

Audits of Podular Direct-Supervision Jails

by

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Section 1. Introduction

The Audit Program

This report presents the findings from audits of three direct-supervision jails:

- Dakota County Jail in Hastings, Minnesota.
- Hillsborough County Orient Road Jail in Tampa, Florida.
- Norfolk County Sheriff's Correctional Center in Dedham, Massachusetts.

The facilities were selected for audit to provide variation in size and region. Administrators at the facilities requested participation in the audit program to gain an objective assessment of their current performance. In some instances, the facilities immediately used the audit results to change their operations, so certain problems identified in the audits no longer exist.

The National Institute of Corrections Jails Division initiated this program as a followup to three audits conducted in the mid-1980s. The purpose of the audits is to measure the state of the art in podular direct-supervision jails, to test how well direct supervision is performing, to point out the strengths, and to identify any common challenges or difficulties that direct-supervision facilities face. The audits measured how the principles of direct supervision, including related issues and concepts, are being carried out in practice.

This work was performed by a team of three consultants: Jay Farbstein, Dennis Liebert, and Herbert Sigurdson. The team developed a standard methodology, which was applied at each of the audit sites. This report presents the findings from all three sites.

Methodology

The standard methodology used in conducting the audit at each site entailed the completion of questionnaires by large samples of staff and inmates. Interviews were also conducted with a variety of jail users. (Copies of the questionnaires are included in Appendixes A through H.)

The surveys were sent in advance of the site visits and distributed to line staff and supervisors as well as inmates in all general-population housing units. Inmates housed in medical, mental health, special management, and disciplinary units were not surveyed. While the number of staff and inmates surveyed varied at each site because of the facilities' varied sizes, a total of 127 staff and 404 inmates completed the surveys. The survey

results were entered into a computer and analyzed using the Statistical Package for the Social Sciences; some other analyses were done in Systat.

Findings are reported throughout this document. Responses to the survey questions were framed on a 5-point scale, where a very negative response was always coded "1" and a very positive response "5." A neutral response was coded "3." The consultants used the following guidelines in interpreting mean responses.

Interpretation	Range
Very Negative	1.0 - 1.49
Negative	1.5 - 1.99
Somewhat Negative	2.0 - 2.49
Neutral	2.5 - 3.49
Somewhat Positive	3.5 - 3.99
Positive	4.0 - 4.49
Very Positive	4.5 - 5.0

The onsite portion of the audits entailed a 2-day visit to each site by two members of the consultant team. The visits took place in July and August 1995. Onsite activities included a tour and inspection of the facility and interviews with the jail administrator, security chief, captain, program manager, training officer, plant manager, supervisors, unit managers, housing unit officers, and several groups of inmates in units throughout the jail. Background information was collected and reviewed, including floor plans, staffing studies, organization charts, incident histories, operating budgets, and other data as available. An exit interview was conducted before leaving the site.

Comparing the Three Jails

The three audited jails are very different. They were intentionally selected to provide a wide degree of variation in size and region — and on the correct assumption that all are basically highly professional, well-run facilities. The facilities are in certain ways so different that direct comparisons may not be meaningful. They range in population from about 140 inmates at Dakota to about 425 at Norfolk to about 1,600 at Hillsborough.

At the time of the audits, Norfolk suffered from considerable crowding, Dakota was very short on staff, and Hillsborough was experiencing major changes as a result of new depart-

mental leadership. The Norfolk County jail is so different from most other jails in the country that it would be difficult to compare it in any case. It has mostly sentenced inmates and no females, its operations are funded by the state, and it is very richly staffed.

In addition, because of differences in sample size, the overall responses — which average together all inmates or staff from the three facilities — are weighted toward the response from Hillsborough, which justified the largest sample because of its size. In fact, as the findings revealed, Hillsborough staff are more neutral on average (3.34) and Norfolk staff more positive (3.84), with Dakota in the middle (3.57). Inmates, on the other hand, are all on average very similar, ranging only from 3.40 to 3.47. Readers should be aware that averaging so many items masks the very considerable differences in responses to particular items.

Because of these concerns, the emphasis of this report is on establishing common themes, patterns, issues, and problems — and on assessing changes in the world of direct supervision in comparison to the findings of earlier audits.

Summary of Findings

These Jails Have Good Safety Records — But Perceptions Differ

The objective safety records of these facilities are very good, and so it was surprising that the inmate and staff perceptions of safety were not higher. Inmate responses were somewhat positive about safety in these jails. They were positive about feeling safe, not needing weapons, the low frequency of fights, the absence of vandalism, and the almost nonexistence of sexual assaults. However, inmates were neutral about the safety of their own property and the frequency of threats of violence, and they did not agree that it would be hard to commit suicide.

Staff responses varied more among the institutions, with Norfolk more positive, Hillsborough less positive, and Dakota generally in between. Officers at Norfolk and Dakota reported feeling safer than those at Hillsborough. Whereas Norfolk and Dakota staff were positive to very positive about the low frequency of fights between inmates and staff and of finding weapons, Hillsborough staff were only neutral to somewhat positive. Staff at Norfolk were positive about the lack of vandalism, while at Dakota and Hillsborough they were neutral.

Effective Classification Systems

All three jails operate effective classification systems that develop and pass on essential information about inmates'

history, behaviors, and needs. This almost always results in the appropriate assignment of inmates to direct-supervision or other units. Frustration occurs, however, about the amount and quality of information housing unit officers receive and about the somewhat limited options (due to lack of discretion or space) available for reassigning inmates who are disciplinary problems or who would benefit from participation in a program.

Effective Supervision — with the Right Tools

These jails succeed in effectively supervising inmates through effective communication between staff and inmates. The result is that staff and inmates agreed that officers are clearly in charge of the housing units. Even so, at one jail, staff felt the need for more tools for managing inmates, including a full range of television programming, which had been seriously restricted.

Good Program Offerings — But More Are Needed

All the jails offer substantial inmate services and programs that are generally responsive to inmate needs. At all three, however, the demand for programs is greater than can be met, partly because of crowding. In all cases, the provision of programs and services is limited by space.

Staff “Buy-in” Remains Important and Is Not Always Achieved

Staff were somewhat positive about their knowledge of the jail's mission, policies, and procedures. But they were only neutral in supporting the way inmates are treated and the approach to managing them — especially at Hillsborough, where recent changes in leadership raised controversy with staff. This result is disappointing, as the staff's strong support of the management philosophy can be essential to achieving its goals.

Staff are Generally Well Trained — But There Has Been Some Slippage in Direct-Supervision Training

At all three jails, staff receive a considerable amount of training and were positive about the quality and adequacy of the training. While they generally expressed confidence in their qualifications, they were slightly less enthusiastic about the specific training in direct-supervision principles and practices. The amount of training in direct supervision varies significantly among staff. In particular, those staff who took part in training before moving into the new direct-supervision jail tended to get the most training in direct supervision. For those who came on board later, this training might not have been as extensive or effective. Further attention should be paid to ensuring that all staff are fully trained in direct-supervision principles, interpersonal communication skills, de-escalation, etc.

Supervisors Also Need More Direct-Supervision Training

Most staff were neutral and some were negative about the direct-supervision training that supervisors receive. For a supervisor to be effective in a direct-supervision jail, he or she must be fully conversant with how it works. For supervisors who came up through the ranks and worked in the housing units, this is not a problem. For lateral transfers, however, who might have come from patrol for example, lack of sufficient training in direct supervision can be an issue.

Staff Supervision Needs Continuing Attention

Responses were very inconsistent among the facilities on issues related to staff supervision, such as the frequency of visits by supervisors and whether they refrain from undermining officers' authority by responding to inmate requests. Norfolk staff were the most positive on these issues, due to the number and accessibility of supervisors. In contrast, Dakota has a single sergeant post that is occupied with certain clerical tasks. Officers at all facilities were neutral about whether supervisors are effective at providing coordination among officers and shifts. These findings highlight the need for attention to supervision, coordination, and support of line staff.

How Many Inmates Can One Officer Supervise?

The number of inmates an officer supervises varies greatly among the three jails: as few as 17 in the smallest unit in Dakota to over 90 in the largest unit in Norfolk. While officers generally agreed that they can effectively supervise the number of inmates in their housing units, they had strong negative feelings about being asked to supervise any more. Consistent with the previous audits, officers tend to believe with great conviction that they could not effectively supervise any more inmates than they do now.

Are Officers Tied to Their Workstations?

To do their job most effectively, officers need to circulate throughout the housing unit, closely observing and interacting with inmates. Whether they can do so depends on the facility's design and management. **Design** affects visibility and the location of equipment like telephones, computers, and controls. If these devices are at a fixed post, an officer could be required to stay there to operate them. **Management** affects the extent to which officers are instructed or encouraged to circulate among, observe, and communicate with inmates.

The three facilities vary considerably in design and in the amount of officer movement. Their experiences highlight the care that must be taken in selecting equipment, determining whether to provide an officer station, choosing its location, and laying it out.

While These Jails Cope Well with Crowding, It Has Negative Effects

Crowding clearly adds many stresses on inmates and staff and contributes to many problems — even though, by most measures, these facilities are still performing well. One of the major effects of crowding on operations is the reduced ability to carry out classification recommendations to move an inmate to another housing or program assignment, since the recommended placement is often full. There were complaints about this, especially at Norfolk, which was the most crowded of the three jails. Other effects include increased noise, stress, and competition for limited resources. Interestingly, even though Norfolk was the most crowded, it tended to perform slightly better on many measures than the other jails — a tribute to its ability to deal effectively with the added inmates.

The Jails Are Well Designed — But Have Had Some Problems

All three jails were recently constructed, generally well designed and in very good condition, and the quality of the living and working environment is very good. Each was planned carefully, with much thought given to how design could support operations. From the perspective of direct-supervision operations, all have appropriate levels of security construction, finishes, and hardware. These include the use of “softer,” less expensive finishes (such as carpet, wood doors, and porcelain plumbing fixtures), all of which were holding up well.

Each jail found, however, that certain features either did not function as expected or for some other reason needed to be changed, and some problems were common to all. All three jails have generally good visibility in their housing units, yet each has some areas of limited visibility that could have been avoided. All three jails lack program space, which is exacerbated when the facilities are crowded, as at Norfolk; have had space reduced to cut costs during design, as at Dakota; or have had other amenities taken away, as at Hillsborough. Because programs are an integral part of direct-supervision management, it is unfortunate when design constrains the opportunities that can be offered. And, despite carpeting and some other sound-absorbing materials, all three jails have some degree of problem with acoustics in housing areas, which is often exacerbated by crowding and multiple sources of noise (e.g., several televisions in one acoustically continuous space).

All three jails have experienced problems with one or more materials or systems. At Norfolk, the perimeter sensing system failed due to environmental conditions, and other problems occurred with inmate showers, door control switches, wall-mounted furnishings, clogged drains, and dayroom counters.

At Dakota, staff facilities are inadequate and problems occurred with flooding toilets, rubber stair treads, dayroom cabinets, warping of some wood doors that were not properly sealed, and the roof.

Hillsborough is notable for its open and functional intake area and provision of outstanding staff facilities, which communicates that the staff comes first. Interestingly, some feeling exists that the jail might actually be too attractive on the exterior and might have greater public acceptance if it looked more like a commercial or industrial building. In addition, it has experienced some problems with roofing, pavement, settlement, flooring, and inadequate warehouse space.

These problems occurred in generally well designed and constructed facilities, and most have been remedied at limited or no cost. They highlight the complexity of designing facilities that are subject to tremendous demands from operating 24 hours per day, 7 days per week, with occupants who often put systems and materials to the test. Great care on the part of designers and great vigilance on the part of jail managers will ensure that systems are properly selected, designed, installed, and maintained.

Succession of Leadership Can Be an Issue

At two of these jails, recently elected sheriffs had taken office. Dakota County's new sheriff, who visits the jail frequently, opted to keep things much as they had been before he took office. Hillsborough County's new sheriff, however, removed weightlifting equipment and non-educational television programming. While the commitment to direct supervision remains, some staff and inmates reacted quite negatively to the changes, and morale and perhaps even operations appear to have been affected.

This situation focuses on the issue of succession of leadership and its potential effect on direct-supervision jails. Like other organizations, jails can experience major policy shifts when the administration changes. Management and operational decisions made under one administration can be changed by the next one, though the design of direct-supervision jails, including the omission of unit control rooms, will sometimes dictate continuation of this approach. However, reducing staffing or training, curtailing program offerings, or adopting a punitive philosophy could result in idleness, resentment, reduced morale, and other associated problems.

Direct Supervision Is a "Robust" Management Approach

These three jails operate successfully in the face of less than ideal conditions, indicating that direct supervision has a

significant degree of robustness. All aspects do not necessarily need to be functioning at optimum levels to provide a safe, orderly, humane jail environment. It would appear that having a reasonably well-trained staff person in direct contact with inmates allows the direct-supervision jail to succeed in the face of a certain level of degradation, crowding, or deteriorating morale. One question is whether a linear or podular intermittent jail would also be able to achieve this level of performance, or whether the pressures would result in more serious consequences, or if negative consequences would occur sooner.

A related question is whether it is possible to establish where a reasonable lower limit would be. How far can a direct-supervision system be pushed before its effectiveness is eroded and substantial negative effects start to emerge? Already, some direct-supervision facilities (not the ones in this study) have experienced serious problems. They were characterized by crowding, reduced staffing, limited training and supervision, fewer programs and more lockdown time, ineffective classification, and/or inadequate segregation space, generally to a rather extreme degree or with several problems acting in concert. Thus, as robust as direct supervision might be, it cannot be treated with indifference or allowed to degenerate too far without serious consequences.

Comparison with Prior Studies

A comparison of these audits with the findings from the NIC-sponsored audits of three other direct-supervision jails in the mid-1980s reveals that:

- Overall, the similarities among findings of the two sets of audits are greater than the differences.
- In the first set of audits, staff and inmates found the jails to be very safe. While the current jails have very good safety records, survey responses were not as positive.
- Facilities in the earlier studies had appropriate levels of staff and placed great emphasis on training. This is similar to the current facilities when they opened, but formal training for direct-supervision jails diminished after the initial move, perhaps as a result of having fewer resources available.
- While training supervisors in direct-supervision jails was virtually unknown and unpracticed at the time of the earlier audits, at least one of the current facilities (Hillsborough) made an effort to train the first cadre of supervisors before the move. Training of supervisors at the three jails still requires attention. A related issue — consistency among shifts — is still a problem.

- Though staff continue to report that they feel reasonably comfortable in all parts of the living unit, they also continue to stay relatively close to their workstations.
- Staff morale is lower in the current audits because of higher populations; more noise; more assaultive behavior; fewer management tools; and, at one jail, extensive use of overtime. One measure is the decline of mutual respect among officers and inmates.
- Inmate grievances appear to be handled less well in the current audits. It takes longer to process them, and inmates are less confident that the results are fair.
- Classification systems are a greater problem. While much effort is still spent on developing appropriate information, a lack of space for assignment sometimes prevents the system from being implemented as it should be.
- Some positives have remained consistent over the years:
 - ▶ Inmates still know and generally follow the rules.
 - ▶ The jail environment is still excellent, in terms of both design and upkeep.
 - ▶ Inmate needs are generally well met, and the variety of program offerings has expanded over the years.

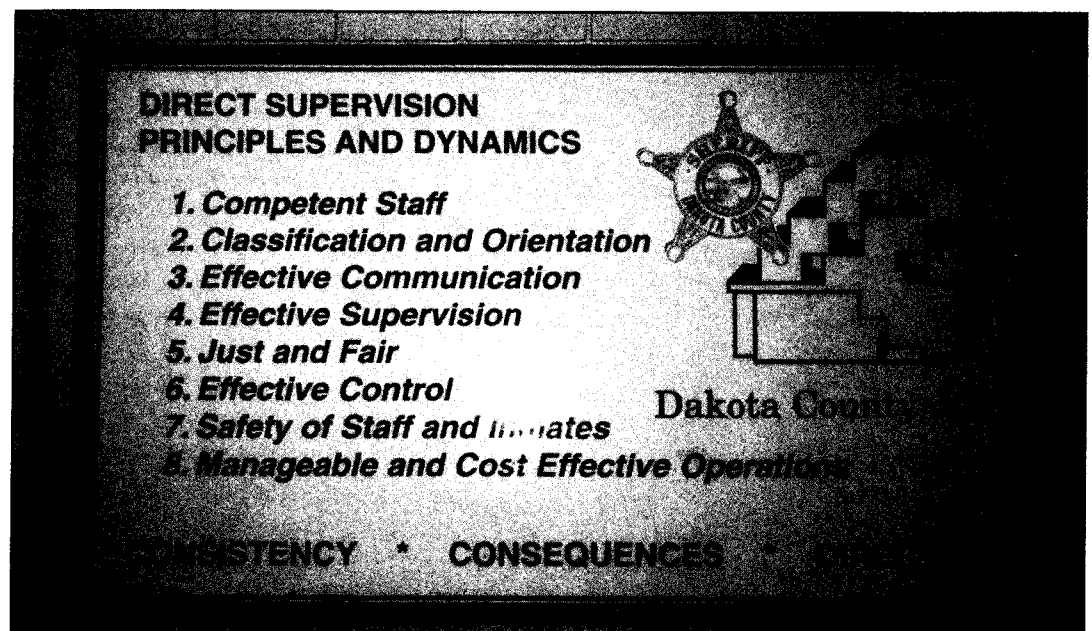
Comparison of Direct- and Indirect-Supervision Management

In 1989, an NIC study (Farbstein & Wener) reported on a broad comparison of direct- and indirect-supervision jails and prisons. Two key findings follow.

- The question of exactly what is direct supervision was important, because more than a few institutions characterized themselves as direct supervision while they operated as a hybrid of direct and indirect (including a staffed, enclosed control booth with part-time or full-time floor officers). To some extent, this was also seen in Norfolk County, where the pretrial units were operated by a hybrid of direct and indirect supervision. Experience has shown that such units can be run effectively on a pure direct-supervision model.
- Safety levels reported for direct-supervision facilities in the comparison study were similar to those reported in the audits (comparability of data is limited, but they appear to lie somewhere in between the mid-1980s audits and the current audits). In the comparison study, the direct-supervision facilities were rated as safer than the indirect-supervision ones, despite greater crowding in the direct ones.

While the current audits did not include any indirect-supervision facilities, such comparisons would be of great interest to systems that are weighing the pros and cons of each mode of supervision.

Principles and dynamics of direct supervision are prominently displayed in the main corridor of the Dakota County Jail.



Section 2. Facility Descriptions

Dakota County Jail, Hastings, Minnesota

History and Capacity. The Dakota County Jail was opened in October 1988 with a rated capacity of 144 inmates, plus 8 segregation beds. Most of the beds are managed by direct supervision, while the single female unit and the higher security male units are operated by remote surveillance. The new facility replaced a linear, intermittent-supervision jail built in 1961. With a rated capacity of 54 beds, including a 10-bed work release center, the old jail was inadequate to serve the county, whose population was 250,000 in 1985 and 300,000 in 1995.

