are preferable to long, complex ones.
- Reflect action and be written in simple present or future tense.
- State the rationale for the policy—why the direct action is to be taken.
- Be general, but directive. Clearly indicate the action to be taken, but leave the details (how, when, who) for the procedures.

- Be clear and unmistakable in meaning. Test this by having several people read the statement and give their interpretations of what it means.

Some examples of policy statements written according to these criteria:

> **Example 1**
> Intake staff will accurately record and properly store all property that is brought into the facility by the inmate, to prevent loss of inmate property and avoid false claims.
>
> **Example 2**
> Inmates who will not be immediately released will receive an orientation that includes facility rules and regulations, inmate programs and services, and the daily jail routine, to reduce fear and anxiety and to make the new inmate aware of behavioral expectations.

Note the *what* ("will accurately record and properly store") and the *why* ("to prevent loss of inmate property and avoid false claims") in the first example. Try to identify these elements in the second example.

Construction of Procedures

Procedures should concisely and clearly describe specific actions to be taken to carry out the policy and be written in present or future tense. Criteria for procedure statements:

- A procedure cannot exist without a policy.
- Procedural steps should be ordered in sequence.
- The responsible individuals or functional units must be identified in each procedural step.
- Times and locations for completion of activities must be included in the steps where applicable.
- Any form to be completed must be identified by name and number in the appropriate procedural steps.
- The modes of communication must be included in the appropriate steps.
- Provisions should be included for handling major problems that could arise in the completion of the procedure.
- Situations should be identified in which personnel are allowed to exercise discretion.

Procedures typically involve a series of actions to be performed by certain persons and under certain circumstances. Staff availability, physical plant capabilities, equipment, inmate behavior and needs, and other factors can affect the course of action. If necessary, develop scenarios based on these conditions to describe and organize the sequence of activities to be included. Consider various scenarios to determine the most appropriate course of action.

Following is an example of procedure statements written according to these criteria.

> **Housing Unit Check-In Procedure**
>
> 1. When an inmate arrives at the housing unit, the housing officer will greet the inmate, frisk search the inmate, and carefully search all the property in his/her possession.
>
> 2. The housing officer will review the rules and regulations with the inmate and carefully explain the daily routine of the housing unit.
>
> 3. The housing officer will take the new inmate to his/her assigned cell, thoroughly inspect the cell with the inmate for any damage, and note any damage on the Housing/Orientation Check-In form (Form 123). If any damage is noted, the housing officer will complete a Maintenance Report (Form 321).
>
> 4. The housing officer will orient the inmate to the housing unit by—
>   a. Showing the inmate where meals are served, explaining meal procedure, and after-meal cleanup;
>   b. Showing the inmate where the showers are, how they work, when they can be used, and how to clean them after use;
>   c. Returning to the cell and explaining that bunks have to be kept made and the cell must be kept neat and clean.
>
> 5. When the orientation/check-in process is completed, the housing officer will respond to any questions from the inmate, have the inmate sign the Housing Orientation Check-In form (Form 123), and sign and date the form before placing it in the inmate's housing file.

Note the logical sequence of activities from start to finish and the basic "who does what" format.

Using Scenarios in Procedure Development

A **scenario** is a step-by-step description of activities related to the performance of a specific function or service. Scenarios serve the following purposes in procedure development:

- Help figure out the details of jail operations
- Help identify inconsistencies, problems, or conflicts in facility activities
- Help to verify or update the operational needs for each jail function
- Allow jail managers to investigate alternative approaches to performing jail activities

The following steps are included in scenario development.

Step 1. Determine the intended outcome. If the scenario is carried out successfully, what should be the result?

