

PIMA COUNTY DETENTION CENTER
A STUDY OF
PODULAR DIRECT SUPERVISION

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PREFACE

This study/audit of the Pima County Detention Center would not have been possible were it not for the demands made on the Federal Prison System in the mid-1960s to build detention centers in New York City, Chicago and San Diego. These Metropolitan Correctional Centers provided a major breakthrough in our conception of how to provide security, safety and service for pre-trial and short-term sentenced detainees. The innovation, now popularly referred to as podular direct supervision, was first adopted and pilot tested in a local jurisdiction, Contra Costa County, California, in 1981. Since that time, 20+ jail operations are functioning under the podular direct supervision philosophy and another 20+ are planning to open new institutions based on this approach.

The writer is grateful for all of the creative work that went into formulating the podular direct supervision philosophy. Without question, this has to be one of the most creative contributions to jail management over the past 200 years.

The writer appreciates the professional contribution of the NIC Jail Division staff with respect to the study design and data analysis. Michael O'Toole assembled a team including William Frazier, Paul Katsampes and Herbert Sigurdson to conduct the data collection in October 1986. Stuart Rradio provided valuable assistance in arranging for computer frequency distribution of the raw data.

Major Russell Davis of Pima County was instrumental in obtaining technical assistance for the NIC Jail Center to conduct the survey/audit. And, recognition is extended to the administrators, supervisors, unit officers and inmates of the Pima County Detention Center who gave their valuable time to complete the data collection instrument for this study. Finally, a special thanks to Julia O'Rourke who produced this study of podular direct supervision as it operates in the Pima County, Arizona Detention Center.

H.R.S

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This technical assistance activity was funded by the Jails Division of the National Institute of Corrections. The Institute is a federal agency established to provide assistance to strengthen state and local correctional agencies by creating more effective, humane, safe and just correctional services.

The resource person who provided the on-site technical assistance did so on a contractual basis, at the request of the Pima County Sheriff's Department and through the coordination of the National Institute of Corrections. The direct on-site assistance and this subsequent report are intended to assist Pima County to address the issue(s) outlined in the original request and in efforts to enhance the effectiveness of the agency.

The contents of this document reflect the views of Herb Sigurdson. The contents do not necessarily reflect the official views or policy of the National Institute of Corrections.

EXECUTIVE SUMMARY

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I. Introduction

The most persuasive indication that direct supervision is working well at the Pima County Detention Center can be found in official records which contain objective information regarding inmate behavior since the facility opened in June, 1984. This objective data follows.

1.	Number of Homicides	0
2.	Number of Suicides	0
3.	Number of Sexual Assaults	0
4.	Number of Aggravated Assaults	0
5.	Number of Contraband Weapons (a broken mop handle)	1
6.	Number of Disturbances	0
7.	Number of Court-Ordered Judgments	0
8.	Cost Associated With Inmate Vandalism	Nominal

These findings are impressive in and of themselves. However, this objective data does not inform the reader of the principles and dynamics which combine to produce these outstanding results.

This executive summary will enumerate eight principles and dynamics of direct supervision jail management in terms of "well done" and "missed opportunities." The summary will conclude with a list of actions which have already been taken by the administration to address the "missed opportunities." This section will be entitled "Responding to the Audit."

II. Well Dones

A. Effective Control

A very high proportion of unit officers (98%) and supervisors (94%) perceive that the unit officer is in charge. These perceptions are supported by a substantial number of inmates (72%) who perceive the unit officers to be in charge. Another 13% perceive the unit officers and inmates to be in charge. In a related question, 97% of unit officers and 100% of the supervisors report that unit officers have complete or quite a lot of control.

Officers (45%) and supervisors (35%) report that inmates do challenge unit officers' authority "often or always."

Perhaps this behavior is to be expected of certain types of inmates. However, the data indicates that inmates are not successful in their challenges. Moreover, the management system provides for a number of progressive sanctions to control inmate challenges.

No doubt the effective control of inmates is enhanced by the facility with its sound perimeter control, easily surveillable living units, and the capacity to divide the inmate population into manageable units. Nevertheless, these are exceptional findings considering the fact that the facility has been operating at about 135% of rated capacity for the past several months.

Overall, the findings punctuate the principle that facilities contain inmates: management controls them.

B. Effective Supervision

Direct staff supervision of inmates is a requisite for the achievement of total control. Effective supervision includes extensive personal interaction between supervisory personnel and unit officers, as well as between staff and inmates in general. The survey data reveal the existence of problems with respect to the principle of effective supervision. These will be presented in the section entitled "Missed Opportunities."

Yet a number of "well done's" surfaced from questions asked about effective supervision. The inmates report that the sergeants are highly visible on the living units. Seventy-five percent (75%) report seeing sergeants on the unit at least once or twice a day. Another 21% report seeing them on the units three to five times a day. Stated otherwise, 97% of the inmates report seeing sergeants on the living units once or twice a day, or more often.

The unit officers (80%) and supervisors (80%) indicate that these visits enhance or greatly enhance the image of unit officers as leaders of the units.

While on the unit, supervisors (70%) do not provide inmates with services and/or answers to their personal problems. Thus the majority of supervisors tend not to undermine the unit officers' authority in these ways.

"Missed opportunities" are greater in the area of effective supervision than are "well done's." The reader will discover these in that particular section of the report. More important, the reader is encouraged to study the information in the section of the report entitled "Responding to the Audit" where it will be found that immediate remedial action has been taken by top administration as a direct result of the audit findings.

C. Competent Staff

Competent-staff are the sine qua non of any enterprise. The Pima County Detention Center has improved the qualifications of staff over the years such that in 1987, they can truly feel proud of their corrections officers. Yet changes are occurring so rapidly in all areas of human endeavor that training must be co-existive with employment. A number of questions were asked in this regard.

Unit officers (75%) and supervisors (90%) responded that overall the training unit officers had received prepared them to manage a living unit in the jail. Supervisors (88.4%) and unit officers (67.8%) indicated they had received training in Interpersonal Communications, Basic Supervision, Team or Unit Management, and Self/Others Awareness.

In addition, unit officers (73%) report having received in-service training while supervisors (75%) affirm that they provide on-the-job training. These findings imply that unit officers receive continuous training, although the audit does not query the nature and scope of the training provided.

In summary, it appears that the recruitment of staff has been an asset to the Pima County Detention Center and that staff receive basic training in direct supervision as well as on-the-job training. A major problem is concerned with the issue of staff retention. Many corrections officers leave the field for more lucrative jobs in law enforcement. Until pay parity is achieved in the Sheriff's Department, this line-level mobility can be expected to continue. In the long run, this may work to the economic detriment of Pima County because of the extensive training required for corrections officers who must later be trained in law enforcement when they transfer over. In addition, it is likely that outstanding corrections officers with promising careers leave the field simply because economic incentives are more attractive elsewhere.

D. Safety of Staff and Inmates

Probably the greatest concern about being incarcerated or seeking employment in a detention facility is personal safety. The data, along with direct observations made by NIC's project team, support the hypothesis that the Pima County Detention Center is a very safe facility. There have been no homicides, suicides, or sexual assaults since this facility opened. Of 15 assaults on staff, only one occurred in a general housing unit. The others occurred in disciplinary lock-up and the intake unit where one might expect these altercations to take place. Moreover, in all cases, there were no serious injuries.

nit officers (85%), supervisors (83%) and inmates (92%) feel comfortable going any place on the units. Unit officers (98%) and supervisors (95%) evaluate the living units as being safe or somewhat safe for inmates. And both inmates and staff feel that inmate property is safe on the units.

Unit officers, supervisors and inmates report that fights "sometimes/never" occur between inmates or between inmates and staff. Moreover, there is an absence of threats of violence in the facility. These findings provide a powerful statement supporting the architectural and management concepts of Pima County's direct supervision jail.

Finally, with respect to safety, the official records indicate that there have been no sexual assaults in the facility since it opened in 1984. From all of the data collected and analyzed, one must conclude that this is a very safe facility for both staff and inmates.

E. Manageable and Cost Effective

From a construction perspective as well as an operational point of view, it has been established that podular direct supervision jails provide reduced construction costs because of the assumption that some 90% of the inmate population does not require the heavy-duty institutional safeguards that characterize traditional jails and maximum security confinement facilities. By comparison with many conventional jails, podular direct supervision jails are less staff-intensive.

Direct supervision jails posit that programs constructively occupy inmates' time and substantially augment security. Otherwise stated, programs are security. The Pima County Detention Center has a wide range of programs and services deemed adequate and advantageous to officers, supervisors and inmates. These programs have served to control the incidence of vandalism.

Inmates (95.5%), officers (88%) and supervisors (72%) said that deliberate vandalism occurs "not at all" or "very little." Moreover, when it does occur, repairs are made promptly.

All in all, the Pima County Detention Center must be considered a manageable and cost-effective jail.

F. Effective Communications

Effective communication is the basis for all constructive human interaction. In detention facilities, this concept must concern itself with communication interaction among

inmates, between inmates and staff, as well as communication among staff.

The audit data indicated a high level of communication and cooperation between and among staff. Two-thirds of supervisors perceive that unit officers and support staff get along "very well" or "quite well." And unit officers (98.8%) and supervisors (100%) perceive open communication patterns to occur "always" or "often" between officers and inmates. On the other hand, only about half of the inmates would agree with this finding. This may be attributed to the distrust that inmates often have for persons in authority.

Both officers and supervisors believe that valuable information is gathered as a consequence of open inmate/officer communications. In addition, unit officers (93.2%) and supervisors (100%) feel that they are treated respectfully by inmates, a finding believed to be associated with the open communication patterns. Moreover, inmates (79%) believe they are treated fairly by unit officers.

Over half of the inmates (52.4%) are "often" or "always" comfortable talking with unit officers. Another 40% feel comfortable some of the time. These data reveal a high level of comfort on the part of inmates with respect to talking with unit officers.

The principle of effective communications appears to be in very good shape at the Pima County Detention Center. Limitations where they do occur are commented upon in the section, "Missed Opportunities."

G. Classification and Orientation

Elements of this principle presume the existence of an effective classification system, an orientation to podular direct supervision philosophy, and the basic assumption that inmates can be expected to behave in a rational manner.

The classification of inmates at the Pima County Detention Center appeared satisfactory to the NIC data collection team in that during the data collection week, inmates on living units appeared to be functioning in a reasonable, rational manner. By and large, this observation was supported by officers and supervisors responding to interview items.

Unit officers (51.8%) and supervisors (75%) felt that adequate information is available about inmates assigned to housing units. Unfortunately, the survey question did not distinguish between classification information and information inmates may want regarding bonding procedures, attorney visits, court dates, etc. Further clarification is needed in this regard.

Unit officers (64%) and supervisors (75%) are satisfied with procedures for reclassifying inmates who fail to follow rules and regulations. Unit officers (70%) and supervisors (87.5%) felt that inmates receive adequate and timely orientation, prior to being assigned to general housing units. And, perhaps more important, inmates (92.1%) report that they have been told about rules and regulations they must follow on general housing units.

Finally, it was assumed that responsible classification and orientation of inmates would result in mutual respect between inmates and unit officers. Unit officers (93.2%), supervisors (100%) and inmates (79%) feel that mutual respect is accorded them.

From the data findings, one must conclude that the principle of classification and orientation is in excellent condition in the Pima County Detention Center.

H. Justice and Fairness

Justice and fairness for inmates held in detention is simply taken for granted by the community at large. The public, while hostile or indifferent toward jails and jail inmates, nevertheless has an expectation that inmates be treated justly and fairly and in accordance with the provisions of the law. In this audit, justice and fairness were evaluated in the context of disciplinary procedures, grievance procedures, and a direct question regarding fair treatment of inmates.

A review of the records indicates that effective and responsive disciplinary and administrative remedy procedures are in place. In addition, a reasonable monitoring system has been established to ensure equitable and consistent treatment of all cases.

Officers (60%) and supervisors (94%) feel that disciplinary procedures are fair. This represents a significant positive response. In addition, officers (75%) and supervisors (87%) are in agreement that the disciplinary system contributes to the management of inmates.

Officers (89%) and supervisors (88%) agree that inmates have a fair and impartial grievance procedure. Moreover, officers (58%) and supervisors (81%) agree that the inmates feel they have a fair and impartial grievance procedure. Inmates (38%) reported that they had filed a grievance. The official record indicates an average of 150 grievances per month, most of which are considered frivolous. About 10% are considered valid, bona fide issues and each month, about four grievances are appealed.

Inmates (79%) believe they are treated fairly by unit officers. This statement serves as powerful confirmation that the principles of justice and fairness are alive and well at the Pima County Detention Center.

III. Missed Opportunities

- Unit officers (56%) do not feel they receive adequate management support. In part, this can be attributed to problems associated with overcrowding and the fact that the Center continually operates with staff shortages. Yet these justifications would only seem to strengthen the need for adequate management support. Mid-management training is indicated by these data.
- A significant number of supervisors (30%) provide inmates with services and/or answers to their personal problems. This type of intervention undermines the authority of the unit officers. Corrective action is indicated for mid-management staff in this regard.
- Unit officers (80%) and supervisors (60%) agree that unit officers spend too much time on paperwork. These perceptions clearly imply the possibility that unit officers are unable to adequately monitor and supervise inmate activities. An examination of this issue is indicated with the expectation that some streamlining can reduce the amount of paperwork presently required.
- The Pima County Detention Center has a 30-minute overlap in the schedule. This provides an excellent opportunity to conduct briefings as well as formal in-service training. Unfortunately, the roll call room is not large enough to accommodate all of the staff comfortably. It is suggested that administration relocate the roll call in a larger, more comfortable area where each shift can participate in at least 20 minutes of formalized on-the-job training each shift, seven days a week.
- While Pima County has a wide range of inmate programs and services, the inmates expressed some dissatisfaction with the medical program, visiting, food services, personal privacy, recreation and counseling programs. Since the survey interview items were designed to flag problems rather than examine them in depth, it is suggested that administration conduct a more in-depth evaluation of these inmate concerns. In this regard, attention should be paid to inmate responses to the question, "What single thing would help improve your stay in this unit?" Corrective action in this regard supports the concept that programs and services are equivalent to security.

- o About half of the unit officers felt that they were not receiving adequate information about inmates assigned to their units. The survey does not clarify whether their concerns center on classification information or information inmates need regarding attorney visits, bonding procedures, court dates, etc. It is suggested that administration examine this issue in greater depth.

IV. Responding to the Audit

One might reasonably ask, why bother spending the time and resources on an independent evaluation of an organization unless it serves to guide the administration in taking corrective action where indicated by the findings? The administration of the Pima County Detention Center was prompted to take such action immediately upon receiving informal feedback from the NIC Jail Center audit team. The following represents a summary of the spontaneous corrective actions taken by Major Russell Davis and his administrative staff.

A. Organizational Development Training

This management/team building training was funded by the NIC Jail Center and conducted November 24 - 26, 1986, just six weeks after the audit was completed. The training included the following procedures:

1. All of the top- and mid-level managers of the Pima County Detention Center agreed on basic ground rules for conducting this three-day seminar. The ground rules focused on interpersonal relations, open communications, no fear of reprisal and a dedication to solving problems which were surfaced by the audit.
2. Top- and mid-level managers were organized into five problem-solving task forces which were designed to address major issues in the audit data:
 - o Developing and maintaining effective work relationships.
 - o Engaging staff in the formulation of unit goals, objectives and their implementation strategies.
 - o Methods of contributing to the smooth operation of the facility.
 - o Ensuring compliance with the organization's mission, policy and procedures.

- o Managing within the framework of sound personnel practices.
- 3. Each task force approached its assignment by interpreting or bringing meaning to the audit data and findings from the perspective of the Pima County Detention Center management staff.
- 4. Each task force would define problems in their functional areas based on audit data and findings [present state].
- 5. Each task force would formulate objectives with respect to problem definitions, generate strategy options, select the preferred strategy, and develop an appropriate implementation plan.
- 6. The organization development training concluded with the formulation of ground rules for long-term interpersonal relations between command staff, supervisory staff, and line-level staff. This document is written in the form of a contract and is signed by all top administrators and mid-management staff.
- 7. Organization development is an on-going process. Accordingly, the administration has scheduled a follow-up data collection phase and a management/team building session to be held within a period of six months.

B. The Pima County Detention Center has developed and implemented a three-year shift rotation schedule replacing the previous six-month rotation schedule. Mid-management and line officers were assigned responsibility for the plan based on specific boundaries established by Major Russell Davis. The boundaries were:

- 1. All new hires must work all three shifts during their first year of service.
- 2. The plan must be fair and equitable and in compliance with all EEO, personnel policies, and merit system rules.
- 3. The plan must be endorsed by the majority of all staff.
- 4. The plan must be completed, approved and implemented by January 1987.

The plan was adopted by the majority of staff and, to the amazement of top administration, all staff were assigned to their first shift priority.

C. Pima County Detention Center is planning a budget request and justification for a video production coordinator in Fiscal

Year 1987-88. This position will have the capability of producing video tape programs for staff training and development, as well as general information distribution purposes.

D. Substantive issues currently under study by management task forces include:

1. An evaluation system that is based on a written contract of expectations between supervisors and their subordinates.
2. A cross-index system that will facilitate coordination and consistency between various state, county and department rules, regulations, policies and procedures, post orders, etc.
3. The design of a system that will ensure consistency in the administration of formal disciplinary action taken with employees.

E. The formulation of a policy and attendant procedures for conducting an objective review of problems by a cross-section of staff to identify the "root" of the problem and design appropriate training to address deficiencies.

SECTION I

Podular Direct Supervision:
An Innovative Approach to Jail Management

PODULAR DIRECT SUPERVISION:

AN INNOVATIVE APPROACH TO JAIL MANAGEMENT

A System Out of Service

Local jails historically have been the most neglected component of the criminal justice system. Many have been characterized as atrocious hell-holes that differ only in the detail of their inhumane conditions. Most often, they are badly managed by untrained and underpaid staff. The best and worst that can be said for them is that they have served for 200 years as human warehouses for pretrial and sentenced detainees.

Even jails being built today are basically similar in function and design to the nation's first penitentiary--The Walnut Street Jail of Philadelphia, built in 1790. Linear-intermittent surveillance describes the architectural and management styles of these facilities. The design is generally rectilinear, with corridors leading to either single- or multiple-occupancy cells arranged at right angles to the corridors. The management of this design, is of necessity, oriented toward intermittent surveillance. Thus, when officers are in a position to observe the cell, they are unable to observe others. Consequently, when inmates are not being directly observed, they are essentially unsupervised. The critical management variables associated with linear-intermittent surveillance jails are frequency and thoroughness of the surveillance function. In these facilities, inmates can and do use the intervals between surveillance patrols to perpetrate barbarous activities and security and safety breaches inside their living areas. These include fighting, sexual assaults, vandalism, fashioning weapons, concealing contraband and other destructive, counterproductive activities.

Change in jail management and design has been slow in coming, notwithstanding a barrage of external forces including thousands of lawsuits brought against Sheriffs, Commissioners and Jail Administrators throughout the land. But since the mid-1960s, jail administrators have joined with architects and students of the social sciences to study ways in which our traditional institutions have affected human behavior. The dynamics and principles they learned have greatly influenced the management and design philosophy of a number of new jails being built during the past decade or so.

Early in the 1970s, the Federal Prison System (FPS) initiated a grand experiment that is having a major impact

on jail management and design philosophy for the first time in over 200 years.

Breaking With Orthodoxy

The FPS, unable to find suitable jail space in local facilities for pretrial detainees, launched an extensive planning effort to create Metropolitan Correctional Centers (Federal Jails) in New York, Chicago and San Diego. Three of the nation's leading architectural firms were commissioned to design MCCs for the three metropolitan areas and were prohibited from consulting or communicating with each other during the design process. While each of the MCCs reflects the individuality of its architect's responses, they are all similar in that they effectively facilitated the same management philosophy. No doubt this occurred, in large measure, because they responded to the same architectural program which was heavily influenced by a functional unit management approach developed and refined by the FPS institutions during the 1960s. The functional unit concept was based on a management strategy which organized inmate housing populations into units of 50 with a unit manager, a case manager, two counselors and corrections officers. It is not surprising, therefore, to discover that all three MCC designs incorporated "manageable" housing units with inmate rooms (cells) arranged around a common, multi-purpose area. Security control centers are conspicuous by their absence, and furnishings, fixtures and finishes are noticeable for their commercial grade (as contrasted with traditional high-security institutional-grade furnishings).

The management philosophy of these podular direct supervision units is proactive in that it is organized to prevent negative inmate behavior prior to its occurrence. This approach relies on the staff's ability to supervise and manage inmates rather than on structured barriers or technological devices which are employed only to facilitate staff efforts in controlling populations. Each living unit is staffed by one officer who has direct control over up to 50 inmates. In the podular direct supervision mode, the role of the management team is to structure the operational environment such that correctional officers will be successful using a proactive management approach to inmate control.

