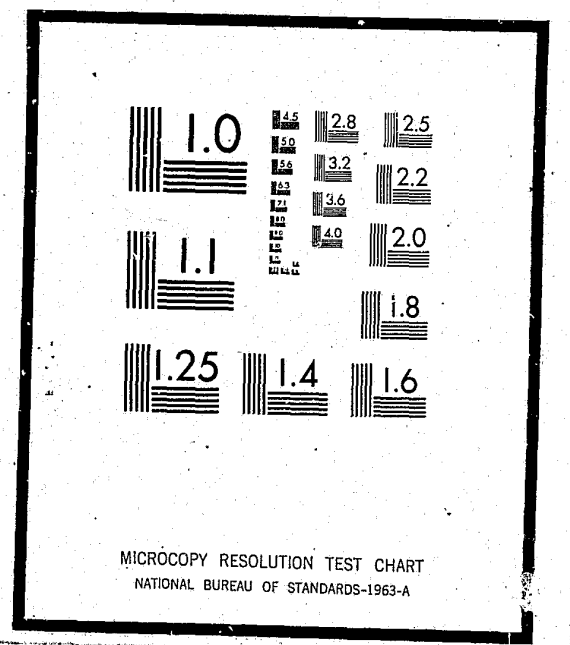


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HINDS COUNTY, MISSISSIPPI ADULT DETENTION NEEDS

A SURVEY

1972

NC

THE NATIONAL
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CRIME AND
DELINQUENCY

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HINDS COUNTY, MISSISSIPPI
ADULT DETENTION NEEDS

1972

SURVEY SERVICES
NATIONAL COUNCIL ON CRIME AND DELINQUENCY
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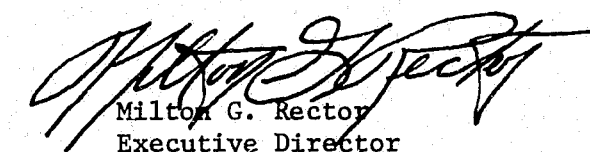
TO: HINDS COUNTY BOARD OF SUPERVISORS

We submit herewith our findings and recommendations resulting from evaluation of the adult detention requirements in Hinds County.

We acknowledge with thanks the excellent cooperation of the many officials in Hinds County government and the municipalities of the county. We are especially indebted to the attorney for the Board of Supervisors, Mr. John Putnam.

Implementation of the recommendations will pose a strong challenge because they require the full support of the citizenry to become a reality. The National Council on Crime and Delinquency stands ready to assist you in whatever way we can as you approach this challenging task.

Sincerely,


Milton G. Rector
Executive Director

June 1972

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APPENDIX A

Table I. Admissions to Hinds County Jail,
January 1-December 31, 1970, by Selected
Categories and Percentage of Total
Admissions

Table II. Admissions to Hinds County Jail,
January 1-June 30, 1971, by Selected
Categories and Percentage of Total
Admissions

Table III. Comparison of Percentage of Admissions
in Selected Categories during 1970 and
First Six Months of 1971

APPENDIX B. Jackson-Hinds County Correctional Authority

APPENDIX C. Comprehensive Program for Treatment of
Alcoholics

PROLOGUE

The years 1929-30 brought to the citizenry of central Mississippi a depression, the Model A Ford, and the Hinds County jail. New Deal Federalism and World War II finally squashed the depression; rough roads and time erased the beloved Model A; but the Hinds County jail, perched atop the courthouse, is as busily in use today as the day it opened.

Now the object of public concern, this jail is not a source of wonderment, though perhaps it should be. For the traffic has been heavy in its around-the-clock operation since opening so many years ago. But we have high expectations for the staying power of carbon steel and reinforced concrete, the stuff of jail construction; thus, we seldom wonder that jails last far beyond their suitability. Our national mania for technology and planned obsolescence does not attach to jails.

A micro drama of American justice has been acted out in and about the Hinds County jail for the past forty-two years. The cast of characters is familiar.

Playing the lead is the sheriff, elected as the county's supreme law enforcement officer and responsible for operating the jail. In close support roles to the sheriff are his deputies in the Criminal Division.

Major supporting roles are played by the jailors to whom actual jail operations have been assigned. Moving with each jailor in a manner so

natural as to be unnoticed at first is the hall boy, an inmate trusty, who performs the more physical aspects of the operational routine. Observing the daily life of the prisoners, we find within each cell group another major support role being played by the cell boss, an inmate who has not achieved trusty status, but who is in command of his area.

Prisoners comprise the largest supporting cast and on visiting days the cast swells, too numerous for specific credit. Rather like the visiting cast, but appearing more frequently and in fewer numbers at a time, is a constant parade of law enforcement officers, attorneys, and ministers.

Directing this drama, but from afar and from another stage, are the circuit court judges assisted by county and municipal magistrates and the several justices of the peace. These directors work from their interpretation of a script collectively drawn and sanctioned by the legislature and durably bound in a book of law.

Co-directing, we find the prosecuting attorneys, both district and county, who assist the directors with the script and instruct the lead and support cast as this drama progresses.

This exercise in justice is produced by the Hinds County Board of Supervisors and financed by taxes. The directors and producers periodically send their envoy, the grand jury, to inspect the stage and cast.

In their reporting role, the grand jury is the chorus, singing reassuring praises to the directors, producers, and lead cast. But of late the chorus has been sounding odious anthems, for all is no longer well at the jail.

The plumbing is tired and sewage has been seen on the walls of the courtroom below. Cell locks are spent and several replaced by padlocks and chains, cruel weaponry in hands of the evil. Other doors, fixtures frozen with age, remain unlocked. Interior concrete has worn to more porous levels and efforts toward cleanliness have become less rewarding. Words such as inadequate, outmoded, firetrap, now apply to this jail in the grand jury chorale.

As the choral message has been changing, the community has joined the song forming a full choir led by the news media. Indeed something must be done about this jail, for now it holds individuals accused of crimes relating to armed rebellion against the state. The ability of this deteriorated structure to hold such offenders has been a continuous question.

The choir resounding with "something must be done" quakes with ambivalence about just what to do. For, as attention to this inadequate jail has increased, it has also expanded in scope to include concern for prisoner safety. The ambivalence is here. Our attitudes toward people in jail--people who rob, rape, kill, steal, get drunk, and go crazy--do not fit with this concern for prisoner safety and welfare.

To proceed beyond this stuck point, a decision must be made on two primary questions: (1) does Hinds County want jail reform; i.e., a newly constructed jail? or (2) does Hinds County want to chance the experience of substantive change in the dispensing of criminal justice at the local level?

In quest for a decision, rational thought will lead only part way. A clear decision will necessitate addressing many deeply ingrained attitudes, and such attitudes are emotional--they can be felt, fought about, and even tasted. Rational arguments and facts penetrate little.

In deciding this reform/change dilemma, NCCD suggests an area for consideration as emotionally laden as tradition and attitudes--money. To build a new Hinds County jail will be extravagant in both monetary and human terms.

Not to build will signal a sharp break with a centuries old tradition--the county jail. As a consequence the latter choice, while much more economic, may actually be the rougher road; but it promises a much greater return in human resources than simply building another jail.

INTRODUCTION

Often, an offender's first introduction to correction is the local jail. If prisons are "colleges for advanced criminal education," then jails could be called the high schools, the college preparatory programs. Jails perform this function when they allow all range of inmates (pre- and post-conviction inmates, felony and misdemeanor prisoners) to mix indiscriminately amidst degrading conditions that serve only to foster resentment and a determination to "get even" with an indifferent society. The expense to the taxpayer for this "public education program" is without measure.

Jails have not changed much in the past 300 years. Seventeenth century jails were operated by separate units of local government; so jails are today. People languished in idleness in unsanitary and unhealthful surroundings; so they do today. Colonial jails provided asylum for children, drunks, and the insane; so jails do today. Society of several centuries past devoted very little in the way of public wealth to improve the lot of those jailed; so this costly mistake continues today. And 300 years ago more than half the inmates in local jails were convicted of nothing. This is true of our current jails, thus giving the lie to our supposed assumption of innocence before proven guilty. These are but a few of the similarities.

The need for change, the need for intervention in the criminal education process is more than apparent. In the following study, NCCD makes recommendations that will assist Hinds County in taking steps to both improve the protection of society and to begin to break the cycle of criminal behavior.

PURPOSES AND FUNCTIONS OF AN ADULT
DETENTION FACILITY IN HINDS COUNTY

In order to keep from being a "college preparatory program in criminal education," a facility serving the detention needs of Hinds County should have the goals of providing secure custody, humane care, and maintenance of the detained individual's physical and mental well being. It should perform the following functions:

1. Provide secure custody during the pretrial period for only those offenders who are ineligible for release to the community.
2. Provide detention intake screening and support or operate recognizance release programs as an alternative to money bail for selected prisoners.
3. Provide detention for all individuals or persons who must be held longer than 48 hours from other municipalities in Hinds County including Raymond, Utica, Edwards, Bolton, Terry, and Clinton, leaving the jails other than the main Hinds County jail to serve as short-term lockups. Prisoners on trial will be returned to the local facilities while on trial.
4. Support activation of special nonjail-like facilities to handle:
 - a. Chronic alcoholics
 - b. Juveniles
 - c. Mentally ill, including capacity to locally determine mental competence to stand trial.
5. Provide a varied program of active work, recreation, and counseling.
6. Provide facilities where detained felony and misdemeanor offenders can be segregated.

THE STUDY

SCOPE

Hinds County grand juries have been expressing concern about inadequate jail facilities since March, 1968. The Hinds County Board of Supervisors retained NCCD to determine detention needs of Hinds County. The scope of the study included:

- a. Definition of purposes and functions.
- b. Determination of capacity requirements.
- c. Determination of requirements for organization and administration.
- d. Determination of program requirements.
- e. Determination of staffing requirements.
- f. Determination of approximate geographic location.
- g. Determination of architectural, construction, and operational costs.
- h. Suggested method of financing construction and operation.