Step 2. Identify everyone involved in, or affected by, the activity (inmates, staff, other agencies, visitors)

Step 3. Identify anticipated range of behaviors (actual behaviors—good and bad—and desired behaviors)

Step 4. Identify equipment, furnishings, forms, supplies and materials you will need for each functional area (booking—camera, fingerprinting equipment, intake forms, property storage, phone)

Step 5. Identify relevant policies, rules, standards, statutes, and general information that impact the activity (e.g. life safety codes, jail standards, tribal ordinances, case law, ADA requirements, OSHA requirements, federal law, sound correctional practice)

Step 6. List the major tasks, in order or performance, for each function and its variation. Identify sequential tasks and simultaneous tasks. List tasks in order they are performed.

Scenarios can be written in narrative form or displayed graphically as illustrated below.
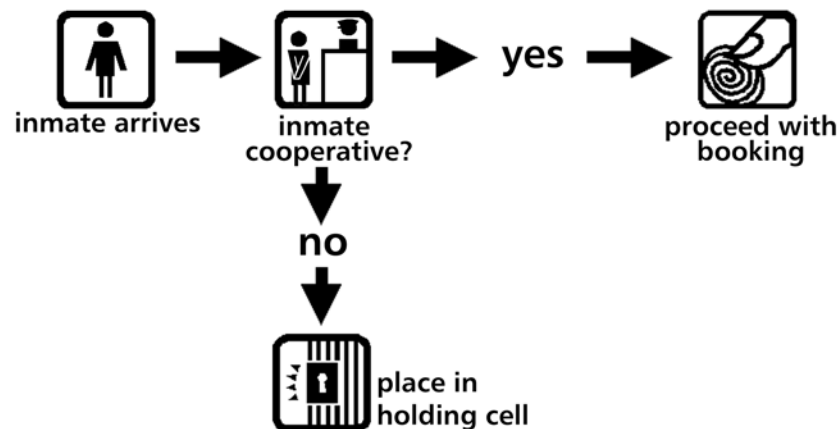
A planning worksheet to aid in the development of scenarios is included in Appendix B.

Other Helpful Hints for Writing Policies and Procedures

Write a rough draft first. Do not stop to check grammar, punctuation, or spelling. Force yourself to write large sections at a time. Make this draft as full as possible—you can always cut later.

Write clearly. Here are some helpful hints (Nichols and Miller 1981):

- Know what you want to say. Make an outline if it will help.
- Start where your readers are. How much do they know about the subject? Don't write to a level higher than the reader's knowledge.
- Avoid jargon. Don't use words or expressions only familiar to those with special knowledge or interest ("bullpen", "mantrap").
- Use simple words ("talk" vs. "converse").
- Stick to the point.
- Be as brief as possible. Condensing writing almost always makes it easier to understand.
  a. Present your points in logical order.
  b. Don't tell people what they already know.
  c. Cut out extraneous information and unnecessary anecdotes.
  d. Avoid windy phrases.
  e. Look for passive verbs you can make active.
  f. Stop when you have no more to say.

Several examples of policies and procedures from actual detention facility manuals are included in Appendix C.

Review and Test for Validity and Accuracy

The initial draft should be reviewed and tested for both **content validity** and **verbal accuracy**. For each policy or procedure written, consider the following questions.

To check policies' content validity, ask: Is the policy—

- In conformance with the overall agency philosophy?
- In conformance with the general policy guiding a special operational unit?
- In conformance with relevant laws, codes, and standards?
- Consistent with other policies, or are there contradictions?
- Repetitious, superfluous, or too trivial?

Regarding procedures' content, ask the above questions, and check further by acting out the various steps involved. Then raise questions like the following:

- Is all the information given that's needed to carry out the procedure?
- Are the steps given in logical sequence?
- Could the procedure be simplified or made more efficient?

To check for verbal accuracy, ask:

- Is the policy or procedure written in complete sentence form?
- Are sentences too long and complex? Could they be divided into shorter, direct statements?
- Is the meaning unmistakably clear?
- Could the statement be further simplified or clarified by eliminating unnecessary words or details?

A Writing Style Checklist is included in Appendix D.

Word processing applications have tools for checking spelling, grammar, and syntax. Writers should use these tools as well as personally read the material and enlist the assistance of outside readers with skills in these areas.