The FPS experience with the MCCs over the past 20 years has been very positive. There has been little violence, tension or vandalism: fewer assaults have occurred than in traditional jails: and suicide and escapes have been rare. In general, managers are pleased with the performance record of the MCCs, staff requirements have not been excessive, and staff perceive the environment as safe, clean, challenging.

Resistance to Change: A Local Prerogative

Although many features of the MCCs have been incorporated into the design of local detention facilities, the overall concept was initially rejected. The podular design was adopted by many but modified to fit the traditional practices with which most administrators were comfortable. There was an almost universal disbelief among local administrators that direct supervision facilities could be safe, secure, cost effective, free from vandalism and a desirable place to work. Thus, the customary high-security, vandal-proof fixtures, furnishings and finishes were added to the podular design where 48-cell living units were sometimes sub-divided into units of 12 or 16 cells. Supervision was achieved either remotely from a secure observation post, or intermittently, by officers patrolling adjoining corridors (podular remote supervision). Ironically, the relative success of the modified podular design, coupled with the high-security furnishings and high-security electronics, tended to mask the true potential of the podular concept. The successes in the Federal MCCs were either ignored or attributed to the idea that federal inmates are somehow different. Few realized or accepted the perspective that this new design allowed management practices that would obviate the need for most of the reactive strategies so characteristic of traditional jail management.

Contra Costa County Jail: A Local Prototype

In the early 1970s, Contra Costa County, California instituted plans to replace a turn-of-the-century jail that was one of California's worst. The county, located north and east of the San Francisco Bay area, includes the cities of Richmond and Martinez, both of which suffered from high unemployment. During the late '70s, plans were drawn up for a high-rise traditional jail to hold 642 inmates. Local opposition to both the style and appearance of the proposed facility surfaced and grew in scope and intensity. In the face of strident opposition, the County Executive agreed to appoint a search committee to study alternatives. This action resulted in the formation of a broad-based citizen's group that included the most vocal opponents of the proposed jail as well as representatives from civic organizations. The group spent months debating the philosophy and purpose of the jail along with issues pertaining to its needs and functions. Committee members traveled the country to study contemporary jail designs. They were impressed by the Chicago MCC but also incorporated in their planning concepts ideas from other jails such as an "open booking" intake center patterned after the St. Louis facility. These innovations helped the committee finalize the jail philosophy, specify its purpose, functions and spatial

relationships. The Sheriff and Commissioners endorsed the program plans which architects converted to schematic designs and blueprints.

During this process, the county discarded original plans worth \$1.2 million. The option they chose was considerably smaller with room for 386 inmates. (The new facility cost \$24.7 million including court facilities and \$1 million worth of landscaping.) Since land space was not a problem, the facility is spread out, providing for larger living areas, adjacent outdoor recreation areas, and ample daylight into rooms, as well as activity areas.

Contra Costa County Jail, which opened in 1981, has become a national showcase. Thousands of official visitors have traveled across the country to tour the facility. As a consequence of these tours, the concept of podular direct supervision has acquired new confidence from local Sheriffs, Commissioners and Jail Administrators. Since Contra Costa County made a breakthrough in 1981, some two dozen local jurisdictions are building or have built small and large facilities patterned after the podular direct supervision concept. (See Appendix I)

Differences Make a Difference

Podular direct supervision jails have proven to be cost effective which, in itself, is a persuasive argument in their favor. Moreover, by contrast with traditional practice, they have turned out to be virtually hassle-free, creating an attractive environment for personnel who, after all, are the ones who "do time" in jail over the long haul. To provide some perspective on how they function, a comparison is made between some of the more prevalent problems experienced in traditional jails and a description of how these problems are managed in podular direct supervision jails.

1. INMATE CONTROL

Traditional Jails. Corrections officers control the corridors, catwalks and areas external to inmate cellblocks. Inmates control their own living areas, frequently with a "barn boss" who controls showers, television, jobs, meals and sexual favors. Inmates control "the action" in the jail.

Podular Direct Supervision Jails. Officers are stationed in the living areas, directly controlling inmate behavior, setting standards, allocating earned privileges, and providing a leadership role 24-hours-a-day. Inmates who

challenge the officer's authority are immediately disciplined on the unit or reclassified and moved off the unit to administrative segregation.

2. TENSION AND VIOLENCE

Traditional Jails. Fights are a daily occurrence. Inmates secure weapons to protect themselves. They form gangs for similar reasons. Personal property is frequently stolen. Sexual assaults occur frequently, often as a show of power. Staff accept the inmate code of values believing they have no alternative. Trapped in this deplorable, hopeless situation, some inmates are driven to suicide.

Podular Direct Supervision Jails. Tension is at a low level, fights are rare and quickly broken up because officers are in direct contact with inmates. Staff and inmates feel safe and secure negating the need for weapons or gangs. Sexual assaults are unheard of. The jail is hassle-free.

3. NOISE POLLUTION

Traditional Jails. Excessive noise is often cited as a major problem. Cell doors slam. Radios and televisions blare in competition. Conversations are shouted down echoing concrete corridors. The din contributes heavily to the constant stress.

Podular Direct Supervision Jails. Architectural design and management practices combine to reduce noise. Solid walls and doors confine individual room noises. In open areas, carpeting, acoustical tile and open space absorb the sound. Shouting is neither necessary nor permitted. Inmates are instructed to keep noise levels down.

4. IDLENESS

Traditional Jails. The jail may have some facilities for recreation and programs but inmates can only be taken in groups at specific hours when staff are available to escort them. Much time is spent viewing a single television set or playing cards in a dayroom. The lack of program options invites inmates to engage in counter-productive and often destructive activities in areas remote from staff or in their cellblocks.

Podular Direct Supervision Jails. Dayrooms are equipped with pool and/or ping pong tables.

Multiple televisions are available for viewing programs of one's choice. Education areas, libraries, visiting areas and law libraries are nearby and available. Universal gyms are frequently available so inmates can choose between indoor and adjacent outdoor recreation during the day and evening hours but always under the watchful eyes of corrections officers. Idleness is never a problem but rather an option available to the inmates.

5. VANDALISM

Traditional Jails. Inmates routinely vent their frustrations on the institution. Furniture is soon in disrepair, windows are broken, the walls covered with graffiti and plugged-up toilets are common occurrences.

Podular Direct Supervision Jails. Cleanliness and orderliness prevail. Peer pressure keeps the living units in good repair. Porcelain basins and toilets seldom need replacement. Inmates rarely burn cigarette holes in carpets or wooden furnishings. Maintenance is low even though non-institutional fixtures, furniture and furnishings are used. Weekly contests for cleanliness add to the daily maintenance of a clean and orderly facility.

6. INCONVENIENCES

Traditional Jails. Inmate privileges are a constant source of staff harassment. Television leads to fights over which channel to watch. Inmates badger staff for phone calls which require escorts and supervision. Getting linens, blankets, towels, soap, etc. often becomes a major problem. And, rather than send laundry to the washroom, inmates wash their clothes in toilet bowls and rip up sheets for make-shift clotheslines.

Podular Direct Supervision Jails. These facilities operate on the premise that service requests by inmates are legitimate and should be readily available to them. Thus, pay phones are installed and available for inmate use on an officer-controlled/scheduled basis. More than one television eliminates fights as compatible inmates choose and watch programs of their own choice. Laundry problem disappears when inmates have access to equipment in their living units. And, with adequate controlled storage space on the unit, officers can schedule the issuing of personal

supplies. In these facilities, the service needs of inmates are no longer an inconvenience but rather a management tool for officers to use in controlling inmate behavior. Inmates who fail to behave according to the required norms may find themselves without the benefit of those services which otherwise are readily available.

7. INMATE MOVEMENT

Traditional Jails. Every time an inmate has to leave the cell area for a visit, education, recreation, medical services, attorney consultation, etc., he/she must be accompanied by one or two officers. This requires escort staff or is unavailable. Restrictions of this kind raise tension levels and often run afoul of court orders or simple inmate rights.

Podular Direct Supervision Jails. Most of the programs/services are available on the living unit precluding the need for inmate movement. Thus, access to these services becomes a management tool rather than a hassle for corrections officers.

8. INMATE INFORMATION

Traditional Jails. Inmates pepper officers for information regarding court dates, bail amounts, names of attorneys, visiting and other issues of personal concern. Officers wind up their shifts with pockets stuffed with notes, which they may or may not have time to address. Information harassment is a chronic problem which induces tension and stress.

Podular Direct Supervision Jails. Officers have telephones at their stations and can readily access information sources for inmates. In some jails, computer print-outs are available regarding inmate bail, next court appearance, cash reserves in the commissary, etc. Officers discover that having control over information gives them more authority over inmates.

9. INMATE DISCIPLINE

Traditional Jails. Inmates don't care if they are "written up" and sent to segregation since they stand to lose so little. Sometimes that is the only way they can get any privacy. Moreover, being sent to "the

hole" becomes a macho symbol, raising one's status among inmate peers.

Podular Direct Supervision Jails. Being reclassified to segregation means losing a broad range of privileges that inmates soon learn to value. The normalizing atmosphere is prized over the institutionalized atmosphere of the segregation unit where all needs become privileges and only constitutionally required minima are available.

10. STAFF PROBLEMS

Traditional Jails. Morale is low, tension is high and stress-related problems abound. Sick leave is used and abused. Some officers resort to smuggling in contraband to curry inmate favor. Others resort to brutalizing inmates. Militant unions are formed, staff turnover is high and many posts remain uncovered.

Podular Direct Supervision Jails. Officers learn leadership skills that will serve them on the streets and equip them for management roles in the future. The relatively pleasant atmosphere is designed for officers as much as it is for inmates. Officers learn to mingle with inmates without fear of assaults. Since they have the authority and resources to solve problems on their own, they find the job more satisfying. Many ask to stay in the jail beyond the time prescribed by regular tours of duty.

It is of ten easier to described differences that make a difference than to understand the principles which undergird the process and explain the operative human dynamics. This dilemma haunted Ray Nelson, who opened the Chicago MCC in 1975. Having built his professional career as a jail administrator prior to joining the Federal Bureau of Prisons, he simply did not believe that a jail could successfully function using the podular direct supervision philosophy which was required by the architectural design, furnishings and fixtures of the Chicago MCC. Yet, despite his worst imaginable fantasies, the concept worked and the differences did make a difference. Mr.. Nelson was able to articulate the nature and scope of these differences, some of which are reported upon in this section. But why podular direct supervision achieves such radical change with respect to positive inmate behavior demanded careful conceptual analysis Nelson was able to provide as Director of the National Institute of Corrections Jail Center. This analysis culminated first in an unpublished paper and later

in an NIC publication entitled Direct Supervision Models. The principles and dynamics of the Podular Direct Supervision Model follow.

Principle I: Effective Control

A detention facility, by definition, is a controlled environment for those charged with a crime, awaiting a disposition, or serving a short-sentence. Effective control of inmates is one of the primary objectives of any jail or program.

A. Total Control

The managers of podular direct supervision jails must be in total control of their jails at all times. Control should never be shared with inmates. When inmates are even temporarily unsupervised, they **are**, in effect, left in control of each other.

B. Sound Perimeter Security

The physical security of the podular direct supervision facility is concentrated on the perimeter. A strong perimeter security permits greater flexibility of internal operating procedures.

C. Population Divided Into Controllable Groups

Dividing the jail population so that corrections officers will not have to deal with more than 50 inmates at any one time facilitates their ability to remain in control. The officers may very well wish to manage larger groups of inmates when it is appropriate: however, this option should be discretionary and not dictated by design.

D. Easily Surveillable Areas

The supervision officer should always be in a position to easily observe the area he/she controls.

E. Inmates' Inner Control Maximized

One of the most significant elements of the principle of effective control is to structure the inmate's environment so that his inner controls will be maximized. Most inmates have the capacity to comply with the desires of the corrections officers if doing so will serve their needs. A

proactive management approach is used to manipulate the inmate's environment so that his critical needs are best achieved through compliant behavior and his negative behavior consistently results in frustration.

Principle II: Effective Supervision

Direct staff supervision of inmates is requisite for the achievement of effective control. Effective supervision involves more than visual surveillance: it includes the use of all the human senses, as well as extensive personal interaction between staff and inmates.

A. Staff-To-Inmate Ratio

The military has struggled with the concept of supervision ratios for centuries. While there are still no precise figures or absolute rules, past practice indicates that a platoon of approximately 44 men is a manageable group for military purposes. The experience of the past 10 years in podular direct supervision detention facilities suggests that an officer can effectively supervise 50 inmates. As one would reasonably assume, smaller groups are easier to supervise. However, the cost effectiveness of a lesser ratio has to be taken into consideration. On the other hand, smaller institutions--e.g., under 200--may not be able to achieve the 1-to-50 ratio because of mandatory classification groupings.

B. Officer In Control Of Unit

Effective supervision depends on the officer's being in control of the unit. The unit officer should not be expected to contend with an inmate in the unit who is not agreeable to promptly obeying all lawful orders. The housing unit should always be viewed as the "officer's space", with the inmates in the role of the visitors.

C. The Officer's Leadership Role

One of the major sources of inmate violence is the struggle to assert leadership when a leadership void exists. This is a natural group response to such a situation in any segment of society. However, the struggle for leadership or the dominant role in an inmate group is usually violent and brutal. Inmate rapes, for example, are often tactics employed by inmates to exert their dominance over others. In order to avoid this

situation, an officer must fill the leadership void and protect his or her role jealously. There is only room for one leader on a unit during any one shift and that must be the officer. Management's responsibility is to structure the unit environment to ensure that the officer remains the undisputed leader. Any inmate who vies for the leadership role has to be dealt with effectively, even if that involves his removal from the group.

D. Frequent Supervision By Management

Management must actively assume the responsibility for assuring that staff are successful in fulfilling their inmate supervisory responsibilities. This is achieved principally through the high visibility of managers in the housing units. The supervisor must ensure that the officer is performing his duties correctly, is achieving the desired results, and can be fully supported by management.

E. Techniques Of Effective Supervision And Leadership

A considerable body of knowledge has been collected and verified concerning effective supervision and leadership in all forms of human endeavors. These principles are also applicable to supervision and leadership in a podular direct supervision facility. Mastery of these techniques will enable the officer to accomplish objectives skillfully and with a sense of professional competence.

Principle III: Need For Competent Staff

A. Recruitment of Qualified Staff

A candidate for podular direct supervision should have the ability to relate effectively to people, to become a leader, and to learn the skills required of this position. Qualified candidates do not have to be college graduates, but should be capable of participating beneficially in the required training. Such candidates cannot be expected to be recruited at salaries lower than their road patrol counterparts.

B. Effective Training

In addition to basic correctional officer training, the officer needs to be trained in the history, philosophy and the principles and dynamics of new podular direct supervision facilities. He/she should also receive training to develop the critical skills of effective supervision, leadership, management and interpersonal communication.

C. Effective Leadership By Management

Even trained staff can only function as effectively as their leaders. As indicated previously, management must assume the responsibility for making staff effective. They must develop their staff through constructive supervision and leadership, ensure that they receive proper training, and maintain high recruitment standards.

Principle IV: Safety of Staff and Inmates

Probably the greatest concern about being incarcerated or seeking employment in a detention facility is personal safety. Our detention facilities have gained a reputation of danger that creates justifiable fear.

A. Critical To Mission And Public Expectations

Despite the general fear of detention facilities in our society, there is a public expectation that inmates should be safe, and the staff who operate these facilities should not be exposed to undue hazards. The basic mission of a detention facility is to provide safe the secure custody of its wards until they are released.

B. Life Safety Code

Prisons and jails are often the scenes of tragic fires. During the past 15 years, there have been more than a dozen mass-fatality fires in American correctional facilities. The fatalities from these fires occurred primarily from smoke inhalation which resulted from deficient evacuation plans and key control procedures. Any facility, regardless of architectural or management style, must be responsive to these critical issues.

C. Personal Liability

Million of dollars have been paid in court-awarded damages to victims or their families as a result of personal injuries sustained in detention facilities because of preventable, unsafe conditions. It is a travesty that these public funds were not spent in the first place to correct the unsafe conditions responsible for the injuries.

D. Inmate Response To Unsafe Surroundings

How inmates will respond to unsafe conditions is predictable--self preservation. It is one of the basic instincts of man. Inmates attempt to enhance personal safety by acquiring defensive weapons, affiliating with a kindred group for common defense, presenting themselves as tough persons not to be messed with, or by purchasing security with cash or kind. Inmates often commit violent or destructive acts in order to be placed in administrative or punitive segregation, where they perceive it to be safer than the general population. The very acts which practitioners identify as the primary inmate management problems are often normal reactions to unsafe surroundings. Inmates in a podular direct supervision facility where personal safety is ensured do not find these defensive strategies necessary or in their best interests. On the contrary, such behavior is dysfunctional. It does not fulfill their needs and serves no constructive purpose.

E. Staff Response To Unsafe Working Conditions

Staffs' response to unsafe conditions is not too different from the inmates' since self-preservation is also one of their basic instincts. Staff often affiliate with unions to achieve safer working conditions. They avoid personal contact with inmates and avoid patrolling areas perceived by them to be unsafe. Staff often avoid coming to work altogether by using an excessive amount of sick leave for stress-related disabilities and, at other times, by simply abusing the sick leave system. They are also known to occasionally carry their own personal and prohibited weapons, and some have tried to buy personal safety from inmates through the granting of special favors.

F. Fear-Hate Response

The inevitable result of an unsafe environment is the "fear-hate" response. Fear and hate are closely related emotions. We usually hate those we fear, and fear those we hate. The inmates' fear and the resultant hate of other inmates and staff lead to some hideous consequences. The combined result of all of this hatred for one another is a "cancerous" working situation which is extremely hazardous.

Principle V: Manageable And Cost Effective Operations

One very important consideration for any facility is that it be manageable and cost effective. The podular direct supervision facility is able to fulfill the mission of the detention facility while, at the same time, reduce costs.

A. Reduced Construction Costs

Construction costs vary according to region and unique circumstances confronting the architect and contractor. Therefore, the costs of building podular direct supervision facilities vary from one location to another. There are, however, some basic component cost characteristics which are unique to the podular direct supervision style. The absence of vandal-proof and security-style furnishings, fixtures and finishes throughout 90% of the facility is the major contributor to lower construction costs. When one considers that the cost of a china toilet bowl is about \$150 and a stainless steel, vandal-proof toilet bowl is about \$1,500, some appreciation for construction costs savings is gained. The excessive costs of gang cell door closers and locking systems are also avoided.

B. Wider Range Of Architectural Options

Since the architect does not have to select materials primarily as a reaction to the anticipated destructive behavior of inmates, he is free to select a wider range of materials. For example, if a facility wishes to utilize carpeting as a floor covering and benefit from its relative cost advantage, ease of maintenance, and sound dampening qualities, it may do so.

C. Anticipate Fundamental Needs: Incentives for Self-Control

The proactive manager uses his knowledge of how human needs affect behavior to achieve the behavioral response he is seeking. He perceives them as environmental forces that can be effectively manipulated to assist him in accomplishing his agency's mission and goals. If the inmate understands that most of his fundamental human needs can be fulfilled on a general housing unit, then he has a very important investment in remaining on the unit.

One of the most powerful **forces** affecting the inmate's behavior, next to the self-preservation instinct, is the need to communicate and have contact with family and significant others. The fulfillment of this need then becomes an influential dynamic in managing the general housing unit. If contact visits are available to those who conduct themselves responsibly, the motivation for responsible behavior is greatly enhanced. The potential loss of privileges that affect an inmate's relations with his loved ones is one of the most potent forces that can be applied to achieve responsible inmate behavior.

Telephone access is likewise an important priority for the inmate. Through the telephone, he is able to keep in communication with the important people in his life. Therefore, another important ingredient for the general housing unit is sufficient collect-call phones to meet the population's telephone needs. Not only does this meet the inmate's need, but it relieves the officer from the annoying and time-consuming task of processing inmate telephone calls.

Television viewing is an important part of contemporary life. Most of the inmates have been raised on it since infancy. Considering how effectively television occupies an inmate's time, it is one of the most economical devices we can obtain for this purpose. Television is by no means a panacea. As in the home, it can be the source of a great deal of strife. On a housing unit of 50 felons representing a variety of cultural backgrounds, the resulting discord over channel selection can be violent. The solution to this problem is to have sufficient television sets to be responsive to basic needs and interests of the population. Usually two to four sets are sufficient, depending on the design of the unit

and the mix of the population. Using multiple sets can keep the sound volume lower and divide the population into smaller and more compatible groups.

Inmates should be able to purchase important items from the inmate store or commissary on a regular basis. When inmates are unable to make purchases from the inmate store or commissary, they will make their purchases from other inmates with all of the negative factors associated with these transactions.

The service of meals also takes on an exaggerated importance in correctional institutions. Good food, well prepared and presented, goes a long way toward increasing the inmate's investment in the general unit.