METHODS

The primary method of study was through direct observation of the jails' operations. These observations were augmented by review of pertinent records and documents; analysis of statistical data; personal interviews with jail staff, inmates, judges, law enforcement officials, prosecutors, pertinent county administrative officials, and others familiar with the operation of these jails.

THE REPORT

This report outlines the findings and recommendations resulting from the analysis of data compiled by the survey team.

I. PRESENT SERVICES

THE HINDS COUNTY, MISSISSIPPI, JAIL

The Hinds County jail, built in 1931, has a capacity of 153 persons. It occupies the top two floors of the Hinds County Courthouse located in downtown Jackson.

JAIL ENTRANCE

There are two ways to get into this jail. One is a stairway that leads from the first floor of the courthouse, but these stairs are never used. The main entrance is by an elevator located in the Sheriff's Department on the first floor of the courthouse and going directly to the main floor of the jail. If you ever have an opportunity to ride on this elevator, treat its door with careful respect. The spring-loaded door slams with certainty and noise.

Stepping off the elevator, you enter a narrow hallway. Up a short flight of stairs to the right is the jailor's apartment, the so-called administrative area, which is kept locked at all times, as is the door to the main jail entrance in the hallway ahead. This jailor's apartment, at one time probably housing a live-in jailor, is rigged for living and has all the accoutrements of a two-bedroom, spacious apartment.

INTERIOR, TOP FLOOR

Immediately inside the main jail door is a large rectangular room, measuring about 20' x 70', commonly referred to as "the hall." A trap door located in the northeast corner of this large entrance room was once used in hangings. Just above it, anchored in the ceiling is a

heavy steel eye bolt for securing the hanging rope, which dropped its victims through the trap door stopping them just short of the floor of the jail's downstairs area. About midway on the south wall three solid steel doors comprise entrances to the three maximum isolation cells. Of bare concrete and totally dark, these cells measure approximately 4' x 6', and are equipped with only a toilet. Only two of these isolation cells are in use, the third being used for storage. Prisoners presenting any kind of management problem such as fighting and other serious rule infractions are placed in total isolation. For how long? "Until they calm down and decide to do right." But how long does this usually take? "Sometimes three or four hours, and then sometimes about twenty-four or forty-eight hours, and for some it takes longer." The point is that there is no set policy for use of this isolation space, and it depends entirely on the attitude of the jailor on duty at the time.

Also in the northeast corner of this room (just by the hanging trap) is the entrance to the block of cells that are, aside from the isolation units, the most secure. This block contains five individual cells measuring about 4' x 6', and one shower serves these five cells. The central locking device which once controlled these cell doors is no longer operable. Instead, they are securely locked with padlocks and chains.

Placing prisoners in the single cells is strictly a matter of jailor judgment. Again, there is no set policy for the use of these units, either for security or punitive purposes.

In the northwest corner of the main floor is the area for white males. The main entrance to this cell unit has two doors, separated by a 4' vestibule. The outer door is solid steel with a peek window, and the inner door is grill. This sector contains six eight-bed tanks. None of the locking devices or sliding cell doors on any of these tanks is operable. The hall which contains the six tanks opens into a large day room that measures approximately 18' x 50'. This room is equipped with two large steel tables and in one corner there is a single shower available to the prisoners in this unit.

Directly across the hall from the northwest corner is the southwest corner cell grouping, which contains the Negro male prisoners. The entrance into this area is the same as that for the white male section. The cell and bunk arrangements are the same as in the northwest area, except that there are only five tanks instead of six. Each tank has eight bunks. However, the unit is severely overcrowded. At the time of the survey, the 18' x 50' day room contained seventeen mattresses placed on the floor and atop the steel tables to accommodate the overflow crowd. All the bunks showed evidence of being occupied and cluttered. This area literally needed to be raked out for there was trash, random clothing articles, blankets, and other clutter in wanton array.

One tank in this section deserves special mention because it illustrates the results of the pernicious practice of permitting order and discipline to be enforced by a member of the jail community. When the survey was made, the first tank leading off the day room was draped with blankets so

the occupants had privacy not enjoyed by other inmates. In the doorway towered the "cell boss"--a huge hulk of man, heavy shouldered, with a three-day growth of whiskers covering his massive face. Entrance to his den was obviously by invitation only and any untoward transgression precipitated immediate repercussions. That his position in this section of the jail has been earned by his size and meanness was evident. One can only imagine what evil acts occurred behind these draped bars. That all except the country's best jails utilize "cell bosses" is beside the point--the practice is detrimental to all those incarcerated and results in corruption, domination of the weak by the strong, sexual perversion, and makes any hope of salvaging the lives of those caged therein a remote possibility.

INTERIOR, DOWNSTAIRS

As on the main floor, all separated areas of the downstairs open off a main room called the "downstairs hall."

In the southeast corner of the downstairs floor are the trustees' quarters, in a ward measuring approximately 20' x 40', which at the time of the survey contained seventeen folding steel cots, a table and one shower.

The northeast corner of the downstairs contains the kitchen. This is large and well equipped with big ovens, commercial type deep-fat fryers, large sinks, and a rectangular table with utensils hanging above. A separate interior room serves as a pantry. Ample quantities of well-prepared food are served. The practical philosophy practiced is "When

you have a captive clientele, feed 'em good, you'll have less problems." When asked separately about the food, jailors, with minor variations, responded in words to this effect: "We feed in this jail; we feed good, too good."

The female section is in the southwest corner. This consists of four tanks, each approximately 16' x 20': two tanks with four beds each and two with five beds. The tanks are separated by grill work and each tank is equipped with a shower and a toilet; there is no common day room. The women are given sheets as well as mattresses and blankets. There is racial segregation among the females, but the practice is not emphasized to the extent that it is with males.

On the northwest corner of the downstairs floor is a similar grouping of 16' x 20' tanks. These tanks have four beds each and at one time they were known as "juvenile cells." Since Hinds County now has a separate juvenile facility, this cell area is normally used to accommodate the overflow on those occasions when there is not sufficient room on the top floor for white males. At the time of the survey, however, two juveniles were incarcerated there who had been transferred to the jail when they presented serious control problems to the juvenile detention staff. Juveniles who have committed felonies and who present control problems for the detention home are accepted into the jail.

In the middle of the north side, separating the northwest area and the kitchen is a large room with a separate bath which is used for prisoners who are ill but who do not require hospitalization. This "sick room" is

not secure, in that it is fitted with a regular wooden door, complete with knob, rather than a steel or barred door.

In addition to the above, the downstairs is equipped with a storage room located under the stairs.

GENERAL PLANT CONDITION

The general condition of the Hinds County jail is poor. It is worn out in a way that fresh paint will not cover. None of the locking devices work. The sliding tank doors in the male sections have not been closed in years. Plumbing is in a serious state of decay, subject to frequent breakdowns.

PERSONNEL

Jailors

The jail is staffed by three full-time jailors. They work on a shift arrangement, 7 to 3; 3 to 11, and 11 to 7. Only one jailor is on duty at a time, and there does not appear to be a chief jailor among the three. Everything and anything that needs to be done in the jail the jailors are expected to do, or cause the hall boy (described below) or other trustees to do.

Matron

There is no matron employed full time by the jail. When one is needed, a female deputy from the sheriff's department is called upon. There are no female deputies on duty during the night hours.

Hall Boy

By tradition, the "hall boy" in many jails functions as the jailors' "lackey" and is the highest ranking inmate in the jail. Chosen because he can "whip" anybody in the jail, he has a position of trust and power. Because he functions as the jailor's right hand, he, like the "cell boss," has special privileges and since he enforces discipline by breaking up fights, throwing troublemakers in the "hole," and assigning tasks to inmates, he is in a position to demand favors from other inmates. Hinds County is no exception as the "hall boy" was observed carrying out the chores listed above. Unbridled power tends to corrupt and the "hall boy" has the opportunity to prey with impunity upon the less fortunate inmates.

Cell Boss

The institution of the cell boss is found in the male sections of the jail. He surfaces as the natural leader through physical strength and meanness. He is expected to maintain order within his area and to see that it is kept clean through participation of all inmates. Cell bosses have the power to enforce any indignity upon the wards in their section, restricted only by the wishes of the hall boy, who outranks them. The identity of the cell bosses is communicated to the jailor by the hall boy.

Other Trusties

Since feeding takes place within the cell areas, the other trusties are mainly involved with kitchen duties and delivery of food trays to the inmates. When not occupied with food preparation and dispensing and collecting trays, these trusties are available for general jail cleaning.

From time to time there is a selected "downstairs trusty" who is dispatched for janitorial service to the Sheriff's Department. However, because of numerous walk-aways by downstairs trustees, this practice is held at a minimum.

INMATE CARE

General Services

Separation of Prisoners: Prisoners are separated by sex and race, and at times for punitive or security reasons. There is no separation of felony and misdemeanor prisoners or pre- and post-conviction inmates.

Feeding Arrangements: Food is prepared in the jail kitchen. The prisoners are fed in their cell areas. A plastic, sectioned tray is prepared for each inmate and the trustees carry these food trays from the downstairs kitchen to the cell areas. Trays are passed from the safety vestibule through tray slots in the inner doors. Prisoners eat in their respective cell units and doors are not unlocked during meals.

Fire Protection: The jail is outfitted with five wall-mounted extinguishers. Two of these extinguishers are hung in the jailor's apartment. One is in the kitchen, and one hangs in the main floor entrance room, and one in the downstairs entrance room. There is no automatic fire control system.