Crowding in the old jail increased rapidly until the population reached about 100 inmates, almost double the rated capacity. Under NIC auspices, the sheriff and several county commissioners attended a direct-supervision training session at the Contra Costa County Main Detention Facility (a podular direct-supervision facility) in Martinez, California. The jail administrator further explored the feasibility and practicality of direct supervision, visiting jails in Detroit, Michigan; Pima County, Arizona; and Larimer County, Colorado.

Dakota County's transition to direct supervision was met with some resistance from the law enforcement side of the Sheriff's Office, which argued for a more punitive environment for inmates. On the corrections side, however, the jail administrator involved every staff member of the old jail on the transition team, convincing all but a few of the benefits associated with direct supervision. (The two resisters eventually left the department.) The jail administrator and the transition team received generous transition assistance from the Minnesota Jail Resource Center of the Minnesota Department of Corrections.

Mission and Philosophy. The mission of the Dakota County Jail is to serve as a holding facility for pretrial and short-term sentenced inmates. The mission includes controlling inmate behavior "in a cost effective manner while providing for the safety and security of staff, inmates, and the public."

Inmate Population. On the date of the site visit the inmate population was 123, or 21 below the rated capacity. In 1994, the average daily population was 136 (129 male, 7 female) — close to the rated capacity, implying periodic crowding. The male population averages 60% pretrial and 40% sentenced. The average number of male work release inmates is 25; at the time of the site visit, the female work release population was 3 (housed along with pretrial females in a unit designed for 15).

Organization and Staffing. The Dakota County Jail's staffing complement for 1995 was 65. This includes the jail administrator, assistant jail administrator, 5 sergeants, a secretary, a clerk, 44 corrections officers, a program director, a counselor, a recreation coordinator, 3 medical nurses, a food service manager, 2 cooks, and 3 part-time food service staff. The jail uses an average of 5 inmate trustees who work in the laundry and perform other maintenance.

Corrections officers work 8½ hour shifts, which include a 30-minute roll call and staff briefing at each shift change. New employees receive 200 hours of training, followed by 100 hours of in-service training conducted by senior officers. Topics specific to direct supervision, including interpersonal communications, are covered thoroughly.

Inmate Programs and Services. Despite limited program space, Dakota County has developed a wide range of programming options for inmates who want to participate or are ordered by the courts to participate. Most programs are provided by contract staff and are funded by grants or the inmate welfare fund. Scheduled programs include Alcoholics Anonymous, adult skills enhancement, anger management, canteen, chaplaincy, chemical dependency, expanded life choices, counseling, library, recreation, Sentenced to Service, and special events. A few programs are tailored for sentenced inmates only, including classes in career planning, job-seeking skills, and oral preparatory work.

The jail has a quiet time each day when commercial television and table games are not available. CCTV is used during this time for educational programs and self-improvement classes to help inmates with their transition back into the community.

Physical Plant and Design. The jail has a rated capacity of 144 beds in nine units. Four non-rated beds have been added (two each in the sentenced and weekender units). The jail is part of the county's law enforcement center, which, in turn, is part of a larger civic center complex located on the edge of Hastings, Minnesota. The jail is a non-smoking facility.

The jail design accommodates a full range of services and programs: intake/processing, dining, recreation, medical services, visiting, rehabilitation programs, and administration. A very small staff lounge, reportedly converted from a closet, seats about five. Because of the sloping site, a few functions were located at a lower level, including the kitchen, intake, and a secure corridor leading to the courts. Non-contact visiting is

located on an upper level, with its own separate circulation system.

Intake is organized on the “open booking” concept, with staff seated behind a counter. There is an enclosed lounge-style waiting room with television for inmates who are behaving well, and cells for those who must be contained.

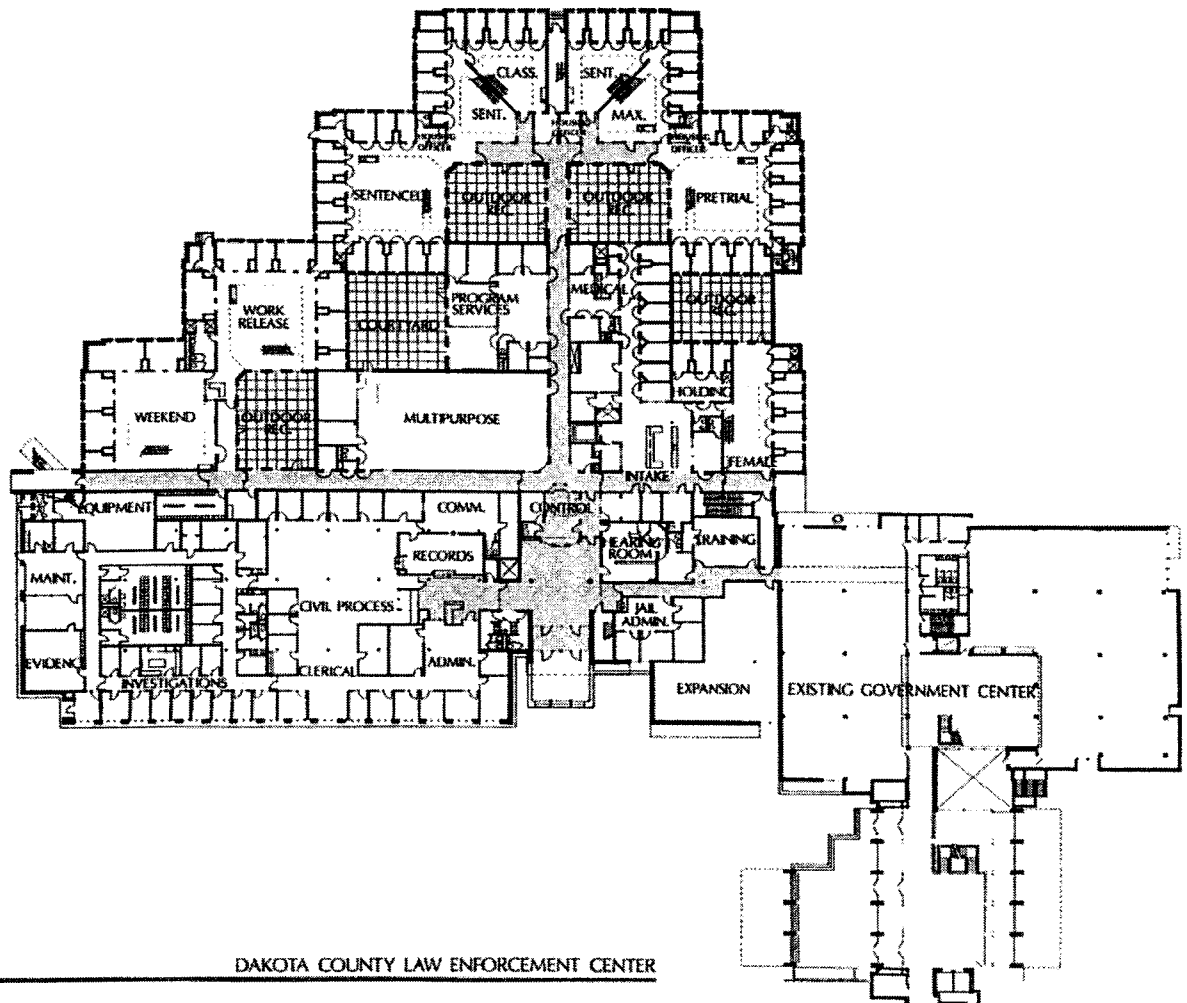
The jail is organized around two corridors at right angles to each other, with a central control station where they join, providing a good view in all directions. (See Figure 1.) Housing units and other functions are arrayed along a stepped perimeter, giving all cells natural light and a view of the outdoors. Interior courtyards provide secure outdoor recreation and allow natural light into the interior. The nine housing units are divided as shown in the following chart.

Classification	Beds
Intake	6
Female	15
Pretrial	27
Maximum	10
Segregation	8
Classification	8
Sentenced	37
Work Release	24
Weekend	20
<hr/>	
Design Capacity	152
Less 8 in Segregation	- 8
Rated Capacity	144

The work release unit has a separate entrance/exit. Key cards issued to work release inmates allow them to enter a vestibule,

which has a locker room to store their street clothes, prior to requesting admission to the jail and being searched.

Figure 1. Floor Plan of Dakota County Jail



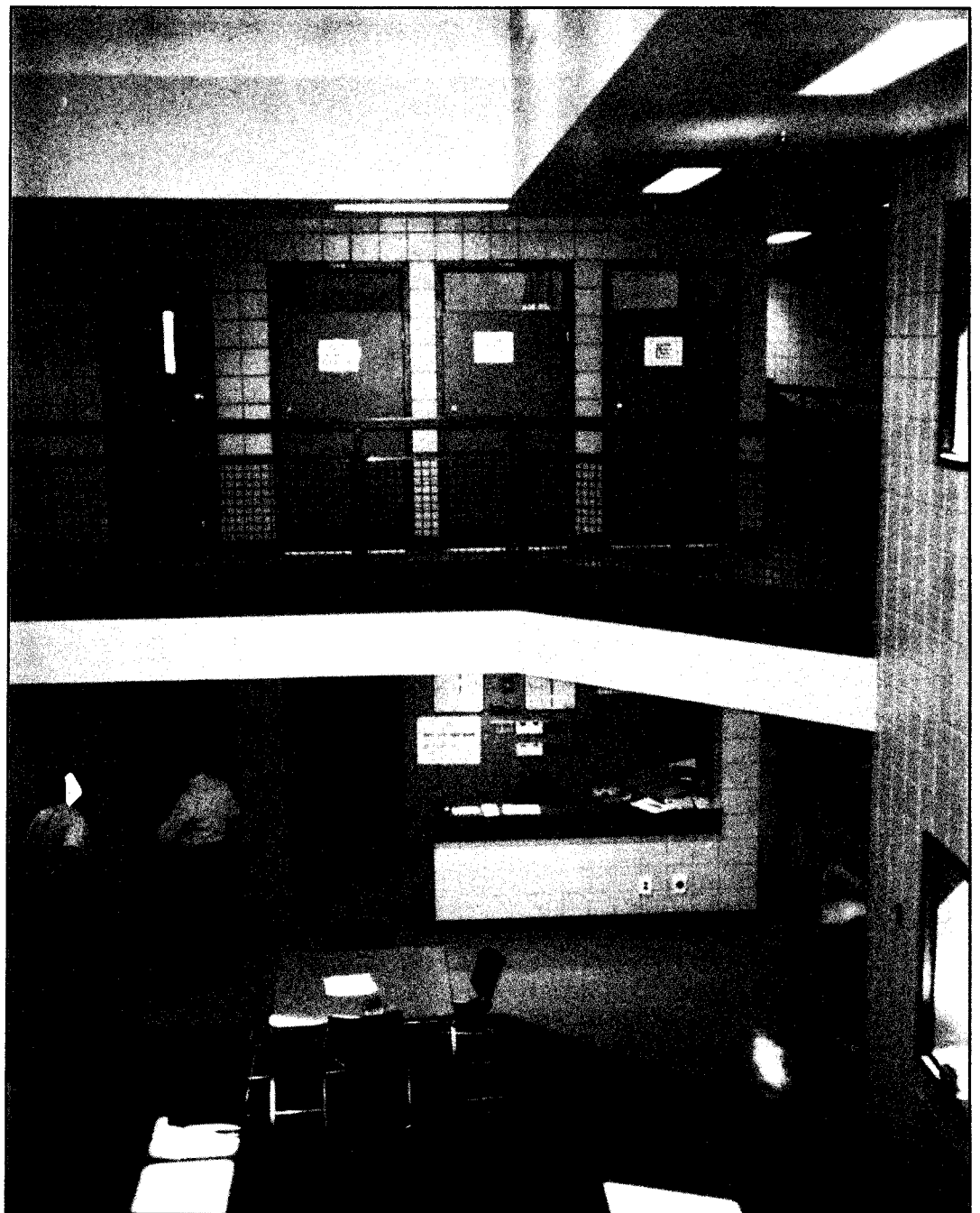
The facility is constructed of concrete, masonry, and other durable materials. Cell doors swing out, are wood in most areas but steel in higher security areas, and have Folger Adam 120 series locks. The finishes and furnishings (carpet or vinyl flooring, wood and upholstered furnishings) and considerable natural light provide a "normalized" environment in all units except maximum and segregation.

Housing units have mezzanines, with dayrooms on the ground floor. Units have a beverage and utility counter with sink for use by inmates in the dayroom. Each unit has one or more inmate telephones.

In addition to a bunk, each cell has a desk, seat, intercom, and window. Single cells are approximately 70 square feet. Cells in the pretrial and higher security units have running water; inmates in the weekender and work release units share bathrooms. The weekender and work release units were planned to allow conversion to cells in the future, but most partitions, plumbing, and doors were omitted to save on construction costs.

Senior management reported that money for construction was stretched tight, causing several compromises such as the loss of about half the needed program space, smaller outdoor recreation courtyards, smaller dayrooms, and less staff support space.

In the sentenced dayrooms at Dakota County Jail, location of officer's station (lower level, rear) limits visibility to some areas.



Hillsborough County Orient Road Jail, Tampa, Florida

History and Capacity. The Hillsborough County jail system includes four separate yet coordinated facilities. The Orient Road Jail, which opened in 1990, is the direct-supervision centerpiece, with an original capacity of 1,330 inmates in single-occupancy cells.

In 1986, the Florida Department of Correction adopted a new standard that allowed a certain number of cells to be double bunked. The county was granted permission to double bunk 16 cells in direct-supervision housing units, increasing their capacity from 48 to 64 beds and adding 384 beds for a total facility capacity of 1,714 beds. This jail is the central booking and classification facility for the county, and houses the majority of county inmates. About 47,000 inmates were booked in 1995.

Another county facility is the old Morgan Street Jail, which provides intermittent-surveillance of 500 inmates, principally those whose classification and/or behavior indicates they are unsuitable for direct supervision. Recently, 250 of these beds were reserved for federal inmates, restricting the availability of higher security beds and forcing Orient Road to hold more high-risk inmates than originally intended.

The Falkenburg Road Jail is a medium-security facility with a rated capacity of 350 inmates. It consists of direct-supervision units in trailers. The county also operates a work release center, which is a dormitory-style facility with housing for 175 inmates.

In 1982, the director of detention visited the federal Metropolitan Correctional Center (MCC) in Chicago, the Tucson MCC, and the Contra Costa County Main Detention Facility in Martinez, California, under NIC sponsorship. Contra Costa County was similar in size to Hillsborough County, the inmate population was generally comparable, and the director was convinced from this visit that direct supervision would make life easier for his staff. Subsequently, the sheriff made a similar tour and agreed that direct supervision would work well in Hillsborough County. The county commissioners were then introduced to direct supervision and agreed it was a cost-effective, improved alternative.

Mission and Philosophy. The mission of the Hillsborough County Sheriff's Office is to serve and safeguard all persons and ensure quality of life for all through effective and efficient delivery of law enforcement, detention, and court services. The sheriff's office has a strong commitment to quality management, evidenced in part by the jail being accredited by the

American Correctional Association. The director of corrections is a national proponent of direct supervision.

Inmate Population. At the time of the site visit, the Orient Road Jail housed 1,336 male inmates (69% pretrial, 23% sentenced, 8% other) and 218 female inmates (63% pretrial, 31% sentenced, 6% other). An average of 300 trustees work in the kitchen, laundry, outdoor cleanup station, and outside the security perimeter performing yard work.

Organization and Staffing. The Orient Road Jail is managed by the jail system administrator. It has a major, 3 captains, 7 lieutenants, 33 sergeants, 21 corporals, and 323 deputy sheriff detention officers, for a total of 389 certified staff (average 105 per shift). The certified staff are supported by 557 civilian staff who work in the intake section, the master control center, the operations center, visiting, special confinement section, classification, records, the kitchen, and the storekeeper's office. The program services area is supported by the Hillsborough County School Board and over 200 volunteers from community agencies, religious organizations, and the University of South Florida.

Over 400 hours of training are provided for new staff at an academy, with limited emphasis on direct-supervision training. After the academy, recruits receive 120 hours of additional training, including several hours on direct supervision, followed by five weeks of facility-oriented training on the operational procedures of the Orient Road Jail.

Inmate Programs and Services. The emphasis on inmate program development increased dramatically since the facility opened. The six multipurpose rooms are reserved from 8 a.m. until 10:30 p.m. for programs. The program staff now offer over 20 educational, vocational, and self-betterment programs. Inmate requests for new programs have increased since the removal of weights and restrictions on television programming. More program space and additional staff are needed, especially substance abuse counselors since 95% of the inmates are under court order to attend substance abuse classes.

Physical Plant and Design. The design and construction of the Orient Road Jail are of high quality, and the building is well maintained with very few signs of abnormal wear. The intake area operates on the "open booking" concept and resembles a large lobby or waiting room, though several holding rooms are available if needed. This area is pleasant, calm, and orderly, with abundant natural light from large skylights.

The jail is well organized with most support functions arrayed along a "main street," with clusters of housing units at each

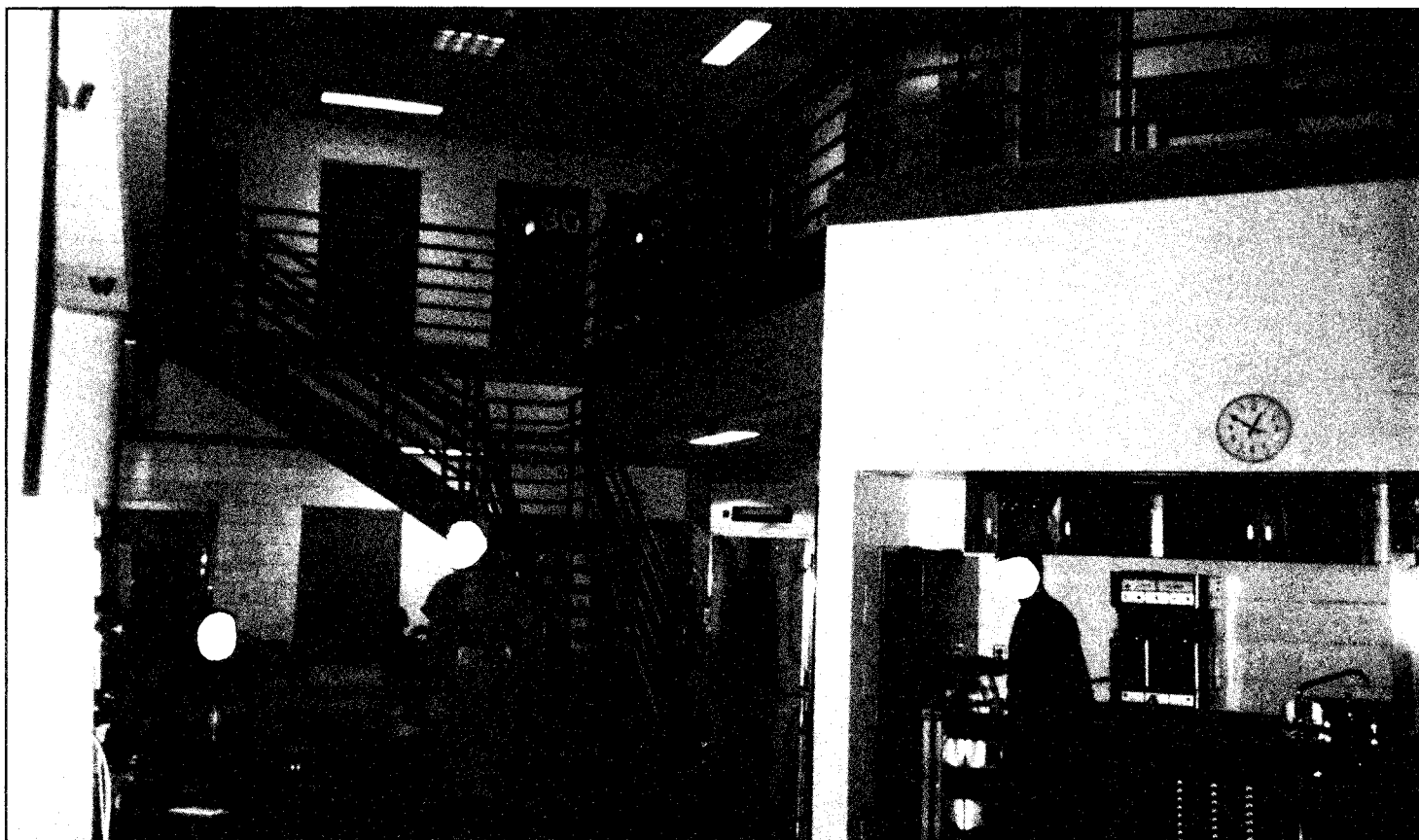
end. (See Figure 2.) Operations minimize the need for inmates to circulate outside the housing pod or unit (cluster of pods). Almost all inmate activities and services are provided in the housing units, including meal service, recreation, sick call and pill call, visiting, and many programs. Once assigned to a housing pod, an inmate leaves it only to go to the medical clinic or a job assignment in another part of the jail.