Security of personal property is another important consideration. The lack of secure storage for the inmate's personal property contributes to a high incidence of theft, along with concomitant corrective actions attempted by the inmate.

A great many problems occur in multiple or gang showers. The installation of sufficient individual shower stalls virtually eliminates the difficulties associated with this daily activity.

Physical exercise is an effective way to release pent-up emotional tensions which accompany the stress of incarceration. The opportunity for exercise is also a condition of confinement required by the courts. When the unit is designed to meet this need, it is no longer a management problem.

Inmate idleness still remains one of the leading management problems in a detention facility. The introduction of industrial opportunities can contribute significantly to the resolution of that problem. The income earned by the inmate's involvement in this activity is a significant motivator to remain eligible for those assignments. Inmates involved in constructive activity are seldom management problems.

D. Sanitation and Orderliness

A very important dynamic in managing a unit in a podular direct supervision facility is the set of activities involved in maintaining a clean and orderly unit. These activities promote a healthy

interaction between staff and inmate in which the inmate becomes conditioned to responding to the officer's directives. The orderly state of the unit is also a continual reminder that the officer is exerting active control of the unit. Competition between units for a prize awarded to the cleanest unit can produce amazing results in maintaining a high standard of sanitation and orderliness.

Principle VI: Effective Communication

Effective communication is a critical element in the operational strategy of all human enterprises. Detention facilities are not exceptions, and management must be sensitive to the important impact of the various elements of this principle.

A. Frequent Inmate And Staff Communication

Frequent communication between staff and inmates should be encouraged. Inmates will often advise staff of illegal activities being planned by other inmates if they have the opportunity to do so without running the risk of being identified. The inmate's cooperation is motivated both by an expectation of favorable treatment from the administration and by a desire not to have his living conditions jeopardized by the irresponsible actions of others, particularly if he does not stand to benefit.

B. Communication Among Staff Members

Because of the assignment of individual officers to separate units, there is particular need for management to facilitate effective communication among staff members. This needs to be accomplished between shifts and between assignments. It can be achieved through shift role calls, timely and clear policy and procedure statements, post orders, and unit logs.

c. Training and Techniques Of Effective Communication

Every officer should be trained in the techniques of interpersonal communication. These skills will greatly assist him in accomplishing his objectives. Considerable knowledge has been assembled over the years by communication specialists in correctional settings and should be fully utilized to ease the officer's task.

Principle VII: Classification and Orientation

The classification and orientation of inmates must be included in the day-to-day operations of podular direct supervision facilities.

A. Knowing With Whom You Are Dealing

The officer must know with whom he is dealing and should have the benefit of as much information about the inmate as possible. While it is true that institutions receive many prisoners on whom little information exists, they also receive many repeaters whose confinement records should detail, among other things, their behavior patterns in confinement.

B. Orientation

Inmates should be told what is expected of them. A carefully structured orientation program will save a lot of time and misunderstanding and will provide a further opportunity to learn about the inmate's behavior. Facility rules and regulations should be posted or otherwise available to the inmate population.

C. Assumption Of Rational Behavior

Human behavior is amazingly responsive to expectations communicated. This has been demonstrated frequently in educational settings and also has been seen in detention facilities. When we convey to a person the kind of behavior we expect from him, either verbally or non-verbally, his tendency is to respond to these clues.

The traditional detention facility approach is to treat all newly admitted inmates as potentially dangerous until they prove otherwise. The officers' expectation of the new inmate's behavior in these situations is clearly transmitted. In a podular direct supervision facility, the reverse approach is taken. All new inmates are treated with a clear expectation that they will behave as responsible adults until they prove otherwise. Staff are equipped to deal with those who prove otherwise, but the vast majority of inmates conduct themselves responsibly even during the admission process.

D. Maximum Supervision During Initial Hours of Confinement

The first 24 to 48 hours of confinement is a critical period in the detention process. The highest rate of suicide occurs during this period, accounting for nearly half the total jail suicides. Intensive supervision at this phase of the detention process will contribute to a lower suicide rate.

Principle VIII: Justice and Fairness

To advocate that detention facilities operate in a just and fair manner sounds more like a homily than a principle of detention facility management. However, the many implications of this issue in a detention facility warrant further examination, and because of its significance to correctional facility management, it is regarded as an operational principle.

A. Critical To Mission And Public Policy

A critical part of the mission of most detention facilities is the provision of just custody. This is in recognition of the fundamental obligation to comply with constitutional standards and other applicable codes and court decisions. Despite widespread public confusion regarding the role of the correctional facility, there is public expectation that prisoners should be treated fairly and in accordance with the provisions of the law.

Unfortunately, a large segment of the public and even many corrections practitioners appear to be oblivious of the Fifth Amendment prohibition against pretrial punishment. The Supreme Court's May 1980 decision in *Bell vs. Wolfish* is explicit in its interpretation of the Fifth Amendment to prohibit the imposition of any condition of confinement on pretrial prisoners for the purpose of punishment.

There is no place for the self-appointed public avenger in a professionally run, constitutional correctional facility. Such preoccupations are counter productive to the proactive resolution of management problems. It is, therefore, not only legally correct to manage facilities in harmony with our constitutional charter, but it is also a critical element in the principles and dynamics of managing podular direct supervision facilities.

B. Consistent Root Cause Of Collective Violence

The level of violence in our society has reached such alarming proportions that there have been two Presidential Commissions appointed to study this phenomenon within the past 15 years. After examining the history of collective violence in the United States, they were able to identify a set of root causes which were present in all of the many occurrences. One consistent root cause, which is particularly relevant to the correctional setting, is that in every such event there was strong feeling by the participants that they had been treated unfairly.

When a person is in a captive state, the impact of unfair treatment is greatly magnified. This is particularly true of Americans because we have been conditioned to expect fair and just treatment by our government. As a principle of inmate management, it is not sufficient for management to be, in fact, just and fair; it is also vitally important that management's actions are perceived by the inmate population as just and fair.

C. Critical Leadership Quality

As referred to previously, the officer's role as the leader of the unit is an important dynamic in exerting positive control over the inmate population. A critical quality of any leader is a keen sense of fairness that can be consistently depended upon by subordinates. Any compromise of the officer's reputation for fairness will seriously jeopardize his operational effectiveness.

D. Formal Administrative Remedy And Disciplinary System

There will always be those cases where the inmate does not accept the officer's position. Regardless of the basis for the inmate's disagreement, a formal administrative procedure should exist in which to channel such disputes. A creditable third party review is not only a good pressure release mechanism, but it also serves as a good monitoring system to ensure consistency of equitable treatment.

These principles and dynamics of detention facility management, in combination, constitute a philosophy around which a management approach was designed. They represent the collective observations of both successful and

unsuccessful examples of the podular direct supervision type detention facilities over a period of several years and under the leadership of a succession of chief executive officers.

It is reasonable to conclude that if a management philosophy is based on these principles and dynamics, the system will achieve the same beneficial results as the successful examples. The results will be a safe, secure, humane and just facility which will be considered an appropriate place for the detention of American citizens charged with crimes and requiring detention.

SECTION II

Study/Audit Design

SECTION II

Study/Audit Design

Background and Rationale for the Study

Direct supervision jail management describes a recent innovation in jail operations that joins the power of architectural design with a proactive approach to jail management. This Federal Prison System innovation was first tested by a local jurisdiction in Contra Costa, California in 1981 with outstanding success. Since it opened, this facility has been a good example of how to design and manage a humane, safe, secure, constitutional and problem-free jail. Many other local detention facilities have adopted this concept in recent years.

The Pima County Corrections Bureau joined the family of direct supervision jails when it opened in June, 1984. The facility incorporates the podular concepts of direct supervision jails and operates in the context of principles and dynamics which guide the management of inmates in these innovative jails. Major Russell M. Davis, the Bureau Commander, has provided the leadership for this jail which is guided by a progressive statement of philosophy.

"The mission of the Corrections Bureau of the Pima County Sheriff's Department is to provide just and humane care for persons incarcerated in detention facilities. The goals of the Corrections Bureau are protection of the public, assistance to the judicial system, promotion of positive behavior, and just and humane care of inmates....To facilitate this concept, the Sheriff's Department shall maintain direct supervision over inmates and structure the inmates' environment so that their critical needs are best met through compliant behavior.

To achieve the goals and objectives of the Corrections Bureau, it shall be necessary for all personnel to adhere to the highest standards of professional conduct at all times. Professionalism, respect, competence, teamwork and pride shall be the foundation for excellence."

Lofty statements of principle and philosophy provide exciting challenges for staff to achieve, as well as important touchstones for evaluating how effectively they have been integrated into the fabric of daily operations. On October 1, 1986, the NIC Jail Center responded favorably to a request from Major Davis for technical assistance to evaluate the operation of podular direct supervision in the Pima County Detention Center. This positive response by the Jail Center was motivated by a number of compelling forces:

1. The Jail Center is committed to the growth and development of direct supervision jails. In this regard, they feel it is important to support their

position by providing technical assistance in evaluating the performance of operating facilities.

2. In May, 1986, the Jail Center provided technical assistance to Pima County during their transition phase by training staff in (a) Interpersonal Communications and (b) Training for Corrections Officers in the management of direct supervision pods. Thus, the Jail Center helped Pima County transition into its new facility.

3. Since opening in June, 1986, the Pima County Corrections Bureau has hosted a number of training sessions in Interpersonal Communications Training (for jail staff) and Management of Direct Supervision Jails (for sheriffs, jail administrators and county officials).

4. Major Davis and other command staff have assisted the Jail Center by providing technical assistance to a number of other jurisdictions involved in the development of direct supervision jail facilities. Their contribution in this regard has been invaluable.

For these persuasive reasons, the Jail Center contracted with Mr. Herbert R. Sigurdson and Mr. Paul Katsampes to join Mr. William Frazier in an evaluation of the Pima County Detention Center's operation. The data collection process occurred October 7 - 10, 1986.

Design Features

In July, 1985, the NIC Jail Center completed an audit of the Tombs in New York City entitled "The Manhattan House of Detention: A Study of Podular Direct Supervision."^ The study design for the Manhattan House of Detention was effective in testing for the presence or absence of the eight basic principles that undergird this jail management philosophy. Therefore, it seemed prudent and efficient to replicate this "audit" or study design in the Pima County facility. The principles being tested are:

1. Positive inmate behavior is associated with effective control.
2. Positive inmate behavior is associated with effective supervision.
3. Podular direct supervision requires competent staff.
4. Podular direct supervision provides safety for staff and inmates.

5. Podular direct supervision results in manageable and cost-effective operations.
6. Podular direct supervision requires effective communication.
7. Podular direct supervision requires inmate classification and orientation.
8. Podular direct supervision requires that inmates be treated with justice and fairness.

Positive inmate behavior is evaluated in terms of behavioral outcome indices including:

1. Number of homicides
2. Number of suicides
3. Number of sexual assaults
4. Number of aggravated assaults
5. Number of contraband weapons
6. Number of disturbances
7. Number of court-ordered judgments
8. Costs associated with inmate vandalism

Interview Sample

The NIC Jail Division Study Team included supervisors/administrators, unit officers, and inmates in the interview sample. Samples from these populations provide an auditing perspective from management, line staff and the user population (inmates). The sample populations also provide for cross-tabulations of the interview responses between and among the three sample populations.

The sample responding to the questionnaire included 17 supervisors/administrators representing 56.6% of the total available universe; 89 unit officers representing 65% of unit officers; and 103 inmates representing 25% of the user population. The sample of supervisors and unit officers included the total complement of staff attending each of the three shift role calls. Inmate samples were randomly taken from each of the general housing units. Thus, the samples were selected randomly and the percentage per population exceeds limits necessary to generalize the data findings to the total universe of each sample population.

DESIGN PARADIGM		
INPUT	<u>TRANSFORMATION</u>	<u>OUTPUT</u>
Pima County Sheriff's Department Corrections Bureau	Direct Supervision Principles	Potential Inmate Behavior Indices
Pima County Detention Center	1. Effective control	Number of homicides Number of suicides
Staff	2. Effective supervision	Number of sexual assaults
Resources	3. 'Competent staff	Number of aggrava- ted assaults
Support Services	4. Safety of staff and inmates	Number of contra- band weapons
Inmates	5. Manageable/cost-effective operation	Number of distur- bances

Method of Analysis

Instrument data were coded for computer analysis with cross-references being made to each of the eight principles of direct supervision jails. The computer printouts provided frequency distributions for each of the interview populations where appropriate. This raw data provided for an analysis of the internal consistency between and among interview populations. An effort has been made to interpret major discrepancies occurring in the data and, where possible to do so, inconsistencies were cross-referenced with record data taken from Pima County Jail Center reports.

Finally, the Jail Center data collection team collected data regarding conditions and behavior they actually observed at the facility during the data collection phase, October 7 - 10, 1986. Their observations are woven into the data analysis where appropriate.

SECTION III

Data Analysis: From Principles to Practice

Introduction

This audit of the Pima County Detention Center tested for the presence of the eight principles and dynamics of direct supervision jails.. Frequency distributions were calculated for each of the three populations interviewed and cross-referenced to the respective principles. Each principle is presented followed by pertinent interview items, data tables and/or graphs indicating response distribution by population. For each interview item, the data are analyzed in the context of the respective principles. Where appropriate, the findings are discussed in terms of their implications for the management of the Pima County Detention Center.

Characteristics of Interview Sample

This survey included 17 supervisors/administrators, 89 unit officers and 103 inmates. The consultants (study staff) attended all three shift roll calls at which time the data instruments were completed. Supervisory/administrative staff completed their survey instruments after role call but prior to completion of their shift. Thus, the data findings are representative of all shifts working at the Pima County Detention Center. Inmate data were collected on all of the housing units. Typically, the interviewers would administer the questionnaire to five or six inmates at one time. This small group data collection process was both efficient and effective. The small groups enabled the interviewer to provide individual attention to the inmate respondents on an as needed basis.

The supervisors interviewed had worked in corrections for an average of 9.1 years with a range of 2.3 to 34 years. Unit officers have worked in corrections for an average of 4.5 years with a range of 4 months to 8 years. Half of the corrections officers in the sample have worked in corrections for over two years. Thus, the relative gap in work experience of these two interview populations shrinks when work experience in corrections is measured. Nine of the supervisors and 32 of the unit officers reported having worked in other jails. From an overall perspective, the supervisors/administrators and unit officers have had extensive experience in corrections.

Principle I: Effective Control

Effective control is perhaps the most elemental of the eight principles undergirding direct supervision jail management. From a behavioral science perspective, it seems logical that without effective control, other principles would be rendered moot. An assessment of effective control was made

in the context of four pertinent areas: (1) Perimeter Security, (2) Housing Unit Design, (3) Facility Management, and (4) Inmate Management.

Perimeter Security

Perimeter security at the Pima County Detention Center is excellent. Central control regulates access to sallyports into and out of the facility. In addition, central control controls the flow of inmate movement within the facility. Individual unit officers do not have the ability to release inmates from housing units. There has been only one escape recorded since the facility opened. This occurred when an inmate successfully scaled the fence surrounding the outside recreation area. There have been no attempted breaches of the security perimeter by persons outside the facility.

Housing Design

The housing units are designed to accommodate up to 36 inmates. The intake unit is a notable exception since it absorbs all of the overcrowding problems. The intake unit is designed to accommodate 36 inmates and has held as many as 80 with 44 inmates sleeping on the floor. The housing units provide for good surveillance generally, although there are some blind spots from the officer's work station. These do not seem to have created "trouble spots" and, in fact, a number of unit officers noted that surveillance problems are eliminated when officers move throughout the unit during their shift.

Supervisors and officers were queried regarding movement patterns on the unit.

Interview Item: How much time is spent roving the living units?

Data Table

Codes	Officers	Supervisors
None	0.0%	5.9%
Very Little	6.7%	5.9%
Some	40.4%	35.3%
A Great Deal	52.8%	52.9%

6.7% of the officers and 11.8% of the supervisors report that officers spend very little or no time roving the living units. Alternatively, 92.3% of the officers and 88.2% of

the supervisors report that officers spend some or a great deal of their time roving the unit.

The high percentage of responses in favor of 'some to a great deal' of roving through the units is supported by the direct observation of the data collection team members. While unit officers do seem to have a considerable amount of paperwork to deal with, they also seem to be responding to inmate needs while attending to their reporting functions. During the change of shift, inmates are locked down. It was impressive to observe the relieving officer take the roster of inmates on the unit with their pictures attached and actually go from room to room, verifying their presence in their rooms. This process serves as a powerful control for inmate count and, from a management perspective, subtly communicates to the inmate population that unit staff are in control.

Officers and supervisors were asked about the size and design of living areas.

Interview Item: Does the design and size of living units contribute to effective supervision?

Data Graph: See Page 32.

The preponderance of unit officers (83%) report that the design and size of living units contribute to effective supervision. It seems curious that only 48% of the supervisors agree with this position, while 52% disagree. It is difficult to understand this perspective except one must assume that the unit officers are more qualified to answer this question from an effective supervision standpoint--they are the front-line managers of the unit. Perhaps the supervisors would alter their perspective if they were scheduled to run the units for a few days on a periodic basis. Administration may wish to consider this idea, not only to test their perception on this issue of effective control, but, in addition, to give them a refresher in line-officer responsibility on a periodic basis.

Supervisors were asked about visual surveillance.

Interview Item: Do living units lend themselves to good visual surveillance?

Data Graph: See Page 33.

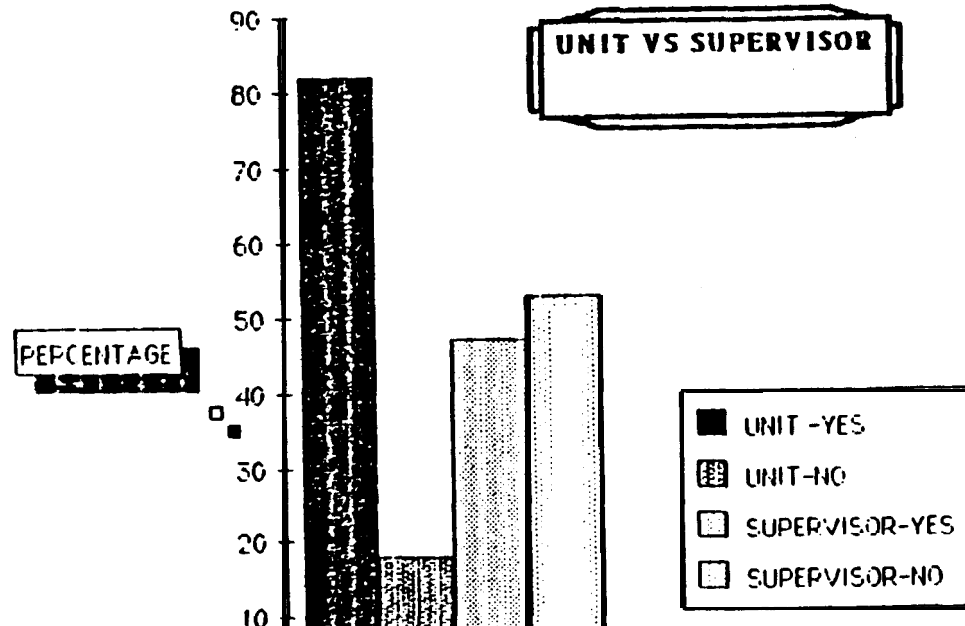
A large percentage of the unit officers (60%) and supervisors (54%) do not feel that the design of the living units lend themselves to good visual surveillance. Apparently the absence of good visual surveillance does not detract from effective control as is reported upon earlier.