Mail: Letters for mailing are collected from the prisoners and incoming mail is dispensed during the noon meal. Censorship is not routinely conducted. Handling the mail is the duty of the hall boy.

Bedding and Laundry: All bunks observed were equipped with mattresses. Each inmate is supplied with a mattress cover and blanket. Only trusties and women are provided sheets. Towels are exchanged weekly, and all articles dispensed are collected upon release.

There is no in-house laundry. It is done on outside contract, and the collecting and dispensing of laundry is done by the hall boy and the cell boss. The cell boss tells the hall boy what is needed in the cell area and the hall boy delivers.

Jail Cleaning: The bulk of the jail is cleaned by the trusties. The male sections are cleaned by inmates, with brooms, mops and buckets provided them by the hall boy. Cleaning is supposed to take place daily.

Medical Services: A doctor on continuous call is available to the jail from the Hinds County Health Department.

Sick call is not routinely held. Complaints of sickness and injury come randomly from the cell blocks to the hall boy, who transmits the information to the jailor. When sickness or injury is obvious, the inmate is taken immediately to the University Hospital ("Ole Miss" Medical Center), where a working relationship has been developed with the emergency room treatment staff.

The jailor dispenses aspirin and prescription drugs. When the morning meal is served those inmates who are taking prescription drugs are given

a 24-hour supply. What, if anything, the inmates does with these drugs is not supervised.

Jail Clothing: The jail does not provide clothing. If, in the judgment of the jailor, an arrestee appears too ragged, a pair of blue jeans and a T-shirt are arranged for him. Any change of clothes an inmate has is provided him by someone on the outside.

Inmate Personal Property: Part of the booking procedure is to extract from the inmate all property which he has on his person. This property is placed in a large brown envelope, with contents listed. It is then filed alphabetically after being signed by the jailor, the arresting officer, and the inmate. Inmates are allowed to keep usually about \$2 on their person. When money is taken from the personal property jacket, the amount extracted is reported on the envelope. The jailor provides all the "pogey bait" (a generic term used in the Marine Corps to cover all the minor niceties of life) that any inmate can purchase. The jailors pool their money and buy boxes of assorted candy bars, cigarettes, toilet articles, etc, which are stored in a closet within the jailor's apartment as his domain. One of the duties of the hall boy is to pass on "pogey bait" orders from the inmates to the jailor. As entrepreneurs, the jailors reap profits from all sales. "Pogey bait" orders are served instantly. If an inmate wants money from his personal property jacket, he is allowed to have it. He purchases "pogey bait" with it, and perhaps other favors. Upon release from the jail, the inmate signs his property envelope to indicate that all personal effects are there and received by him. If he has money remaining in the envelope, he must pay a \$1 "key fee,"

which is a lawful sheriff's fee for turning the key to let the man out of jail.

Recreation and Visiting

The jail has no structured recreational activities. Inmates are permitted to have such personal effects as cards, dominos, or checkers, books, or personal television sets, if provided from outside.

Visiting is permitted on Wednesday and Sunday afternoons, although there are no adequate facilities for this. The top floor is equipped only for maximum security visiting and the visitors crowd into that floor's entrance room. The approximately four-inch square security glass peekholes are nearly opaque and voice transmission (not electrically augmented) is very muffled.

Visitors are allowed to bring all kinds of personal effects, which are stashed with the jailor and dispensed after visiting hours. While the jailor will disperse visitor-brought food, this practice is rather harshly discouraged by the jailors, but visitors are encouraged to supply spending money since the "pogey bait" enterprise thrives through the contributions of inmate friends and relatives.

Courtesy visiting in solitude with inmates is extended to attorneys and other such official visitors, and occurs in one of the bedrooms of the jailor's apartment.

Rehabilitative Program

There is no rehabilitative program in the Hinds County jail.

Records

The principal record for the jail is the jail docket, a large book in which the prisoners are listed as they appear at the jail door. A secondary record is the daily count by sex and race at morning and evening meals. These daily counts are kept on one sheet for each month. A monthly listing is compiled of all prisoners housed during the month. This is a recording system, of large columns, calling for the name, when committed, when discharged, total days, offense, and remarks.

In addition to the above records, the sheriff also keeps on file a copy of the arrest warrant or a copy of the court mittimus, either of which serves as the jailor's authority to detain. These are filed alphabetically, but not separated by month or year.

OTHER HINDS COUNTY JAILS

RAYMOND

Construction of Hinds District II Courthouse was completed in 1857. About 1916, an annex building was constructed just to the rear of the original courthouse, with the entrance to the District II county jail located on its first floor.

From the center hall of this building, one enters a small entrance room. Adjacent to it is the "women's room," a cell which contains two bunks, a toilet and a tub. The second floor of this jail consists of four multi-bunk tanks. The first cell has three bunks; the second, two; the third, two; and the fourth has five bunks. Each cell area is equipped with a toilet, lavatory and a shower.

This jail facility can flatly be described as old and worn out. All cell areas are secured with padlocks and chains, except for the main floor which is the only one still locked with the old jail key. The keys used for this jail are held by a woman who is the "inside deputy."

This jail is used as a lockup facility. Highway patrolmen bring arrestees here for short-term holding until an appearance can be arranged before a justice of the peace, and the city marshal uses the jail as a drunk tank. A stay exceeding 48 hours is rare; prisoners needing a longer detention period are transported either to the penal farm or to the main county jail in Jackson.

This jail has no support facilities. Meals are provided by the Hinds County Penal Farm.

UTICA

This community is in southwest Hinds County and has a two-cell jail, containing a total of four beds. Each cell is equipped with a combination lavatory, toilet, sanitation unit. The jail was constructed by walling off with concrete blocks a corner of the building that serves as a fire station for Utica. If the fire engine were to be started, any prisoner confined there would be spewed with exhaust fumes.

This facility, located about a block from the city hall police department, has no staff provided for prisoner care. The jail docket shows 116 admissions from January, 1970, to June, 1971, the bulk of these for public

drunkenness. The remaining admissions were for minor public disturbances. This is a community drunk tank, and stays usually amount to a matter of hours, though there is an occasional overnight stay. Sentenced prisoners are sent to the county farm.

EDWARDS

The Edwards jail is a one-room masonry building with interior measurements of approximately 10' x 16'. There are two cots in this room, a lavatory, and a toilet. The jail is located in a neighborhood about two blocks from the main downtown area and is reached through the backyard of the house next door. Imprisoned in the Edwards jail at the time of the survey was a fifteen-year-old youth, who said he had been there for two days. No contact had been made with the Hinds County juvenile authorities.

The mayor of Edwards, who holds the docket for the jail, was not available at the time of the survey, so no admissions data were available.

BOLTON

The Bolton jail, part of the Municipal Building, is an 8' x 10' cell located in a larger room. The toilet and wash basin available to the cell are located within the larger room, but outside the cell bars.

The city marshal reported that he jails approximately 60 people per year, most of them for public drunkenness. Detention in the Bolton jail is usually a matter of hours, with seldom an overnight detainee. Prisoners who need to be detained for more than overnight are transported to Jackson and the county jail.

TERRY

The Terry jail is located about 75 yards behind the drug store in a commercial section. The jail is a masonry building, with interior measurement approximately 10' x 15' and having two bunks. It is used only rarely. According to the mayor/postmaster, approximately 30 were detained during 1970. When a person is detained, it is usually for a matter of hours.

CLINTON

This is the second largest community in Hinds County--7,200 people, eight of them policemen. The police chief reports that Clinton does not have a jail and all arrestees are transported to Jackson. From June to December, 1970, 65 arrests were made that resulted in detention, while 95 per cent were for drunkenness and DWI. The remaining 5 per cent were for the full array of misdemeanor offenses.

JACKSON CITY JAIL

Just across the street from the Hinds County Courthouse is the Jackson City Police Department. The front area of the second, third, and fourth floors of this department building is devoted to the city jail.

Originally constructed in 1952, this police department building was in 1969 partially renovated and significant additions were made to the jail.

JAIL ENTRANCE

There are two ways to gain access to the one main jail entrance which is on the second floor. The first is the pedestrian elevator coming from the first floor. The jail entrance is adjacent to the detective division

and anyone having business with the jailor or prisoners must first check in with that division, and if they are satisfied that the visitor is there on legitimate business, they trigger an electrical device opening the main jail door. After that door a long hallway connects with a second locked door. At this point the visitor rings a bell, the detective at the desk triggers a second automatic unlocking device, permitting entry into the jail administrative area.

The second jail entrance is gained from the jail elevator that comes from the basement of the building. A police officer driving into the basement with a prisoner takes the elevator to the second floor, where the elevator opens directly into the administrative area of the jail.

GENERAL CONDITION AND SIZE

The old section of this jail (second floor and part of the third) is in generally good condition. Made of glazed tile and rough finished concrete, it is equipped with standard bars, with the entire area having appropriately high ceilings. This jail contains 241 beds, only 229 of which are usable, because of an air conditioning problem that would cost an estimated \$20,000 to repair. There are a variety of prisoner-holding arrangements (i.e., tanks, multi-bunk ward areas, single cells and smaller multi-bunk areas grouped in threes and fours).

The new areas of this jail are on the third and fourth floors. This 1969 construction and renovation is immaculate, and according to the jailor, much of this new area has never been used. Most of the construction consists of two-bed cells and long rows of nine and ten-cell groupings. A

central locking device can unlock all the cells simultaneously or individually. If the electric locking device fails, then the central locking arrangement can be quickly converted to hand-crank operation.

The fourth floor also contains a well-equipped kitchen where the prisoners' food is prepared by cooks who are trustees. Three meals a day are served in this jail.

STAFF

A police captain is in charge of the detention facility. He supervises six uniformed police officers and is immediately responsible to the chief of detectives. There are three full-time jailors who work the standard day, evening, and night shifts, with usually at least one assistant jailor on duty during the day shift. There is no matron.