The jail has 28 housing pods. Three pods (144 cells) are dedicated to higher security; one pod (48 beds) to the infirmary; and 24 pods (1,536 beds) mostly to general population housing.

The three higher-security pods include one intake pod and one pod at each end of the jail. Each of these pods is subdivided into smaller units of 4 to 16 beds. The cells have steel doors with food-pass slots, and stainless steel combination toilet/lavatories. The dayrooms have fixed steel furnishings. These pods have a continuously staffed, enclosed control station with views into each dayroom, as well as two floor officers who circulate among the units, supervise inmates, and check cells.

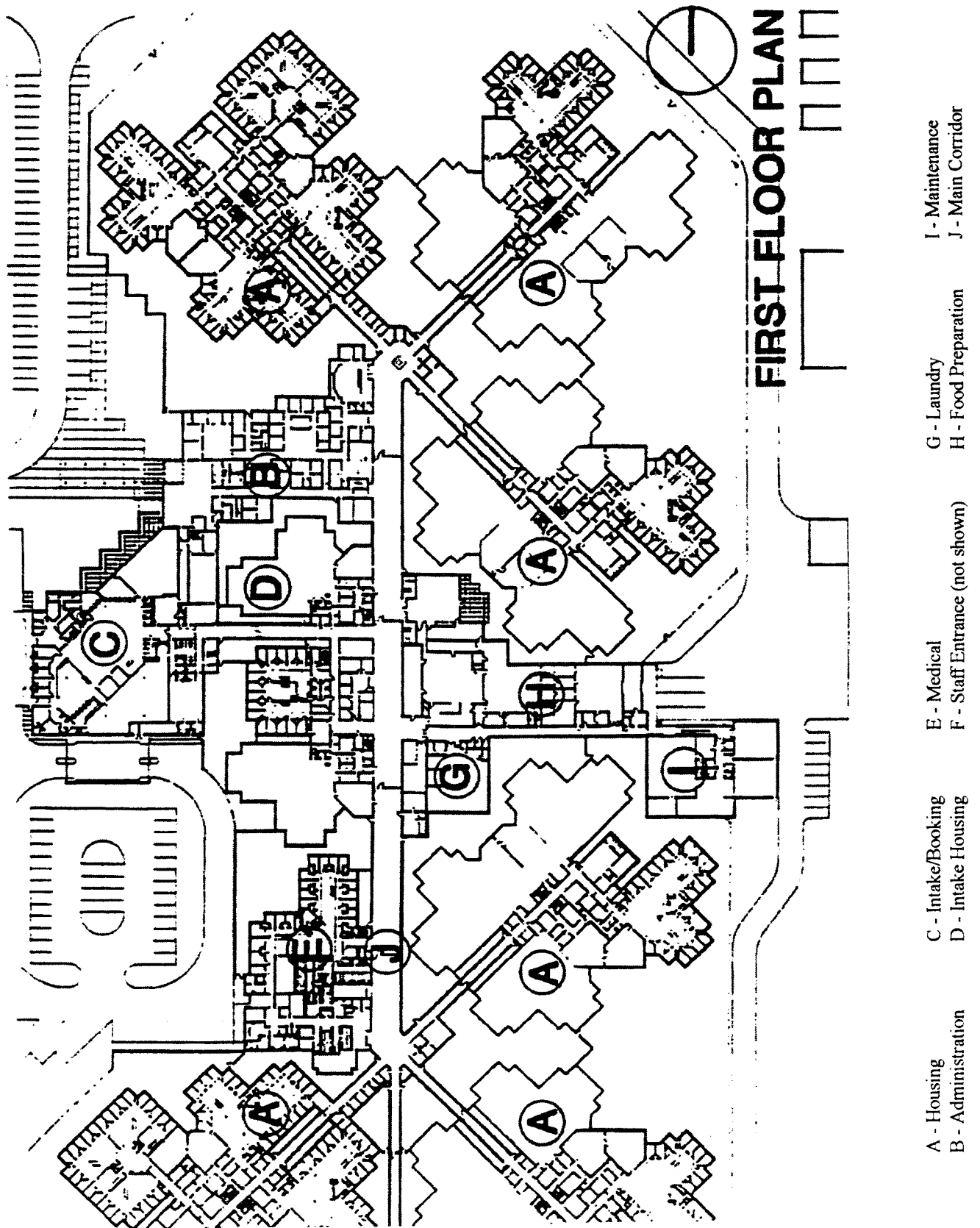
Each of the 24 general population pods has 48 cells, 16 of which are double bunked to provide 64 beds. Each cell has a cast-in-place concrete bunk with a laminated wood front (16 per pod have upper bunks with ladders), porcelain sink and toilet, an inmate-controlled two-level light, intercom, and some security hooks. Cells are furnished with a movable laminated wood table and a molded plastic chair.

Each pod also contains an open officer's station with computer, light controls, intercom, and a podium, and a dayroom on the main floor and two day spaces on the upper level, all furnished with upholstered wooden seats and tables and molded plastic chairs. There are also six showers, four charge-only telephones, and three televisions. Each pod contains a serving kitchenette, two contact visitation rooms, three non-contact visitation booths, a laundry area, a small multipurpose room on the ground level for sick call and other functions, and a second multipurpose room/library on the upper level. A walled outdoor recreation yard with a basketball hoop is accessible from the dayroom.



At Hillsborough County Orient Road Jail, almost all inmate activities and services take place in the housing units.

Figure 2. Floor Plan of Hillsborough County Orient Road Jail



Norfolk County Sheriff's Correctional Center, Dedham, Massachusetts

History and Capacity. The Norfolk County Sheriff's Correctional Center started operation on February 9, 1992, with an original capacity of 270. Since then (up to the time of this study), 135 beds have been added with federal court approval, for a total capacity of 405. More beds are planned in the near future. This facility, which replaced one of the oldest jails in the country, serves a county population of about 650,000.

The decision to construct and operate a direct-supervision jail can be traced to a regional HONI (How to Open a New Institution) program offered by NIC for Massachusetts in 1986, when the sheriff's department was introduced to the concept. Within the next few years, department officials were favorably impressed by visits to direct-supervision jails in Bucks County, Pennsylvania, and Prince Georges County, Maryland.

Following the state's financial commitment to construct a new jail for Norfolk County, county officials visited the federal Metropolitan Correctional Center in Chicago, the Federal Correctional Institution in Phoenix, and Contra Costa County Main Detention Facility in California. The sheriff recommended direct supervision as the latest practice and, because the jail was funded by the state for both construction and operations, it was not necessary to convince any other political entities. The state planning agency already favored the direct-supervision concept.

Mission and Philosophy. The mission of the sheriff's department is limited to custody and transportation of inmates, which focuses great attention on the jail. Norfolk County has fully embraced direct supervision for the majority of inmates, who have been sentenced. Pretrial detention inmates, however, are housed in units that feature enclosed control rooms with door controls and officers periodically inside on the floor. This is quite different from most other direct-supervision jails, which apply the concept to all housing units except for the highest-security units, such as disciplinary and segregation.

Philosophically, the jail is committed to offering opportunities for habilitation and preparing inmates for reintegration into society. The sheriff's department also has a strong commitment to quality management, as evidenced by the jail's accreditation by the American Correctional Association and the National Commission on Correctional Health Care. The superintendent of jail operations has become an advocate for direct-supervision management, speaking and conducting training sessions for various national organizations.

Inmate Population. On the date of the site visit, the inmate population was approximately 415, or more than 50% over the original design capacity. This level of crowding undoubtedly affected the jail's operations and the outcomes of the surveys. Unusual for a county jail in this country, the majority of inmates at the Correctional Center are serving a sentence. (Sentenced inmates spend an average of 14 months at the facility.) Under Massachusetts law, pretrial and sentenced inmates cannot be mixed. The facility houses only males; females are jailed in a neighboring county.

Organization and Staffing. The Correctional Center has 144 staff. About half of them, from the Security Bureau, are directly involved in custody. Other bureaus include administration, programs, support services, information services, professional standards, and medical services. Maintenance is staffed by two managers and 10 staff, supplemented by correctional officers who supervise inmate work crews.

The administration uses "team management" for both upper management and management of the housing units. Each pair of units has an assigned unit manager, who is a senior civilian responsible for classification and program assignments. The manager is assisted by a caseworker.

Custody staff work three shifts, which run from 11 p.m. to 7:15 a.m., 7 a.m. to 3:15 p.m., and 3 p.m. to 11:15 p.m., providing 15-minute overlaps. An extensive training program is offered, which includes academy, on-the-job, and in-service components.

Inmate Programs and Services. The jail is committed to offering opportunities for inmate habilitation (mostly for sentenced inmates), and one housing module is dedicated to substance abuse treatment. A key part of the jail's mission is to prepare inmates for reintegration into society, and the classification system is oriented toward identifying those who are motivated to change, on the theory that they will make the best use of program opportunities.

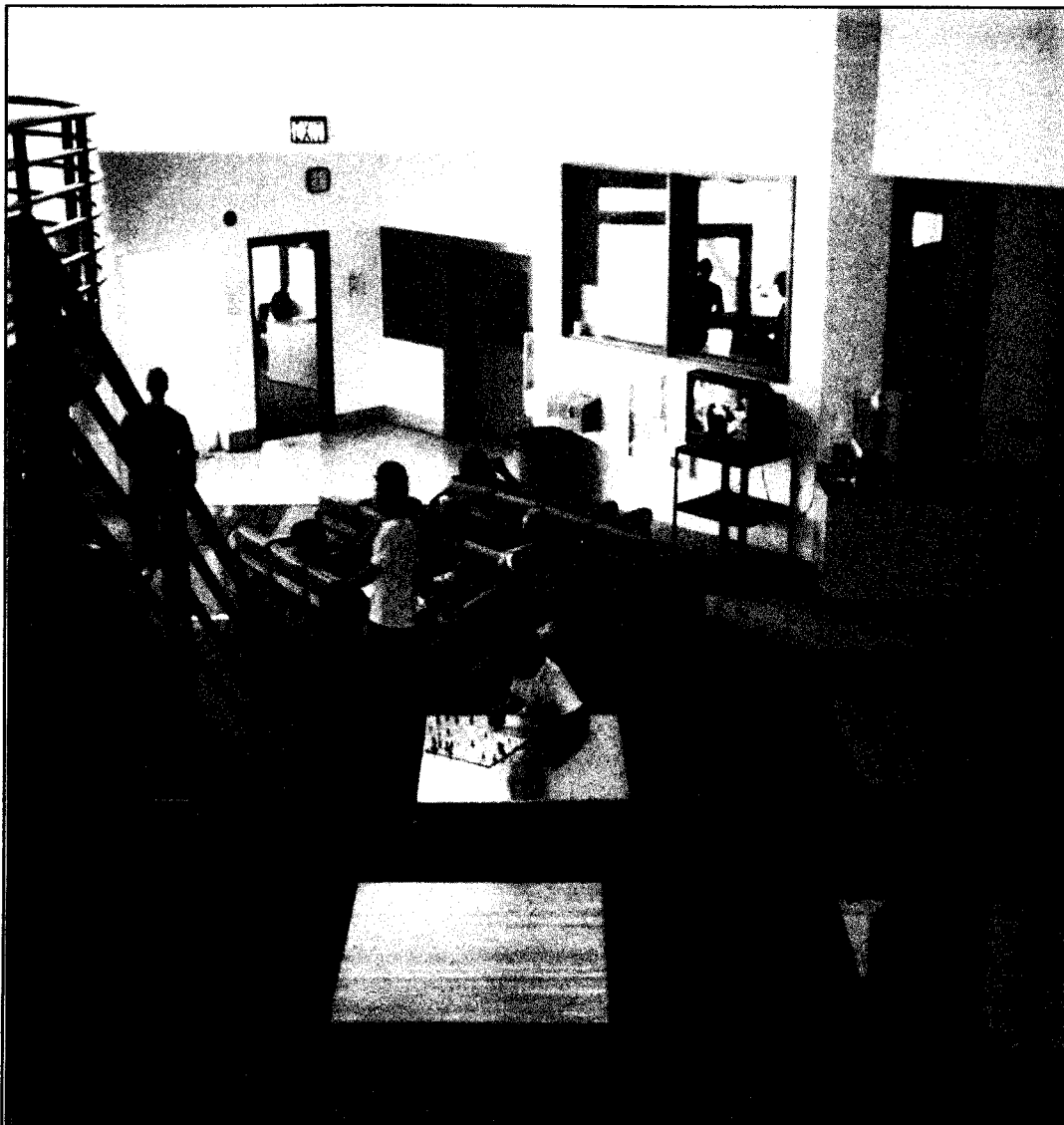
A full range of services is offered, including medical, dental, mental health, visitation, religious, library, recreation, counseling, education, substance abuse, and domestic violence, with waiting lists for the last two. Vocational programs on small engine and auto repair are popular. The jail reports recent cuts in resources for education programs and limitations on offerings due to a lack of program space in the modules.

Physical Plant and Design. The Correctional Center consists of approximately 144,000 square feet, including also the sheriff's administrative offices, a pre-release center, and a vehicle maintenance facility. It is located on an unusual site,

consisting of about 12 acres in the median strip of Interstate 95 in Dedham, Massachusetts. The long, narrow site placed some constraints on the facility's design. (See Figure 3.) The facility is divided into two main sections: the pretrial side and the sentenced side. The distribution of housing units is shown in the following chart.

Intake is based on the "open booking" concept, with staff seated behind a counter. No smoking is allowed in the facility. Most of the facility is medium security, constructed of concrete, masonry, and other durable materials. Finishes and furnishings provide a "normalized" environment in all units, except discipline and segregation, and use carpeting, wood and upholstered furnishings, and considerable natural light. Doors swing out, are painted steel, and have locks similar to the 120

Unit	Beds
Pretrial	
Pretrial — Maximum	60
Pretrial — Medium	40
Administrative Segregation	40
Disciplinary Isolation	<u>10</u>
Subtotal	150
Sentenced	
HOC IA	94
HOC IB	65
HOC IIA	48
HOC IIB	<u>48</u>
Subtotal	255
Total	405



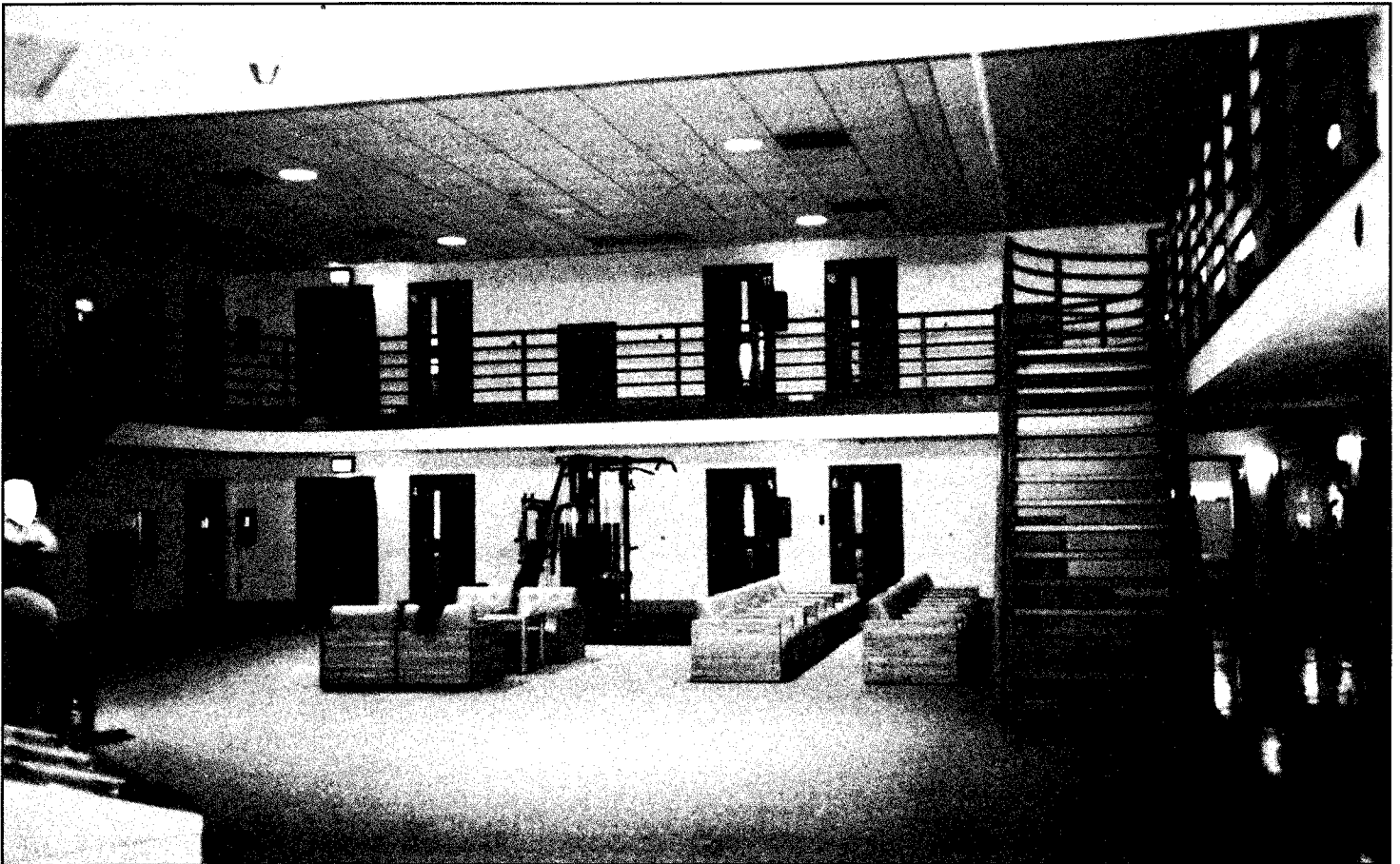
Pretrial housing units at Norfolk County Correctional Center have enclosed control rooms (visible at rear); officers are periodically inside the housing units.

series by Folger Adam. In the pretrial detention units, door controls are located within a secured control room (shared by a pair of units), while in the sentenced units, door controls are on a console located near the entry to the dayrooms. The consoles are accessible to inmates and oriented so that the officer must turn his or her back to the inmates to operate them. Inmates have been instructed not to touch the consoles, and they apparently comply.