Design and size of living units contribute to effective supervision

U - 10

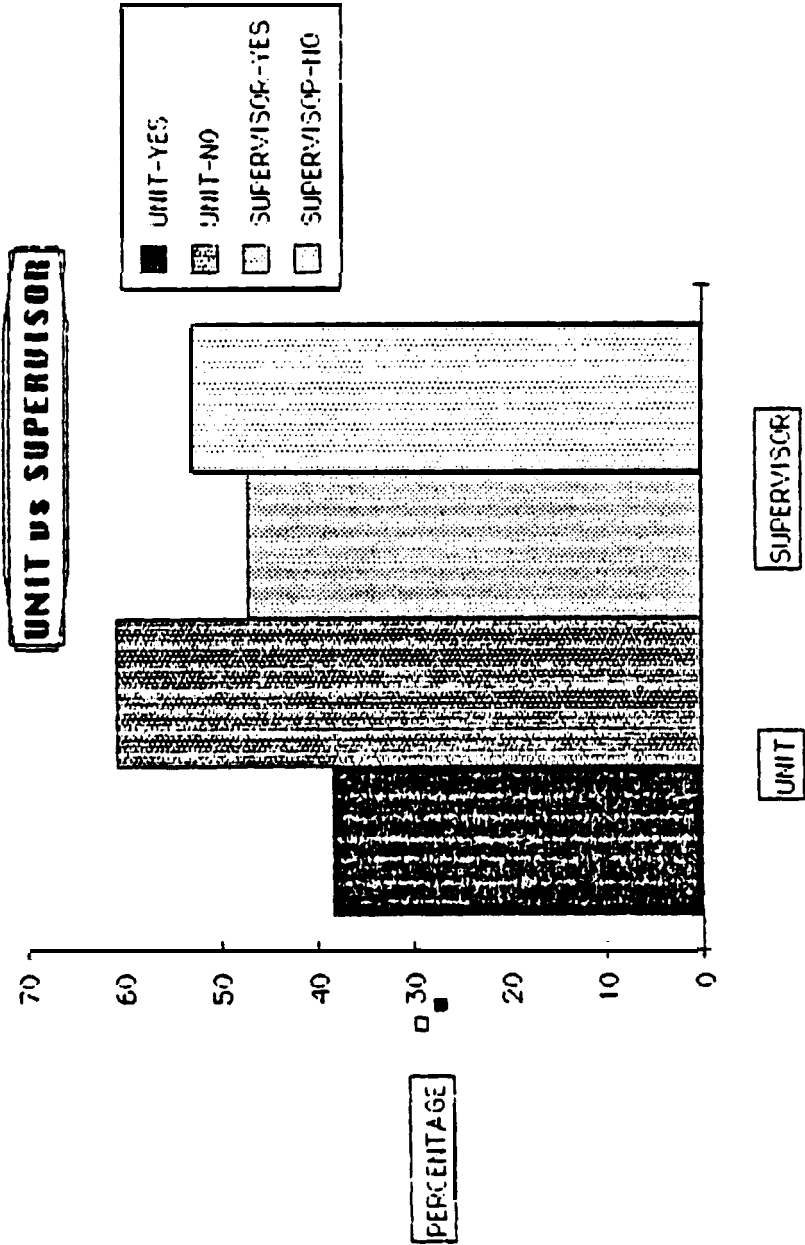
S - 8

32



Living units lend selves to good visual surveillance

U-11
S-9



This is particularly true of unit officer responses. In addition, the importance of good visual surveillance in the design of the unit may be diminished by the high amount of roving throughout the unit by unit officers. Thus, a great deal of roving is indicated as a means for meeting total control over the inmate population.

Inmates were asked a related question.

Interview Item: Do things get broken in areas that are difficult for unit officers to see?

Data Graph: See bar graph on Page 35.

From the inmates' perspective (95%), things do not get broken in areas where it is difficult to see. From inmate responses, it is reasonable to conclude that total control of the unit is achieved through the effective management practice of roving throughout the unit at frequent intervals. With respect to size of living units, staff were asked:

Interview Item: How large a group can an officer comfortably supervise?

Data Table

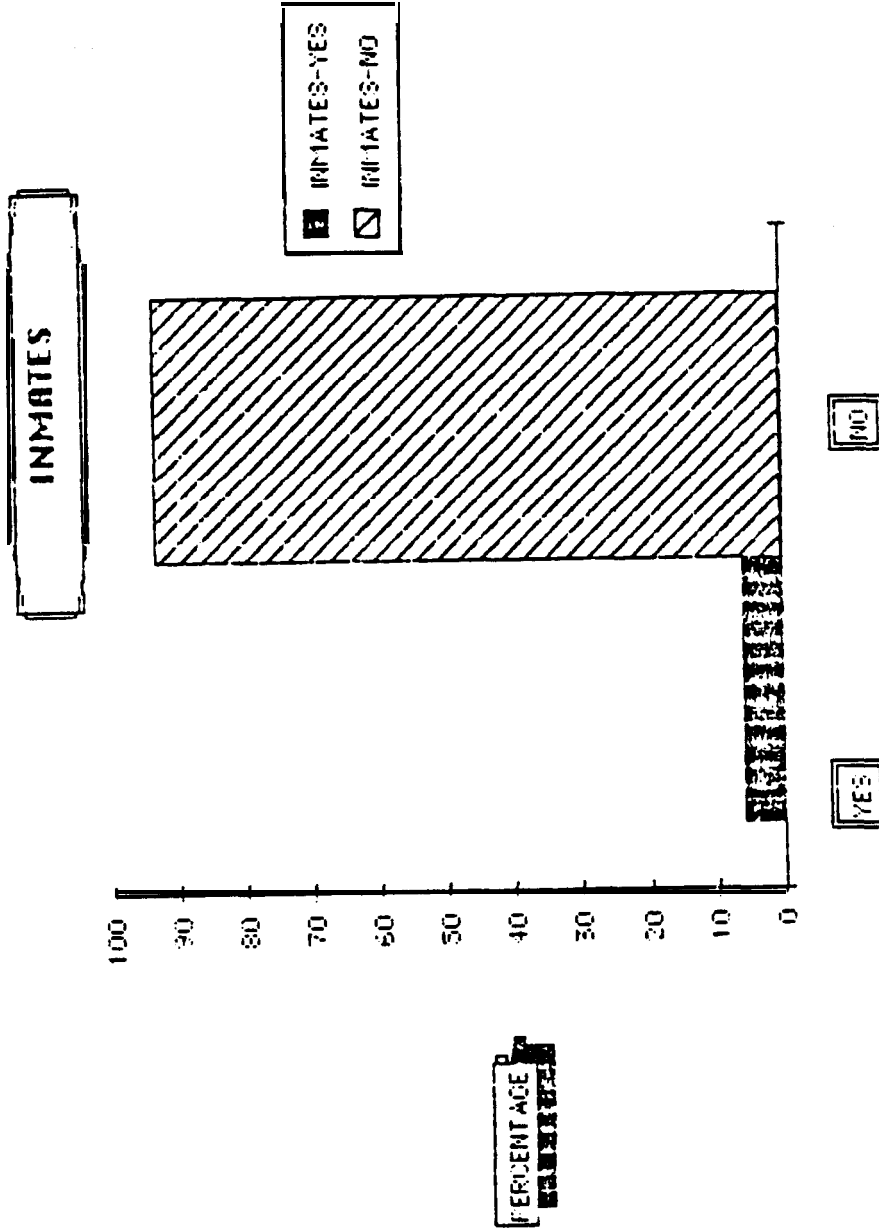
Code	Officers	Supervision
Less than 36	14.2%	0.0%
36 - 40	71.5%	76.5%
40 - 50	14.3%	23.5%

Fourteen percent of the unit officers felt the unit population should be less than 36 inmates. However, none of the supervisors agreed with this response. In fact, all of the supervisors (100%) and 85.8% of unit officers reported that the officer could comfortably manage a unit population of between 36 - 50 inmates. Thus, the great preponderance of respondents believe that the size of the housing unit population at Pima County Detention Center is manageable. The overcrowded intake unit would be an obvious exception in this regard.

Facility and Inmate Management

The principle of effective control insists that staff manage the facility and the inmates therein. A number of questions were asked regarding the management of the Pima County Detention Center.

Broken things difficult to see
I - U



Unit officers and supervisors were asked:

Interview Item: Do inmates perceive that the unit officers are in charge?

Data Table

Code	Officers	Supervision
Never/Seldom	2.2%	5.9%
Often/Always	97.8%	94.1%

Inmates were asked a similar question:

Interview Item: Who do you believe runs this unit?

Data Table

Code	Inmates
Inmates	14.9%
Officers	72.3%
Other	12.8%

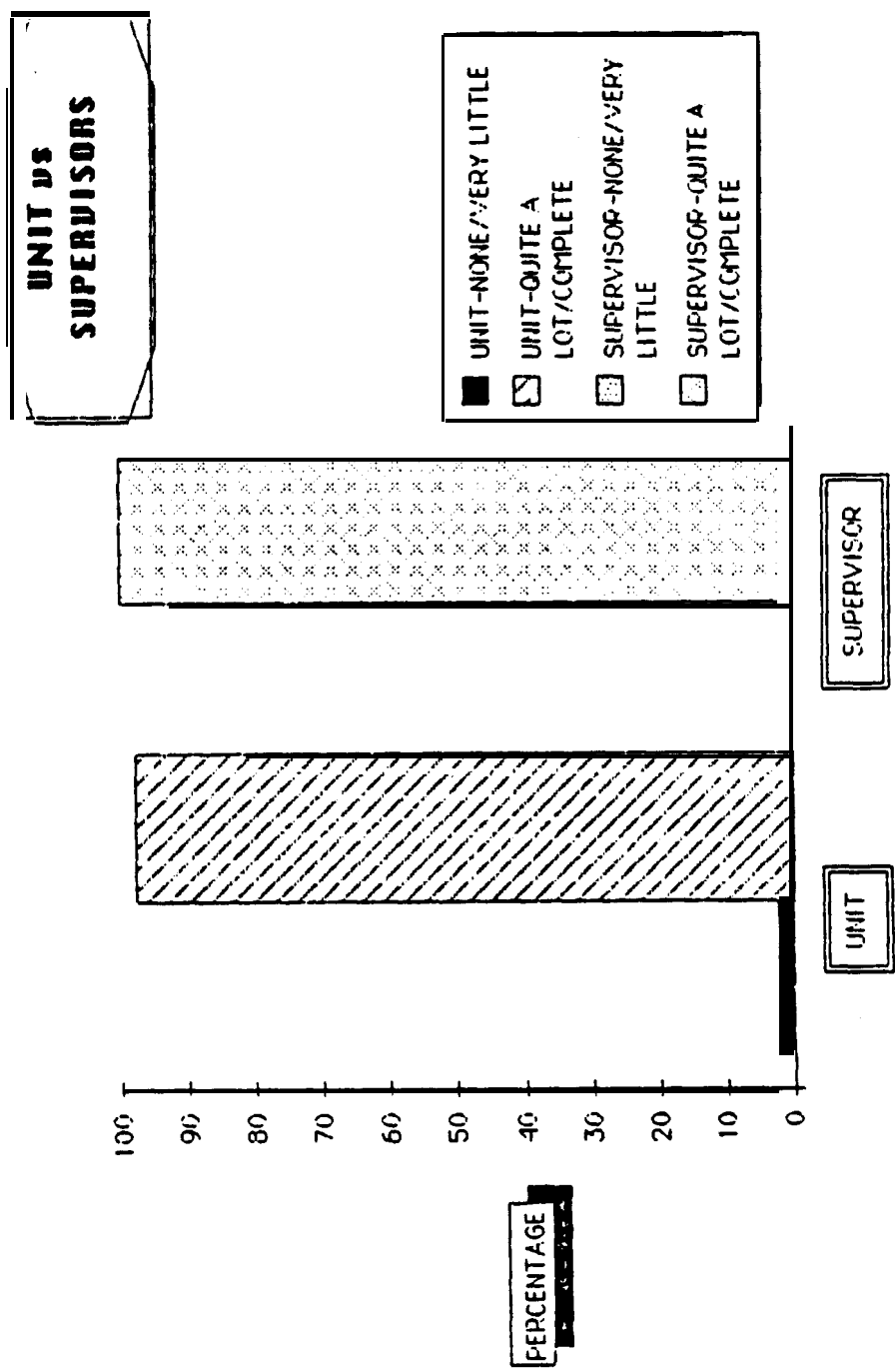
There is high agreement between unit officers (97.8%) and supervisors (94.1%) that the officers are always or often in charge of the unit. A high percentage of the inmates agree with staff perception (72.3%). Almost 15% of the inmates perceived that they were running the units. Given the preponderance of evidence, one is inclined to dismiss the relatively small percentage of responses of inmates who report that they run the units (15%). In any event, the data implies a significant departure is occurring from traditional jail management practice where, by all accounts, inmates do, in fact, run and control the facility from their cellblocks.

A related question to the above sought to evaluate the degree of control officers have over the living units.

Interview Item: How much control do officers have over the living units?

Data Graph: See Page 37.

Control in living units
 U-6
 S-6



he data simply jump out of this graph, with 97% of unit officers and 100% of supervisors reporting that unit officers have 'quite a lot to complete' control of the units. These responses are highly consistent with those of the previous interview item regarding "who is in charge."

A further question was asked regarding officers' authority as perceived by staff.

Interview Item: Do inmates challenge unit officer authority

Data Graph: See graph, Page 39.

Fifty-five percent (55%) of officers and 65% of supervisors report that inmates 'never or seldom' challenge the officers' authority. Alternatively, 45% of officers and 35% of supervisors report that inmates do challenge unit officers' authority 'often or always'. This appears to be a high rate of behavior engaged in challenging authority, particularly in this facility where officers are in charge of and control the units. (See above data.)

Perhaps it is to be expected that inmates in detention would challenge unit officers' authority. From a management perspective, it is important that procedures are in place to handle this kind of inmate behavior. A pertinent question was asked in this regard.

Interview Item: Are they (inmates) successful when they do challenge officers' authority?

Data Graph: See graph, Page 40.

Ninety-two percent (92%) of unit officers and 93% of supervisors responded that inmates are 'never or seldom' successful when they challenge the officers' authority. Thus, it appears that inmate challenges to officer authority occur frequently but they are seldom or never successful.

Officers and supervisors were asked whether adequate means were available to manage inmates who challenge the officers' authority.

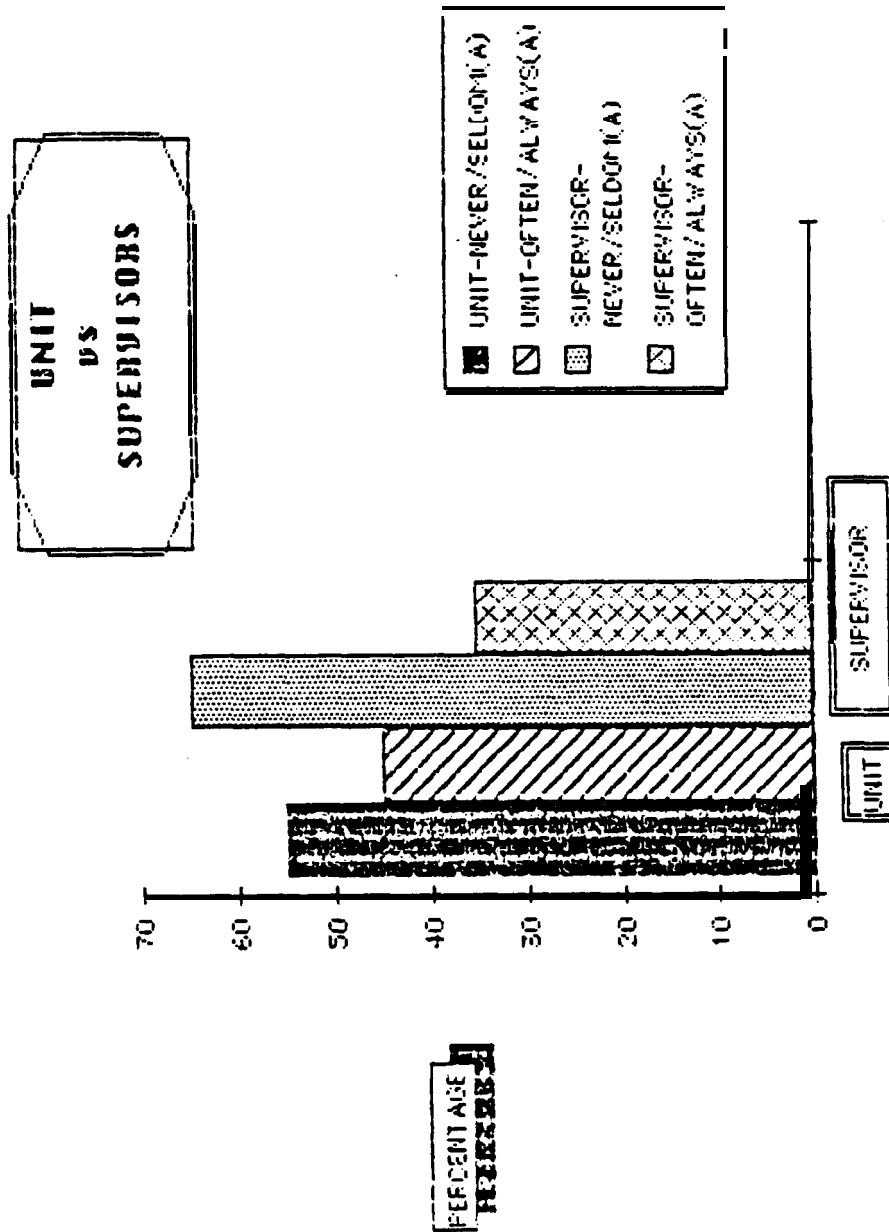
Interview Item: Are there adequate means available for officers to effectively deal with challenges they do occur?

Data Graph: See Page 42.

Do inmates challenge authority?

U-15a

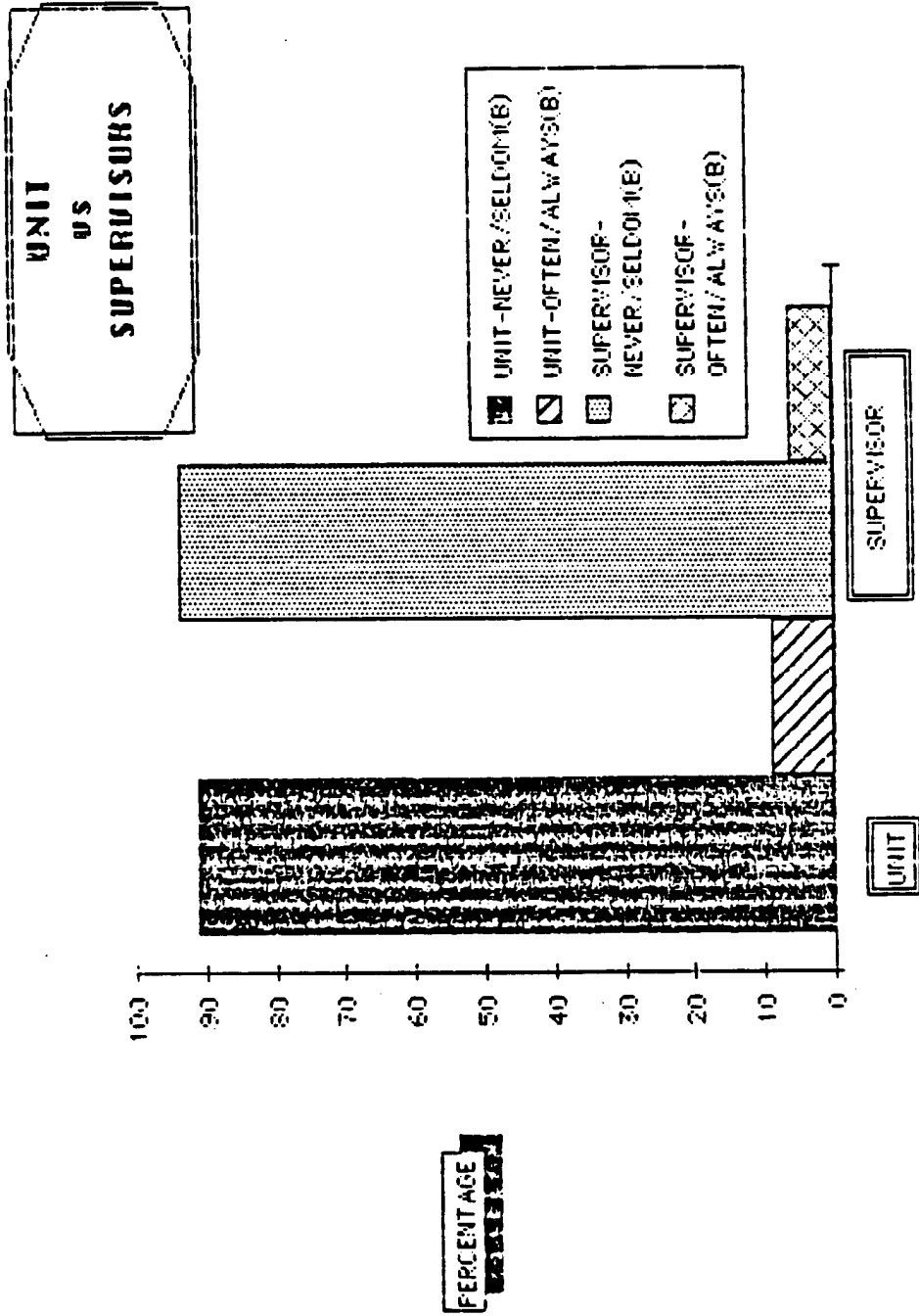
S-14a



Are they successful?