According to available records, the daily population of this jail averages 70 persons. This figure is misleading, however, because according to the jailors, sheriff, city police, and the jail captain, a significant number of these are detained for only a few hours.

The high daily turnover population is significant and related to more than just misdemeanants and city ordinance violators. The additional factor is that the city judge is also an ex-officio justice of the peace. If an offender is guilty of only a city ordinance violation, then he is proceeded against with a city affidavit. Upon conviction, he either pays his fine to the city or lays out his fine in jail, or just serves the

time in the city jail. For offenders who are found guilty of offenses that are misdemeanors under state statutes, however, these offenders are proceeded against under a "general affidavit" which means that the city judge then deals with them as the justice of the peace (he gets a \$4 fee per conviction) and those convicted are immediately transferred from the city jail to a county jail.

When this survey was conducted in 1971, the sheriff got a \$2 per day prisoner fee. The city judge, when convicting someone on a general affidavit, got a \$4 fee. The city jail was operated on a budget; the county jail was operated on the sheriff's fee system. When there was any change of proceeding against the defendant or a general affidavit, then the presence of the fee was clearly the impetus for this procedure.

Legislation which abolished the fee system for Mississippi sheriffs was implemented on January 1, 1972. Hinds County jail is now operating under a budget for the first time. Theoretically, the efficiency of the jail operation should improve and the average population should decline. Careful analysis of the jail population trend should be made so that adjustment can be made of the jail space required in Hinds County if the daily average shows a definite decline. Whatever the reason, Jackson City has a large jail, with areas never used, which is in good to excellent condition. Across the street the Hinds County jail, built forty years ago, is dilapidated, worn out, and overcrowded.

HINDS COUNTY PENAL FARM

The Hinds County Penal Farm is located about 15 miles from downtown Jackson just outside of Raymond. The farm provides labor for numerous county road and other projects, but if the cost in dollars and cents (to say nothing of human misery) were truly assessed, the county is paying dearly for its free labor.

It contains 200 flowing acres, the bulk of which is not consistently farmed. The one building which comprises the main structure of this facility is well maintained and has a freshly painted exterior. The outside flower garden and grounds are well kept. Adding to the general appearance of this facility is a small brick chapel in a pine thicket at the southern end of the farm main entrance way.

There is no outside security fence. There is a front gate, but it closes only across the entrance road and is flanked on either side with barbed wire designed to keep in cattle. Generally, the farm still has the pastoral appearance of its original state, the landscape unmarred with security features. In the evening, the close perimeter of the main building is illuminated by flood lights attached at various points around the building. The original construction of this facility was jail-like, and jail-like it has remained, in that all the security is within the building.

INTERIOR LAYOUT

The main building of the county farm is actually a long, one-story structure that has been added on to over the years. Located on the south end

is the prisoner detention area, and the north end contains the living quarters of the farm superintendent.

The entrance to the main building is located in the middle of the structure. Immediately inside, on the left, is the room that contains the barber shop, the identification equipment, inmates' clothing, and personal property storage area. To the right and off the main entrance hall is the administrative office. Turning left off the entrance hall are the internal main quarters south to the cell area. This was the original building, which was constructed in 1914.

On the east side is the white male area. Beyond a grillwork jail door stretches a long day room, the cells being divided into two groups of four, separated by an alcove which contains a TV set and two showers. The cells measure approximately 8' x 17'. The first four cells have two fixed bunks each, but when crowding necessitates, folding cots are added. The remaining four cells contain six beds each. Each cell is equipped with a lavatory and a toilet.

Just behind the white male cell area is the plumbing run and a storage room. On the other side of this is the Negro male cell area, which consists of five cells containing six bunks each, with the cells measuring approximately 8' x 17'. There is no alcove separating the cells into groups, as is found in the white male section, but rather the day room/exercise area is L-shaped, located in front of the cells and across the front of the area.

Across the hall from the Negro male section is a large room which contains eight bunks with a shower and toilet. North from these cell areas and just off the main corridor is another large cell with six bunks, a shower and toilet.

Further north and on the west side of the main corridor is a large room that houses Negro females. In addition to six bunks, there are a shower, toilet, and TV.

Adjacent to but not opening off the Negro female ward is a room dedicated to clothing storage and a well-equipped laundry. Just off the laundry is a bathroom containing two toilets, two showers, and two lavatories. This area serves as an overflow for quartering Negro females when crowding occurs, but is seldom used for this purpose.

Still further north, past the administrative area and just before entering the dining hall are located the isolation cells. The center entrance to isolation opens onto the main hall. This is a solid steel door, emitting no light. The narrow hallway (measuring approximately 3') separates the isolation cells. On the north side there are three cells measuring 4' x 4', secured with a solid steel door for each cell. These cells of solid concrete have a concrete slab across the back, the slab having an opening (a hole) which serves as a toilet. It is not possible to lie down in these cells without contorting the body. Unquestionably, these are the most primitive and punitive cells in use in the United States today. Two years ago, the public was aroused by the publicity surrounding the so-called tiger cages in Viet Nam where people were incarcerated in cages

too small to lie down full length. Since these cages were sanctioned by U.S. military authorities, a full-scale investigation followed. Fortunately, the isolation cells at Hinds County Penal Farm have been shielded from the news media. It is inconceivable that even the most punitive-minded individuals in the community would sanction the dark, dank, cramped, stinking isolation cells at the Penal Farm.

Across the hall are two somewhat larger cells. These cells measure 4' x 6' and also contain a concrete slab with a hole that serves as a toilet. Toilet flushing is centrally controlled from the outside and one flushing services all of the isolation cells. There are two of these 6' cells, which differ from the 4' cells in that they have slatted doors; i.e., two-inch steel strips welded together with a two-inch space between the strips. There is an unexpected bonus for the uninitiated in these cells. If the occupant can stretch out on the concrete slab, and can manage to sleep, the unexpected flushing of the toilets will provide an unanticipated foot bath complete with fecal matter and urine. Unsanitary, yes--but hardly noticed with the stench of unwashed flesh in an inadequately ventilated area.

When prisoners are housed in the 4' cells, they are put on a bread and water diet. After serving time in the 4' cells, inmates are then moved across the hall to 6' cells where they are served "half a meal." Following release from the 6' cells, the inmates are sometimes required to wear leg shackles for a period of time.

The dining hall, a large 150-seater, was added to this building in 1968. It is very big with the kitchen and cold storage and pantry areas running the full length of both sides. The kitchen is well equipped. Across the north wall, which would be the rear of the dining hall, is a section of book shelves, complete with a number of books--the county farm library. The dining hall is also used as a visiting area.

To the north of the dining hall, and on the east side, runs a hallway. The first room of this hallway is the trustees' quarters, a large (approximately 17' x 37') ward which contains 14 beds, 3 toilets, 3 lavatories, and 3 showers. This ward has single but stackable bunks and bed space here can be conveniently tripled.

The hallway leading across the dining hall and in front of the trustees' quarters has a partition, the locked door of which serves the purpose of keeping the trustees out of the white female area. Through this partition the hall continues with the door straight ahead leading into the farm superintendent's apartment, and the door to the left leading to the female area.

The female ward measures approximately 17' x 37'. It is equipped with 3 lavatories, 3 showers, and 3 toilets. Home-style furnishings include wooden beds and windows with curtains suitable to the residence. The toilets are contained in private, partitioned areas and each shower can be made private by drawing a curtain. White females do not dine with the other inmates; meals are served to them in their wards.

STAFF

The county farm has a full staff complement of 11 persons--one farm superintendent, one assistant superintendent, 3 jailors, 5 guards, and one matron/cook. The institution is not equipped with clerical staff. Inmate help is used.

The one matron who is actually the cook works from 7:30 a.m. until 4 p.m. Should the assistance of a matron be needed during the evening hours, the wife of the farm superintendent is reported to be available.

Two of the jailors work from 7 a.m. to 4 p.m. and have internal security responsibilities. One jailor is "night man," working from 4 p.m. until 7 a.m. There is a one-room apartment, with bath, adjacent to the cell area, though only the night jailor sleeps there. The five guards man the outside work crews.

In considering the staff of any penal or correctional facility, policy and philosophy cannot be divorced from the day-to-day operation. Does the staff operate from a clearly stated policy? Does the staff know the purpose of the institution? Hinds County, like hundreds of similar farms, camps, and correctional facilities throughout the country, does not have a clearcut goal or mission.

INMATE SERVICESVisiting

Inmates receive visitors on Saturday afternoons and Tuesday evenings.

Clothing

Upon admission, all male inmates are issued blue denim clothing and high-top work shoes.

Medical Services

Routine medical examinations are not part of the admissions process for this facility. Nor is this facility visited routinely by a doctor or any other medical person. The assistant superintendent is in charge of dispensing drugs, which are kept under lock and key.

Inmates complaining of illness are taken to "the Raymond Clinic," which is conducted by a Doctor Moran. Approximately eight miles from the penal farm is a newly-constructed and large Hinds County General Hospital. However, this hospital facility is not used for medical emergency services, rather medical emergencies are taken to the University Hospital, approximately 18 miles away in Jackson.

FARMING AND OTHER WORK OPERATIONS

This farm has a herd of hogs that usually runs between 200 and 250 head, tended by inmates. These hogs provide all of the pork needs for the farm. During the growing season, the 30-acre vegetable garden is usually planted. All produce is used for inmate feeding, with large quantities frozen for winter consumption. Occasionally, specialty crops such as cucumbers, watermelons, or corn may be attempted, although not routinely.

The main work force is dedicated to the maintenance of county roads. The county farm provides the labor needed by the various county supervisors.