Housing units are equipped with a counter, sink, and drink dispensers, which are accessible to inmates in the dayroom. Each unit has several telephones for inmates, and most have exercise machines. All cells have running water, with porcelain fixtures on the sentenced side and stainless steel on the pretrial

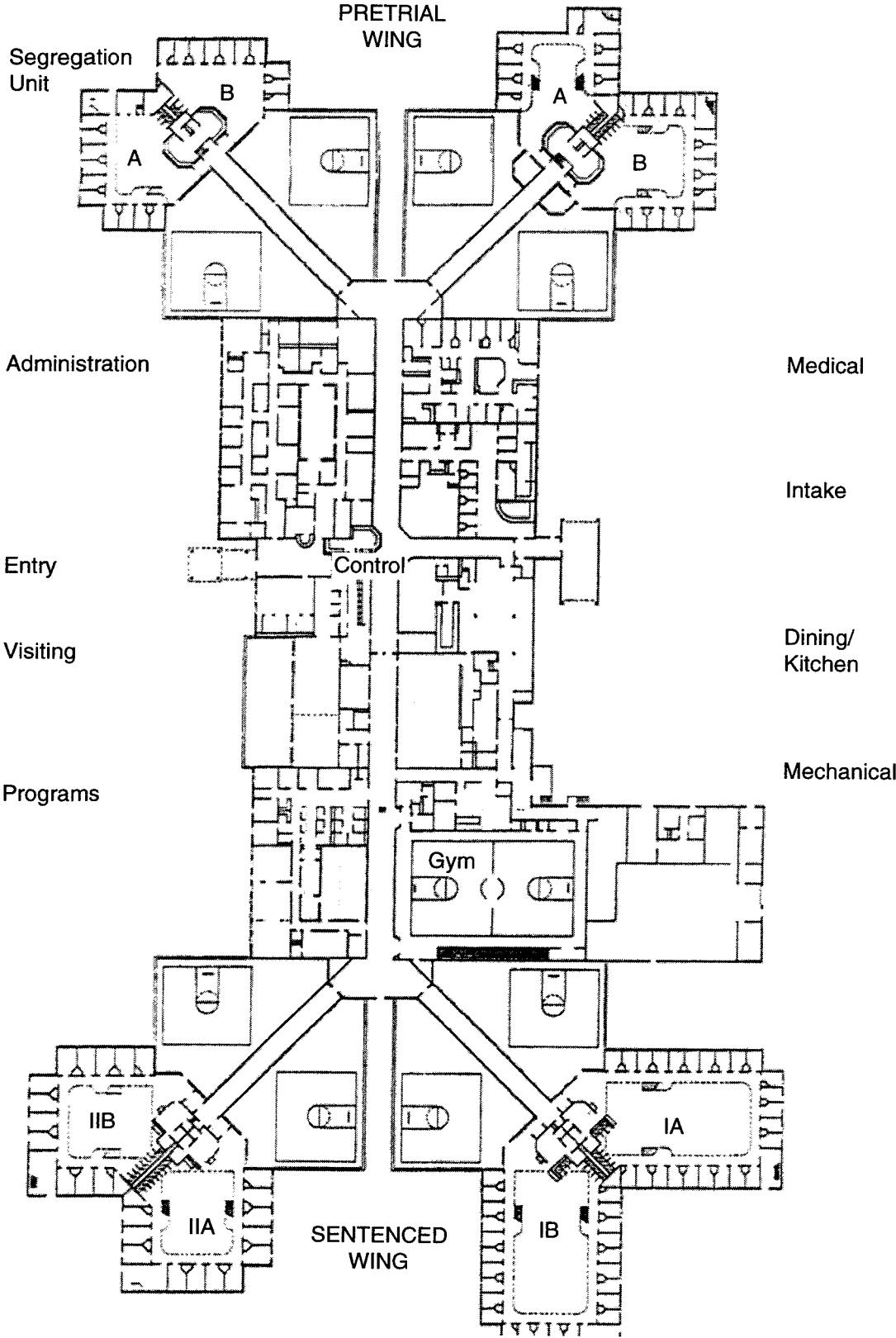
side. Cells have one or two bunks, a desk and seat, an intercom, and generously sized windows. Single cells are approximately 70 square feet. Some doubles are provided in sentenced units; they are 144 square feet and contain two of each item of equipment, including intercoms. Cells originally had electrical outlets, but all were capped following abuse, mostly with contraband smoking materials.

Jail officials believe that jail construction cost considerably less than the original estimates due to the use of simple technologies, porcelain toilets in half of the jail, and the small proportion of high-security furnishings. Jail planners wanted more program space in the housing units than the design actually provides.



Sentenced dayrooms at Norfolk County Correctional Center provide a “normalized” environment: carpeting, natural light, and wood and upholstered furnishings.

Figure 3. Floor Plan of Norfolk County Sheriff's Correctional Center



Section 3. Audit Findings

This section presents findings that measure and document each facility's performance in meeting the objectives of direct supervision. For each heading, findings are reported from the survey data for inmates and staff, interviews, observations, and archival data if available.

Safety and Security

A fundamental intention of direct supervision is to provide a safe environment for inmates and staff through effective management and design. Not only must the jail be safe, but it must be perceived as safe to inhibit the potentially negative results that occur when it is not, such as making and keeping weapons, organizing into cliques, etc.

Survey Findings

Inmate Views. Inmate responses were somewhat positive about safety in these jails, with responses from Norfolk generally a little higher and Hillsborough generally a little lower. Inmates tended to agree that they feel safe and were even more positive that officers feel safe. They agreed they do not need to make or keep weapons, a clear indicator of safety. Little vandalism occurs, another indicator of a positive climate. They reported that fights rarely occur among inmates and are even rarer between inmates and staff. Importantly, sexual assaults almost never occur.

Inmates were neutral about the safety of their own property and the frequency of threats of violence. Of some concern, they did not agree that it would be hard to commit suicide, though there have been no suicides reported at these facilities. Mean responses of inmates to survey questions about safety and security are shown in Table 1.

Staff Views. Staff responses were more varied among the facilities, again with Norfolk more positive, Hillsborough less positive, and Dakota often in between. Officers in Norfolk and Dakota reported feeling safer than officers in Hillsborough did. A similar pattern can be found in the responses to questions about the use of force. Norfolk and Dakota staff were positive to very positive about the infrequency of fights between inmates and staff and of finding weapons, while Hillsborough staff were only neutral to somewhat positive. At all facilities, staff were very positive about the rarity of sexual assaults. Staff

at Norfolk were most positive about the lack of vandalism, while at Dakota and Hillsborough they were neutral. Mean responses of staff to questions of safety are given in Table 2.

The survey findings about safety and security present a mixed report. While there were few negatives, a more positive response would be expected since the objective safety records of these facilities are good to excellent. Dakota and Norfolk reported very few assaults by inmates on each other and almost no assaults by inmates on staff (less than one per year on average). While Hillsborough reported a higher frequency of assaults (one per day for inmate-on-inmate and less than one per week for inmate-on-staff), this appears low for a facility of its size. It is, however, enough to result in significantly lower ratings by inmates and staff compared to the other facilities.

Effective Supervision

Another central objective of direct-supervision jails is to achieve effective supervision of inmates by staff. This implies that the officer is in control of the housing unit and in continuous communication with inmates. The key questions here concern communications, control, and the number of inmates one officer can supervise effectively.

Survey Findings

Inmate Views. Inmate responses were somewhat positive to positive about key aspects of supervision. They were somewhat positive about their communication with officers and the ease of contacting an officer. They were more positive that the officer and not the inmate runs the unit and conducts cell checks on a regular basis. They were, however, somewhat negative about the amount of time the officer spends at the desk rather than circulating around the unit. Responses from inmates in the three facilities were fairly consistent. Mean responses to survey questions about supervision are given in Table 3.

Staff Views. Officers, too, were somewhat positive to positive about key aspects of supervision. They were positive about their communication with inmates and that inmates can ask for help. Interestingly, they were slightly less certain than the inmates that they were in charge of the unit and were neutral about being challenged by inmates. On many items, Hillsborough officers' responses were lower than responses of officers at the other facilities. Table 4 shows mean staff responses to questions about supervision.

Table 1. Inmate Responses to Safety and Security Questions

Inmate Survey Question	Dakota	Hills-borough	Norfolk	Overall	Interpretation
Inmates feel safe	3.82	3.53	3.64	3.60	Somewhat positive
Officers feel safe	4.27	3.88	4.09	3.98	Somewhat positive
Inmates don't need weapons	3.94	3.95	4.14	4.00	Positive
Personal property is safe	3.25	2.61	3.27	2.86	
There is little vandalism	3.76	3.69	4.11	3.81	Somewhat positive
Hard to commit suicide	2.90	2.26	2.11	2.30	Somewhat negative
How often threats of violence	2.98	3.03	3.09	3.04	
How often fights in unit	3.66	3.55	3.58	3.57	Somewhat positive
How often fights between inmate/staff	3.90	4.35	4.43	4.31	Positive
How often sexual assaults	4.54	4.61	4.63	4.61	Very positive

Table 2. Staff Responses to Safety and Security Questions

Staff Survey Question	Dakota	Hills-borough	Norfolk	Overall	Interpretation
Officers feel safe everywhere	3.60	2.91	3.69	3.18	
Little vandalism	3.31	2.52	4.35	3.05	Norfolk positive
Hard to commit suicide	3.44	2.14	3.18	2.54	
How often threats of violence	3.13	2.69	3.43	2.91	
How often fights between inmates	3.19	2.68	3.57	2.94	
How often sexual assaults	5.00	4.41	4.86	4.58	Very positive
How often fights between inmate/staff	4.38	3.31	4.57	3.73	Somewhat positive
How often staff use force	3.50	3.11	3.50	3.25	
How often weapons found	4.57	3.61	4.41	4.20	Positive

Table 3. Inmate Responses to Supervision Questions

Inmate Survey Question	Dakota	Hills-borough	Norfolk	Overall	Interpretation
Inmates talk with officers	3.66	3.84	3.54	3.74	Somewhat positive
Inmates comfortable asking questions	3.41	3.72	3.15	3.54	Somewhat positive
Easy to contact an officer	3.32	3.77	3.93	3.75	Somewhat positive
Inmates do not run unit	3.54	4.02	4.07	3.88	Somewhat positive
Inmate leader does not run unit	4.17	4.62	4.47	4.42	Positive
Officers run unit	3.81	4.42	4.33	4.32	Positive
Officer checks cells regularly	3.83	4.19	4.22	4.15	Positive
Officer spends little time at desk	2.55	2.25	2.61	2.38	Somewhat negative

Table 4. Staff Responses to Supervision Questions

Staff Survey Question	Dakota	Hills-borough	Norfolk	Overall	Interpretation
Officers talk with inmates	4.69	4.20	4.48	4.33	Positive
Inmates OK asking officers for help	4.29	3.90	3.97	3.97	Somewhat positive
Easy for inmate to contact officer	4.53	4.40	4.66	4.48	Positive
Officers control housing units	4.00	3.42	4.31	3.71	Somewhat positive
Inmates rarely challenge officer's lead	2.53	2.29	3.10	2.51	
Officers find out about problems early	3.71	3.41	4.03	3.60	Somewhat positive
Officers effectively supervise numbers in unit	3.24	2.61	3.61	2.92	
Officers could supervise more inmates	1.35	1.17	2.28	1.45	Very negative
Officers spend little time at desk	2.18	2.96	4.14	3.13	Big variation
Officers spend lot of time in housing unit	3.47	2.92	3.90	3.23	
Phone/desk keep officers from circulating	3.71	3.19	2.82	3.18	
OK doing cell checks alone	4.06	3.65	3.17	3.59	Somewhat positive

Two key issues require further discussion: the degree to which officers are “tied” to a workstation within the housing unit and the number of inmates one officer can supervise effectively.

Are Officers Tied to a Workstation? To do their job most effectively, officers need to circulate throughout the unit, closely observing and interacting with inmates. Questions of design and management come into play here. Design affects visibility and the location of equipment such as telephones, computers, and controls which, if they are at a fixed post, may require an officer to stay there to operate them. Management affects the degree to which officers are instructed or encouraged to circulate among, observe, and communicate with inmates.

The three facilities vary considerably on the design dimension. At Dakota, units vary somewhat, but the officer station is generally located near the unit entry, tucked within a recess beneath an overhang. This limits visibility to parts of the unit. The workstation has a telephone and computer, both of which are frequently used by the officers. Dakota officers were negative about spending a lot of time at this station.

At Norfolk, a control console in each direct-supervision unit is located within the dayroom close to the entry. Behind the console is an office for the unit manager. While the officer can enter this office, it is not his or her assigned workstation. The console controls cell doors, but not the entrance to the unit, and is used only occasionally. To operate the console, the officer must turn his or her back to the dayroom. While officers spend time near the console, they were not observed to spend much time in the office. On the survey, Norfolk officers were most positive that they were not tied to a desk, but also most negative that the telephone and desk kept them from circulating as much as they wished.

At Hillsborough, the officer station is located just inside the door to each housing unit. It has a built-in desk with a computer and telephone, with light switches mounted on the wall behind. Officers were neutral about the amount of time they spend at this desk and whether the telephone or computer keep them there. Observations and interviews revealed that the officers periodically circulate through the unit, but spend increased time at the workstation due to the large number of inmates. They spend more time logging information on the computer than talking on the telephone. Some officers may also feel safer near the desk.

Occasional inmate behavioral problems, such as vandalism, appear to go unobserved due largely to officers being at the

desk instead of circulating in the unit. There was a significant difference in how Hillsborough officers and inmates responded to this item, with the inmates tending to perceive that officers stayed near their stations, while the officers thought they moved around more.

How Many Inmates Can One Officer Supervise? The other key supervision issue concerns the number of inmates an officer believes can be effectively supervised in a single living unit, which has much to do with housing unit design capacity as well as crowding. Officers’ beliefs appear to be related to their experience of actual unit capacity (or number of inmates), even though unit capacity in these facilities varied from 15 to 37 at Dakota, 40 to 94 at Norfolk, and was typically 64 at Hillsborough.

While officers at the three jails generally were neutral to slightly positive in agreeing that they can effectively supervise the number of inmates in their housing units, they felt strongly that they could not effectively supervise any more inmates than they do now. In fact, the most profoundly negative response in the entire survey was found to this question, especially from Dakota and Hillsborough. Interestingly, Norfolk, with considerably overcrowded units, was only somewhat negative.

Table 5 shows how many inmates staff feel they can comfortably supervise. Officers tend to feel that the number of inmates they can supervise is close to or less than the number they supervise now. At Dakota, where most units are under 35 beds, most staff responded in that range. Similar results were found at Norfolk, where most officers are in units of 48 beds or more. At Hillsborough, where unit size is typically 64, most officers felt they could comfortably supervise from 36 to 48.

Table 5. Officer Responses* to How Many Inmates Can Be Supervised Effectively

	Number of Inmates					
	24 or less	25-35	36-48	49-64	65-75	over 75
Dakota	25%	63%	13%			
Hillsborough	5%	6%	59%	30%		
Norfolk	3%	24%	48%	17%	3%	3%

*Percent of staff responding in each category; most frequent response is in bold. Rounding causes totals above or below 100%.

Justice and Fairness

The principle of justice and fairness provides a foundation for the orderly operation of a jail. It implies that inmates and officers know the jail's rules and expectations, that the rules are enforced consistently and fairly through disciplinary procedures, and that all parties treat each other with respect.

Survey Findings

Inmates and staff agreed with regard to some of the dimensions of justice and fairness, but disagreed about others. Both groups tended to agree that inmates know the rules. While inmates were somewhat positive that they follow the rules, officers overall were neutral about it.

Inmates and officers had different impressions about who treats whom with respect. Officers were somewhat positive in feeling that they treat inmates respectfully, while inmates were neutral on that question. Officers were neutral about the respect they get from inmates.

Concerning whether rules are enforced consistently, the groups agreed again, unfortunately finding that officers are not consistent. This finding was reinforced in interviews, where inmates complained that some officers were unreasonably harsh and officers complained about a great lack of consistency among shifts. In part, this relates to supervision of officers by line managers, whose responsibility it should be to ensure consistency through clear communications about expectations and monitoring of officer performance. For a variety of reasons, that level of supervision is generally not taking place. The result is that inmates try to manipulate the system, playing off one officer or shift against another, always seeking the most lenient response. This undermines morale of officers who feel that their positive efforts are undone by others.

Inmates were neutral about whether the disciplinary system is fair, and officers were neutral about whether it helps them manage the inmates. Inmates were somewhat negative about whether grievances are responded to promptly, while officers were neutral about whether the grievance system helps them to manage. In interviews, inmates gave several examples of what they perceived as fair complaints that never got just responses. While determining the merits of their cases was not part of this study, it is clear that fair and objective handling of discipline and grievances is necessary to maintain confidence and order.

Mean inmate responses to questions about justice and fairness are given in Table 6. Staff responses are given in Table 7.

Supervision of Officers by Sergeants

One issue recognized as sometimes problematic at direct-supervision facilities is supervision of line officers by their immediate superiors, who are usually senior correctional officers or sergeants.

Survey Findings

More than any other topic, responses (especially of staff) from the three jails were inconsistent about the question of staff supervision.

Inmate Views. Inmates were mostly neutral on issues related to staff supervision, such as the frequency of visits by sergeants and lieutenants, though inmates at Dakota and Hillsborough felt that lieutenants did not visit their units enough. Inmates were consistently neutral about whether supervisors respond to inmate requests when visiting the housing units. Mean inmate responses to survey items about supervision are given in Table 8.

Staff Views. As shown in Table 9, officers' responses were very inconsistent among the facilities on these items, indicating differences in practice as well as in the way staff react. In general, Norfolk staff were the most positive and Dakota the most negative. The number and accessibility of supervisors affects the responses. Norfolk has highly experienced senior staff assigned as unit managers and located immediately within the units, which are visited frequently by the lieutenants and captains.