U-15 b

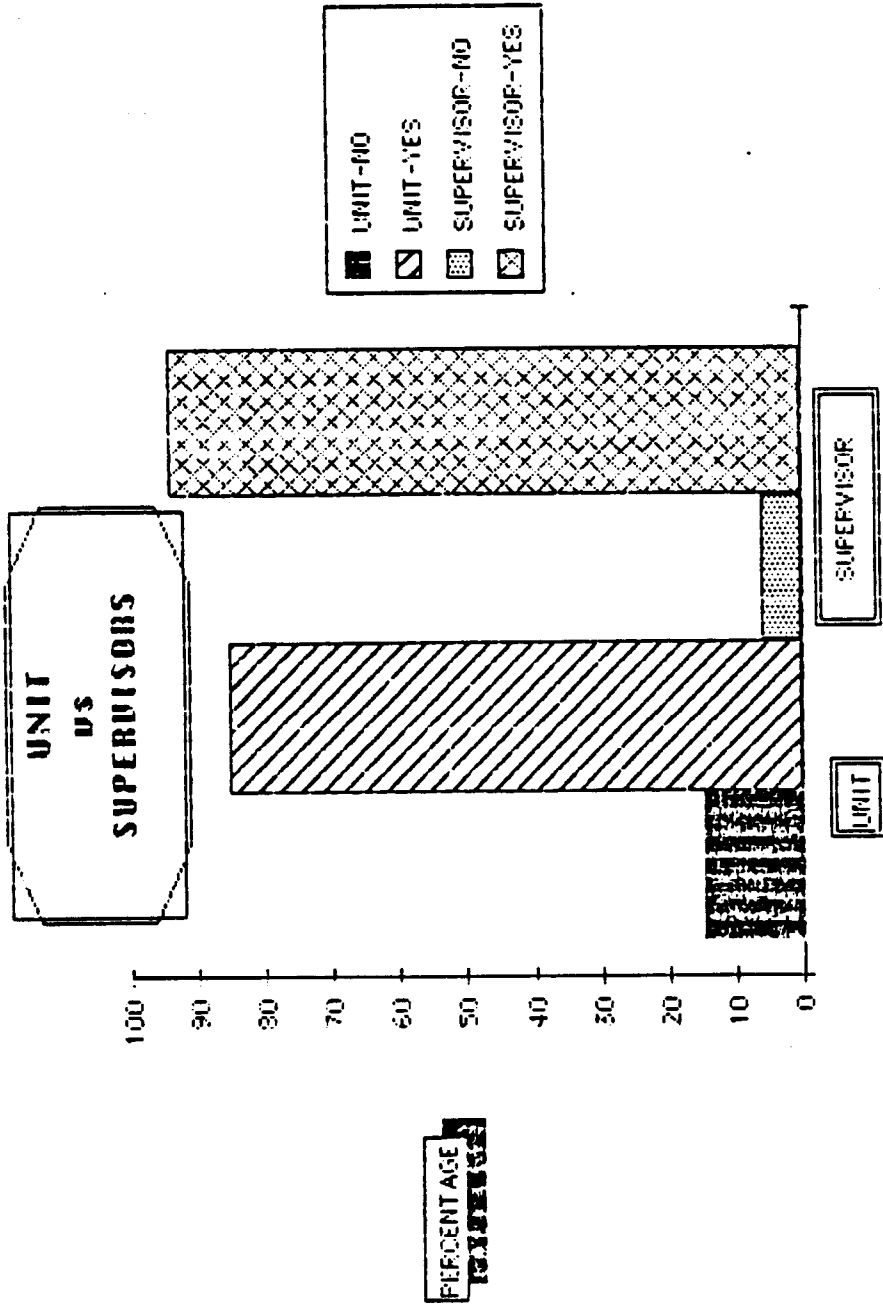
S-14 b



Adequate means to deal with challenge

U-14

S-15



Adequate means are available to deal with challenges according to 86% of unit officers and 92% of supervisors. Officers were queried regarding these means.

Interview Item: What means are available to effectively deal with challenges to your authority?

Data Table

Code	Unit Officer Response
Reference policies and procedures including inmate handbook	11.0%
Provide status warnings and write-ups	15.3%
Disciplinary actions	16.0%
Lock downs	22.9%
Call for back-up	13.0%
House charges	10.9%
Diplomacy and rewards	7.0%
Other	4.0%

Fifty-one percent (51%) of the unit officers responded to this question which generated a reasonable list of means for dealing with inmate challenges. The reader will note that the list provide for progressively more and more severe sanctions by unit officers and supervisors.

The cumulative information provided by the data tables makes a clear statement that the principle off effective control is alive and well at the Pima County Detention Center.

Principle II: Effective Supervision

Direct staff supervision of inmates is a requisite for the achievement of total control. Effective supervision involve more than perimeter security, housing design, facility management and inmate management. Effective supervision includes extensive personal interaction between supervisors and unit officers as well as between staff and inmates in general.

Effective supervision depends on the officer being in charge of the unit. Inmates must be responsive to all lawful orders and commands given by the officer. Unresponsive or recalcitrant inmates must be removed from the unit, even if only for a brief period of time. Extensive interaction between officers and inmates is key to effective supervision.

Management must actively assume responsibility for assuring that line officers are successful in carrying out their inmate supervisory responsibilities. This is best achieved through high visibility of managers on the living units where their presence serves two major functions: (1) it reinforces the image of the line officer as the leader in the unit, and (2) it ensures that unit operations are consistent with agency policies and procedures.

Interview Item: Do you provide/do you receive adequate management support?

Data Table

Codes	Officers	Supervisors
Never	9.2%	6.0%
Seldom	46.0%	17.6%
Often	41.0%	58.8%
Always	3.4%	23.6%

Slightly more than 82% of the supervisors responded that they provide adequate management support 'often or always'. However, only 44.4% of the unit officers feel they received adequate management support 'often or always'. Differential expectations may, in part, explain the discrepancy in supervisors vs. unit officers responses. For example, the supervisors may view their responsibility as an oversight function, whereas the unit officers are looking for guidance, encouragement, and coaching or on-the-job training. Since data is not available to explain these discrepancies, supervisory/administrative staff are advised to explore in greater detail the reasons for the differences in responses.

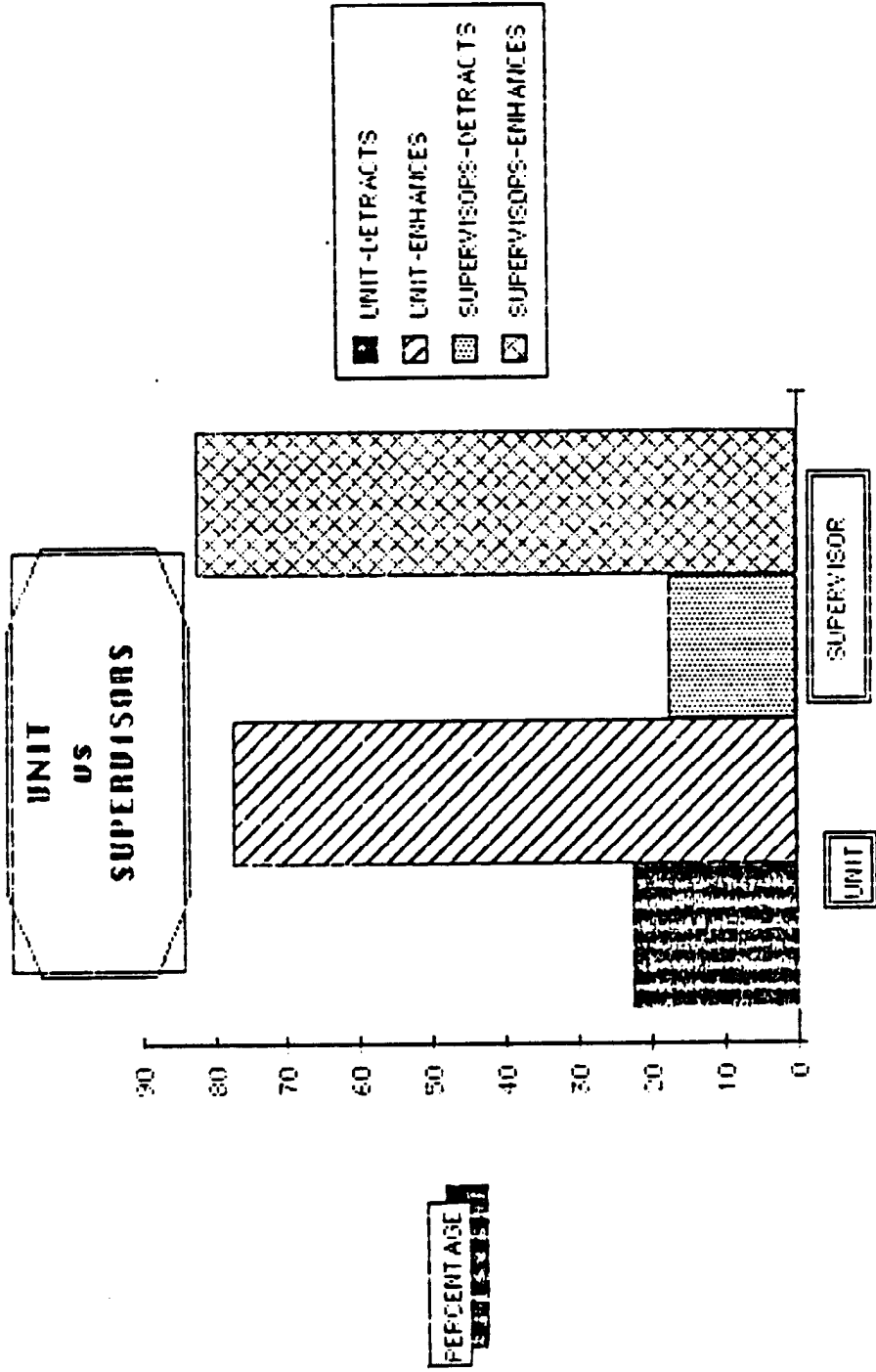
When asked about the impact supervisory support had, officers and supervisors had a much more agreeable response.

Interview Item: Do your visits impact the unit, or how are you impacted by supervisors' visits on the unit?

Data Graph: See bar chart, Page 44.

Impact of your visits

U-19
S-20



Almost 80% of unit officers and 80% of supervisors indicated that visits on the unit enhanced or greatly enhanced the image of the unit officer as a leader.

While inmates were not asked to evaluate the quality of interaction between supervisors and unit officers, they were asked about the visibility of supervisors on the unit.

The data responses for the Major, Captains and Lieutenants were incomprehensible possibly because inmates are unable to distinguish among the ranks. In addition, the percentage of responses were relatively low. However, inmates did seem able to respond with information regarding the visits of Sergeants.

Interview Item: How often do you see Sergeants on the unit?

Data Table

Codes	Number of Times/Day	Percentage
0	2	2.5%
1	50	61.7%
2	12	14.8%
3	15	18.5%
5	2	2.5%

This data table clearly reveals the frequency with which inmates report seeing Sergeants on the unit: 76% report seeing them once or twice a day, while another 21% report seeing them between 3 and 5 times per day. From the data, it does appear that Sergeants make frequent visits to the units. Supervisors and unit officers were asked to evaluate these visits.

Interview Item: Do you feel you get sufficient support from management staff?

Data Table

Code	Unit Officers
Never	9.2%
Seldom	46.0%
Often	41.0%
Always	3.4%

Almost 45% of unit officers feel they get sufficient support from management while 55% feel they do not. This is a significant finding for the attention of top administration. When over half of the unit officers feel they are "on their own," some problems must exist with respect to mid-management's performance of roles and responsibilities. Whether unit officers are correct in their perception is irrelevant since perceptions are true for those who hold them. Top administration is advised to examine, in greater depth, problems with respect to the performance of mid-managers in providing support for unit officers.

Interview Item: As a supervisor, are your visits to the units sufficient?

Data Table

Code	Supervisors Response
No	23.5%
Yes	76.5%

Fifty-five percent (55%) of unit officers reported that they seldom or never receive sufficient support from management staff. Alternatively, 76.5% of supervisory staff felt that their visits to the units were sufficient. This represents an extremely divergent perspective of how sufficient management is in providing support for unit staff. Sufficient data are not available to understand these divergent perspectives. Therefore, it may be important for the management of the Pima County Detention Center to explore in further detail the significance of these findings.

This audit asked a qualitative question regarding effective supervision. Direct supervision jail management posits that the unit officer must maintain complete management and full control of the living unit. In this regard, it is important that supervisory personnel refrain from superseding the unit officers' authority. A specific question was asked of supervisors to test this management concept.

Interview Item: Do you provide inmates with services and/or answers to their personal problems that unit officers can't?

Data Graph: See graph, Page 48.

The graph indicates that some 70% of supervisors seldom or never provide inmates assistance with their personal problems. Yet, 30% of them do. This implies that a number

33. How would you compare living on this unit with your experience in other jails?

Worse _ The same _ Better _ Much better _

34. What single thing would most improve your stay on this unit?

28. Where are the rules most likely to get broken?

Room Dayroom Program rooms Showers __
Aroundthe TV __ Other _____

29. How well are the following needs met?

	<u>Very Well</u>	<u>Satisfac- torily</u>	<u>Unsatisfac- torily</u>	<u>Poorly</u>
Medical	_____	_____	_____	_____
Visiting	_____	_____	_____	_____
Telephone	_____	_____	_____	_____
Food Services	_____	_____	_____	_____
Personal Privacy	_____	_____	_____	_____
Recreation	_____	_____	_____	_____
Commissary	_____	_____	_____	_____
Mail	_____	_____	_____	_____
Communication with staff	_____	_____	_____	_____
Jail counselor programs	_____	_____	_____	_____
Education/teacher programs	_____	_____	_____	_____
Religious programs/ clergy	_____	_____	_____	_____
Alcohol/drug programs	_____	_____	_____	_____
Other inmate programs	_____			

30. Do you ever feel the need to have a weapon to protect yourself on the unit? Yes _ No _

31. Do most inmates around here feel the need for a weapon to protect themselves? Yes _ No _

32. How often are there sexual assaults on this unit?

Never _ Sometimes - Often _ All the time _

19. Are the rules and regulations posted in this unit or distributed some way? Yes _ No _
20. Do you feel that the officers treat you in a respectful manner? Yes _ No _
21. Do you believe you are treated fairly by the unit officers? Yes _ No _
22. Do you feel comfortable approaching the unit officers for information or assistance?
Never _ Sometimes _ Often _ Always _
23. Do the inmates feel comfortable talking to officers around here?
Never _ Sometimes _ Often _ Always _
24. Is it difficult to keep your "cool" on this unit?
Yes _ No _
25. Have you ever filed a grievance with the administration?
Yes _ No _ If "yes"ⁿ, what was it about?
26. When do you see officers spending time talking with each other?
(Please rank your answers with "1" being MOST OFTEN and "5" being LEAST OFTEN.)
- | | |
|---|-------|
| At change of shift | _____ |
| When inmates are causing problems on the unit | _____ |
| Occasionally during the shift | _____ |
| At the start of programs on the unit | _____ |
| Frequently during the shift | _____ |
27. Do most inmates generally follow the rules of this unit?
Never _ Sometimes _ Often _ Always _

10. What gets deliberately damaged most often?

TVs/radios	_____	Toilets/showers	
Lights	_____	Telephones	-
Furniture		Doors/windows	_____
Dishes/trays	_____	Nothing	_____

Other _____

11. Do things get broken in areas that are difficult for the unit officer to see?

Yes _ No _

12. If "yes" to #11, what areas? _____

13. How often are there threats of violence on this unit?

Never _ Sometimes _ Often _ Always _

14. How often are there fights between inmates on this unit?

Never _ Sometimes _ Often _ Always _

15. How often are there fights between inmates and staff on this unit?

Never _ Sometimes _ Often _ Always _

16. Who do you believe runs this unit?

Inmates in general _ An inmate leader _____

Unit officers _____ Other _____

17. How often do you see the following staff on the unit?

	<u>Once a day</u>	<u>More than once a day (number)</u>
Major	_____	_____
Captain	_____	_____
Lieutenant	_____	_____
Sergeant	_____	_____

18. Have you been told about the rules and regulations you must follow on this unit? Yes _ No _

55. **Do** inmates have a fair and impartial grievance procedure?
Yes _ No _
56. If yes, do inmates feel they will have a fair hearing?
Yes _ No _
57. If a fire broke out in this jail, how likely is it that smoke and/or flames could cause injury?
V e r y Somewhat Somewhat Very
unlikely _ unlikely _ likely _ likely _
58. Do you believe that communication among staff on a living unit is satisfactory? Yes - No ___
59. If "no" to #58, please elaborate:
60. Do you feel there is continuity from one shift to another?
Yes - No -
61. If "no" to #60, what are the problems?
62. What single thing would most improve the operation in the housing units?

49. How well are the following inmate needs met?

	<u>Very Well</u>	<u>Satisfac- torily</u>	<u>Unsatisfac- torily</u>	<u>Poorly</u>
Medical	_____	_____	_____	_____
Visiting	_____	_____	_____	_____
Telephone	_____	_____	_____	_____
Food Services	_____	_____	_____	_____
Personal Privacy	_____	_____	_____	_____
Recreation	_____	_____	_____	_____
Commissary	_____	_____	_____	_____
Mail	_____	_____	_____	_____
Communication with staff	_____	_____	_____	_____
Jail counselor programs	_____	_____	_____	_____
Education/teacher programs	_____	_____	_____	_____
Religious programs/ clergy	_____	_____	_____	_____
Alcohol/drug programs	_____	_____	_____	_____
Other inmate programs	_____	_____	_____	_____

50. From a unit management perspective, how well do housing officers cooperate and get along with support staff?

Not at all _ Very little _ Quite a bit _ Very Well _

51. Do unit officers receive adequate information about inmates assigned to them? Yes _ No _

52. Are there satisfactory procedures for reclassifying inmates who cannot follow the rules and regulations about the unit?

Yes No .

53. Do you provide an adequate disciplinary system? Yes _ No _

54. Does the disciplinary system contribute positively to the unit officers' management of the unit? Yes _ No _

39. If "yes" to #38, how often per year? _____
40. How much deliberate vandalism, damage or writing on the walls happens on the units?
 None at all _ Very little _ Quite a bit - Very much _
41. What gets deliberately damaged most often?
- | | | | |
|--------------|-------|-----------------|-------|
| TVs/radios | _____ | Toilets/showers | |
| Lights | _____ | Telephones | - |
| Furniture | | Doors/windows | _____ |
| Dishes/trays | _____ | Nothing | _____ |
| Other | _____ | | |
42. Are repairs made promptly and graffiti removed soon after it appears? Yes - No -
43. Are the living areas on the units kept clean?
 Never _ Seldom _ Often _ Always -
44. Do your officers maintain communication with all of the inmates on the living units?
 Never _ Seldom _ Often _ Always _
45. Do unit officers pick up information useful in managing their units as a result of routine communication with the inmates?
 Never _ Seldom - Often __ Always _
46. Do inmates appear to feel comfortable talking to unit officers?
 Never _ Seldom _ Often _ Always _
47. Overall, do you feel that training provided unit officers prepares them to manage a living unit?
 Yes_ No _
48. Do inmates receive adequate orientation prior to being assigned to housing units?
 Yes _ No _

20. What is your perception of the impact your visits have on the image of the unit officer as a leader on the unit?

Greatly detracts _ Detracts _ Enhances _ Greatly enhances _

21. How much time are unit officers able to spend roving through all sections of the unit?

None _ Very little _ Some _ A great deal _

22. When you visit correction officers, do you make a point of roving through all sections of the unit with them?

Never _ Seldom _ Often _ Always _

23. Have you received formal training in any of the following areas?
PLEASE CHECK WHERE APPROPRIATE.

Interpersonal communication skills _____

Basic supervision _____

Team or unit management training _____

Self/others awareness training _____

Other (please specify) _____

24. Do you provide on-the-job training for your immediate subordinates?

Yes _ No _

25. If "yes" to #24, please elaborate:

26. How helpful do you feel this on-the-job training has been to unit officers?

No help _ Little help _ Some help _ Very helpful _

27. In general, how safe to you feel when you are on the living units?

Very safe _ Somewhat safe _ Somewhat unsafe _ Very unsafe _

10. If "no" to #9 above, what areas are out of their sight-line?
11. How large a population, in general, can an officer comfortably supervise? _____
12. In general, do you think the inmates perceive the unit officers as being in charge of the living unit?
 Never _ Seldom _ Often _ Always _
13. From your observation, do you find that officers tend to spend too much of their time where they keep their records and papers, etc.? In fact, is it their center of operation on the unit?
 Yes _ No _
14. (a) Do inmates challenge the leadership of unit officers and attempt to subvert their authority?
 Never _ Seldom _ Often _ Always _
 (b) Are they successful when they do so?
 Never _ Seldom _ Often _ Always _
15. Are there adequate means available for officers to effectively deal with challenges when they do occur?
 Yes _ No _
16. If "no" to #15, please elaborate:
17. How often do you visit the living units? Average number of times per week: _____
18. Do you feel this is a sufficient number of times? Yes _ No _
19. Do you feel you are able to provide unit staff with the management support they need?
 Never _ Seldom _ Often _ Always _

SUPERVISORS/ADMINISTRATORS INTERVIEW SCHEDULE

• Background Information

1. Housing assignments:
2. Shift assignment:
3. How long have you worked in corrections? ___ years ___ months
4. How long have you supervised a living unit at this detention facility? ___ years ___ months
5. How many other jails have you worked in? _____

• Data Questions

Instructions: Please answer all the questions from the perspective of your role as an administrator or supervisor of officers in control of housing units at this detention facility.