Organize Policies and Procedures
Into a Logical Sequence

The task force member responsible for a specific topic area (corresponding to a chapter or major subdivision identified in the outline) is generally also responsible for arranging the policies and procedures he/she has prepared into the order in which they will be published. As related policies and procedures are grouped together, they should be checked as a whole for gaps, inconsistencies, contradictions, duplications, etc. If they are written by more than one person, it is also important to review for consistency and uniformity in format and style.

PREPARING THE MANUAL

Determine the Policy and Procedure Format

There are many variations in format used to present policies and procedures. Regardless of the format used, certain elements and features must be included to inform the reader about each policy and its attendant procedures and to achieve consistency in presentation. The following elements should be included:

- Agency name.
- A number that identifies and separates each policy and procedure.
- A date to indicate when the policy was issued.
- Signature of the authority indicating final approval.
- Revision dates, if any, indicating whether the policy/procedure supersedes an earlier version.
- Distribution list indicating who has been issued copies of the policy and procedure or to whom they are directed.
- Chapter title covering each topic area.
- Subject title describing each subsection of a chapter.
- Source, referencing the law, legal opinion or ruling, or standard that is the foundation of the policy.
- Policy statement.
- General information providing background and context for the policy.
- Definition of key terms and phrases.
- Procedures listed in logical sequence.

Refer to Appendix E for an example of a frequently used format.

Determine the Organization of the Manual

The task force coordinator, with the assistance of the task force members, is responsible for consolidating the policies and procedures into the logical and useful format of a manual. Since it will be used frequently for quick reference, and since sections will be revised periodically, the manual should be bound in a three-ring binder with chapters separated by tabbed dividers. Each manual should be numbered to keep track of distribution. The manual may include the following components:

- Title page
- Table of contents
- Mission statement
- Organization chart
- Key word index
- Log for new policy and procedure statements
- Policies and procedures grouped into functional areas
- Appendices (materials of general interest—forms, floor plans, inmate handbook, etc.)

POLICY AND PROCEDURE IMPLEMENTATION

Three primary steps are needed to implement the policies and procedures.

Final Review and Approval

Complete a final review of the content once the manual has been assembled. Several copies should be made for review by subject-matter experts, internal and external stakeholders, and upper management. A review by the jurisdiction's legal authority, to ensure the policies and procedures conform with the law, is also advisable.

Task force members should then revise, test, and re-validate the policies and procedures as necessary based on readers' feedback. Final editing is the last step before submission for final approval.

When the final copy is complete and all revisions have been made, the manual is submitted to appropriate authorities for final approval.

Distribution of the Manual

When all sign-offs are completed, the manual can be copied and distributed. In a small agency, each staff member may receive a copy. If that is not practical, consider the following distribution:

- Each functional unit
- Other agencies having a direct working relationship with the facility
- Several copies centrally located for checkout

Maintain a central log showing the distribution of the manuals.

Where possible, policies and procedures can be maintained on computer files available to all staff at display terminals at various posts throughout the facility.

Staff Training

Develop a comprehensive training program to ensure that all staff members are familiar with the new policies and procedures. This should include initial as well as ongoing training. Staff should receive general training as well as training in their respective areas of assignment. It should include both classroom and hands-on training. Use testing to verify staff's knowledge of the policies and procedures.

MONITORING STAFF COMPLIANCE

Develop a system of monitoring staff's compliance with the policies and procedures. It could include the following management actions:

- Periodic checks of documentation
- Periodic interviews with staff
- Observation and internal inspections
- External inspections

If necessary, take corrective measures to maintain compliance:

- Retrain staff
- Discipline staff
- Change policies and procedures

MAINTAINING THE
POLICY AND PROCEDURE MANUAL

The policy and procedure manual should be treated as a living document, responsive to organizational changes or other conditions affecting the agency's operation. Establish—

- A procedure for an annual review of the manual. Consider establishing a staggered review schedule to review portions of the manual each month over the course of the year. Assign a review coordinator to help track the process.
- A procedure for revising the manual as needed
- A system for soliciting staff input into recommended revisions
- A system of internal audits to identify potential problems to be addressed through policy and procedure revisions
- Procedures for revising the manual:
  a. Issuance of new policies and procedures
  b. Notification of all staff of revisions
  c. Additional training as necessary

Maintain copies of the facility's policy and procedure manual on computer files to facilitate easy review and modification.