By contrast, Dakota has a single sergeant post on each shift. While the post is centrally located, the sergeant is occupied with some clerical tasks, such as entering court appearance information into a computer. He/she is accessible by telephone or in person and is frequently consulted by line staff. However, because of the sergeants' limited availability, staff do not perceive that they can really tell when line officers are or are not doing their jobs well.

Hillsborough experiences some of the same problems as at Dakota, but with a more limited impact. Much of the sergeants' time is devoted to collateral responsibilities such as scheduling and evaluations, leaving little time to supervise line staff.

Officers at all facilities were neutral about whether supervisors provide effective coordination among officers and shifts.

Table 6. Inmate Responses to Justice and Fairness Questions

Inmate Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Everyone knows the rules	3.42	3.49	3.60	3.51	Somewhat positive
Rules are posted or all have a copy	4.20	4.11	4.02	4.10	Positive
Inmates follow the rules	3.52	3.47	3.77	3.54	Somewhat positive
Officers enforce rules the same way	2.25	2.23	2.52	2.30	Somewhat negative
Discipline is fair	2.65	2.80	2.52	2.71	
Grievance response is prompt	1.94	2.39	2.43	2.33	Somewhat negative
Officers treat inmates with respect	2.64	2.75	2.52	2.68	
Officers treat inmates fairly	2.86	3.02	2.83	2.95	

Table 7. Staff Responses to Justice and Fairness Questions

Staff Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Officers treat inmates with respect	4.18	3.64	3.96	3.79	Somewhat positive
Inmates treat officers with respect	3.35	2.69	3.10	2.88	
Inmates know rules	3.81	3.77	4.07	3.85	Somewhat positive
Inmates follow rules	3.63	2.91	3.46	3.13	Hillsborough lowers average
Officers treat inmates fairly	4.27	3.88	4.29	4.02	Positive
All shifts enforce rules same way	1.64	1.67	2.25	1.80	Negative
OK way to handle challenge to authority	3.73	2.89	3.72	3.19	Hillsborough lowers average
Discipline system helps to manage	3.94	3.11	3.69	3.35	Hillsborough lowers average
Grievance system helps to manage	3.19	2.23	3.35	2.61	Hillsborough negative

Classification System

Direct supervision relies on the jail's classification system to screen and assign inmates to appropriate housing units and programs. The flow of information between classification staff and housing unit staff must be effective so that results of formal interviews and assessments are shared with unit officers and those officers' observations of inmate behavior are communicated to the people making assignments.

Survey Findings

Three items on the staff survey explored classification issues.

As shown in Table 10, staff were neutral to somewhat positive on most of these items; only at Hillsborough were officers somewhat negative concerning the amount of information they receive about inmates. The relatively neutral ratings suggest that these systems can look toward improving the quality and flow of classification information. It should be noted, too, that as conditions become crowded in these facilities and housing units become filled, classification is often unable to assign inmates to the units where they would best belong or get them into programs that they need and that would also keep them occupied.

Table 8. Inmate Responses to Supervision Questions

Inmate Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Sergeant visits enough	2.46	2.52	3.96	2.86	Dakota somewhat negative
Lieutenant visits enough	2.14	2.15	3.71	2.53	Dakota/Hillsborough negative
Supervisor doesn't respond to inmate request	3.55	3.00	2.79	3.02	

Table 9. Staff Responses to Supervision Questions

Staff Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Supervisor visits enough	1.88	3.53	4.19	3.44	Norfolk positive; Dakota negative
Supervisor doesn't respond to inmate request	3.06	2.41	3.39	2.72	Hillsborough negative
Supervisor accessible/available	3.80	3.86	4.72	4.06	Positive
Officers get support from supervisor	2.93	3.53	4.07	3.59	Somewhat positive
Supervisor tells officers when they do well	2.07	3.04	3.66	3.07	Dakota negative
Supervisor detects when officers do not do well	2.29	3.20	3.93	3.26	Dakota negative
Supervisor provides good coordination	2.60	2.64	3.00	2.72	

Staffing and Training

An effective direct-supervision operation requires an adequate number of staff who are trained and qualified for their jobs and who are posted to the correct locations at the needed times. Training must include complete knowledge of the jail's mission, policies, and procedures as well as the principles and behavioral dimensions of direct supervision.

Survey Findings

Staff were somewhat positive about their knowledge of the jails' mission, policies, and procedures, but overall they were only neutral about the treatment and approach to managing inmates. It is important to note, however, that this result masks somewhat positive responses at Norfolk and Dakota, which are lowered by the more neutral responses at Hillsborough. Hillsborough responses may be the result of the recent removal of exercise equipment and restrictions on television programming, which were widely disagreed with by staff. Mean staff responses to survey items about staffing and training are shown in Table 11.

Staff were more positive about the quality and adequacy of training they receive, generally expressing confidence in their

qualifications and just slightly less enthusiasm for the specific training in direct-supervision principles and practices. Staff interviews, however, made it clear that the amount of direct-supervision training varies significantly. In particular, staff who take part in training for the move into a direct-supervision jail tend to get the most attention to direct supervision. For those who come on board later, this training may not be as extensive or effective. These skills are often learned on the job, perhaps by example or coaching from a coworker or mentor. While those methods have a place, they can be hit or miss, and further attention should be paid to ensuring that all staff are fully trained in direct-supervision principles, interpersonal communications skills, de-escalation, etc.

Overall, staff were neutral about the direct-supervision training that supervisors receive; staff at Dakota were clearly negative. This response is consistent with the response to the quality of staff supervision. It should be clear that for a supervisor to be effective in a direct-supervision jail, he or she must be fully conversant with how it works. For supervisors who came up through the ranks, this is not a problem; for lateral transfers, lack of training can leave them inadequately prepared for their jobs.

Table 10. Staff Responses to Classification Questions

Staff Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Inmates get adequate orientation	3.56	2.98	3.75	3.34	
Inmate classification works well	2.81	2.60	2.93	2.71	
Officers get enough information on inmates	3.13	2.40	2.69	2.56	

Table 11. Staff Responses to Staffing and Training Questions

Staff Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Understand mission/policies	3.88	3.39	4.17	3.64	Somewhat positive
Agree with approach to managing	3.88	3.10	3.83	3.37	
Agree with inmate treatment	3.77	3.22	3.55	3.37	
Officers well trained/qualified	3.50	4.05	4.21	4.02	Positive
Officers get adequate DS training	3.81	3.84	3.97	3.86	Somewhat positive
Supervisors get adequate DS training	2.13	2.75	3.07	2.75	Dakota negative

Meeting Inmate Needs

Integral to direct supervision is the provision of adequate services and programs for inmates — based on the theory that if needs are met by the jail, inmates will not have to resort to violence or coercion to meet them on their own. Thus, part of the proactive philosophy of direct supervision is to anticipate and incorporate the fundamental needs of inmates into the facility's design and management.

Survey Findings

Inmate Views. With the exception of two areas, inmates were neutral regarding how well their needs are met by programs and services. Regarding meals, they were somewhat negative; regarding religious services, they were somewhat positive. Overall, they disagreed somewhat that the people in charge of the jail care about their welfare. Inmates at Norfolk were

somewhat positive about the availability of telephones and reading materials. Hillsborough inmates were somewhat positive about mail service and educational opportunities.

To some extent, it is reasonable to expect that inmates generally would feel neutral about programs and services. For many inmates, programs and services serve only to occupy their time while waiting for court. In some cases, inmates attend substance abuse programs because of court orders rather than by choice.

Each of the jails has a degree of polarization among inmates regarding programs and services, with one subgroup that feels well served and another that feels poorly served. At Norfolk, generally the pretrial inmates felt poorly served and the sentenced inmates felt well served. Inmates' mean responses to survey items about their satisfaction with programs and services are shown in Table 12.

Table 12. Inmate Responses to Programs and Services Questions

Inmate Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Needs met - telephone	3.30	3.42	3.54	3.43	Norfolk somewhat positive
Needs met - recreation	3.10	2.78	3.01	2.88	
Needs met - personal privacy	3.10	3.34	2.52	3.10	
Needs met - meals	2.47	2.23	3.07	2.48	Somewhat negative
Needs met - commissary	3.00	3.19	3.08	3.14	
Needs met - mail	3.28	3.57	3.36	3.48	Hillsborough somewhat positive
Needs met - reading material	2.92	2.96	3.56	3.10	Norfolk somewhat positive
Needs met - visiting	2.51	3.73	2.92	3.37	Hillsborough somewhat positive
Needs met - medical	2.90	2.56	2.69	2.64	
Needs met - religion	3.12	3.68	3.71	3.61	Somewhat positive
Needs met - counseling	2.92	2.83	3.07	2.90	
Needs met - education	3.16	3.51	3.26	3.41	Hillsborough somewhat positive
Needs met - alcohol/drug treatment	3.10	3.40	3.18	3.31	
People in charge care about inmates	2.57	2.41	2.53	2.46	Somewhat negative
Officers respond to reasonable requests	3.11	3.29	3.20	3.25	

Staff Views. Staff, in contrast, were somewhat to very positive about all of these items. It is not surprising that staff felt much more positive about inmate programs and services because they invest time in arranging them. In addition, when inmates attend programs and services, the number of inmates officers have to manage on the living unit is reduced. And, when inmates are involved in programs and services, they are occupied in positive and constructive ways instead of with activities that could create management problems for the officers. This supports the notion that programs and services contribute to safety and security.

Some staff expressed the feeling that inmates are offered better opportunities in jail than many of them would have on the outside. Some felt that inmates are too well served, getting more than they deserve. Apparently, there is a degree of polarization among inmates and staff, though possibly less than one would find in an indirect-supervision jail.

Reviewing specific programs and services, staff at all three jails were uniformly positive regarding inmates' access to telephones, commissary, mail, and visiting. Hillsborough staff were more neutral concerning meals, reading materials, medical care, and counseling, lowering the overall ratings. The staff mean responses to meeting inmate needs are shown in Table 13.

Table 13. Staff Responses to Programs and Services Questions

Staff Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Inmate needs met - telephone	4.56	4.56	4.62	4.58	Very positive
Inmate needs met - recreation	4.71	4.34	4.62	4.45	Positive
Inmate needs met - personal privacy	4.53	4.42	4.31	4.41	Positive
Inmate needs met - meals	4.53	3.71	4.54	3.99	Somewhat positive
Inmate needs met - commissary	4.81	4.64	4.55	4.64	Very positive
Inmate needs met - mail	4.81	4.52	4.45	4.54	Very positive
Inmate needs met - reading material	4.71	3.95	4.38	4.15	Positive
Inmate needs met - visiting	4.29	4.74	4.54	4.64	Very positive
Inmate needs met - medical	4.75	3.54	4.59	3.94	Somewhat positive
Inmate needs met - religion	4.59	4.42	4.72	4.51	Very positive
Inmate needs met - counseling	4.94	3.96	4.52	4.22	Positive
Inmate needs met - education	4.88	4.25	4.32	4.35	Positive
Inmate needs met - alcohol/drug treatment	4.65	4.24	4.45	4.34	Positive
Managers care about inmate welfare	4.24	3.99	4.69	4.18	Positive

Design and Environment

Many aspects of jail design and environment are critical to direct supervision, including appropriate security systems, visibility, cleanliness, acoustics, upkeep, and maintenance. All three jails were recently constructed and are generally well designed, are in very good condition, and provide a very good quality living and working environment. Each was planned carefully with much thought given to how design could support operations. However, each found that certain features either did not function as expected or for some other reason needed to be changed. These experiences are discussed below, starting with responses to issues of appearance, cleanliness, crowding, privacy, and acoustics. Inmate and staff mean survey responses are shown in Tables 14 and 15 respectively.

Appearance

Inmate Views. Dakota inmates were somewhat positive about the way the jail looks. The jail was observed to be clean and free of unpleasant odors, and it was clear that the sheriff's department conveyed expectations that it would be kept that way.

At Hillsborough, inmates were positive to very positive about the jail's appearance and cleanliness. The jail was observed to be clean and free of unpleasant odors.

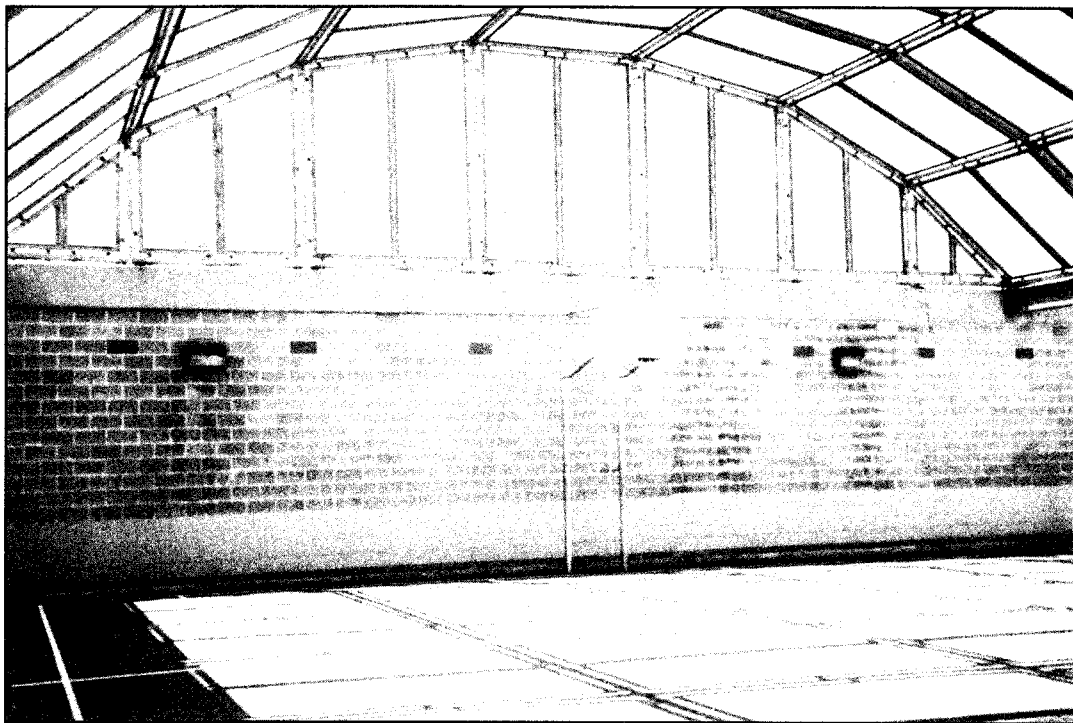
At Norfolk, inmates were positive in rating appearance. They were positive to very positive about expectations for cleanliness and actual cleanliness. Inmates greatly appreciated the large windows in their cells, particularly those who had a view of the countryside. The jail was observed to be clean and free of unpleasant odors.

Staff Views. Staff at all three jails were even more positive than the inmates about the way the jail looks, agreeing strongly that it looks better than one would expect. At Norfolk, officers were positive about the way inmates keep the units clean; at Dakota and Hillsborough, they were somewhat positive.

Crowding and Privacy

Crowding adds stress for inmates and staff and contributes to many problems. One of the major impacts on operations is the reduced ability to carry out classification recommendations to move an inmate to another housing or program assignment, since the recommended placement is often full. Other effects include increased noise and competition for limited resources, such as telephones, televisions, and even seats.

Inmate Views. The Dakota County Jail tends to be occupied very close to its design capacity. Inmates were neutral about crowding, and neutral to somewhat positive about privacy.



At Norfolk County Correctional Center, a large outdoor recreation yard is accessible from each housing unit.

Table 14. Inmate Responses to Jail Design and Environment Questions

Inmate Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Housing unit is clean	4.04	4.34	4.36	4.31	Positive
Have to keep room clean/neat	4.40	4.73	4.68	4.67	Very positive
Housing unit is not crowded	3.04	2.71	2.80	2.77	
Enough privacy in room	3.39	3.66	2.88	3.43	Hillsborough somewhat positive
Enough privacy in toilet/shower	3.59	3.68	2.77	3.45	Dakota/Hillsborough somewhat positive
Quiet in unit	2.53	2.76	2.16	2.58	Norfolk negative
Quiet at night	3.54	3.69	3.26	3.57	Somewhat positive
Looks better than expected	3.86	4.38	4.06	4.23	Positive

Table 15. Staff Responses to Jail Design and Environment Questions

Staff Survey Question	Dakota	Hillsborough	Norfolk	Overall	Interpretation
Inmates keep housing area clean	3.77	3.51	4.00	3.66	Somewhat positive
Graffiti removed quickly	2.12	3.05	3.82	3.10	
Rarely very crowded	1.82	1.94	1.90	1.91	All negative
Inmates have enough privacy at cells	4.50	4.24	4.04	4.23	Positive
Inmates have enough privacy at toilet/shower	4.41	4.30	4.17	4.23	Positive
Quiet enough to talk in normal voice	2.82	2.76	2.96	2.81	
Easily see all parts of dayroom	2.53	2.55	3.64	2.79	Norfolk somewhat positive
Satisfaction with officer duty station	3.06	2.67	3.29	2.86	
Satisfaction with locker/showers/RR	2.88	4.01	3.86	3.83	Somewhat positive
Satisfaction with officer dining	1.18	3.59	3.69	3.29	
Satisfaction with exercise area	1.18	4.00	3.55	3.52	Somewhat positive
Materials/furnishings appropriate	3.88	3.35	4.28	3.63	Somewhat positive
Communication system works well	2.88	2.80	3.59	2.99	Norfolk somewhat positive
Perimeter is secure	3.35	3.69	3.45	3.59	Somewhat positive
Doors/locks work well	3.12	3.22	4.14	3.42	
Looks better than expect jail to	4.71	4.72	4.66	4.70	Very positive

Hillsborough inmates were neutral about crowding and somewhat positive about their privacy. The facility added second bunks to 16 of 48 cells in the units, leaving most inmates in single-occupancy rooms. In addition, many of the inmates had experienced other jails that provide less privacy.

The Norfolk County Jail is occupied well above its design capacity. Among the effects of crowding are increased maintenance needs; overuse of and greater demand for facilities and equipment; longer waits for services and amenities (e.g., showers, telephones, and exercise equipment); the need for additional staff; and increased stress. Inmates responded neutrally to survey questions concerning privacy and especially crowding, but many complaints about crowding were heard in the interviews. Interestingly, even though Norfolk was the most crowded of the three jails, it was rated slightly better than the others by inmates and staff, a tribute to its ability to deal with the added population.

Staff Views. Staff at all three jails had very different responses concerning crowding than did inmates. While inmates were neutral about crowding, officers were negative — feeling that the housing units were indeed crowded. While inmates were neutral to slightly positive about their privacy, officers were clearly positive. Differences between staff and inmate responses reflect the different perspectives the two groups bring to the issues: officers cannot effectively manage inmates who have too much privacy, nor can they effectively manage too many inmates under crowded conditions.

Dakota staff felt inmates had plenty of privacy and were negative about crowding. Norfolk staff's most negative rating was on the crowding question (1.90). Hillsborough staff were just as negative about crowding as the staff at the other jails.

Acoustics

Inmate Views. Dakota inmates were neutral in rating acoustics; however, in interviews they reported echoes and conflicts when more than one television in a unit is on. The major acoustical problem observed was in the gym, where noise from the mechanical system prevented the room from being used for functions other than recreation. This appears to be caused by poorly designed grilles, which vibrate as the air moves over them.