6. How much control do you feel unit officers have over all areas in the housing unit?

None at all _ Very little _ Quite a bit _ Complete control _

7. How comfortable are you going any place on the units?

Very uncomfortable- Uncomfortable- Comfortable- Very comfortable _

8. Do you feel the size and special design of the living units lend themselves to effective inmate supervision by unit officers?

Yes - No -

9. Can unit officers maintain good visual surveillance over all areas of the living units?

Yes _ No _

49. If "yes", do the inmates feel they will have a fair hearing?

Yes - No - -

50. Does the grievance procedure contribute positively to your ability to manage this unit?

Yes _ No _

51. How well are the following inmate needs being met in this jail?

	<u>Very Well</u>	<u>Satisfactorily</u>	<u>Unsatisfactorily</u>	<u>Poorly</u>
Medical	_____	_____	_____	_____
Visiting	_____	_____	_____	_____
Telephone	_____	_____	_____	_____
Food Services	_____	_____	_____	_____
Personal Privacy	_____	_____	_____	_____
Recreation	_____	_____	_____	_____
Commissary	_____	_____	_____	_____
Mail	_____	_____	_____	_____
Communication with staff	_____	_____	_____	_____
Jail counselor programs	_____	_____	_____	_____
Education/teacher programs	_____	_____	_____	_____
Religious programs/clergy	_____	_____	_____	_____
Alcohol/drug programs	_____	_____	_____	_____
Other inmate programs	_____			

52. If a fire broke out in this jail, how likely is it that smoke and/or flames could cause injury?

Very unlikely _ Somewhat unlikely - Somewhat likely _ Very likely -

53. What single thing would most improve your ability to do your job on this unit?

38. Are repairs made promptly and graffiti removed soon after it appears? Yes _ No _
39. Is the living area of this unit kept clean?
 Almost never _ Rarely _ Very Often _ All the time _
40. Are inmates generally cooperative in keeping their rooms clean?
 Yes _ No _
41. Do you maintain communication with all of the inmates on the unit?
 Most of the time _ Occasionally _ Seldom _ Never _
42. Do you pick up information useful in managing your unit as a result of routine communication with the inmates?
 Yes _ No _
43. Do inmates receive adequate orientation?
 Yes _ No _
44. Is the information received about inmates assigned to your unit adequate?
 Yes _ No _
45. Are there satisfactory procedures for reclassifying inmates who cannot follow the rules and regulations of the housing unit?
 Yes _ No _
46. Do you feel you have an adequate disciplinary system?
 Yes _ No _
47. Does the disciplinary system contribute positively to your management of the unit?
 Yes _ No _
48. Do inmates have a fair and impartial grievance procedure?
 Yes _ No _

28. How often are there fights between inmates on this unit?
Never _ Sometimes _ Often _ Always _

29. How often are there fights between inmates and staff on this unit?
Never _ Sometimes _ Often _ Always _

30. Do inmates generally treat you in a respectful manner?
Yes _ No ___

31. How often do inmates break major rules on the unit?
Not at all _ Seldom _ Occasionally _ Always _

32. Where are rules most often broken?
Sleeping rooms ___ Dayrooms ___ Program rooms ___
Showers ___ Around the TVs ___ Other _____

33. How often do sexual assaults occur on this unit?
Never _ Sometimes _ Often _ All the time _

34. Do you uncover weapons during shakedowns?
Yes _ No ___

35. If "yes", indicate type and location: _____

36. How much deliberate vandalism, damage or writing on the walls happens in this unit?
None at all _ Very little _ Quite a bit _ Very much _

37. What gets deliberately damaged most often?
TVs/radios ___ Toilets/showers ___
Lights ___ Telephones ___
Furniture ___ Doors/windows ___
Dishes/trays ___ Nothing ___
Other _____

11. Can you maintain good visual surveillance over all areas of the living unit?

Yes _ No _

12. How large a group would you feel comfortable supervising? _____

13. Do you think the inmates perceive you as being in charge of the living unit?

Never _ Seldom _ Often _ Always _

14. Do your assignments require that you spend the majority of your time at your duty station? Yes _ No _

15. **(a)** Do inmates challenge your leadership or attempt to subvert your authority?

Never _ Seldom _ Often _ Always _

(b) Are they successful when they do so?

Never _ Seldom _ Often _ Always _

16. Are there adequate means available to effectively deal with challenges to your authority?

Yes _ No _

Please elaborate:

17. How often (average number of times per week) do the following come through your unit?

Is this sufficient?

Major	_____	Yes	_	No	_
Captain	_____		-		-
Lieutenant	_____		-		-
Sergeant	_____		-		-

18. Do you feel you get sufficient support from the management staff?

Never _ Seldom _ Often _ Always _

UNIT OFFICERS INTERVIEW SCHEDULE

• Background Information

1. Housing assignments:
2. Shift assignment:
3. How long have you worked in corrections? ____ years ____ months
4. How long have you worked on a living unit at this detention facility? ____ years ____ months
5. How many other jails have you worked in? ____

• Data Questions

6. As a unit officer, how much control do you have over all areas in this housing unit?
None at all _ Very little _ Quite a bit _ Complete control _
7. Do you have greater control over some areas than others?
Yes _ No _ _____
8. If "yes", please specify:
9. How comfortable are you going any place on the units?
Very uncomfortable _ Uncomfortable _ Comfortable _ Very comfortable _
10. Do you feel the size and special design of this living unit lends itself to effective inmate supervision?
Yes _ No _

APPENDIX II:

DATA INTERVIEW SCHEDULES

Larry R. Ard, Chief Deputy,. Contra Costa Main Detention Facility, 1000 Ward Street, Martinez, CA, 94553, [0]

Paul McIntosh, Solano County, Capital Project Office, 621 Missouri Street, Fairfield, CA, 94553 [P]

Jim Husset, Transition Coordinator, Sonoma County Sheriff's Department, 600 Administration Drive, Santa Rosa, CA, 95401
IPI

Lt. Frank Gontheir, Santa Clara County Jail, 180 West Hedding Street, San Jose, CA, 95115-0020, [P]

Earl Hindman, Jail Director, Shaunee County Jail, 200 East 7th, Topeka, KS, 66603 [P]

Al Kanahale, Warden, San Diego Metropolitan Correctional Center, 808 Union Street, San Diego, CA, 92101 [0]

Ken Arnold, Administrator, Sedgwick County Jail, County Administrator's Office, 525 North Main, Wichita, KS, 67203,
[PI]

Sgt. Mike Kramer, Washoe County Detention Facility, P.O. Box 2915, Reno, NV, 89505, [P]

Steve Keeter, San Joaquin County, 222 E. Weber Avenue, Room 675, Stockton, CA, 95202 [P]

Lt. Larry Justus, Yolo County Jail, P.O. Box 179, Woodland, CA, 95695 [PI]

Kent, Washington Police Department Jail

SOUTHEAST REGION

Cal. David M. Parrish, Hillsborough County Jail, 1301 Morgan, Tampa, FL, 33602 [P]

Cap. Kevin Hickey, Dade County Corrections and Rehab Department, 1500 NW 12th Avenue, Miami, FL, 33136 [P]

Major Carl Richards, Guildford County Jail, 401 W. Sycamore Street, Greensborough, NC, 27402 [P]

Sheriff Jim Dunning, Alexandria City Jail, Alexandria, VA [0]

L. R. Putnam, Warden, Metropolitan Correctional Center, Miami, FL, 33177, [0]

NORTHWEST REGION

Cap. Joseph Golden, Multnomah County Jail, 1120 SW Third Avenue, Room 316, Portland, OR, 97204 [0]

Don Manning, Jail Administrator, Spokane County Jail, West 1100 Mallen Avenue, Spokane, WA, 99260 [0]

William B. Harper, Corrections Director, Snohomish County Jail, County Courthouse Complex, Everett, WA, 98201 [0]

Captain Allen Minish, Larimer County Jail, 200 West Oak Street, Fort Collins, CO, 80522 [0]

Phillip Briggs, Assistant Superintendent, Cook Inlet Detention Center, P.O. Box 103155, Anchorage, AK, 99510 [0]

Lr. Rickard Ross, Jail Administrator, Yellowstone County Sheriff's Detention Facility, P.O. Box 35017, Billings, MT, 59107 [P]

SOUTHWEST REGION

Paul Bailey, Director, Bexar County Jail, 218 S. Laredo Street, San Antonio, TX, 78205, [P]

Gordan Yach, Jail Administrator, Clark County Jail, 220 South 3rd Street, Las Vegas, NV, 89155, [0]

Major Russell Davis, Pima County Detention Center, Corrections Bureau, P.O. Box 910., Tucson, AZ, 85702 [0]

Gary Henman, Warden, Metropolitan Correctional Center, 8901 S. Wilmot Road, Tucson, AZ, 85706 [0]

○ = In Operation
P = Planning Phase

NORTHEAST REGION

Anthony Pellicane, Director, Department of Corrections,
Middlesex County Detention Center, P.O. Box 266, New
Brunswick, NJ, 08903 [O]

J. Patrick Gallagher, Superintendent, Erie County Correctional
Facility, P.O. Box X, Alden, NY, 14004 [O]

Sam Saxton, Director, Prince Georges County Detention Center,
5310 Douglas, Upper Marlboro, MD, 20772 [O]

Larry Lezza, Jail Superintendent, Lake County Jail, 10 North
County Street, Waukegan, IL, 60085 [P]

Edgar Wheeler, Sheriff, Aroostook County Jail, P.O. Box 803,
Houlton, ME, 04730 [P]

Gary Billy, Sheriff, Licking County Jail, 46 South 3rd Street,
Newark, OH, 43055 [P]

Sgt. Donald Erdman, Marathon County Jail, P.O. Box 1706,
Wausau, WI, 54401 [P]

Arthur M Wallenstein, Director, Bucks County Prison, 1730
South Easton Road, Daylestown, PA, 18901 [O]

Lt. Richard Cox, Milwaukee County Jail, 821 West State Street,
Milwaukee, WI, 53223 [P]

Janice White, Director, Manhattan House of Detention, 125
White Street, New York, NY, 10013 [O]

Director, New York Metropolitan Correctional Center, 150 Park
Row, New York, NY, 10007 [O]

Warden O.C. Jentkins, Metropolitan Correctional Center, 71
West Van Buren Street, Chicago, IL, 60605 [O]

James M. Ferels, Director of Inmate Services, 917 Beach
Street, Flint, MI, 48502 [P]

Sheriff Dave Troutman, Summit County, 53 E. Center Street,
Akron, OH, 44308 [PI]

*List compiled from draft of Proceedings of First Annual Symposium on Direct
Supervision Jails, conducted by the NIC Jail Center, May 1, 1986.*

APPENDIX I:

NEW GENERATION JAILS

Operating and In Planning.

study focused on the principle of manageable and cost effective jails by checking on the incidence of vandalism, the availability of programs and services, and conditions of cleanliness and sanitation. The Pima County Detention Center received a clean bill of health with respect to survey questions asked in this regard.

The principle of effective communication is in good shape at the Pima County Detention Center. Supervision problems diminished the power of open and candid communications but corrective action by the administration has already alleviated the problems surfaced during the study. Problems in the areas of consistency among units and from shift-to-shift will also be alleviated by the management training conducted six weeks after the audit occurred.

The principle of classification and orientation is in good shape in Pima County. **Some** deficiency was noted regarding the availability of information on inmates assigned to housing units. Further study is suggested to determine whether this alleged deficiency is concerned with classification information or information needed by inmates.

Justice and fairness are closely associated with the assumption of rational behavior. It was felt that disciplinary procedures are fair and their presence contributes to good management.

It is remarkable in jail management generally, but expected in direct supervision jails, to discover that when asked, inmates believe they are treated fairly by staff.

In summary, all of the principles undergirding direct supervision jails are basically intact at the Pima County Detention Center. Where deficiencies occur, they do not **seem to** have substantially diminished the quality of life for staff or inmates who are "doing time" together. The Pima County Detention Center has fallen short of the ideal in certain areas of its operation as might well be expected of an organization under the scrutiny of objective evaluators. That immediate corrective action has already been taken is a great credit to the facility administrator, Major Russell Davis.

For the Jail Center, it has been reassuring to discover that Pima County has matched the outstanding performance discovered in the audit of the Manhattan House of Detention. These comparable studies of demographically and geographically divergent jail settings should challenge county commissioners, sheriffs, jail administrators and others planning new institutions to consider direct supervision as an innovation whose **time** has **come** and as a promising prospect for jail **systems** that have long been out of service.

The cumulative data of supervisors, officers and inmates, along with direct observation of the NIC data collection team, affirms a basic principle of direct supervision--the staff are effectively in control of this institution.

Management, supervision and support are requisites associated with effective control. The findings of this study indicated strengths as well as limitations in the area of effective supervision. The administration moved swiftly and decisively in taking corrective action as has been discussed in the Executive Summary: Responding to the Audit.

Training and staff development are critical in preparing staff to manage direct supervision jails. The officers and supervisors felt they were well prepared to manage living units in the facility. But training must be co-extensive with employment. In this regard, the administration is planning to relocate the roll call station to a larger room where advantage can be taken of the thirty-minute overlap in shifts. In the new roll call center, officers can receive briefing notices and also participate for up to 20 minutes per shift in on-the-job training. This continuing training will serve well the purpose of augmenting the present practice of basic training prior to assignments.

Notwithstanding **some** limitations with respect to effective supervision (currently being redressed), the study affirms unequivocally the fact that supervisors, officers and inmates feel safe in the facility. Parenthetically, it should be mentioned that the NIC data collection **team** felt safe during their brief three-day data collection stint.

Fighting among inmates or between inmates and staff is rare, if it occurs **at** all. Official records reveal that one assault on a staff member in general housing occurred during the past two and one-half years. Fortunately, no injuries were sustained. Several fights, consisting mostly of shoving and pushing, have occurred in the booking area and disciplinary lock-up where one would expect such behavior. In addition, occasional spontaneous outbursts occur in the Mental Health unit, again where one would expect such behavior. Threats of violence occur infrequently or never. The presence of inmate-fashioned weapons is rare or unheard of. More important, inmates do not feel the need for a weapon nor do they believe that other inmates feel such a need.

A final measure of safety and one that has high valence in jail management is the total absence of sexual assaults. Unit officers, supervisors and inmates report that sexual assaults never occur.

A case has already been made for the manageable and cost effective attributes of direct supervision jails. This

PODULAR DIRECT SUPERVISION:
AN INNOVATION WHOSE TIME HAS COME

Podular direct supervision as a joint architectural/management philosophy has been tested in a number of jurisdictions (including the Federal Bureau of Prison's MCCs in New York, Chicago and San Diego: Contra Costa County, California: Larimer County, Colorado: Middlesex County, New Jersey: Manhattan House of Detention, New York City and others) with repeated claims of successful performance. However, until NIC's Jail Division conducted an evaluation of the Manhattan House of Detention, New York City Department of Corrections, in June 1985 and the Pima County Detention Center in October 1986, there was little by way of independent data to support this emerging theory of direct supervision--(a systematic set of principles and concepts which help explain reality)--which undergirds this jail management innovation. In the mid-1930s, Kurt Lewin claimed, "There is nothing as practical as a good theory." Performance outcome measures taken from Pima County's actual experience from June 1984 through October 1986 reinforces the Manhattan House of Detention's experience in loudly proclaiming the power of podular direct supervision as a promising emerging theory for contemporary jail management.

Pima County Detention Center indicators favoring this assertion are:

Number of homicides	0
Number of sexual assaults	0
Number of suicides	0
Number of weapons used by inmates	0
Number of disturbances	0
Number of escapes	1

Like the Manhattan House of Detention, this "hassle-free" jail is nothing less than an administrator's dream. Over time, increasing numbers of jurisdictions are adopting this direct supervision approach. (See Appendix I.)

The study/audit design sought to test the theory of podular direct supervision by evaluating the degree to which the eight principles (conceptual underpinnings) are present in the architectural design and management approach used in this facility. Architecturally, Pima County Detention Center is a four-story facility made up of housing units designed to accommodate up to 36 inmates. This direct supervision jail is operating in a successful manner even with a crowding problem of 150 inmates above the rated capacity.

SECTION IV

Podular Direct Supervision:
An Innovation Whose Time Has Come

supervision jail management does serve to "cool out" a large proportion of the inmate population.

Finally, the inmates were asked to evaluate their perception of fairness.

Interview Item: Do you believe you are treated fairly by the unit officers?

Data Table

Code	Inmates
No	21.0%
Yes	79.0%

Almost 80% of the inmates surveyed responded that they believed they were treated fairly by unit officers. Since anonymity was assured when the data were collected, there appears to be no reason to doubt this inmate perception. In the final analysis, this positive response to a straightforward question confirms, without doubt, the reasonable conclusion that the Pima County Detention center is operated in a just a fair manner.

Interview Item: Have you ever filed a grievance with the administration?

Data Table

Code	Inmates
No	62.0%
Yes	38.0%

A very high proportion of inmates have filed grievances (38%). This percentage would seem to imply a high level of confidence in the grievance process. Otherwise, so many would not have filed. The official record indicates that, on the average, the inmates file 150 grievances per month. The majority of grievances filed are considered frivolous with some 10% considered valid/bona fide issues. Each month, an average of four grievances are appealed.

It is possible to infer that officers do not feel the grievance procedure is fair because of the decisions which result and perhaps the feedback they receive from inmates after they have gone through the grievance process. Otherwise, there are no data to suggest that this inmate grievance process is not just and fair.

If inmates are treated in a just and fair manner, it is assumed that such treatment would help them "keep their cool." A specific question was asked of inmates about this behavior.

Interview Item: Is it difficult to "keep your cool" on this unit?

Data Table

Code	Inmates
No	58.4%
Yes	41.6%

Almost 60% of the inmates feel that it is not difficult for them to "keep their cool" on the unit. This represents a very high response by comparison with what one would expect from inmates in traditional linear-remote jails. Direct

The preponderance of responses support the conclusion that the disciplinary procedures contribute to the management of inmates.

Disciplinary procedures are best protected when detention facilities have adequate grievance procedures. Officers were asked about these procedures.

Interview Item: - Do inmates have a fair and impartial grievance procedure?

Data Table

Code	Officers	Supervisors
No	11.4%	13.3%
Yes	88.6%	86.7%

Staff's perception of the grievance procedure confirms earlier evaluations of the procedure made by the data collection team. With 88.6% of officers and 86.7% of supervisors responding in the affirmative, it is fair to state that inmates do have a fair and impartial grievance procedure.

Officers and supervisors were asked how they believed inmates felt about the grievance procedure.

Interview Item: Do inmates feel they have a fair and impartial grievance procedure?

Data Table

Code	Officers	Supervisors
No	41.8%	18.8%
Yes	58.2%	81.3%

Negative response to this item was 41.8% by officers and 18.8% of supervisors. This registers high level of concern about inmates' perception of the grievance procedure. Since a grievance procedure is in place, the next question might be, "Do they trust the process?" Too large a percentage of unit officers and supervisors feel that they do not perceive the process as being fair. A check on this item was made in an interview item asked of inmates:

monitoring **system** has been established to insure equitable and consistent treatment of all cases.

Staff and inmates were asked about procedures that influence one's sense of justice and fairness.

Interview Item: Do you feel that the disciplinary procedures are fair?

Data Table

Code	Officers	Supervisors
No	42.5%	6.7%
Yes	57.5%	93.3%

Of the officers responding, 57.5% feel that disciplinary procedures are fair. This represents an affirmative response by a preponderance of the respondents. But the feeling that one is being treated fairly is such a sensitive issue that one is drawn to the fact that 42.5% of the unit officers interviewed do not feel the disciplinary procedures are fair. Why they perceive disciplinary procedures this way is perhaps less important than the fact that they do. Since the Jail Center data collection **team** verified the existence of a just and fair disciplinary **system** and it is regarded in the **same** way by 93.3% of supervisors, it would **seem** prudent to suggest that on-the-job training may appropriately include a review of existing policies and procedures.

Just and fair handling of disciplinary cases should contribute to the management of the facility. Officers and supervisors were queried in this regard.

Interview Item: Does the disciplinary **system** contribute positively to your management of the unit?

Data Table

Code	Officers	Supervisors
No	25.6%	13.3%
Yes	74.4%	86.7%

Officers and inmates were asked a question pertaining to the assumption of rational behavior.

Interview Item: Do inmates generally treat you in a respectful manner (officers and supervisors)? Do you feel that officers treat you in a respectful manner (inmates)?
Data Table

Code	Officers	Supervisors	Inmates
No	6.8%	0.0%	28.1%
Yes	93.2%	100.0%	78.9%

A remarkably high percentage of officers (93.2%) and supervisors (100%) feel they are respected by the inmates. Otherwise, 72% of inmates feel that they are treated in a respectful manner. From these data, it is safe to assume that the inmates are behaving in a rational manner and in response to officer/supervisor expectations in this regard.