Any right of ways to be cut or grass to be mowed is done by these inmates. Inmate crews are transported to work sites via three large security van trucks and the guard is armed. In addition to the farming and road work, work crews from the farm are used in time of disaster, such as tornados.

Penal farms grew out of the humanitarian effort to end the cruel and pernicious institution of chain gangs. However, the precedent of "leasing" prisons to individuals who were then responsible for the care of prisoners, and who could use and abuse prisoners according to whim formed the background for current systems. While penal farms are no longer leased, persons in charge still have an incredible amount of leeway in fulfilling their duties. Prisoners are still abused and still used for personal, political or monetary gain. This is true of Hinds County today, as amply portrayed in the foregoing pages.

Financially, such farms are a disaster. While appearing to be nearly self-sufficient, the hidden costs of such institutions are enormous. The result is that taxpayers support institutions which increase criminality, destroy lives, and give unchecked power to individuals who gain personally from perpetuating corrupt practices. The public may gain satisfaction from knowing offenders are being thoroughly and destructively punished, but that satisfaction would probably be diminished if they could see the direct effect on their pocketbooks and the well-being of their community.

II. ADULT DETENTION NEEDS

From the foregoing material it is evident that the Hinds County jail is totally unfit for the detention of human beings. The material in this section of the report presents an alternative for meeting the detention needs of persons requiring pretrial detention in Hinds County.

DETENTION CAPACITY REQUIREMENTS

There are three primary jails in Hinds County--the Jackson city jail, the Hinds County jail, and the Hinds County Penal Farm. All of these facilities serve different purposes for the same people. The starting point for most people in confinement in Hinds County is the Jackson city jail. After arraignment, if they still need to be detained, they go to the Hinds County jail. After sentence, if incarceration is deemed still necessary, they will either go to the Hinds County Penal Farm or to the Parchman State Penitentiary. For example, during the year 1970, there were 9,648 people admitted to the Jackson city jail, there were 3,544 people admitted to the Hinds County jail, and 582 people admitted to the Hinds County Penal Farm. However, in terms of the average number of people in jail on a given day, the Jackson city jail which has, by far, the most admissions, has a daily population of only 55. The county jail has a daily population of 97, and the penal farm has a daily population of 50. Thus, on an average day there are 202 people confined in jail-type facilities in the county, not including municipal lockups. The combined rated capacity of the three facilities is 489 beds (city jail, 243; county jail, 153; penal farm, 95). Even when the 153-bed capacity county jail is taken out of the picture, there is a remaining capacity of 336 beds for an average daily population of 202 people.

Tables I, II, and III of Appendix A give a breakdown of the county jail population by offense. From these tables, it is apparent that the jail does house some serious offenders. However, the large majority of admissions is for nonserious offenses and the most startling figure is the number of people admitted to the county jail for simple drunk offenses; 1,360, or 38 per cent of total admissions to the county jail were for drunkenness (or drunks). The housing of drunks in jails has long been recognized as a futile expenditure of public dollars. Jails do not cure drunks and they are an expensive way of "getting them off the streets," because arresting drunks ties up police manpower, court manpower, and jail manpower. One case example from Hinds County identified during the course of the survey should illustrate this point well. During the year 1970, one individual was admitted to jail 44 times in Jackson and to the county farm 15 times during the same year, for a total of 59 jail admissions. He averaged five days per stay, which meant that he spent 300 out of the 365 days in 1970 in jail, and there is no way to determine the cost to the public of this manner of handling drunks. If Hinds County found an alternate way of handling drunks, the average daily jail beds needed to house people would decline from the present level of 202 to 122. The National Council on Crime and Delinquency recognizes that Hinds County government does not regulate what the court does with people who are charged with drunkenness. However, it was felt that since the current method of handling drunks is such a tremendous expense to the county, government officials should be aware of the magnitude of the problem.

Recommendation 1

THE HINDS COUNTY BOARD OF SUPERVISORS, THE MAYOR AND CITY COMMISSIONERS OF JACKSON, IN CONJUNCTION WITH THE COUNTY SHERIFF AND THE JACKSON POLICE DEPARTMENT SHOULD ESTABLISH A WORKING AGREEMENT FOR THE JOINT OPERATION OF THE JACKSON CITY JAIL AS A DETENTION FACILITY FOR ADULTS.

The city jail is a 241-bed facility currently housing approximately 50 people on a daily basis. It has ample space and security to provide detention for the people now being housed in the county jail. As a joint city-county operated detention facility, it should exist for pre-trial detention and other short-term holding only. It should not be used to house sentenced persons.

Perhaps the easiest way to accomplish joint operation would be to have the city police continue to operate the city jail, with the county paying rent or per diem rates for general affidavit and felony offenders.

There is a precedent for operating a joint city/county facility in Hinds County. The juvenile detention center is a cooperative venture and to date has presented few problems to either Jackson or Hinds County authorities.

Recommendation 2

AN ALTERNATIVE AND MORE DESIRABLE MEANS OF MEETING THE ADULT DETENTION REQUIREMENTS OF THE COUNTY IS TO CREATE A COUNTY-WIDE DEPARTMENT OF CORRECTIONAL SERVICES OR A CORRECTIONAL AUTHORITY.

Such a consolidated department would bring badly needed coordination of correctional services in the county and city. If such a service were established, it should minimally operate the following programs:

- a. A release on recognizance program for detained persons. It is estimated that such a program would reduce jail population in Hinds County by at least 20 per cent.
- b. Probation services to misdemeanor, circuit and youth courts.
- c. Administration of detention facilities, both juvenile and adult.
- d. Coordination of existing community services for offenders, such as welfare, family counseling, medical assistance, and employment assistance.

The advantages of such a plan are numerous:

- a. It would relieve law enforcement officials (police) of the burden of operating correctional facilities, a task for which they are unprepared by training or vocational interest.
- b. It would relieve the courts of the necessity of administering probation services. This practice is already being questioned in many places because it raises the constitutional issue of separation of judicial and executive powers of government. However, aside from the legal issues involved, probation services are more effective when administered by a person trained in probation administration rather than a judge.
- c. It would set the stage for a comprehensive effort to prevent and control crime and delinquency.
- d. In all likelihood, it would create the opportunity for the State of Mississippi to assume increased responsibility for supporting correctional services.

Recommendation 3

REGARDLESS OF HOW DETENTION SERVICES ARE ADMINISTERED, THE FOLLOWING BASIC SERVICES SHOULD BE PROVIDED:

A. ADEQUATE MEDICAL CARE

Minimally, this would require a registered nurse to hold daily clinics in the facility for the purposes of (1) screening illness complaints, (2) conducting tests for infectious diseases on all persons admitted to jail, and (3) directly supervising the administration of medication to inmates.

B. FOOD SERVICE SHOULD MEET MINIMUM STANDARDS FOR HEALTH AND NUTRITION.

C. ADEQUATE LIBRARY SERVICES SHOULD BE MADE AVAILABLE TO INMATE POPULATION.

This can probably be accomplished by having a mobile unit of the public library system serve the jail.

D. A PROGRAM OF INMATE CLASSIFICATION AND COUNSELING SHOULD BE ESTABLISHED.

It has been previously noted that at a minimum the detention facility should provide for separation of felony and misdemeanor offenders. Such classification will facilitate security and management of inmate population.

Minimally, the creation of a classification and counseling program will require the employment of a person with at least a bachelor's degree in the behavioral sciences. The person should be capable of providing emergency personal counseling to inmates during periods of personal crisis and stress. Much of this kind of counseling will occur shortly after admission, as the person attempts to cope with the initial stress of being confined. The counselor should assist

inmates in dealing with the pressures of confinement by contacting family members, employers, or other people that are important to them. Such crisis counseling will assist inmate management by reducing the stress associated with incarceration. If properly performed, it will yield a reduction of the incidence of physical violence among inmates and is a good beginning basis for further work toward giving up criminal modes of behavior.

E. OPPORTUNITIES FOR PHYSICAL EXERCISE SHOULD BE MADE AVAILABLE FOR DETAINED INMATES.

It is recognized that neither the city jail nor the county jail was designed to permit physical exercise. For this reason and for reasons of security it will be extremely difficult to create an opportunity for persons to exercise in the city jail facility. However, the city jail facility does have ample space that could be converted for limited recreation at minimum cost.

F. A PROGRAM OF PARTIAL DETENTION SHOULD BE ESTABLISHED.

The majority of persons detained awaiting court disposition remain in detention not because they have committed serious crimes but because they are unable to come up with the money to make bail. Many of these persons have jobs at the time they are placed in detention, which they will lose if they are unable to make bail. When they lose their jobs, the families often go on welfare and the county finds itself paying for the support, not only of the persons in detention, but for those persons' families also. Consequently, a useful program for those persons who do not pose a risk to the community but cannot make bail is a program that permits them to work at their jobs during the day and spend their

evenings and weekends in jail. Of course, a more desirable alternative is an adequately functioning release on recognizance program that releases all persons pending trial who are not risks to abscond.

Recommendation 4

THE DETENTION FACILITY SHOULD HAVE THE FOLLOWING FUNCTIONAL AREAS OF PHYSICAL SPACE:

A. ADMINISTRATION

This area is required for the performance of administrative tasks and jailor stations. The jailor stations should be located within inmate housing areas.

B. DISPENSARY

This area is required for the conduct of sick call within the facility. The space should accommodate limited physical examination, equipment, and storage and dispensing of first aid supplies and medications.

C. RECORDS

Space for record storage on jail administration and the records of individual inmates should be provided.

D. RECEPTION AND DISCHARGE

This area is required for the processing of inmates upon admission to include booking, completion of admission records and control and storage of inmate personal property. Accommodations should also be provided for inmate search, showering, and clothing issue for males. The admission process for females can be conducted on the ward by the detention matron.