At Hillsborough, inmates were neutral about noise in the unit, but somewhat positive about quiet during the night.

At Norfolk, inmates were negative about daytime noise and neutral about night-time noise. Many housing unit dayrooms

were observed to be quite noisy, despite carpeted floors and acoustic tile at the ceilings. Crowded conditions and many sources of sound in the dayrooms (multiple televisions, telephones, and exercise equipment) contribute to the noise.

Staff Views. At all three jails, officers were neutral about acoustics — in contrast to inmates and despite some actual acoustics problems. At Norfolk, the housing units were quite noisy, as just discussed. Acoustics are somewhat problematic also at Dakota and Hillsborough. In interviews, Hillsborough staff reported that the dayrooms are too noisy to allow them to conduct programs there.

Housing Unit Staff Workstations and Visibility

The jails present an interesting comparison in the design of housing unit staff stations. Each provides certain fixtures and equipment for officers' use within the housing unit. Dakota and Hillsborough have a counter-like desk with telephone and computer in each housing unit. While both facilities locate these desks near the entry to provide good control over movement in and out of the unit, the ability to observe all parts of the dayroom differs significantly.

Norfolk has no fixed desk or counter within the dayroom. Rather, there is a console with cell door controls located near the unit entry. The console backs up to an enclosed office that primarily serves the unit manager but can be used by correctional officers. While it is unusual to have controls so exposed to inmates, the inmates obey instructions to keep their distance.

For visibility, the key issue is whether the layout of the dayroom allows staff to see all inmate-occupied areas from their station and as they move around the unit.

At Norfolk, staff rated visibility as somewhat positive. Comments made in the interviews reflected the variations in unit design: some staff praised the visibility, stating there are few blind spots; others complained about blind spots at the recreation yard and showers. Staff also complained about having to turn their back to the unit to operate door controls on the console.

At Hillsborough, staff were neutral about visibility. In the housing units, visibility is generally good but somewhat limited with regard to the upper level by the depth of the floor structure. Visiting areas are also somewhat obscured. A mirror was installed in each unit in an attempt to remedy the problems.

At Dakota, staff were neutral about visibility in the surveys, though some complaints were heard in interviews. The location of the staff station is problematic in some units. Because the station is under an overhang, and is sometimes between two housing units, parts of the units are blocked from view. Some mirrors were added, but do not solve the problem entirely. The officer still cannot see all areas without moving from the desk, which is difficult when using the computer or telephone. The smaller units are observed from an external station, but visibility can be very limited, especially of the furthest unit.

Program Space

At Dakota, program space reportedly is in short supply and limits the programs that can be offered. Both program and security staff asked for more program space. Between one-half and two-thirds of the originally designed program space was eliminated to save on construction costs. The program space was observed to be used intensively.

At Norfolk, too, program space was reported to be in short supply and to limit the programs that can be offered. These problems are exacerbated by crowding, which raises the demand for programs. As at Dakota, security staff as well as program staff asked for more program space. In the substance abuse module, a group room that had been converted from a

large storage closet had poor acoustics and was not at all visible to staff. Enlargement of many spaces was requested, including psychological services, classrooms, culinary training, vocational shops and jail industry facilities, storage, offices, and recreation.

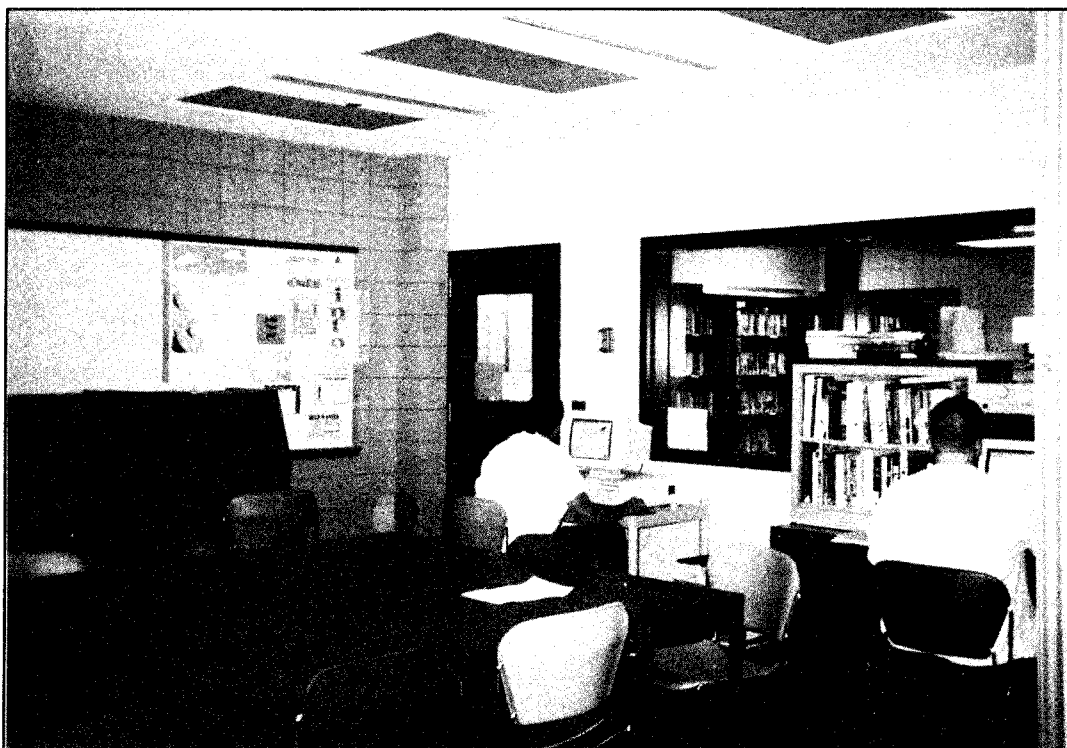
Hillsborough has enough program space for its intended population, but the addition of about one-third more inmates has rendered it inadequate. Restricted television programming resulted in increased inmate requests for program participation and, therefore, the need for space.

Staff Facilities

At Dakota, staff were very negative about staff amenities, especially dining and exercise facilities, registering their lowest ratings by far (1.18). This is understandable since the dining facility is extremely cramped, no exercise facilities are provided, there are not enough lockers for male staff, and the staff restroom is far from many units. Staff facilities contrast sharply with the excellent facilities provided for inmates, which contributes to a sense that staff are not treated with enough respect. The sergeant's office at Dakota is well located and has good visibility, but is too small for the number of staff who visit.

At Norfolk, considerable attention was paid to providing quality facilities for staff. Norfolk staff were mildly positive

*The program/
multipurpose room
at Dakota County Jail
is in high demand.
Program space was
reduced during
construction to cut
costs.*



about their amenities, including the dining facilities, exercise room and lockers, and showers and toilets.

At Hillsborough, perhaps even more than at Norfolk, much attention was paid to providing high-quality facilities for staff, including a pleasant dining room with exterior courtyard, locker rooms, exercise facilities, and a briefing room. Staff responded to survey questions about these facilities with ratings that were somewhat positive to positive.

Security Systems

At Dakota, locks at cell doors are holding up reasonably well. Some repairs were required due to wear and tear on solenoids and springs. Central control has control panels with switches arrayed in rows, rather than on a graphic representation of the floor plan. This makes it harder to learn and less efficient to operate, which is probably why the officer suggested that a second officer be posted there. Maintenance also reported that plug-in switches would make the consoles easier to work on.

At Hillsborough, security systems are generally functioning well. However, inmates in the lockdown cells were able to tear out the intercom speakers and several feet of wire. Staff at Hillsborough were neutral about the communication system and somewhat positive about their perimeter security.

At Norfolk, security systems are relatively simple and straightforward, but a few problems have been experienced. Reportedly about 450 rocker switches were replaced in control panels as part of warranty work. Problems of weak signals from personal alarms were reported in some parts of the jail. Pan-tilt-zoom cameras in housing units were supposed to be activated by the duress alarms, but were not. Other cameras were reported to be working well. Overall, staff were somewhat positive about the communication system. Finally, Norfolk's infrared perimeter security system has been inoperative for most of the time since the facility opened. It was put out of commission when the building was struck by lightning and is also prone to being blocked by bee and mouse nests. The manufacturer went out of business and the staff electrician had to learn how to fix it. It was mostly operational at the time of the site visit and was expected to be fully on line soon after. Despite these problems, staff at Norfolk were neutral rather than negative about perimeter security, probably because the building itself is quite secure.

While the jails' problems are serious, most have been remedied, often during the warranty period. They highlight the importance of vigilance during design and construction and of an ongoing maintenance program to keep essential systems operational.

Plumbing and HVAC

Toilets. A frequently encountered problem at all three jails is the propensity of inmates to attempt to flood the jail by flushing large items down their toilets. Two of the jails tried the approach of ensuring that such flooding occurs in the responsible inmate's cell, but that strategy produced mixed results.

It was most successful at Norfolk, where inmates were flushing clothing and other objects — causing flooding downstream — until the jail installed interceptor pins behind each trap. This reportedly reduced flooding by 90%, since an inmate would flood his or her own cell. Only two porcelain toilets have been replaced in four years.

At Dakota, with 200 to 250 instances per year, flooding has been a big problem for the maintenance staff, despite the presence of "flood buster" pins behind the toilet traps. Water-saving fixtures were found to not move enough volume to carry waste.

Hillsborough did not report the same problem with flooding; however, maintenance staff would prefer stainless steel, rather than porcelain, fixtures. Although vandalism of the porcelain fixtures has not been serious, the toilet seats can crack the porcelain when they drop down. Check hinges, which do not allow the seat to drop, have helped the problem. Finally, inmates have accidentally smashed the base of toilets when using the floor buffer, requiring replacement of some toilets.

Showers. At Dakota, shower mechanisms were replaced. At Hillsborough, some inmates were swinging on the shower doors, which gave way despite secure anchoring. This problem was solved by replacing the doors with shower curtains. At Norfolk, showers were originally finished with epoxy paint over unit masonry, as done by many jails to save money. This finish provided inadequate waterproofing, was peeling off, and had become impossible to keep clean. At the time of the site visit, the jail had an ongoing project to rebuild the showers, install new plumbing, and upgrade the finish with tile.

HVAC System. At Norfolk, the jail's mechanical system is reported to function well up to an exterior temperature of 100°F. There were complaints about air quality (possible "sick building syndrome") in this sealed building, but studies confirmed that the quality was acceptable. Some inmates complained about their cells heating up when the sun was on that side of the building, a perennial problem in podular jails. At Hillsborough, some problems were reported with balancing the HVAC system.

Hillsborough County's intake area was designed using the "open booking" concept. It resembles a large lobby, though secure holding rooms are available if needed.



Windows

At Dakota, windows were reported to be performing well. At Norfolk, windows are also performing well, but the wrong type of sealant was used between the security bars and the glazing. This resulted in inmates being able to dig the sealant out. At Hillsborough, there have been problems in lockdown pods with inmates breaking the laminated polycarbonate and glass. Maintenance staff are replacing the laminated units with solely polycarbonate units. There have not been problems with glazing in the general population direct-supervision units.

Doors and Locks

At Dakota, wood doors at some cells were reported to warp because their edges were not properly sealed. Maintenance staff prefer metal doors and claim that they cost very little more than wood. At Hillsborough, the wood doors in general population units are holding up well; it was necessary to replace only six of them since move-in. However, metal doors in the segregation area are equipped with frame-mounted locks, which create problems when inmates kick on the door and require frequent repair. At Norfolk, doors and locks were reported by maintenance staff to be functioning well. Custody staff at Norfolk were also positive about doors and locks working well, while at the other jails, staff were neutral.

Finishes and Materials

In general, the "softer," more normalized finishes used in these jails are holding up well and are providing "cues" to inmates as to the expected, more normal behavior. The elimination of smoking in the jails has greatly helped preserve conditions and cleanliness, especially of flooring and furnishings. Staff at Dakota and Hillsborough were somewhat positive about appropriate materials having been selected at the jails, and at Norfolk they were clearly positive.

At Dakota, despite wanting generally harder finishes, the maintenance staff expressed the opinion that most inmates are not intentionally destructive; only a few are responsible for the small amount of vandalism. Reports show there has been very little need to replace items due to vandalism. In seven years, only the following were broken and replaced: three doors, one at sentenced and two at pretrial units; one pane of glazing at segregation; and one television at the short-term unit, which was broken by an inappropriately assigned psychiatric patient. This is a remarkable record, even for a small jail. Other details, however, have been less successful. Rubber stair treads are wearing off or have been pulled off, and glazing has been added at the stair rails for safety. The membrane roof has leaked since completion of construction. While it is still under warranty, the company that installed it went out of business.

Flooring. At Dakota, the flooring is generally holding up well. The vinyl is in good condition, but has been stained by toilet bowl cleaner. The corridor to the sentenced units has been re-tiled. Carpet in the living units is generally in good condition, but was burned when inmates were allowed to smoke. Maintenance staff would prefer vinyl flooring under the dining tables, though little staining was observed.

At Norfolk, too, flooring is generally holding up well. Vinyl tile in most areas is performing better than sheet goods used at dining and medical areas, which was not high enough quality. Carpet is wearing well after about four years, but only two more years are expected from a product warranted for ten.

At Hillsborough, the rubber tile flooring has held up well except in areas where heavy carts or trucks are used. Rubber tile also should not be used in kitchen areas where moisture and temperature differences cause the tile to lift. The jail had problems with broken quarry tile in the cart wash area due to inmates dropping racks on it. The tile in this area was replaced with 5,000 psi concrete with granite aggregate and an oil-resisting sealer, which has solved the problem. The quarry tile has worked well elsewhere in the kitchen, as has carpeting in the housing units.

Walls. At Dakota and Norfolk, walls are in good condition. At Hillsborough, in the kitchen cart wash area, there were problems with painted concrete walls. A rubber "D" molding, installed to keep the carts from puncturing the epoxy paint, has helped but not solved the problem. A permanent solution would be to install stainless steel or other types of more durable panels in this area.

Lay-in Ceilings. At Hillsborough, inmates in direct-supervision pods occasionally used stacked chairs to get to the ceiling and tamper with the lay-in acoustical tiles in areas not highly visible. Maintenance staff are applying an adhesive to secure the tiles. A permanent answer is to avoid lay-in ceilings accessible to inmates.

Furnishings and Fixtures

At Dakota, most furnishings have generally held up well. However, cabinets in each dayroom are constructed of plastic laminate, which does not hold up well under intensive use. In addition, these cabinets have wire handles on doors and/or drawers, many of which have been taken off by inmates. Such handles are not appropriate for use in a jail.

At Hillsborough, the furniture has held up well, with the occasional need to replace a broken chair. The original personal

property storage conveyer system could not handle the weight of inmate clothing bags and was replaced with bin conveyors, which are said to work well.

At Norfolk, furnishings have generally held up well, with a few exceptions. Beds and desks were fastened to the walls with impact bolts, and more than half loosened. All were pulled and the holes pressure-filled with epoxy before resetting. Plastic seat cushions at first were getting marked up with pens, but this stopped with increased supervision. Some wooden table tops were written on, but the jail is able to refinish them. Several dayroom counters with sinks were observed to be delaminating due to wear. Reportedly, they are being replaced with stainless steel tops.

Maintenance

At Dakota, one staff member is responsible for maintaining not only the jail, but also parts of the rest of the complex. While he is competent and knowledgeable, this is clearly a larger job than one person can keep up with. As a result, there are complaints about long waits for repairs. Staff responded negatively on the survey to whether graffiti get removed quickly.

At Hillsborough, as many as 75 maintenance staff are responsible for four jail facilities. They appear to do a good job of keeping up through preventive maintenance and reasonable response to other items as they arise. Staff were neutral about graffiti being removed quickly.

At Norfolk, maintenance of the facility is excellent and items are taken care of with reasonable speed. Officers were somewhat positive about how quickly graffiti are removed.

Desired Outcomes of Time in Jail

The mission of each of these jails speaks to the expectation of desired inmate behavior while in the jail and, at least to some extent, changed behavior upon release. Several survey questions asked what effect the jail experience would have on inmates and their return to the community. Responses of both staff and inmates are shown in Table 16.

Inmates were neutral about whether the jail experience had a positive effect on them and whether it would help them with school or a job. However, they were somewhat positive that their jail experience would help them stay out of jail in the future, especially at Hillsborough and Dakota. As for other issues, some of the statistical means mask considerable variation among groups of inmates.

Staff responded neutrally overall to the one question on their survey about whether inmates' experience at the jail had a positive effect on them. At Dakota, however, staff were somewhat positive about the effect of the jail experience on inmates, perhaps because of the wide range of program offerings and the small size of the jail, which allows officers and inmates to get to know each other.

agreed somewhat that it was less stressful. Inmates were somewhat positive to positive in finding that the jail looks better than expected.

Staff were much more positive that the jail is less stressful for inmates than other jails and very positive that the jail looks better than one would expect. Overall, however, staff were neutral about whether this jail provides a less stressful environment for them than other jails and about whether it is safer for staff, except at Norfolk, where they were positive.

Comparison with Other Jails

Inmates responded neutrally overall in comparing the stress level in the jail with that of other jails, though at Dakota they

Responses of both staff and inmates are shown in Table 17.

Table 16. Inmate and Staff Responses to Jail Experience Questions

Survey Question	Dakota	Hills-borough	Norfolk	Overall	Interpretation
Inmate Responses					
Experience had positive effect	3.37	3.33	2.99	3.25	
Will help with job or school	2.69	3.16	2.64	2.97	
Will help stay out of jail	3.61	3.92	3.34	3.73	Somewhat positive
Staff Responses					
Inmates experience positive effect	3.71	2.96	3.28	3.14	

Table 17. Inmate and Staff Responses to Jail Comparison Questions

Survey Question	Dakota	Hills-borough	Norfolk	Overall	Interpretation
Inmate Responses					
Less stress here vs. other jails	3.52	3.02	2.95	3.07	Dakota somewhat positive
Looks better than expected	3.86	4.38	4.06	4.23	Positive
Staff Responses					
Less stressful for inmates vs. other jails	4.35	4.07	4.28	4.16	Positive
Less stressful for officers vs. other jails	3.31	2.77	3.32	2.97	
Safer for staff vs. other jails	3.35	2.78	4.00	3.13	Norfolk positive
Looks better than expect jail to	4.71	4.72	4.66	4.70	Very positive

Section 4. Comparison with Prior Studies

Prior Audits

In the mid-1980s, NIC sponsored audits of three other direct-supervision jails:

- Larimer County Detention Center (Colorado; August 1987).
- Manhattan House of Detention (“The Tombs,” New York City; July 1985).
- Pima County Detention Center (Arizona; January 1987).

At the time of those audits, direct supervision was still a relatively new phenomenon in jails and there was great interest in how these facilities were working. The audits showed they were working well and were meeting the high expectations held for them, though they also uncovered certain problems and concerns. The following discussion highlights key comparisons between current findings and those from the prior audits, with a focus on what has changed in the intervening 8 to 10 years.