Intensive supervision of inmates during initial hours of confinement appears to be the practice of the Pima County Detention Center although questions were not asked in this regard. However, there have been no suicides since the facility opened and since these tend to occur most often during initial confinement, one must infer that adequate supervision has been provided during this critical time.

Principle VIII: Justice and Fairness

Justice and fairness for inmates held in detention is simply taken for granted by the community at large. The public, while hostile or indifferent toward jails and jail inmates, nevertheless has an expectation that inmates be treated justly and fairly and in accordance with the provisions of law. Yet it is likely that acts of omission become acts of commission where important values such as justice and fairness are taken for granted. Justice and fairness were evaluated in the context of disciplinary procedures, grievance procedures and a direct question regarding fair treatment of inmates.

A review of the records indicates that effective and responsive disciplinary and administrative remedy procedures are in place. There appears to be a creditable third-party review of both the inmate disciplinary system and the administrative remedy procedures. In addition, a reasonable

Interview Item: Do inmates receive adequate and timely orientation prior to being assigned to general housing units?

Data Table

Code	Officers	Supervisors
No	29.9%	12.5%
Yes	70.1%	87.5%

Fewer officers responded in the affirmative (70.1%) to this question **item** than did supervisors (87.5%). Yet, by and large, the responses do appear to be favorably high. In addition, the Jail Center data collection **team** did observe inmate orientation pamphlets on the units. At least one inmate made the comment that those orientation books were not up-to-date with regard to programs and schedules. Perhaps some thought could be given to posting notices of these events in the units on a scheduled basis.

Inmates were asked to respond to a related question:

Interview Item: Have you been told about rules and regulations you must follow on this unit?

Data Table

Code	Inmates
No	7.9%
Yes	92.1%

Inmates (82%) report that they have been told about the rules and regulations they must follow when assigned to general housing units. The concept of forewarned is forearmed contributes to the general management and orderly compliance of inmates living in general housing.

Data Table

Code	Officers	Supervisors
No	48.2%	25%
Yes	51.8%	75%

Three-quarters (75%) of the supervisors feel that adequate information is received about inmates assigned to housing units. However, only 52% of unit officers agreed with this perspective. Unfortunately, the interview item is not clear regarding the nature of information they need. For example, is it classification information about inmates? Or, is it information inmates are seeking about court dates, attorney visits, bonding practices, etc.? Clarification from unit officers is needed in order to clearly understand the reason for their responses.

Once assigned to a housing unit, it seems important for a direct supervision jail to have a method of reclassifying inmates after housing assignments have been made. A question was asked in this regard.

Interview Item: Are there satisfactory procedures for reclassifying inmates who cannot follow rules and regulations of the housing unit?

Data Table

Code	Officers	Supervisors
No	46.8%	25%
Yes	63.2%	75%

Supervisors feel the same way about the reclassifying system as they do about the basic classification system. This is, 75% feel it is adequate, while 25% do not. The officers (63.2%) feel the reclassifying system is adequate, while 36.8% do not. It seems that agreement on this issue should be closer than represented by these data. Administration is advised to examine the provision of classification information and the procedures for reclassifying inmates after assignment to housing units. Adjustments would seem to be in order.

In a related context, officers and supervisors were asked about inmate orientations.

It seems that the shifts feud and so do not pass along information.

Lack of feelings of teamwork between the shifts.

Lack of assertiveness to deal with mutual problems.

Win/lose attitude of staff..

Lack of business and professional communication skills.

Some sergeants and departments will not talk to other. They don't trust peers or staff.

Survival attitude--only do what is necessary to get by. Old jail philosophy.

Lack of communication from management to supervisors.

The principle of effective communication appears to be in very good shape at the Pima County Detention Center. Limitations, where they do occur, have been commented upon with direct implications for modifications and/or changes.

Principle VII: Classification and Orientation

Elements of this principle presume the existence of an effective classification system, an orientation to podular direct supervision philosophy, the basic assumption that most inmates can be expected to behave in a rational manner, and the conscious awareness that many inmates need intensive supervision during initial hours of confinement to eliminate or reduce the hazards of suicide.

The classification of inmates at the Pima County Detention Center appeared satisfactory to the NIC data collection team in that during the data collection week, inmates on living units appeared to be functioning in a reasonable, rational manner. By and large, this observation was supported by officers and supervisors responding to interview items.

Interview Item: Is the information received about inmates assigned to your unit adequate?

Interview Item: Do inmates feel comfortable talking to officers around here?

Data Table

Code	Inmate Responses
Never	7.8%
Sometimes	39.8%
Often	13.6%
Always	38.8%

Over half of the inmate respondents (52.4%) are 'often' or 'always' comfortable talking to unit officers. Another 39.8% feel comfortable 'sometimes'. These data indicate a reasonably high level of comfort on the part of inmates with respect to talking with unit officers.

Finally, since shift-to-shift continuity appears to be a problem for most jails, it seemed important to query the pattern of interaction perceived by supervisors.

Interview Item: Do you feel there is continuity from one shift to another?

Data Table

Code	Supervisors
No	35.0%
Yes	65.0%

One-third of the supervisors felt that shift-to-shift continuity was less than desirable. These supervisors were asked to enumerate the problems. Their actual responses were:

Communication problem between shift supervisors.

Amount of paperwork to be completed hampers ability to adequately manage shift and transition information.

Different interpretation of policies and procedures by shift sergeants.

The shifts do not operate on the same rules.

The data strongly speaks to the perceived benefit that occurs from open communication between officers and inmates. Perhaps even- greater benefits would be realized if the inmates felt more positive about their communication patterns with officers.

In another measure of interpersonal relationship between inmates and unit officers, the following item was included in the questionnaire.

Interview Item: Do inmates generally treat you in a respectful manner?

Data Table

Code	Unit Officers	Supervisors
No	6.8%	0.0%
Yes	93.2%	100.0%

Both officers and supervisors feel that they are treated respectfully by inmate. This high level of agreement is but another indication of the impact direct supervision has on the inmate population.

In a related question, inmates were asked the following:

Interview Item: Do you believe you are treated fairly by unit officers?

Data Table

Code	Inmates
No	21.0%
Yes	79.0%

A very high percentage (79%) of inmate believe they are treated fairly by unit officers. This response speaks well for unit officers and perhaps diminishes inmates' perception that communication between them and the officers is not as favorable as it might be.

A further test of inmate comfort with officers was asked:

Data Table

Code	Unit Officers	Supervisors	Inmates
Never	0.0%	0.0%	5.9%
Seldom	1.1%	0.0%	46.1%
Often	15.9%	56.3%	24.5%
Always	82.9%	43.8%	23.5%

Many more officers (98.8%) and supervisors (100%) perceive open communication patterns to occur 'always' or 'often' between officers and inmates than do inmates (48%). In fact, over half of the inmates (52%) feel that communication occurs 'seldom' or 'never'. This finding may be attributable to the distrust that inmates often have for persons in positions of authority. On the other hand, the high level of sentiment expressed by inmates in this regard may indicate a need to examine this communication pattern more closely. Perhaps with some accommodation, the apparent alienation could be diminished.

In spite of these differing perceptions, both officers and supervisors believe that valuable information is gathered as a consequence of inmate/officer communication.

Interview Item: Do officers pick up useful information from inmates?

Data Table

Code	Supervisor Response
Not at all	0.0%
Very little	0.0%
Quite a bit	62.5%
Very well	37.5%

Code	Unit Officers
No	3.4%
Yes	96.6%

Principle VI: Effective Communication

Effective communication is the basis for all constructive human interaction. In detention facilities, this concept must concern itself with communication interaction among inmates, between inmates and staff, as well as communications among staff. A number of interview items were included to evaluate staff and inmate perceptions regarding communication patterns.

Interview Item: Is communication and cooperation between and among staff adequate?

Data Table

Code	Supervisor Response
No	6.2%
Yes	93.8%

Supervisors responded in the affirmative 93.8% of the time indicating a high level of communication and cooperation between and among staff.

Interview Item: From a unit management perspective, how well do housing officers cooperate and get along with support staff?

Data Table

Code	Supervisor Response
Not at all	0.0%
Very little	13.3%
Quite a bit	60.0%
Very well	6.7%

Of management staff, 66.7% perceive that unit officers and support staff get along 'very well' or 'quite a bit'. This would indicate a fairly high level of system integration.

Data were also gathered regarding communication patterns between unit officers and inmates.

Interview Item: Do officers maintain communication with all of the inmates on the living units?

EXCEPTIONAL INMATE RESPONSE

Some things are the same or better while others are worse. A complete evaluation of the rules and regulations used to govern this institution. I use the word govern because it best describes the atmosphere of this place.. The jail uses too many rules which control our lives too much. The guards know they have authority over us and some use it in the wrong way. We are called inmates here, not detainees or suspects but inmates. As though we were tried and convicted already.

The rule in the Handbook about not going in other people's rooms I assume, is to prevent theft and sexual assault. Why not rewrite it to state we cannot go in unless the other person is there to extend the invitation and the door must remain open. I could go on about how some of the guards act but I will close by saying the rules in the handbook should be based on common sense and not **try** to dictate and control our lives. We are under enough emotional stress as it is by having our freedom taken away and being away from our families and friends without worrying if our bed will be made at a certain hour of the day other than inspection or if a certain guard will be going through my personal property because she likes her authority over men. I have nothing against guards, just those who abuse their position. But that's another subject.

HEALTH CARE

Response

: If your stay is longer or you have a hold on you they should check you when you come in or after your first **court** date to have a complete check out.

: Dental care in **here** is the pits, it takes 3 weeks or longer after you fill **out the** forms

: Better medication e.g., real aspirins 1

: The Medical Staff

: Improve the medical staff 2

: Incompetent medical staff

PROGRAMS AND SERVICES (cont'd.)

- : More programs, arts and crafts, games and activities 2
- : Longer visiting
- : Lower the price of the Commissary
- : More recreation
- : More Commissary
- : Later hours on the weekend and sleep in Saturday & Sunday
- : A listing and schedule of programs or schooling available to us - the book isn't that together enough on information
- : Special assistance for indigent inmate - smoking, mail, hygiene products, such as lotion for dry skin
- : Contact visits 6
- : More unique programs - i.e., writing, art, poetry, etc.
- : Vocational programs training us for outside world
- : Women don't get many programs
- : Group Counseling
- : full-time work with minimum pay
- : Welfare Commissary for indigent inmate
- : Religious facilities are too small. People miss church because **of** lack of room
- : Better communication channel with the outside, i.e. lawyers, courts, various organizations

- : Take quick action when arguments start - avoid fights
- : Officers need to leave their personal problems at home
- : Don't treat us like low lifes and threat to society - we're humans
- : Treat with respect
- : Stop needless harassment
- : No evening lock down
- : A better written set of rules for all to follow as to behavior such as screaming, cursing, or anyone placing a hand on you physically (does not apply to pat downs which are necessary for all security)
- : A little understanding before I get written up because there are things I hadn't been totally aware of
- : Attitude adjustment of mean persons

PROGRAMS AND SERVICES

- :-Letting magazines come up - better selections
- : Letting sweaters come up from outside
- : More Easy Rider magazines
- : More / longer visiting 7
- : More yard hours 6
- : Better equipment
- : More movies on weekends
- : More attention to people who don't speak English

ENVIRONMENT (cont'd.)

- . Normal shoes and socks (indigent people)
- : Soft desk chairs
- : Roommates would pass time easier
- : Reasonable rate for phone call
- : Quality soap that doesn't dry the skin
- : Shampoo dispenser in showers
- : Good combs and toothbrushes
- : Shoes instead of thongs
- : Issue deodorant
- : Blankets for cold weather

SUPERVISION

- : More say in the rules
- : Better CO's
- : **Stay** in pod areas longer at night
- : A better understanding between inmates and **your** staff - less authoritative approach, less hostility and less problems from inmates
- : CO's should explain to inmates about **trust**
- : Officers should not be able to look in **my room** - makes us mean
- : I don't think we are being treated equally, e.g., first floor can stay up all night
- : Have officers understand our situation better
- : CO's should agree on policies and procedures
- : Inmate/officer relations could improve greatly

INMATE RESPONSES

34. What single thing would help improve your stay in this unit?

FOOD.	Responses
: Better quality food	1
: Better breakfast - no powdered eggs	1
: More food	
: No peanut butter sandwiches	1
: No powdered milk - real milk	1
: Lots of vitamins in the food	
: Have sodas on Friday and Saturday nights	1
: Special diets need to be looked into	
: Some logical way to ration cream and sugar	

ENVIRONMENT

: Personal	
: If we had more quiet	4
: Lock down people who don't shower	
: Better clothing	
: Dim the cell night light	1
: Change clothes more often	
: Turn in dirty underwear and receive clean underwear any day during the week	
: Remove homosexuals who treat hostility among inmates and a general air of discomfort	
: Place TV's at opposite ends of the pod	
: Thicker mattresses and soft pillows	

From a user perspective, it **seems** reasonable to expect that at least 75% of the population surveyed should evaluate programs and services as being 'very well or satisfactorily' provided. Using this standard, all of the programs are reported to pass muster by unit officers and supervisors. Inmates, on the other hand, indicate that the following programs are below the standard:

Medical	61.3%
Visiting	68.8%
Food Services	64.6%
Personal Privacy	68.7%
Recreation	72.7%
Counselor Programs	73.1%

An open-ended question asked of inmates provides **some** qualitative data regarding their concerns about programs and services. The following direct quotes are provided on pages 68 through 73.

Management **may** wish to examine these "program deficiencies." It **may** be that minor adjustment would bring the inmate responses into compliance with the above-stated standard.

Notwithstanding program shortfalls as perceived by the inmate sample responses, the Pima County Detention Center is operating in a manageable and cost-effective manner. Vandalism is minimal and repairs are made in a **timely** manner. In part this **may** be because only 6 of 13 program areas evaluated fall below the 75% acceptance standard with medical and food services being rated the lowest. Recent developments at the Center reported by Major Davis will address those two areas of concern. The administration is advised to further examine the 4 remaining program areas to determine adjustments that **may** be made in order to enhance the value of these program and service areas.

Code	Very Well/Satisfactory			Unsatisfactory/Poorly		
	Officers	Supers.	Inmates	Officers	Supers.	Inmates
Medical Needs	90.9%	93.8%	61.3%	9.1%	6.2%	38.7%
Visiting	100.0%	100.0%	69.8%	0.0%	0.0%	31.2%
Telephone	97.7%	100.0%	78.0%	2.3%	0.0%	22.0%
Food Services	87.4%	81.2%	64.6%	12.6%	18.8%	35.4%
Personal Privacy	96.6%	100.0%	68.7%	3.4%	0.0%	31.3%
Recreation	97.7%	87.5%	72.7%	2.3%	12.5%	27.3%
Commissary	100.0%	100.0%	87.8%	0.0%	0.0%	12.2%
Mail	97.7%	100.0%	87.7%	2.3%	0.0%	12.3%
Comm. With Staff	96.6%	93.8%	77.0%	3.4%	6.2%	23.0%
Counselor Programs	88.5%	100.0%	73.1%	11.5%	0.0%	26.9%
Education Programs	90.9%	93.8%	78.7%	9.1%	6.2%	21.4%
Religious Programs	97.8%	100.0%	87.4%	2.2%	0.0%	12.6%
Alcohol Programs	93.2%	100.0%	78.2%	6.8%	0.0%	21.8%

team noted scratches and writing on the elevator doors. In conversations with staff, they verified that the vandalism occurred **most** often on elevator doors which inmates use frequently without escort or supervision. This **may** account for the discrepancy in staff vs. inmate responses.

When vandalism does occur, it is psychologically and economically valuable to initiate repairs promptly. Officers and supervisor were asked:

Interview Item: Are repairs to vandalism made promptly?

Data Table

Code	Supervisors	Officers
Yes	66.7%	67.0%
No	33.3%	33.0%

Both officers (67%) and supervisors (66.7%) agree that repairs are made promptly. In verbal conversation, Major Davis stated that the elevator doors were painted at least **six times** a year. From the responses made, it appears that every effort is made to maintain upkeep in the facility.

Jail administrators and staff have long known that inmates will fashion their own leisure **time activities** if they are not provided and available to them. Frequently, inmate-planned program designs result in extensive vandalism and negative attitudes toward staff. To avert these inevitable problems, direct supervision jails provide a wide array of programs and services that **meet** the fundamental needs of the inmate population.

Officers, supervisors and inmates were specifically asked about inmate programs.

Interview Item: How well are the following inmate needs being **met** in this facility?

Data Table: See Page 67.

of local citizens and elected officials. However, detention construction- and operating costs cannot be ignored or dismissed entirely. Many communities have traveled this precarious, short-sighted path only to face far greater costs in the long run: Proactive planning in this regard is consistent with the philosophy of podular direct supervision.

From a construction perspective as well as an operational point of view, it has been established that podular direct supervision jails provide reduced construction costs because of the assumption that **some** 80% to 90% of the inmate population does not require the heavy-duty institutional safeguards that characterize traditional jails and maximum security confinement facilities. In addition, the architectural options provide for efficient supervision of a maximum number of offenders at reduced operational costs. By comparison with many conventional jails, podular direct supervision jails are less staff-intensive. The benefits associated with this architectural/management design have been elaborated upon in Section I of this document.

Reduced vandalism, cleanliness, sanitation and orderliness are variables associated with manageable and cost-effective operations. With respect to vandalism, the officers, supervisors and inmates were asked specific questions.

Interview Item: How much deliberate vandalism, damage or writing on the walls happen in this unit?

Data Table

Code	Officers	Supervisors	Inmates
Not at all	4.5%	0.0%	49.0%
Very little	84.3%	71.4%	46.2%
Quite a bit	9.0%	28.6%	3.8%
Very much	2.2%	0.0%	1.0%

Responding, 95.5% of inmates, 88.8% of officers and 71.4% of supervisors said that deliberate vandalism occurs 'not at all' or 'very little'. Alternatively, 28.6% of supervisors, 11.2% of officers and 4.8% of inmates reported vandalism occurring 'quite a bit' and 'very much'. It is interesting to note that the staff estimates of vandalism are considerably higher than that of the inmates. Perhaps this difference can be accounted for by the staffs' literal interpretation of 'none at all' and their access to the entire facility where they may see a wider range of vandalism. For example, the Jail Center data collection

At least one tentative conclusion can be reached. The inmate data generally confirm that possession of weapons by inmates or the feeling of such a need is sufficiently rare that they have a sense of personal security in the facility.

In many ways, sexual assaults **may** represent the greatest security threat, at least for inmates, since sexual assaults are frequently more an expression of dominance and power than primitive sexual outlet. Questions in this regard were included in the questionnaire.

Interview Item: How often are there sexual assaults on this unit?

Data Table:

Code	Supervisors	Officers	Inmates
Never	73.9%	81.3%	83.7%
Sometimes	26.1%	18.7%	14.3%
Often	0.0%	0.0%	1.0%
Always	0.0%	0.0%	1.0%

Ten percent (10%) more inmates (83.7%) than officers (73.9%) report that sexual assaults never occur. Supervisors are much closer to the inmates in their responses regarding the incidence of sexual assaults (81.3%). Curiously, one inmate reported sexual assaults occur often and one reported they occur always. Given the preponderance of data, these **must** be regarded as capricious responses. On the other hand, 26.1% of officers, 18.7% of supervisors, and 14.3% of inmates report that sexual assaults occur **sometimes**. From this data set, one would be inclined to believe that **some** sexual activity occurs. Yet since the facility opened in June, 1984, there have been no officially reported sexual assaults. So the perception of the populations surveyed and the official records are not in agreement. Overall, one must conclude that official records have much greater authority than perceptual data. Accordingly, the safety of staff and inmates is greatly enhanced by the absence of officially reported sexual assaults at the Pima County Detention Center.

Principle V: Manageable and Cost-Effective Operation

One of the **most** important considerations regarding facility design and operation is that it be manageable and cost-effective. This principle assumes added significance since jails generally occupy low status in the program priorities

Ninety percent (90%) of the inmates reported that threats of violence occur 'seldom or never'. It is important to recognize that the sense of safety is somewhat threatened for 10 inmates or 10% of the interviewed inmate population. Nevertheless, the great majority of inmates are not jeopardized by threats of violence. This is a powerful statement supporting the architectural and management concepts of direct supervision jails.

However, "if you really want to jeopardize my sense of safety, show me or convince me that you have a weapon or even need one." Three specific questions were asked in this regard.

Interview Item: Are weapons found? Do you need a weapon? Do other inmates feel the need for a weapon to protect themselves?