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Appendix A

Sample Policy and Procedure Manual Topic Outline

Administration and Management
- Mission Statement and Goals
- Organizational Chart
- Chain of Command
- Policy and Procedure Manual
- Post Order/Shift Assignments
- Personnel
- Public Information
- Staff Training
- Facility Records
- Inmate Case Records
- Fiscal Management
- Control of Inmate Property
- and Funds

Admission of Inmates
- Entry into Facility and Initial Search
- Medical Clearance
- Custody Authorization
- Admission Process
- Searches at Admission
- Orientation of Inmates to the Jail
- Issuance of Clothing, Bedding,
- Hygiene Items, etc.
- Inability to Complete Admissions
- Process

Release of Inmates
- Release Authorization
- Release Procedures for Pre-trial
  or pre-sentenced Inmates
- Release Procedures Sentenced Inmates
- Good Time Computation
- Return of Property
- Transfer of Inmate to Another Facility

Classification
- Classification System
- Initial Classification
- Reclassification
- Classification Appeals

Facility Safety and Maintenance
- Safety Inspections and Equipment Testing
- External Inspections
- Emergency Power
- Control of Flammable, Caustic, and
- Toxic Materials
- Preventive Maintenance
- Maintenance and Repairs

Security
- Facility Access
- Searches of Inmates
- Facility Searches
- Security Checks and Supervision of
- Inmates
- Inmate Counts
- Key Control
- Locks and Locking Systems
- Weapons Control
- Tool Control
- Use of Surveillance Equipment
- Security Inspections
- Perimeter Security
- Inmate Movement
- Use of Restraints
- Use of Force

Emergency Preparedness

- Emergency Plans—General
- Fire Safety
- Weather or Natural Disaster
- Escape
- Bomb Threats
- Environmental Contamination
- Hostage or Riot
- Disturbance
- Mass Admissions/Overcrowding
- Attempted Suicide/Death

Inmate Programs

- Commissary
- Education
- Library and Reading Materials
- Exercise and Recreation
- Mail
- Publications
- Telephone
- Visitation
- Social Services
- Religious Services
- Work Release
- Inmate Furloughs
- Use of Trustees
- Use of Volunteers for Programs

Inmate Rights and Discipline

- Inmate Rights
- Access to Attorneys and Courts
- Access to Legal Materials/Assistance
- Access to Media
- Inmate Grievances
- Jail Rules
- Disciplinary Process
- Handling of Criminal Violations

Food Service

- Authority and Responsibility
- Menu Planning and Documentation
- Meal Preparation, Serving, and Clean-up

- Special Diets
- Food Service Sanitation

Facility Sanitation and Inmate Hygiene

- Routine Cleaning and Housekeeping
- Sanitation Inspections
- Pest Control
- Inmate Personal Hygiene
- Haircuts and Grooming
- Inmate Clothing
- Bedding and Linens
- Laundry Procedures

Health Care Services

- Intake Health Screening
- Health Authority
- Health Care Staffing
- Non-emergency Health Care
- Sick Call
- Emergency Health Care
- Administration and Management
- of Medications
- Medical Orders
- Communicable Disease Control
- Care of Inmates with Chronic Diseases
- Dental Services
- Medical Records
- Informed Consent

Special-Management Inmates

- Intake Screening and Identification
- Detoxification
- Handling of Inmates with Possible
- Mental Illness
- Handling Inmates with Possible
- Developmental Disabilities
- Suicide Prevention
- Administrative Segregation
- Disciplinary Detention
- Supervision and Management of Special Management Housing

Appendix B

Scenario Planning Worksheet

Activity _____   Scenario No. _____

Location of Activity _____

Intended Outcome _____

Who is involved or affected by this scenario? _____

_____

What is the expected range of behaviors (good and bad)?