- Overall, the similarities among findings between the earlier and current audits are greater than the differences.
- One of the striking findings in the first set of audits was the degree to which staff and inmates found the jails to be safe. Responses were generally over 90% positive on questions about how safe officers and inmates felt, the safety of inmate personal property, and the low frequency of fights between inmates and between inmates and staff.

As reported earlier in this document, responses in the current audits were not as positive. Comparable findings suggest that 50% to 75% of inmates and only 30% to 60% of staff were positive about feeling safe. The frequency of fights is somewhat difficult to compare because of the way the prior audits reported them, but fights appear to be somewhat more common in the recent audits.

It is not clear why this apparent reduction in safety — or the lower perception of safety — has occurred. Hypotheses include the notions that officers are supervising larger groups of inmates within a single pod with a resulting increase of tension, and that inmates are more difficult than they were in the past due to increased drug use and the filtering out through alternatives to incarceration of a significant portion of what used to be the less serious offenders in the jail population.

- The facilities audited earlier were provided with appropriate levels of staff and placed great emphasis on training, which is not dissimilar to the current facilities at the time they opened. Perhaps all systems opening their first direct-supervision jail are motivated by their lack of experience and natural anxiety to take all steps they deem prudent to ensure the greatest chance of success. The current audits revealed less formal training in direct-supervision skills after the high level of pre-move training, such that later hires appear to learn these skills more on the job than through training courses.

One might expect to see a greater emphasis placed on direct-supervision training as more is learned about it and as unit populations increase, but this has not been the case. Greater competition for local government funding results in less resources, and counties might consider including training funds in construction project budgets.

- While training of supervisors in direct supervision was virtually unknown and unpracticed when the earlier audits were done, at least one of the current facilities (Hillsborough) made an effort to train the first cadre of supervisors prior to move in. Training of supervisors requires increased attention.
- An ongoing issue related to the role of the supervisor is that of consistency among shifts, which is still a problem.
- In the first set of audits, some staff who had moved from the facilities that the new jails replaced were quite resistant to the then-new concept of direct supervision. In the current facilities, no such resistance was found, in part perhaps because these facilities had been open long enough that any unhappy staff would have moved on and been replaced with officers who chose to work there.
- While staff continue to report that they feel reasonably comfortable in all parts of the housing units, they also continue to stay relatively close to their workstation.
- Staff morale is lower in the recent audits — especially at two facilities — due to higher populations; more noise; more assaultive behavior; fewer management tools; and, at Dakota, extensive use of overtime. One measure of this is the level of mutual respect between officers and inmates. In the earlier audits, only 10% to 20% of inmates felt they were **not** treated with respect by officers, while in the current audits these numbers range from 30% to 50%. There appears to be a

corresponding reduction in the level of respect officers feel they receive from inmates.

- Inmate grievances do not appear to be handled as well in the current audits. They take longer to process, and inmates have less confidence in the fairness of findings. In the prior audits, 80% to 90% of inmates felt they were treated fairly.
- Classification systems may be more of a problem than they were, though Pima County officers were about evenly split regarding whether they received adequate classification information. Great effort is still spent on developing appropriate classification information, but a lack of space for assignment sometimes prevents the system from being implemented as it should be. This was not a problem in the earlier studies, since the facilities were not crowded.
- The question about how many inmates an officer can supervise effectively was not asked in a comparable way in prior audits. However, the range of responses was generally similarly distributed as in the current audits, suggesting that officers have not changed much in their feelings on this topic.
- Some of the positives that remained consistent over the years include:
 - ▶ Inmates know and generally follow the rules, which are posted clearly and/or covered at intake.
 - ▶ The jail environment is still excellent, both in terms of design and upkeep. The jails are still clean and suffer very little vandalism. Many designs have evolved that solve the key environmental issues of quality; visibility; and access to light, view, and outdoor space.
 - ▶ Inmate needs are generally well met, and the variety of program offerings has expanded over the years. Staff still feel more positive than inmates about the programs and services provided. In the current audits, security staff were much more accepting of programs than they were in the earlier studies and now consider programs an important tool to achieving security and control.

Prior Comparison of Direct- and Indirect-Supervision Management

In 1989, NIC sponsored a broad comparison of direct- and indirect-supervision jails and prisons (Farbstein & Wener). The study involved a mail survey of about 50 jails and prisons as well as indepth case studies of three jails and four prisons. Two of the case study jails were operated by direct supervision: Pima County, Arizona, and Contra Costa County, California.

While the current audits did not include indirect-supervision facilities, some of the findings can be compared to the earlier study. Key comparisons are summarized below.

- The question of exactly what is direct supervision was important in the comparison study, where more than a few institutions characterized themselves as direct supervision while they operated as a hybrid of direct and indirect (including a staffed, enclosed control booth with part-time or full-time floor officers). While not of paramount importance in the current audits, the decision of one jail (Norfolk) to operate its pretrial units according to a hybrid model is reminiscent. Both the comparative study and the current audits have shown that such pretrial units can be run effectively without relying on an enclosed control booth.
- Safety levels reported for direct-supervision facilities in the comparison study were similar to those reported in the audits. In the comparison studies, the direct-supervision facilities were rated as safer than the indirect-supervision ones, despite greater crowding in the direct ones. Among other things, this suggested that direct-supervision jails were more manageable when crowded, even though some ratings did show deterioration compared to uncrowded conditions.

Such comparisons would be of interest to systems that are in the process of determining their preferred mode of inmate supervision.

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The bibliography reproduced here was initially prepared by Dr. Richard E. Wener and is included with permission; some references have been added by the current authors. Many additional references on direct-supervision jails can be found through the NIC Information Center, telephone 800-877-1461.

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APPENDIX A

INMATE SURVEY

We are doing a survey of jails around the country in order to learn how inmates feel about the way they are run and the way they are designed and built. The survey is sponsored by the National Institute of Corrections, which is an agency of the federal government.

Office Use Only:

Inst: N D H

You do not have to fill out this survey. If you do not want to, just return the blank form to the person who gave it to you. If you do fill it out, all your answers will be kept **completely confidential** — we won't tell anyone in this jail or anywhere else what you personally said. Don't even put your name on it — we do not need to know it. Your completed survey will be combined with those filled out by many other inmates to tell us, overall, what people think is more or less successful about this and other jails.

Respondent:

0	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
1	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
8	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
9	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please answer all the questions, even if they seem to repeat the same subject. Please do all the questions by yourself, without talking to other people about them. There are no right or wrong answers — we are interested in what **you** think. All the questions about housing units should be answered about the unit you currently live in.

The answers to many of the questions on the survey use a scale with five circles. They are labeled at each end (such as “strongly agree” and “strongly disagree”). The middle circle is always “neutral.” You should choose the circle that best reflects how you feel. For example, if you disagree, but not strongly, mark the circle between “strongly disagree” and “neutral.”

Please answer each item by **completely** filling in the chosen circle (this: ●, not this: ◊). Do not use “✓” or “x” marks. Mark only one circle per question.

Take your time — you have as much time as you need to answer the questions. When you finish, please give the survey back to the person who gave it to you.

We appreciate your help. Thank you!

	Strongly Disagree		Neutral		Strongly Agree
Contact and Control					
1. Inmates often talk with officers in the housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2. Inmates feel comfortable asking officers for information or help.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3. It is easy for an inmate to contact an officer when needed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4. Inmates as a group <u>do not</u> run the housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5. An inmate leader <u>does not</u> run the housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Disagree		Neutral		Strongly Agree
6. Officers run the housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7. An officer checks my cell regularly.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
8. Unit officers spend very little time at their desk or duty station.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
9. A sergeant or supervisor visits the housing unit often enough.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
10. A lieutenant or captain visits the housing unit often enough.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
11. When a sergeant or lieutenant visits the unit, they generally do <u>not</u> respond to inmate requests.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Rules					
12. Everyone here knows the rules and regulations.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
13. The rules are posted in the unit, or every inmate has a copy of them.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
14. Inmates in the unit generally follow the rules.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
15. Officers on all the shifts enforce the rules the same way.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
16. The disciplinary procedures here are fair.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
17. Inmate grievances are responded to promptly.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
18. Officers treat inmates with respect.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
19. Officers treat inmates fairly.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Safety					
20. I feel safe in this jail.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
21. Officers feel safe in the housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
22. Inmates don't need weapons to protect themselves in this jail.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
23. My personal property is safe from theft.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
24. There is little vandalism, damage, or writing on the walls in the unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
25. If an inmate wanted to commit suicide, it would be very difficult in this jail.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Very Often		Sometimes		Very Rarely
26. How often are there threats of violence in the unit?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
27. How often are there fights between inmates in the unit?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
28. How often are there fights between inmates and staff in the unit?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
29. How often are there sexual assaults in the unit?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
How often do the following get damaged or broken on purpose in the unit?					
30. Television	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
31. Lights	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
32. Furniture	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
33. Dishes or trays	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
34. Telephones	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
35. Toilets or showers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
36. Doors or windows	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Disagree		Neutral		Strongly Agree
Jail Environment					
37. The housing unit is kept clean.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
38. I have to keep my room (or sleeping area) neat and clean.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
39. This housing unit is <u>not</u> very crowded.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
40. I have enough privacy in my sleeping room or area.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
41. I have enough privacy in the toilet and shower.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
42. It is quiet enough in the unit to hear someone talking in a normal voice.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
43. At night, it is quiet enough in the unit to be able to sleep.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Very Poorly		Neutral		Very Well
Your Needs					
How well are your needs being met in the following areas?					
44. Telephone	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
45. Recreation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
46. Personal privacy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
47. Food (meals)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
48. Commissary (snacks, toiletries, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
49. Mail	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Very Poorly		Neutral		Very Well
50. Reading material	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
51. Visiting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
52. Medical	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
53. Religion	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
54. Counseling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
55. Education/teaching	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
56. Alcohol/drug counseling or treatment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Disagree		Neutral		Strongly Agree
57. The people in charge of this jail care about the welfare of inmates.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
58. Officers respond to reasonable requests.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comparisons

59. Compared to other jails, doing time here is less stressful.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
60. This place looks better than most people expect a jail to look.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
61. My experience at this jail has had a positive effect on my life.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
62. My experience here will help me get a job or return to school when I get out.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
63. My experience here will help me stay out of jail.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

64. What is the best feature of the living unit? _____
65. What single change would most improve your stay on this unit? _____

Information About You

66. What is the name or number of your living unit? _____
67. How many people in total typically sleep in your cell or dorm room (not the entire housing unit unless it is one large dormitory without cells)?
- | | |
|---|--|
| <input type="radio"/> one (single cell) | <input type="radio"/> 9 - 16 (multiple cell) |
| <input type="radio"/> two (double cell) | <input type="radio"/> 17 - 49 (dorm) |
| <input type="radio"/> 3 - 4 (multiple cell) | <input type="radio"/> 50 or more (dorm) |
| <input type="radio"/> 5 - 8 (multiple cell) | |
68. What is your sex? male female

69. How old are you?

- | | | |
|--------------------------------|-------------------------------|-------------------------------|
| <input type="radio"/> under 18 | <input type="radio"/> 18 - 21 | <input type="radio"/> 22 - 30 |
| <input type="radio"/> 31 - 40 | <input type="radio"/> 41 - 50 | <input type="radio"/> 51 - 60 |
| <input type="radio"/> over 60 | | |

70. How many days have you spent in this jail (this time)?

- | | | | |
|------------------------------------|------------------------------------|-------------------------------------|--|
| <input type="radio"/> 1 - 2 days | <input type="radio"/> 3 - 7 days | <input type="radio"/> 1 - 2 weeks | <input type="radio"/> 2 - 4 weeks |
| <input type="radio"/> 1 - 2 months | <input type="radio"/> 3 - 6 months | <input type="radio"/> 6 - 12 months | <input type="radio"/> more than 1 year |

Thank you for participating in this study.

Please return this survey form to the person who gave it to you.

APPENDIX B

STAFF SURVEY

We are doing a survey of jails around the country in order to learn how staff feel about the way they are run and the way they are designed and built. The survey is sponsored by the National Institute of Corrections, which is an agency of the federal government.

Office Use Only:

Inst: N D H

You do not have to fill out this survey. If you do not want to, just return the blank form to the person who gave it to you or put it where they asked you to. If you do fill it out, all your answers will be kept **completely confidential** — we won't tell anyone in this jail or anywhere else what you personally said. Don't even put your name on it — we do not need to know it. Your completed survey will be combined with those filled out by many other staff to tell us, overall, what people think is more or less successful about this and other jails.

Respondent:

0	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
1	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
8	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
9	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please answer all the questions, even if they seem to repeat the same subject. Please do all the questions by yourself, without talking to other people about them. There are no right or wrong answers — we are interested in what **you** think. Please note that questions about **supervisors** refer to sergeants or others who directly supervise housing unit officers.

The answers to many of the questions on the survey use a scale with five circles. They are labeled at each end (such as “strongly agree” and “strongly disagree”). The middle circle is always “neutral.” You should choose the circle that best reflects how you feel. For example, if you disagree, but not strongly, mark the circle between “strongly disagree” and “neutral.”

Please answer each item by **completely** filling in the chosen circle (this: ●, not this: ◐). Do not use “✓” or “x” marks. Mark only one circle per question.

Take your time — you have as much time as you need to answer the questions. When you finish, please give the survey back to the person who gave it to you or put it where you have been asked to.

We appreciate your help. Thank you!

	Strongly Disagree		Neutral		Strongly Agree
Management					
1. The mission and philosophy of this jail are clear and are understood by staff.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2. I agree with this jail's approach to managing inmates.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3. I agree with the way inmates are treated here.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4. A supervisor visits the housing units often enough.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5. When a supervisor visits the units, he or she usually <u>does not</u> respond to inmate requests.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Disagree		Neutral		Strongly Agree
6. A supervisor is accessible and available to unit officers when they need them.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7. Unit officers get the support they need from their supervisors.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
8. Supervisors are effective at letting unit officers know when they have done a good job.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
9. Supervisors are able to detect when a unit officer is <u>not</u> doing his or her job properly.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
10. Supervisors ensure good communication and coordination among the different shifts.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Training

11. Overall, officers are well trained and qualified to run the housing units.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
12. Officers get adequate training in direct supervision and interpersonal communications.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
13. Approximately how many hours of direct supervision training do officers actually get?					

- | | | |
|--------------------------------------|--------------------------------------|--|
| <input type="radio"/> none | <input type="radio"/> 1 to 8 hours | <input type="radio"/> 9 to 16 hours |
| <input type="radio"/> 17 to 24 hours | <input type="radio"/> 25 to 40 hours | <input type="radio"/> more than 40 hours |

14. Supervisors get adequate training in how to manage direct-supervision officers.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
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Classification and Orientation

15. Inmates receive adequate orientation before being sent to a general-population housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
16. This jail's inmate classification system works well.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
17. Unit officers get enough information about each inmate assigned to their housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Contact and Control

18. Officers often talk with inmates in the housing units.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
19. Inmates feel comfortable asking officers for information or help.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
20. It is easy for an inmate to contact an officer when he or she needs to.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Disagree		Neutral		Strongly Agree
21. Officers treat inmates with respect.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
22. Inmates treat officers with respect.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
23. Officers are in control of the housing units.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
24. Inmates rarely challenge officers' leadership or try to undermine their authority.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
25. Officers usually find out about problems before they get serious.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
26. Officers can effectively supervise the number of inmates who are usually in their housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
27. Officers could effectively supervise even more inmates than they do now.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
28. Generally, how many inmates can an officer comfortably supervise?					
	<input type="radio"/> less than 24	<input type="radio"/> 25 to 35	<input type="radio"/> 36 to 48		
	<input type="radio"/> 49 to 64	<input type="radio"/> 65 to 75	<input type="radio"/> more than 75		
29. When officers are in the housing unit, they spend very little time at their desk or duty station.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
30. Officers are able to spend plenty of time in each part of the housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
31. Having to be near a phone, computer, or controls keeps officers from walking around the unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
32. Officers are comfortable doing cell checks when on their own in the housing unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Rules					
33. Inmates here know the rules and regulations.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
34. Inmates generally follow the rules.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
35. Officers treat inmates fairly.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
36. Officers on all the shifts enforce the rules the same way.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
37. Officers have adequate means to deal with challenges to authority.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
38. The disciplinary system contributes to officers' ability to manage inmates.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Disagree		Neutral		Strongly Agree
39. The grievance system contributes to officers' ability to manage inmates.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Safety

40. Officers feel safe and comfortable in all parts of the housing units.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
41. There is little vandalism, damage, or writing on the walls in this unit.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
42. If an inmate wanted to commit suicide, it would be very difficult in this jail.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Very Often		Sometimes		Very Rarely
43. How often are there threats of violence in the housing units?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
44. How often are there fights between inmates in the housing units?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
45. How often are there sexual assaults in the housing units?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
46. How often are there fights between inmates and staff in the housing units?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
47. How often does staff have to use force to subdue an inmate in the housing units?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
48. How often are weapons found during shakedowns in the housing units?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

How often do the following get damaged or broken on purpose in the housing units?

49. Televisions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
50. Lights	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
51. Furniture	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
52. Dishes or trays	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
53. Telephones	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
54. Toilets or showers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
55. Doors or windows	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Strongly Disagree		Neutral		Strongly Agree
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Jail Environment

56. Inmates keep the housing units clean.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
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	Strongly Disagree		Neutral		Strongly Agree
57. When necessary, graffiti are removed and repairs are made promptly.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
58. The jail is rarely very crowded.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
59. Inmates have enough privacy in their cell or sleeping area.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
60. Inmates have enough privacy in the toilet and shower.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
61. It is quiet enough in the housing units to hear someone talking in a normal voice.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Design and Construction					
62. Officers can easily see all parts of the housing unit dayrooms.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
	Very Dissatisfied		Neutral		Very Satisfied
63. How satisfied are you with the design of the officer's duty stations in the housing units?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
64. How satisfied are you with the provision and design of staff lockers, showers, and restrooms?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
65. How satisfied are you with the provision and design of staff dining areas?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
66. How satisfied are you with the provision and design of staff exercise areas?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
	Strongly Disagree		Neutral		Strongly Agree
67. The materials and furnishings used here are appropriate for the types of inmates in this jail.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
68. The communications systems here (intercoms, telephones, radios) work well.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
69. This jail's perimeter (fences, walls, towers, alarms) is very secure.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
70. The doors and locks in this jail work well.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Very Poorly		Neutral		Very Well
Inmate Needs					
How well are inmate needs being met in the following areas?					
71. Telephone	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
72. Recreation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
73. Personal privacy	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
74. Food (meals)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
75. Commissary (snacks, toiletries, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
76. Mail	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
77. Reading material	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
78. Visiting	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
79. Medical	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
80. Religion	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
81. Counseling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
82. Education/teaching	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
83. Alcohol/drug counseling or treatment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Strongly Disagree		Neutral		Strongly Agree
84. The managers of this jail care about the welfare of inmates.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comparisons

85. Inmates' experiences at this jail can have a positive effect on their lives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
86. Compared to other jails, doing time here is less stressful for inmates.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
87. Compared to other jails, working here is less stressful for officers.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
88. Compared to other jails, this jail is safer for staff.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
89. This place looks better than most people expect a jail to look.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

90. What is the best feature of the housing units? _____

91. What single change would most improve officers' ability to do their jobs in the housing units? _____

Information About You

92. What is your job title? (choose the closest to your position, even if your actual title is different)

- housing unit officer/correctional officer
- senior correctional officer
- sergeant/supervisor

93. What is the name or number of the housing unit where you usually work? (If applicable) _____

94. What shift do you usually work?

- day evening night

95. How many inmates in total are typically assigned to your housing unit? (If applicable)

- less than 24 49 to 64
 25 to 35 65 to 75
 36 to 48 more than 75
 not applicable

96. How many officers in total (including yourself) are typically assigned to work in your housing unit on the same shift you do? That is, how many officers are usually inside the unit at the same time? (If applicable)

- one two three not applicable

97. What is your sex?

- male female

98. How old are you?

- under 18 18 - 21 22 - 30
 31 - 40 41 - 50 51 - 60
 over 60

99. How long have you worked at this jail?

- less than 3 months 1 to 2 years
 4 to 6 months 3 to 5 years
 7 to 12 months 6 or more years

100. How long (in total) have you worked in corrections?

- less than 3 months 1 to 2 years
 4 to 6 months 3 to 5 years
 7 to 12 months 6 or more years

101. How many jails have you worked in, including this one?

- 1 3
 2 4 or more

Thank you for participating in this study.