Data Table

Code	Officers	Supervisors	Inmates Self	Inmates Others
Yes	21.2%	37.5%	7.8%	12.0%
No	78.8%	62.5%	92.2%	88.0%

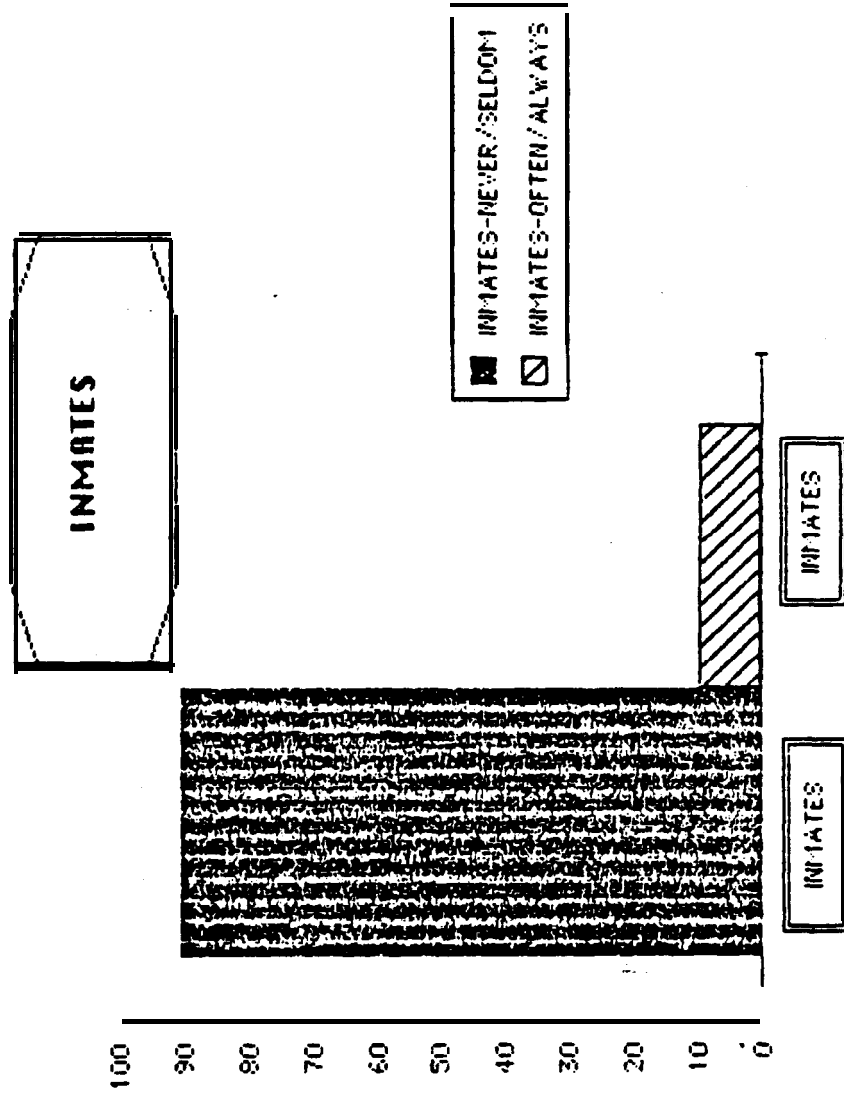
The data in this table are extremely difficult to understand. Almost 40% of supervisors report that weapons are found in living units while only 20% of unit officers report weapons being found. And less than 10% of inmates report the need of a weapon to protect themselves. This represents 10 inmates out of the sample. It's likely that even 10 or more percent of the general population feel the need of a weapon to protect themselves in a free society.

Official records reveal that from time to time, weapons are confiscated during the intake process where one might expect to find them. But only one weapon was officially reported as being found in a general living unit. The weapon was a broken mop handle being used to bore a hole through a foot of so of concrete and not as a dangerous weapon.

Since unit officers and supervisors rotate post assignments, it may be that they are referring to weapons confiscated during intake. Otherwise, they may be picking up concealed pens, pencils or other similar tools and classifying them as weapons. The data does not adequately inform us in this regard, thereby suggesting the need for further information to explain the extreme discrepancies in the data.

Threats of violence

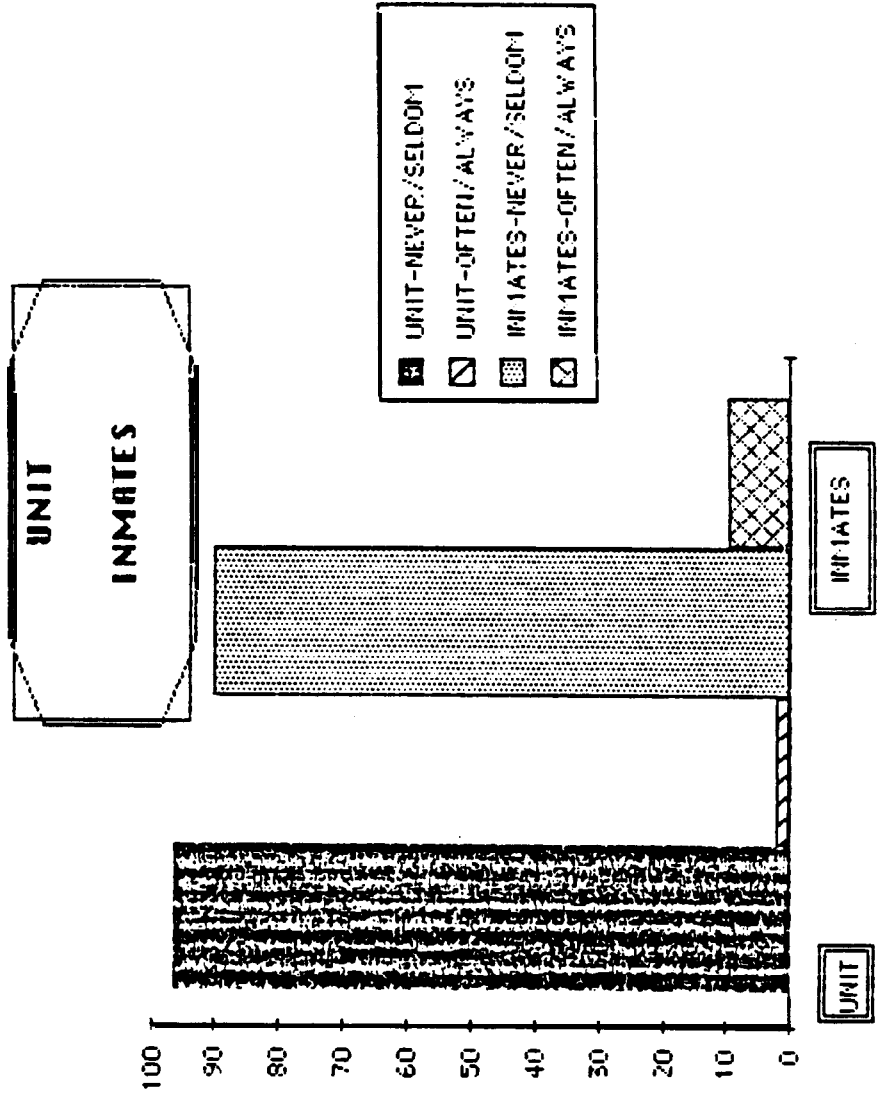
I - 13



PERCENTAGE
NEVER/SELDOM

Frequency of fights between staff and inmates

U-29
I-15



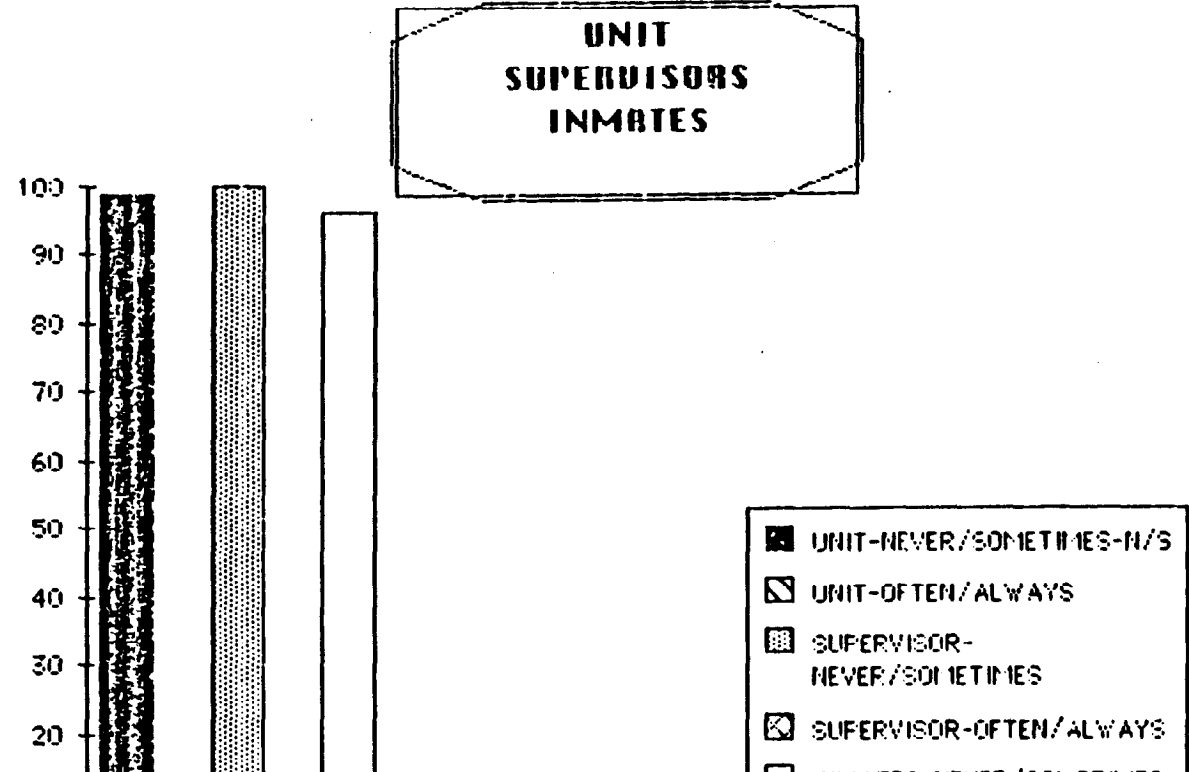
PERCENTAGE

How often do fights between inmates occur in the unit?

U-28
S-31
I-14

09

PERCENTAGE



of danger that creates justifiable fear on the part of staff and inmates.-

Typically, fear leads to a whole range of dysfunctional and destructive behaviors. It is clear from the data that the Pima County Detention Center has incorporated a management system that virtually eliminates fear and its counter-productive consequences, an enviable record from a direct supervision jail.

The audit design tested a number of behaviors which occur when inmates and staff feel unsafe and insecure. These include fighting, threats of violence, fashioning weapons, and sexual assaults. Specific questions were asked regarding each of these behaviors.

Interview Item: How often are there fights between inmates on this unit?

Data Graph: See graph, Page 60.

Ninety-eight percent (98%) of unit officers, supervisors and inmates report that fights 'sometimes/never' occur between inmates. Agreement between and among these three populations is powerfully persuasive.

Interview Item: How often are there fights between inmates and staff on the unit?

Data Graph: See graph, Page 61.

Ninety-seven percent (97%) of unit officers and 90% of inmates report that fights between inmates and unit officers occur 'seldom or never'. The actual facility records indicate the occurrence of 15 assaults on staff by inmates. This sounds high for a direct supervision jail. However, on further inspection, it was determined that one altercation occurred in the intake unit, one in the medical unit, and one in general population. The rest occurred in the disciplinary lock-up. So, of the officially reported assaults on staff, only one occurred in a housing unit. The balance occurred where it is reasonable to expect that they might. Moreover, it is significant to report that there were no serious injuries as a result of any of these altercations.

Threats of violence, whether veiled or real, can strongly influence one's perception of safety. Inmates were asked about this.

Interview Item: How often are there threats of violence on this unit?

Data Graph: See graph, Page 62.

How safe from theft is personal property

U - 27

S - 30

I - 6

PERCENTAGE

100

90

80

70

60

50

40

30

20

UNIT
SUPERVISORS
INMATES

- UNIT-SAFE?
- UNIT-UNSAFE
- SUPERVISOR-SAFE
- SUPERVISOR-UNSAFE
- INMATES-SAFE
- INMATES-UNSAFE

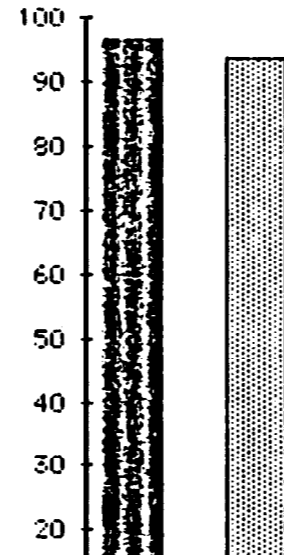
How safe for inmates

U-26

S-29

57

PERCENTAGE



**UNIT
VS
SUPERVISORS**

- UNIT-SAFE?
- UNIT-UNSAFE
- SUPERVISOR-SAFE
- SUPERVISOR-UNSAFE
- INMATES-NO/YES?

How safe do you feel in the unit

U-26

S-29

I-5

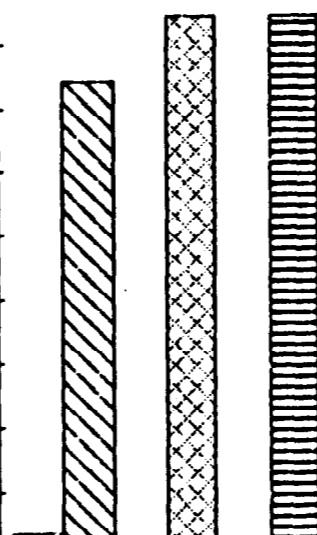
56

PERCENTAGE

UNIT
SUPERVISORS
INMATES

100
90
80
70
60
50
40
30
20

- UNIT-UNCOMFORTABLE
- UNIT-COMFORTABLE
- SUPERVISOR-UNCOMFORTABLE
- SUPERVISOR-COMFORTABLE
- INMATES-UNCOMFORTABLE



safety. The data, along with direct observations made by NIC's project **team**, support the hypothesis that the Pima County Detention Center is a very safe facility. There have been no homicides, suicides, or sexual assaults since this facility opened. There have been 15 assaults on staff by inmates but only one of these occurred in a general housing unit and it was handled without injury. The other assaultive behavior occurred in disciplinary lock-up and the intake unit where one might expect these altercations to take place. In all cases, there were no serious injuries. This official record data supports the assertion that the Pima County Detention Center is safe for staff and inmates.

A number of interview items were included in the schedule pertaining to issues of safety. These are reported below.

Interview Item: How comfortable are you going anyplace on the units?

Data Graph: See Page 56 for graph.

Eighty-five percent (85%) of unit officers, 93% of supervisors, and 92% of inmates feel comfortable going anyplace on the units.

A separate question was asked of unit officers and supervisor regarding their perception of the safety of inmates and their property.

Interview Item: How safe do you feel this unit is for inmates?

Data Graph: See Page 57 for graph.

Ninety-eight percent (98%) of unit officers and 95% of supervisors evaluate the living units as being very safe or somewhat safe for inmates.

Interview Item: How safe from theft is inmate property on the units?

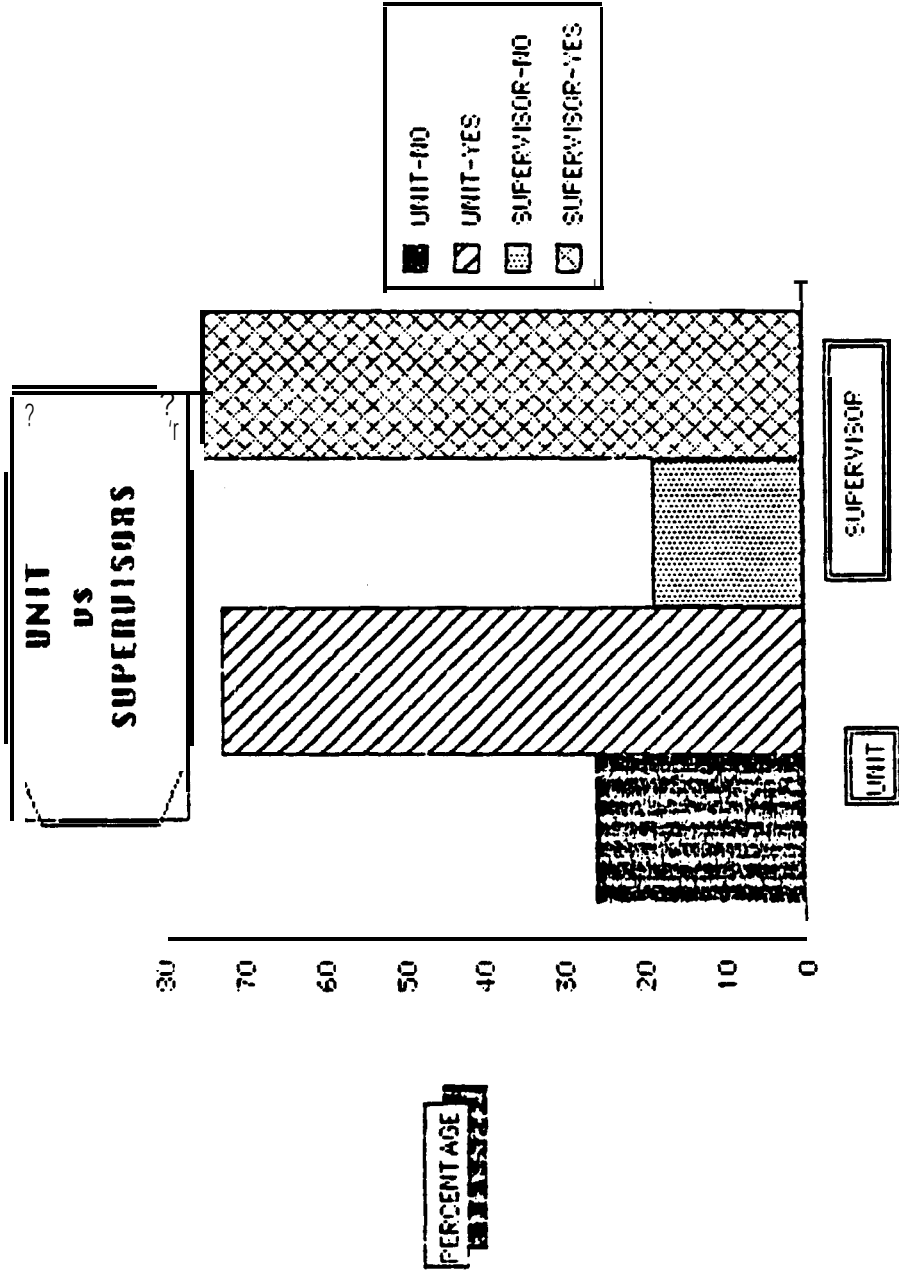
Data Graph: See Page 58 for graph.

Ninety percent (90%) or more of all inmates, unit staff and supervisors consider inmate property a being unit.

The perception of personal safety at the Pima County Detention Center is extremely high on all counts: safety/comfort on the unit; safety for inmates; and safety of inmate property. The data are persuasive in this regard because of the high level of agreement between and among the responses of inmates, unit staff and administrative staff. Historically, detention facilities have gained a reputation

On-the-job training for officers under you

U-22
S-24



But training should not be a one-time event. Rather, it should be co-existent with employment. Accordingly, supervisors and unit officers were queried regarding on-the-job training.

Interview Item: Do you provide or have you received on-the-job training?

Data Graph: See graph on Page 54.

Seventy-three percent (73%) of unit officers report having received in-service training while 75% of supervisors affirm that they provide on-the-job training. A high percentage of officers and supervisors agree that on-the-job training is provided. The data do not inform us of the methods or content used in on-the-job training, nor do we know whether it is provided on an ad hoc basis or on a more formal, continuous, structured basis. Since training and development are so important to the maintenance of high quality performance, the administration might be safeguarded by investigating this staff growth and development process in greater depth.

NIC's data collection consultants attended three role calls for the purpose of collecting unit officer data. It is a great advantage for the Center to have a 30-minute overlap in the schedule so that time is available for briefing staff and this could be an excellent opportunity for inserting brief, formalized units of training. However, our observations obviate this possibility. The briefing room is simply too small for unit officers to sit comfortably and take notes on the presentations that might be made. The administration would be advised to seriously consider an alternative briefing room large enough to accommodate the total complement of staff on each shift.

In summary, it appears that the recruitment of staff at the Pima County Detention Center has been an asset to the system and that staff have received basic as well as on-the-job training. However, some informal discussions with unit officers indicate a certain amount of dissatisfaction with the consistency of support they receive from their supervisors and problems with unified, coherent interpretation of policies and procedures. Moreover, the open-ended question revealed some problems with respect to shift-to-shift continuity. In sum, there appears to be a need for teamwork among supervisory staff.

Principle IV: Safety of Staff and Inmates

Probably the greatest concern about being incarcerated or seeking employment in a detention facility is personal

Did training prepare you?

U-23

S-26

52

PERCENTAGE