E. FOOD SERVICE

Central dining in detention facilities is useful in maintaining security and sanitation. The city jail does not have a central dining area but contains adequate space for the development of such space. Long-range plans should include provision for the establishment of central dining facilities.

F. LAUNDRY

Functional space must be included for laundry services if the facility is to operate its own service. Cost comparison between in-house laundry and purchased service should be obtained to establish the cost differential. Prisoner clothing should be issued upon admission and mattress covers and sheets should be cleaned on a routine weekly basis or when a person is discharged.

G. COMMUNICATION

Space should be provided for an intradetention communications system to facilitate staff communication and prisoner safety.

H. VISITING

Space arrangements to accommodate three types of prisoner visiting should be included: (1) tight security visiting arrangements for pretrial male felons; (2) official visiting by law enforcement investigators, attorneys, and others warranting the provision of private visiting rooms designed for security; (3) visiting arrangements for misdemeanants and female offenders.

I. RECREATION

Three kinds of recreational space are needed: (1) day rooms for indoor passive activities; (2) indoor active recreation such as a

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1 OF 2

small gymnasium equipped with security features; (3) outdoor active recreation. It is not possible to provide the third type of recreation area within the city jail facility but ample space for the first two types of activities already exists.

J. CHAPEL

Indoor recreational areas can be used to serve this purpose.

K. STORAGE

Space for the storage of operational janitorial supplies. Jail security is improved by the provision of special places for the storage of supplies and janitorial equipment.

L. LIBRARY

Separate floor space for the provision of a truly adequate library is not feasible in the city jail. Arrangements should be made with the public library system for special services to detained prisoners.

M. MAIL SERVICE

Small space should be provided near jail records for the sorting of incoming mail for inmates.

N. PUBLIC WAITING AND TOILET FACILITIES

A public waiting room should be located at the main entrance, outside of the security perimeter of the detention facility. The area should be adjacent to but separated by security from the inmate receiving and discharge area.

O. PRISONER HOUSING

This area, of course, will consume the major portion of the floor space

available in the detention facility. The standard area allotment per prisoner is recommended at 100 square feet in security areas and 75 square feet in dormitory or ward facilities. As previously recommended, misdemeanor and felony offenders should be separated.

P. INMATE CANTEEN

No special allocation of floor space for canteen is recommended. Instead, it is suggested that the jailor stations be stocked with a small supply of personal grooming effects, tobacco, etc., and that a record of purchases be kept by the jailor and that these articles be sold to prisoners at cost.

Recommendation 5

MINIMUM STAFFING FOR THE FACILITY SHOULD INCLUDE THE FOLLOWING:

A. DIRECTOR

This individual will have ultimate responsibility for operation of the detention facility and for carrying out the policies set by the city and county. This is a sensitive and demanding position that requires professional maturity and abilities in agency administration. Selection qualifications for this position should include obvious maturity and the capacity to make clear, sound judgments; and preferably a master's degree in one of the behavioral sciences (psychology, sociology, social work, anthropology, etc.) but not less than a bachelor's degree. Proven success in correctional administration should be a prerequisite for the person selected. A statement of policy which includes an outline of the mission and goals of the institution should have first priority after a director is selected.

B. ASSISTANT DIRECTOR

Personal qualifications for this person should include maturity and mental stability, as suggested for the director. Minimum education requirements are a bachelor's degree. Since this is a middle-management position, the person should have experience in a detention or correctional facility with specific knowledge of security and program measures.

C. TEN MALE DETENTION OFFICERS AND FOUR FEMALE DETENTION OFFICERS

Minimum educational requirements for these persons should be the completion of high school, or equivalent, maturity and career goals in the field of correction.

D. ONE CLASSIFICATION AND COUNSELING OFFICER

Minimum educational requirements are a bachelor's degree in social science and demonstrated knowledge of the field of correction. Preferable educational qualifications are a master's degree in social work.

E. TWO FULL-TIME CLERICAL STAFF POSITIONS

One to serve as secretary to the director of the detention facility and the other to be responsible for the maintenance of general records and office duties.

F. ONE CHIEF COOK AND TWO ASSISTANTS

G. A MINIMUM OF THREE SUPPORT STAFF TO HANDLE THE LAUNDRY AND CLOTHING, CLEANING AND MAINTENANCE FUNCTIONS.

Recommendation 6

AT A MINIMUM THE FOLLOWING DETENTION RECORDS SHOULD BE MAINTAINED:

A. INMATE IDENTIFICATION DATA

Admission records on people confined should include:

1. Name, complete with aliases
2. Address and telephone number on arrest and permanent address, if any
3. Age and date of birth
4. Social security number
5. Race, sex, height, weight, color of eyes and hair
6. Name, address and telephone number of next of kin
7. Marital status
8. Date and time of confinement
9. Offense
10. General physical and mental condition on admission

This basic identifying information should be kept in a revolving card file as a record convenient to the admitting officer, so that he might know all persons currently in confinement.

B. DISCHARGE DATA

A space on the reverse side of the admissions card should be provided for the recording of information to be obtained on discharge, including:

1. Date of release or transfer
2. Official disposition of case
3. If the person is sentenced, the date of sentence and sentence expiration should be recorded.

C. SOCIAL RECORD

Typically this record should be comprised of the following:

1. Personal family history data
2. Medical information prior to jail admission
3. Medically-documented information concerning any illness experience during confinement
4. Information concerning specific work assignments within the jail or outside work assignments
5. Staff notation of the inmate's behavior, disciplinary reports and the particulars of any control problem experienced on confinement
6. Release plans and the particulars of any involvement with community groups and social agencies engaging in inmate assistance, such as vocational rehabilitation, mental health, welfare, etc.
7. Any available psychological diagnostic information.

D. FISCAL RECORDS

Fiscal records that reflect the actual cost of detaining persons should be kept separately from all other records. Carefully kept records will insure that the detention operational budget is followed and the need for additional funds from time to time can be documented.

Recommendation 7

THE FOLLOWING GENERAL POLICIES ARE SUGGESTED AS GUIDELINES FOR THE OPERATION OF THE DETENTION FACILITY:

- A. THE POLICY OF USING TRUSTIES AS SUPPORT STAFF FOR DETENTION OPERATION SHOULD BE RE-EVALUATED WITH AN EYE TOWARD ABANDONMENT OF THE PRACTICE. Consideration should be given to reimbursing trustees for their work and, in turn, letting them pay the county and city for their housing and maintenance and requiring them to support their families out of the income derived.

- B. THE DETENTION FACILITY SHOULD BE USED TO HOUSE ONLY THOSE PERSONS AWAITING TRIAL OR AWAITING SENTENCE.

All persons receiving an institutional sentence should serve their time either under community supervision or in Parchman, depending on the severity of sentence.

- C. DETAINED PERSONS SHOULD BE SEGREGATED ON THE BASIS OF SERIOUSNESS OF OFFENSE AND SEX RATHER THAN ON THE BASIS OF RACE.

- D. COST ACCOUNTING PROCEDURES THAT ACCURATELY REFLECT THE COST OF DETENTION OPERATION SHOULD BE DEVELOPED.

- E. THE USE OF ISOLATION CELLS AS A DISCIPLINARY MEASURE SHOULD BE KEPT AT A MINIMUM AND NO PERSON SHOULD BE PUT IN ISOLATION WITHOUT DIRECT APPROVAL OF THE DIRECTOR OF THE DETENTION FACILITY.

Recommendation 8

CIRCUIT COURTS, MUNICIPAL COURTS, JUSTICE OF THE PEACE COURTS, AND YOUTH COURTS SHOULD INSTITUTE THE FOLLOWING PRACTICES TO FACILITATE DETENTION ADMINISTRATION AND ADMINISTRATION OF THE HINDS COUNTY PENAL FARM:

- A. THE PRACTICE OF ADMITTING JUVENILES TO JAIL FOR DETENTION AND THE PRACTICE OF SENTENCING JUVENILES TO THE HINDS COUNTY PENAL FARM SHOULD BE TERMINATED IMMEDIATELY.

Occasionally juveniles are admitted to the county jail for detention awaiting court disposition. This practice is contrary to accepted juvenile court procedures, and in Hinds County is certainly unnecessary, since the county and city have a juvenile detention facility. Further, juveniles are occasionally committed to the Hinds County

Penal Farm. Most state statutes prohibit the sentencing of juveniles to institutions designed to serve sentenced adults, and for good reason. The best hope for preventing and controlling crime rests with our efforts to prevent juvenile delinquency. The goal of preventing delinquency and subsequently preventing crime cannot be realized by sentencing juveniles to adult institutions.

- B. THE MUNICIPAL AND JUSTICE OF THE PEACE COURTS SHOULD CONSIDER ESTABLISHING A PRACTICE OF PERMITTING PERSONS WHO ARE SENTENCED TO PAY THE FINE ON AN INSTALLMENT BASIS.

The incarceration of people for inability to pay fines was found unconstitutional by the Supreme Court of the United States in April, 1971. However, above and beyond the legal issue is the issue of logic and economics. Fines can be a deterrent to crime in certain instances. This deterrent effect is lost when a person is jailed because he is unable to pay a fine in a lump sum; and not only is the deterrent effect lost, the public then has to assume the cost of the maintenance of the individual while he lays out his fine and frequently also has to assume the maintenance of that individual's family. Everyone loses in the process, and especially the taxpayer.

NCCD recognizes that county government cannot dictate the activities of the court but since courts control who is detained and how long they stay, courts directly affect detention administration. The above recommendations are made in an effort to improve the economy and efficiency of detention operation.

Recommendation 9

IT IS RECOMMENDED THAT THE COUNTY PHASE OUT THE OPERATION OF THE COUNTY FARM.