Please return this survey form to the person who gave it to you or put it where you have been asked to.

APPENDIX C

INMATE INTERVIEW QUESTIONNAIRE

[Instructions to interviewers: first, introduce yourself and the study (sponsored by NIC). Mention confidentiality. Then, be sure to touch on each main question below. The items under each one are meant as suggestions to be asked if necessary to keep the information flowing.]

1. How do people get along in your housing unit? [contact, communications]
 - Officers with inmates?
 - Inmates with other inmates?
 - How is morale?
 - How safe is your housing unit? (fights, gangs, weapons, sexual assaults)
2. What do officers do to keep things under control?
 - Are unit officers able to deal with the number of inmates in the unit?
 - Do officers circulate around the housing unit, or do they hang out at a staff post?
 - Who is in control of the unit — the officer or the inmates?
 - How often do officers do cell checks?
 - If there is a second officer in the unit, do they spend most of their time working together or separately?
3. How often does a supervisor visit your housing unit, and what are the visits like?
 - Do supervisors answer inmate questions or respond to requests (or leave this to the officer)?
4. What sort of expectations are there for inmate behavior?
 - Keep things neat and clean?
 - Respect for others?
 - Rules (clear, reasonable, enforced fairly)?
 - Disciplinary and grievance procedures (fair, accessible)?
5. Are your basic needs met here?
 - Services (list)
 - Programs (do you take part in programs; which ones; what benefits have you gotten from them?)
 - Crowding (if any) and its impacts (added staff, stress, does direct supervision help with crowding?)
6. Has your stay here had any impact on your life (e.g., from program participation)?
 - Relationships (communicate or get along better)?
 - Deal with drug or alcohol problem?
 - Get a job or return to school?
 - Stay out of jail in the future?

7. How does the jail's design (layout, construction) affect you?
 - The area where you sleep (cell or dorm; privacy, comfort, amenities)
 - Dayroom
 - Shower and toilet arrangements
 - Recreation
 - Acoustics
 - Appearance (how it looks)
 - What change in design would most improve the living unit?
8. What change in operations, policy, or procedures would most improve the living unit?
9. What else should we know about this jail?
 - What's been happening here lately (any current problems, how being dealt with)?

APPENDIX D

HOUSING UNIT OFFICER INTERVIEW QUESTIONNAIRE

[Instructions to interviewers: first, introduce yourself and the study (sponsored by NIC). Mention confidentiality. Then, be sure to touch on each main question below. The items under each one are meant as suggestions to be asked if necessary to keep the information flowing.]

1. How long have you (each) been a correctional officer? How long at this jail and in the unit where you are now? How often do you rotate among housing units?
2. How well is this jail operating? Is direct supervision working out well here?
 - Safety, security
 - Are unit officers able to effectively supervise inmates?
 - Crowding (if any) and its impacts (added staff, stress, does direct supervision help with crowding)?
 - Services
 - Morale of staff (and inmates)
 - Physical plant
3. In addition to supervising inmates, what are your responsibilities in the housing unit?
 - Role with food, laundry, recreation, movement, counts, record keeping, etc.
 - [Ask to describe a typical day or part of one.]
4. What training did you get in direct supervision?
 - What topics were covered? Were they the right ones?
 - Was enough time spent?
 - Was the training adequate (trainer, time, materials, etc.)?
 - How long ago were you trained; have you had in-service training, refreshers, etc.?
5. How well are unit officers able to carry out their duties?
 - Are you able to effectively manage the units/inmates? Is unit size okay?
 - Do you circulate around the housing unit or are you “tied” to a staff post? If so, why?
 - Do you feel safe in all parts of the housing unit?
 - Do you feel like you “own” and control the unit — or the inmates?
 - How often do you do cell checks?
 - If there is a second officer in the unit, do you spend most of your time working together or separately?
6. Are there enough staff to run the units? The jail? How much overtime do you put in (and is that good or bad)?
7. How effective and supportive are your supervisors (sergeants)?
 - How much time do they spend with you? Where (on or off the unit)?
 - What do supervisors do when you're together (get your report, coordination, instructions, feedback, training)?

- How well do supervisors communicate their expectations to you?
 - How do supervisors evaluate your performance? How do they know when you make a mistake or do well?
 - If an officer makes a mistake or mishandles a situation, what do supervisors do?
 - How do supervisors communicate their evaluations to you (let you know, get you to change if necessary)?
 - Are supervisors effective at telling you when you do a good job?
 - How available are supervisors to you, and how often do you ask for their assistance/guidance?
 - Are supervisors able to give you the support you need?
 - How often do supervisors have to handle differences that occur between staff and inmates or other staff?
 - How often do supervisors have to intervene in a dispute between an officer and inmate?
8. How often does a supervisor visit your housing unit and what are the visits like?
- Is that enough?
 - How long do they spend there?
 - What do they do when there?
 - Do they walk through the unit with you?
 - How comfortable are they going into the units? Going anywhere within the units?
 - Do supervisors answer inmate questions or respond to requests (or leave this to you)?
 - Do supervisors give feedback (positive or negative) to you in front of the inmates?
 - What do you see as the impact of their visits to the housing units (e.g., on morale, on your image)?
9. Does the physical plant (design, layout, construction) contribute to effective operations?
- Housing unit design (visibility, staff station, amenities, finishes, acoustics, etc.)
 - Flow and circulation through the jail
 - Security and communications systems
 - What change in the physical plant would most enhance operations or security?
10. How are communications and coordination among correctional officers here?
- Are there effective staff meetings (or just quick shift change briefings)?
 - How are communications and coordination among shifts or rotations?
11. How effective are the grievance and disciplinary systems here?
- What is your role?
 - What is your supervisor's role?
12. How well are services coordinated here?
- Are support services (food, commissary, visiting, mail, medical, recreation, programs) well coordinated to support your efforts?
 - Are adequate services provided?
13. What are the greatest challenges of managing a direct-supervision housing unit?
- Number of inmates?
 - Number of staff?
 - Adequate training?
 - Adequate supervisory staff?
 - Design issues?

14. What change in operations, policy, or procedures would most improve the operation of the living units?
15. What else should we know about this jail?
 - What's been happening here lately (any current problems, how being dealt with)?

APPENDIX E

ADMINISTRATOR INTERVIEW QUESTIONNAIRE

[Instructions to interviewers: be sure to touch on each main question below. The items under each one are meant as suggestions to be asked if necessary to keep the information flowing.]

1. Why did you agree to participate in this audit, and what do you hope to get out of it?
 - What can we try to find out that would be of particular benefit to you?
2. Tell us the story of how/why this jail is direct supervision.
 - What was it like before (how long ago)?
 - Who was involved in the decision to get direct supervision? (you? who else? how was decision made?)
 - Was there resistance? From whom? How was it dealt with?
3. What is this jail's correctional philosophy?
 - What are you trying to achieve with/for inmates?
 - What are you trying to achieve with/for staff?
4. What has been the impact of the change to direct supervision, and how is it working out?
 - Acceptance and impact on staff?
 - Impact on inmates?
 - Political and community acceptance/support?
 - Are you meeting key objectives (safety, security, morale, services, rehabilitation)?
5. What decisions were made about the design of the building to support direct-supervision philosophy and operations?
 - Examples: living unit size, visibility, control stations enclosed or not, inmate and staff amenities, open booking, quality of environment, acoustics, needed maintenance.
 - How has the design been working out?
 - What are the best and worst aspects of it?
6. Have adequate resources been available to operate the jail?
 - Crowding (if any) and its impacts (added staff, stress, does direct supervision help with crowding)?
 - Enough supervisors, well enough qualified?
 - Enough staff, well enough qualified (e.g., minimum qualifications)?
 - Enough training?
 - Maintenance and repair budgets?
 - Other (e.g., equipment)?
7. How are staff recruited and selected?
 - Minimum qualifications?

- What are pay scales and how do they compare locally?
 - Do staff move between law enforcement and corrections; is corrections an entry to become a police officer?
8. What is the management organization for the jail?
- Lines of reporting and responsibility?
 - How are responsibilities allocated, by shift, by operational areas?
 - What role does the administrator play and how (leadership, guidance, support, dispute resolution, etc.)?
 - Are supervisors performing adequately, trained, in units enough, good managers?
9. What are the greatest challenges of managing a direct-supervision jail?
- Training or managing line supervisors; getting them into the housing units enough?
 - Supporting unit officers or getting them to effectively manage the inmates?
 - Other?
10. What else should we know about this jail?
- What's been happening here lately (any current problems, how being dealt with)?
 - Where do you hope to go with the jail/changes you plan to make?

APPENDIX F

SUPERVISOR INTERVIEW QUESTIONNAIRE

[Instructions to interviewers: first, introduce yourself and the study (sponsored by NIC). Mention confidentiality. Then, be sure to touch on each main question below. The items under each one are meant as suggestions to be asked if necessary to keep the information flowing.]

1. How long have you (each) been a supervisor?
2. What are your responsibilities here?
 - Verify accuracy of inmate counts?
 - Coordinate with intake, classification, courts, etc?
3. How well is this jail operating? Is direct supervision working out well here?
 - Safety, security
 - Are unit officers able to effectively supervise inmates?
 - Crowding (if any) and its impacts (added staff, stress, does direct supervision help with crowding)?
 - Services
 - Morale of staff (and inmates)
 - Physical plant
4. How well are unit officers able to carry out their duties?
 - Do they effectively manage the units/inmates?
 - Do they circulate around the housing unit or are they “tied” to a staff post?
5. How do you work with line officers?
 - How much time do you spend with them? Where (on or off the unit)?
 - What do you do when together (reporting, coordination, instructions, feedback, training)?
 - How do you communicate your expectations to them?
 - How do you evaluate their performance (know when they make a mistake or do well)?
 - If an officer makes a mistake or mishandles a situation, what do you do?
 - How do you communicate your evaluations to them (let them know, get them to change if necessary)?
 - How available are you to officers, and how often do they ask for your assistance/guidance?
 - Are you able to give them the support they need?
 - How often do you handle differences that occur between staff and inmates or other staff?
 - How often do you have to intervene in a dispute between an officer and inmate?
6. How often do you visit each housing unit?
 - Is that enough?
 - How long do you spend there?
 - What do you do when there?
 - Do you walk through the unit with the officer?
 - How comfortable are you going into the units? Going anywhere within the units?

- Do you answer inmate questions or respond to requests (or leave this to the officer)?
 - Do you give feedback (positive or negative) to the officer in front of the inmates?
 - What do you see as the impact of your visits to the housing units (e.g., on morale, on the image of the unit officer)?
7. Does the physical plant (design, layout, construction) contribute to effective operations?
- Housing unit design (visibility, staff station, amenities, finishes, acoustics, etc.)
 - Location of supervisor's office
 - Flow and circulation through the jail
 - Security and communications systems
 - What change in the physical plant would most enhance operations or security?
8. How are communications and coordination among line officers here?
- Effective staff meetings (or just quick shift change briefings)?
 - Communications and coordination among shifts/rotations?
 - What is your role in coordination?
9. How effective are the grievance and disciplinary systems here?
- What is your role?
 - What is the officer's role?
10. How well are services coordinated here?
- Are support services (food, commissary, visiting, mail, medical, recreation, programs) well coordinated to support housing unit officers?
 - Are adequate services provided?
11. What training have you received in managing a direct-supervision jail?
- What topics were covered? Were they the right ones?
 - Was enough time spent?
 - Overall, was the training adequate (trainer, time, materials, etc.)?
 - Do unit officers get adequate training? Do you have a role in providing it?
12. How do supervisors coordinate with each other (meetings, frequency, etc.)?
13. Are adequate resources available to operate the jail?
- Enough supervisors? Or do you have to do more than you can?
 - Enough staff, well enough qualified (e.g., minimum qualifications)?
 - Enough training?
 - Other (e.g., equipment)?
14. What are the greatest challenges of managing a direct-supervision jail?
- Having enough time to get into the housing units?
 - Enough training in direct supervision for supervisors? For unit officers?

- Supporting unit officers or getting them to effectively manage the inmates?
 - Other?
15. What change in operations, policy, or procedures would most improve the operation of the living units?
16. What else should we know about this jail?
- What's been happening here lately (any current problems, how being dealt with)?

APPENDIX G

PROGRAM MANAGER AND TRAINING OFFICER INTERVIEW QUESTIONNAIRE

[Instructions to interviewers: be sure to touch on each main question below. The items under each one are meant as suggestions to be asked if necessary to keep the information flowing.]

Program Manager

1. What is the role of inmate programs in this jail?
2. Please provide a schedule of inmate programs that shows how often they are offered, how long they last (duration of each session and of the program as a whole), and how many inmates participate.
3. Please provide a description of special programs offered (e.g., Deuce, or other).
4. Are programs integrated with other housing unit activities?
5. Are correctional officers supportive of and cooperative with program staff? Do they actively participate in offering programs?
6. Are program personnel trained in direct supervision?
7. Are inmate programs and services adequate to meet inmate needs?
8. Are sufficient resources available to offer the amount and quality of programs that you feel are needed?

Training Officer

1. Please provide a schedule of training activities that would show what typical housing unit officers and their supervisors would receive both prior to assuming their assignments and in-service.
 - How many hours are devoted to each topic?
 - How is competency assessed?
2. Please provide (or allow us to examine) a copy of the curriculum and training materials for each course related to direct supervision.
3. What are the qualifications of training staff to offer training in direct supervision?
4. Do you feel that unit officers and supervisors are receiving the amount, type, and quality of training they need?
5. Are sufficient resources available to offer the amount and quality of training that you feel is needed?

APPENDIX H

MAINTENANCE AND JANITORIAL STAFF INTERVIEW QUESTIONNAIRE

[Instructions to interviewers: be sure to touch on each main question below. The items under each one are meant as suggestions to be asked if necessary to keep the information flowing.]

1. Would each of you please describe your responsibilities for maintenance (what do you do; what is contracted out)?
2. How long have you been working at the jail?
3. Were any of you involved in the design, construction, or transition planning phases?
4. How satisfied are you with the design and construction of this facility, from a maintenance and janitorial point of view?
5. Please discuss maintenance and janitorial issues related to each of the following topics, and the area(s) of the facility most affected (i.e., where it is a particular problem or success). The number of repairs or replacements (per unit time) is useful information, if available.

Consider the following aspects of the process and use of the facility: original design, construction defects, preventive maintenance, upkeep/wear and tear, intentional destruction (vandalism).

Consider the following parts of the facility or its systems:

- **Site and landscaping** (drainage, lighting, parking, walkways, paving, irrigation, etc.)
- **Utilities**
- **Building enclosure and structure** (outside envelope and interior partitions; be sure to find out what the jail is built of)
 - ▶ concrete or masonry walls, slabs, roof structures, ceilings. Any cracks, settlement?
 - ▶ thermal/moisture protection (roof, insulation, caulking, and sealants). Any leaks?
- **Doors**
 - ▶ secure and non-secure, including swinging and sliding
 - ▶ hollow metal (what gauge)
 - ▶ wood (how holding up)
 - ▶ locks: which are used, adequate, keys and controls
- **Windows** (secure and non-secure; breakage, scratching, number repaired or replaced)

- **Finishes**
 - ▶ floors, such as carpet, vinyl, tile, etc. How long have they lasted, been replaced?
 - ▶ ceilings, such as acoustic or security
 - ▶ walls: paint
 - ▶ showers (tile or painted block/concrete)

- **Furnishings**
 - ▶ beds and mattresses
 - ▶ desks
 - ▶ chairs
 - ▶ lounge furniture
 - ▶ shelves
 - ▶ break-away hooks
 - ▶ built-in storage/counters (e.g., in unit, for officers, etc.: durability, such as for plastic laminate)

- **Special equipment**
 - ▶ kitchen
 - ▶ laundry
 - ▶ clothing storage racks
 - ▶ lockers (staff, inmate, visitor)
 - ▶ TVs in inmate areas

- **Plumbing**
 - ▶ toilets (porcelain or stainless)
 - ▶ leaks, blockages
 - ▶ showers (hot water mixing, valves, buttons)
 - ▶ sinks/hot water in dayrooms
 - ▶ plumbing chases: size, access doors, room to work
 - ▶ floor drains (enough, in correct places)

- **HVAC system**
 - ▶ adequate heating and cooling
 - ▶ adequate zoning (e.g., units, banks of cells; blocked grilles when too cold)?
 - ▶ controls, energy management and efficiency
 - ▶ adequate ventilation (e.g., at showers, laundry)

- **Fire safety systems**
 - ▶ sprinklers (wet or pre-action)
 - ▶ smoke detectors
 - ▶ fire panels
 - ▶ smoke exhaust

- **Elevators, if any**

- **Electrical (power)**
 - ▶ standby generators
 - ▶ service in inmate areas, if any (tampering, short circuits?)

 - **Lighting**
 - ▶ secure and non-secure
 - ▶ outdoor and indoor
 - ▶ switches in inmate rooms
 - ▶ ability to change light bulbs
 - ▶ control systems

 - **Communications systems**
 - ▶ telephones (facility and inmate)
 - ▶ intercoms and radios

 - **Security systems**
 - ▶ perimeter systems (and false alarms)
 - ▶ CCTV systems (coverage, cameras, monitors, burned-in monitors, pan-tilt-zoom controls, etc.)
 - ▶ duress alarms (reliability, enunciate location)
 - ▶ locking systems (controls, door closers, control panels, switches)
 - ▶ control panels (function, serviceability, ease of replacing components, ease of access).
6. How easy or difficult is it to access systems and equipment for preventive maintenance and/or servicing?
7. Which areas of the facility require the most maintenance and/or janitorial attention?
8. Are the workshops and warehouses/storage areas adequate (size, location, equipment)?