_____

_____

What equipment, forms, and resources are needed to carry out each of the steps in the scenario?

_____

_____

What laws, standards, and general information apply to the scenario?

_____

_____

List the steps necessary to accomplish the scenario (in order):

1._____

2._____

3._____

4._____

5._____

6._____

7._____

8._____

10. _____

Where possible, use the graphic method to chart out these steps showing their relationship to each other and different scenarios.

Appendix C

Examples of Policies and Procedures from Detention Facility Manuals

Excerpted from
Nebraska Jail Model Policies and Procedures

TITLE: KEY CONTROL

No. C-600   Date:

POLICY

All Nebraska Jail keys must be controlled and accounted for at all times to prevent escape and maintain security.

PROCEDURE

A. Key Box. All keys for locks within the security perimeter, when not in use by facility employees, shall be kept in the key box located in the Control Center. Staff on duty shall ensure that unauthorized persons do not have access to the keys.

B. Accounting of Keys. The following procedures shall be employed to maintain constant accounting of jail keys:

1. Each key will be labeled to correspond with its respective lock.
2. The number of keys for each lock, the identifying labels and the location of each lock shall be documented on the Key Log.
3. The Key Log will indicate who is in possession of any Jail keys. Facility employees shall sign all keys in and out. Staff on duty shall only possess those keys officially issued to them.
4. The Facility Administrator is responsible for supervision of the key box and the Key Log.
5. Keys not currently issued to Jail personnel are stored in the key box in a manner that allows for easy determination of the presence or absence of keys.

C. Supervision of Keys. Staff on duty shall maintain control of keys on his/her person *at all times*. At *no* time will a resident be allowed to possess any keys.

D. Lost or Damaged Keys. The loss or damage of any key will be reported in writing to the Senior Shift Supervisor. If the key is believed to be lost within the security perimeter, the Senior Shift Supervisor shall order an immediate lockdown and initiate a search to locate the key.

E. Duplicate Keys. A duplicate set of keys shall be maintained in the Facility Administrator's Office.

F. Emergency Keys. A complete set of emergency keys shall be maintained in the key box and readily accessible to staff on duty at all times. These keys shall be used only in actual emergencies and issued only to staff on duty by the Senior Shift Supervisor.

POLICY AND PROCEDURE

Subject: Public Information

Number: 1.11

Effective Date: 09/01/88

Authorizing Signature: _____

Policy: The Jail Division Captain and the Sheriff Department's Public Information Officer will be available to the public, the media, and other criminal justice agencies for comments concerning the jail's goals, objectives, programs, and specific newsworthy events. This effort will be made in order to facilitate positive relations with those groups, provide accurate information, and to serve the public's right to know.

Source: A.C.A. Standard 2-5021—Written policy and procedure provide that requests from federal, state, and local legislative and executive bodies for information concerning programs and specific cases are responded to promptly and fully by facility staff or the parent agency in accordance with written policy and procedure, and provisions relevant to privacy.

A.C.A. Standard 2-5023—Written policy and procedure provide for a public information program that is reviewed at least annually and updated if needed.

Boulder County Sheriff's Department Policy

1.02.04—News Releases

Background: None

Definitions: <u>Jail Information Brochure:</u> A brochure containing information about the Jail and its policies, goals, objectives, and programs.

<u>Public Information:</u> Information that may be released without prior supervisory approval by jail staff, consisting of name, charges, and bond type and amount of any person held in the Boulder County Jail.

<u>Public Information Officer:</u> A person appointed by the Sheriff to disseminate information concerning the Sheriff's Department to the press and others.

<u>Public Record:</u> Defined in Title 24, Colorado Revised Statutes, 1973, as all writings made, maintained or kept by the State or any agency, institution, or political subdivision thereof for use in the exercise of functions required or authorized by law or administrative rule or involving the receipt or expenditure of public funds.