This recommendation is based on the fact that persons who do not require maximum security confinement can be served more economically by a good probation program and the chances for rehabilitation are much greater. While in the process of phasing out the penal farm, the following minimum programs and policies should be instituted:

- A. REGULAR CLINICS FOR SICK CALL AND MEDICAL SUPERVISION OF MEDICATION SHOULD BE INSTITUTED.
- B. THE PRACTICE OF HAVING INMATES WEAR LEG SHACKLES AND BE ISOLATED IN 4' x 4' AND 4' x 6' CONCRETE CELLS SHOULD BE ABANDONED.
- C. THE PRACTICE OF WEARING SIDEARMS INSIDE THE INSTITUTION IS DANGEROUS AND UNNECESSARY AND SHOULD BE DISCONTINUED IMMEDIATELY.
- D. A WORK RELEASE PROGRAM FOR THOSE PEOPLE WHO HAVE JOBS SHOULD BE INSTITUTED IMMEDIATELY.
- E. EFFORTS SHOULD BE INITIATED TO GET THE STATE TO PROVIDE A VOCATIONAL REHABILITATION COUNSELOR FOR THE FACILITY.
- F. INMATES WHO ARE ASSIGNED TO WORK PROGRAMS FOR THE COUNTY SHOULD BE REIMBURSED A MINIMUM WAGE FOR THEIR WORK, AND SHOULD BE REQUIRED TO PAY THE COUNTY FOR THEIR HOUSING AND MAINTENANCE AND, WHERE APPROPRIATE, SHOULD ALSO BE REQUIRED TO SUPPORT THEIR FAMILIES.

Current operation of the penal farm is at least five times as costly as an adequate probation program would be and though no study of recidivism

at the penal farm was conducted, experience throughout the United States indicates that probation is more than twice as successful in rehabilitation as are institutions of this nature.

CONCLUSION

The National Council on Crime and Delinquency was employed to determine Hinds County's jail needs. After a thorough study, the conclusion was reached that Hinds County needs no additional facilities. In fact, they have more than enough at present, provided city and county government can agree to cooperate on the joint administration of an adult detention facility, namely the city jail. If these two local governments are unable to come to an agreement, the capital cost to the Hinds County taxpayer for a new facility will be approximately \$3 million. Such an expenditure is not called for at this time.

APPENDIX A

TABLE I

ADMISSIONS TO HINDS COUNTY JAIL
JANUARY 1 - DECEMBER 31, 1970
BY SELECTED CATEGORIES AND PERCENTAGE OF TOTAL ADMISSIONS

<u>Category</u>	<u>Number of Admissions</u>	<u>Percentage of Total Admissions</u>
Drunk	1,360	38.37
DWI	411	11.60
Violation ABC Law	3	.08
Misdemeanant/Property	211	5.95
/Person	477 ^a	13.46
Felon	328	9.26
/Property	114	3.22
/Person	70 ^b	1.98
/Capital Offense	69 ^c	1.95
/Narcotic/Drug	1	.03
Civil Disorder/Riot	79	2.23
Child Support/Neglect/Contempt	3	.08
Probation Violation	9	.25
Parole Violation	194	5.47
Traffic Ordinance	9	.25
Other Ordinances	12	.34
Unknown		
SUBTOTAL	3,351	
Sanity	115	3.24
Hold for Parchman	40	1.13
/Military	15	.42
/State Hospital	5	.14
/Hinds County Penal Farm	1	.03
/Other Court/County	3	.08
Material Witness	8	.23
Return from Hinds County Penal Farm	2	.06
Surrendered on Bond	4	.11
TOTAL	3,544	99.96

^aIncludes prostitution (1), vagrancy (13), practicing law w/o license (1)

^bMurder, rape, armed robbery

^cIncludes 3 glue sniffing cases

TABLE II

ADMISSIONS TO HINDS COUNTY JAIL
JANUARY 1 - JUNE 30, 1971
BY SELECTED CATEGORIES AND PERCENTAGE OF TOTAL ADMISSIONS

<u>Category</u>	<u>Number of Admissions</u>	<u>Percentage of Total Admissions</u>
Drunk	731	34.71
DWI	371	17.62
Violation of ABC Law	11	.52
Misdemeanant/Property	96	4.56
/Person	248	11.78
Felon /Property	160	7.60
/Person	52	2.47
/Capital Offense ^a	46	2.18
/Narcotics/Drug	57	2.71
Child Support/Neglect/Contempt	25	1.19
Probation Violation	2	.09
Parole Violation	12	.57
Traffic Ordinance	133	6.32
Unknown	<u>2</u>	.09
SUBTOTAL	1,946	
Sanity	68	3.23
Hold for Parchman	25	1.19
/Military	4	.19
/State Hospital	3	.14
/Hinds County Penal Farm	11	.52
/Other Court/County	26	1.23
Material Witness	4	.19
Return from Hinds County Penal Farm	4	.19
Surrendered on Bond	12	.57
Fugitive from Justice	<u>3</u>	.14
TOTAL	2,106	100.00

^aMurder, rape, armed robbery

TABLE III
 COMPARISON OF PERCENTAGE OF ADMISSIONS
 IN SELECTED CATEGORIES
 DURING 1970 AND FIRST SIX MONTHS OF 1971

<u>Category</u>	<u>1970</u>	<u>First Six Mos. 1971</u>
Drunk	38.37	34.71
DWI	11.60	17.62
Violation of ABC Law	.08	.52
Misdemeanant/Property	5.95	4.56
/Person	13.46	11.78
Felon /Property	9.26	7.60
/Person	3.22	2.47
/Capital Offense	1.98	2.18
/Narcotics/Drugs	1.95	2.71
/Civil Disorder/Riot	.03	--
Support/Neglect/Contempt	2.23	1.19
Probation Violation	.08	.09
Parole Violation	.25	.57
Traffic	5.47	6.32
Unknown	.34	.09
Sanity	3.24	3.23
Hold for Parchman	1.13	1.19
/Military	.42	.19
/State Hospital	.14	.14
/Hinds County Penal Farm	.03	.52
/Other Courts/Counties	.08	1.23
Material Witness	.23	.19
Returned from Hinds County Penal Farm	.06	.19
Surrendered Bond	.11	.57
Fugitive from Justice	--	.14

APPENDIX B

JACKSON-HINDS COUNTY CORRECTIONAL AUTHORITY

*This is an action program proposal related to
Recommendation Number 2 on page 2.03.*

PURPOSE AND PHILOSOPHY

The purpose of this authority is to improve the criminal justice process and to increase human assistance services, thereby reducing continued criminality and increasing public safety. These services will address a number of factors which are known to be crime-linked, including socio-economic and cultural difficulties, inter and intrapersonal problems, drug addiction (including alcoholism), etc. Community investment and involvement is essential and must be maximal.

GOALS

In order to create the Jackson-Hinds County Correctional Authority, one umbrella administrative agency will be designed to conduct a coordinated and complete program of adult and juvenile detention (including intake screening), and to implement a full range of services to both adult and juvenile offenders in the community.

A concomitant goal is the deflection of people who have not committed criminal acts from the traditional criminal and juvenile justice process. As a result of the lack of an alternative service system and process, the exercising of criminal sanctions has been extended to include large numbers of people for whom this process is not only unnecessary but debilitating. With this program, behavior which is troubling and disturbing to the community,

but in and of itself not criminal, will be understood to be symptomatic of other difficulties. The staff of the correctional authority will direct individuals in the noncriminal category (both adults and juveniles) to the most appropriate noncoercive community resource.

ADMINISTRATIVE ORGANIZATION

Board of Directors

A board of directors will be charged with performing supervisory, policy-deciding, and general sanctioning functions as necessary, including the operating of the agency with full fiscal accountability. The board of directors will be composed of representatives from both city and county government, city and county law enforcement, the judiciary, the county bar association, and a representative from both the public and private social agency sectors. The administrative staff will be hired by and be directly answerable to this board.

Director

It shall be the responsibility of the director of the Jackson-Hinds County Correctional Authority to administer all operations of this agency, the basic components of which are described below. He will be accountable to the board of directors for the diligent pursuit of the goals of the program, including careful fiscal control and accountability.

This position will require professional competence, capacity for mature judgment, and seasoned administrative ability. A master's degree in one of the behavioral social sciences, combined with a minimum of five years' administrative experience, should be the minimum requirement for this position.

Deputy Director-Adult Services

A deputy director shall establish and supervise the full range of detention and social service assistance to adult offenders in Hinds County and shall be directly responsible to the director. As with all staff of this agency, the deputy director must work in close cooperation with the courts, the police, and community resource agencies.

Correctional Counselor

In addition to the deputy director and the staff earlier described for the adult detention facility, (see page 2.10), the adult services division should be staffed by no fewer than 4 community correctional counselors. A bachelor's degree with at least two years' experience in counseling work should be minimum requirements for these positions. These counselors will staff a full range of services to Hinds County offenders, emphasizing nondetention, community services, for those who present no physical danger to the community. Program areas are more fully described below.

Deputy Director-Juvenile Services

The Jackson-Hinds County Correctional Authority should assume the functions and services presently administered by the Jackson-Hinds County courts and detention facility. These existing services should be brought into the proposed correctional authority without substantial program or staff changes, for the purpose is to combine program and administrative responsibility, not to interrupt existing services to children.

The deputy director of juvenile services, much like his counterpart in the adult services division, should establish, maintain, and supervise a full range of detention, and social services to children in trouble in Hinds County.

Currently at the Jackson-Hinds County juvenile detention facility, the state of Mississippi administers a program of psychological diagnostic and other evaluative services to children sent there by courts throughout the state. The merging of existing city/county services to children into the proposed correctional authority should not interrupt the state-provided diagnostic and evaluation services.