Procedure I—Public Information

1. Any requests for information or release of public record regarding the Jail will be referred to the Captain or designee for action.

2. The Jail Receptionist, a Jail Secretary, or other staff member, as authorized by the Captain, may handle simple requests for general information by giving or mailing a copy of the Jail Information Brochure to the inquiring party.

3. In case of an event or incident relating to the jail which is deemed newsworthy by the Captain or designee, s/he may at his/her discretion assign a jail staff member to write a news release (in accordance with guidelines set forth in Department Policy 1.02.04) for submission to the Department's Public Information Officer.

4. The Department's Public Information Officer will then be responsible for disseminating the release to the media.

5. Any staff member who is contacted by the media will refer the media representative to his/her supervisor unless the media representative or any member of the public requests "public information" regarding an inmate's name, charges, and bond type and amount.

Appendix D

Writing Style Checklist
Developed by the NIC Publications Office

Style

__ Use appropriate speech.
- Do not use contractions ("it's", "isn't", "don't", "doesn't"). Write the words out.
- Do not use slang or terms that are familiar only to jail staff.

__ Use simple words and eliminate extra words. For example:

Instead of this	Use this
A number of	Some, several
At the present time	Now, currently
Effect an improvement	Improve
Give consideration to	Consider
In order to	To
In the event that	If
Make use of	Use
On a daily basis	Daily
Prior to	Before
Promulgate	Issue
The majority of	Most
Until such time	Until
Utilize	Use (verb)
Utilization of	Use of

__ Define all acronyms when first used. For example, "The Public Information Officer (PIO) will…" Then, "The PIO will…"

__ Be consistent.
- Do not use different words to mean the same thing. For example, do not use "jail", "detention center", and "detention facility" interchangeably.
- Use "staff" as either singular or plural (not both).

__ Do not use words or phrases that sound demeaning or show personal opinion. For example, avoid "of course", "naturally", "needless to say", "obviously", etc.

__ Keep the writing gender-neutral. For example "he/she", "his/her".

__ Avoid redundancy. For example:

Instead of this	Use this
3 a.m. in the morning	3 a.m.
Many numerous	Many
Several different	Several
Whether or not	Whether

Mechanics

__ Spelling: Remember, a computer's spell checker won't find the wrong word, only misspelled words and those that are not in the computer's dictionary.

__ Punctuation.

__ Subject and verb agreement (singular or plural).

__ Pronoun and noun agreement.

__ Avoid repetition.

__ Use active voice. For example, instead of "The policy was rewritten by staff," say "The staff rewrote the policy."

__ Avoid unnecessary extra verbs. For example, instead of "The staff has rewritten the policy," use "The staff rewrote the policy."

__ Avoid starting sentences with "It is", "There is", "There are". Usually these can be changed to eliminate the extra words. For example, instead of "There are four sections in this manual," say "This manual has four sections."

__ Be direct and to the point. For example, instead of "It shall be the responsibility of the sergeant to review all inmate grievances," use "The sergeant shall review all inmate grievances."

Logic

__ Check that cross-references to other policies and procedures are correct.

__ Check that pagination is correct.

__ Check that running headers and footers are correct.

__ Define unfamiliar words and terms.

__ Check that procedures are presented in sequential order.

Appendix E

Sample Policy and Procedure Format

DETENTION FACILITY OPERATIONS MANUAL

Document Number:

Effective Date:

Page __ of __

Section:	(This refers to the major chapter heading, such as *Intake* or *Medical Services*.)
Title:	(This refers to the specific subject within the major chapter heading.)
Source:	(This refers to the A.C.A. standards, state standards, court rulings, or other sources applicable to the subject.)

A. **Policy**

A one- or two-sentence policy statement concerning the subject identified in the title.

B. **Definitions**

Definitions should be included for words or phrases which could be interpreted in more than one way.

C. **Procedure**

A step-by-step description of the sequence of activities necessary to implement the policy. This section may be a page or more in length.

Authorizing Signature: _____   Date: _____