The major effect of this proposal will be that administrative control and responsibility for detention and other services to children will be vested in the proposed correctional authority and thereby removed from the Hinds County Youth Court. This frees the youth court to be solely a court, discontinuing its present role as both a court and administrative agency.

IMPACT AND RESULTS

With the closing of the Hinds County jail and penal farm, the Jackson City Jail, under this proposal, will become the unified adult detention center for both the city and county. This unified center will be administered by the Jackson-Hinds County correctional authority. Similarly, the Jackson-Hinds County juvenile detention facility will be brought under the administrative direction and control of this correctional authority. This plan will provide centralized management and control for both detention facilities.

The principal impact and result will be achieved through the following program areas.

DETENTION INTAKE SCREENING

The staff of the correctional authority will conduct a program of intake screening at both the adult and juvenile detention centers. For adult offenders, those who do not constitute a real danger to the community, a program of personal recognizance release will be installed as an alternative to money bail. Nondangerous offenders who do not have serious previous records of assaultive behavior and who have established residence in the community will be released on their personal recognizance during the pre-trial phases of their involvement with the justice process. The purpose of this program will be to systematically avoid the prolonged pretrial holding of prisoners who do not need to be detained--unnecessary jail detention is costly in both human and monetary terms.

For the juvenile division of the correctional authority, a carefully administered program of detention intake screening will be established. Children who can be returned to their own homes to await court action will be allowed to do so when their release does not constitute a danger to the community and when there is a high probability that they will return to court.

COMMUNITY CORRECTIONAL COUNSELORS

A cadre of professionally-trained community correctional counselors will work in both the adult and juvenile divisions of this correctional authority. In addition to performing the intake screening task at both detention facilities, as described above, these community correctional counselors will perform the following primary tasks:

1. Conduct a program of diversion of adult regulatory ordinance violators and children who have not committed criminal acts from the court process to the most appropriate human assistance agencies in the community.
2. The counselors will conduct a program involving the gathering of background information on offenders appearing before the court enabling the court to make appropriate dispositions after a finding of guilt.
3. The counselors will deliver services to offenders assigned to them by the courts as an alternative to confinement. Traditional one-to-one casework counseling techniques will be employed, as will group counseling methods and appropriate referrals to direct service agencies in the community.
4. A program of installment payment of monetary fines will be conducted by these counselors. This provides an additional alternative to the courts. In the past, the courts either sentenced an offender to confinement or the courts imposed a monetary fine. When an offender defaults on the payment of a fine, then incarceration results. Under this plan of fine payment by installment, the offender can receive appropriate counseling assistance, continue to work and live in the community, and over a period of time fully satisfy the fine ordered by the court.

WORK RELEASE

On occasions when the courts sentence an offender to confinement in the adult detention facility, the detention staff, assisted by the community

correctional counselor, will administer a work release program. Under this program, offenders will be released to work at their regular places of employment during the work day, and then return for confinement during the evening. Weekend service of jail time has been used with good results in several communities across the country, as has a program of study release for students. The value of such programs is that the offender receives whatever is useful and retributive from jail confinement without having to lose his job, drop out of school or suffer the myriad other ill effects resulting from prolonged separation from the community through jail confinement.

COMMUNITY VOLUNTEERS

Important for the success of this program is the direct involvement of lay citizens with misdemeanor and criminal offenders. In numerous communities around the country, community volunteers have been organized for the direct delivery of helping services to offenders. The thoughtful use of trained and supervised volunteers allows the offender to experience the community as less forbidding and rejecting and allows the citizenry a more intimate understanding of the type of personal difficulty that often results in criminal behavior. Nationally, the experience to date with the use of volunteers in the delivery of criminal justice services has been sufficiently positive to warrant serious consideration in the planning of any new program venture.

Note: It is recommended that the initial funding for the first year of operation for the Jackson-Hinds County Correctional Authority be provided by a Law Enforcement Assistance grant from the Mississippi State Planning

Agency. Supplemental funds for continued operation should be explored from other Federal Government sources such as Department of Labor for employment assistance and counseling, from the State Vocational Rehabilitation Service for testing and job training, and from the Department of Health, Education and Welfare for diagnostic services and professional counseling for those with emotional problems.

1. The first part of the report is a summary of the work done during the year. It includes a list of the projects completed and a brief description of the results. The second part is a detailed account of the work done on each project. This includes a description of the objectives, the methods used, and the results obtained. The third part is a discussion of the results and a comparison with the results of other workers. The fourth part is a list of references.

APPENDIX C

COMPREHENSIVE PROGRAM FOR TREATMENT OF ALCOHOLICS

PURPOSE

One of the factors making the closing of the Hinds County Penal Farm and the obsolete county jail feasible is diverting the drunks from the criminal justice system. In 1970, over 38 per cent of the admissions to the county jail (see Table I, Appendix A) were for simple drunk. In the first six months of 1971 approximately 35 per cent of the admissions were for drunk charges. Figures furnished by the Jackson Council on Alcoholism show that there were 4,000 arrests in Jackson alone (not verified by the survey team) for the offense of drunk.

Alcoholism is the nation's fourth largest health problem. The repetitious arresting and jailing of chronic alcoholics represents a tremendous misuse of criminal justice time, energy, and money.

GOALS

Hinds County is fortunate in having an organization devoted to the treatment of alcoholics. The Jackson Council on Alcoholism, Inc., has capable leadership and dedicated membership, and with the support and assistance of the Jackson-Hinds County Correctional Authority should be able to plan and implement a comprehensive program for the prevention and treatment of alcoholism and drug abuse.

If the council has not already applied for a Health, Education, and Welfare grant under the Comprehensive Mental Health Amendment of 1970 (Public Law 91-211), it is recommended that a grant proposal be submitted immediately.

Hinds County should at a minimum have a twenty-bed detoxification unit with fifteen beds available for male patients and five available for female patients. The unit could be established at either the University Hospital or the Hinds County General Hospital, whichever is the most feasible to the local residents.

IMPLEMENTATION OUTLINE

A. PREVENTION

1. Media Campaigns
 - Print
 - Television
 - Radio
 - Films
2. Speakers Bureau
 - Clubs
 - Churches
3. Youth Campaigns
 - Neighborhood Outreach Teams
 - School Curriculum Development
4. Business, Labor, Industry
 - Industrial Consultants
 - Plant Team Training Cycles
 - Regional Referral Offices
5. Professional Education for:
 - Alcoholism Services Personnel
 - Medical Personnel
 - Teachers
 - Attorneys, Police and Judges
 - Social Agency Personnel

B. OUTREACH AND REFERRAL

1. Alcoholism Referral Center

An agency having prime responsibility for referral of alcoholic clients, with funding and staff resources available for diagnostic evaluations, treatment planning. Would serve as a central point for accepting referrals from social-medical-correctional-educational agencies and institutions.

2. Alcoholism Outreach Workers

Trained individuals available to hospital detoxification units and/or secondary detoxification facilities, for case finding and referral of patients needing detox care, counseling and other services. Outreach workers would maintain liaison with Alcoholism Referral Center and AA members, employers, ASAP, law enforcement agencies, health and welfare, and other organizations.

3. Alcoholism Information and Referral Telephone Line, "Air-Line"

A twenty-four hour telephone line operated by qualified personnel.

4. Alcoholism Referral Directory

A complete listing of all services available to alcoholics and their families. This directory would be used by the "Air-Line" workers and would be distributed to agencies, clergy, physicians, etc.

5. Transportation to and Accessibility of Centers

C. TREATMENT AND REHABILITATION SERVICES

1. Diagnosis and Treatment Planning

Diagnostic team of professionals and paraprofessionals working as a special unit to provide case evaluation and treatment planning consultation service to agencies working with alcoholic clients which would result in a recommended treatment plan to insure appropriate types and levels of care.

2. Detoxification facilities need to be provided in populous areas as follows:

- a. Team of medical personnel study feasibility of treatment and detoxification of alcoholics in Hinds County.
- b. Acute in hospital settings providing full medical backups on an open admission basis.
- c. Secondary in hospitals or free standing facilities with trained staff until client is stabilized.

3. AA, Al-Anon, Al-Ateen Groups

A primary source of service which would be utilized according to the needs of the individual alcoholic client and family.

4. Short-Term Residential Units (Intermediate)

a. Emergency Lodging

To provide crisis services while a treatment plan is being developed. Some units to function additionally as quarter-way houses for clients, coming from state mental and correctional institutions or otherwise needing shelter.

b. Dryout and Reorientation, Stabilization (Emotional and Psychological Readjustment)

Units for clients receiving treatment while they either continue to work or prepare for a return to employment and/or home. Services to include: individual, group, and family counseling; vocational counseling; psychological evaluation; pastoral counseling; and AA meetings. Such units to also provide out-client and followup services.

5. Long-Term Residential Rehabilitation Units offering live-in treatment to rehabilitees who would profit from extended care. The services in these units to include: individual, group, family, and vocational counseling; continued medical care; referrals to vocational rehabilitation, and other social services where appropriate; psychological evaluations; AA meetings; occupational therapy; and pastoral counseling.
6. Graduate Houses to bridge the gap between residential centers and full self-sufficiency. Units may be apartments, where a recovered alcoholic serves as leader for three (3) or four (4) graduates who may reside in the unit for as long as needed, to stabilize his or her new life style, with backup services as necessary.
7. Custodial Care Units and/or Shelter Workshops for clients unable to enter rehabilitation wherein they may maintain physical health in a controlled environment such as a farm setting.
8. Alcoholic Team Training would be conducted periodically at an appropriate facility. Each session would involve a suitable number of clients, plus his or her family and friends in an intensive treatment program, designed to build a support team to work with the alcoholic in his or her recovery career and new life style.

D. AFTERCARE

1. Referrals

- a. To ongoing counseling services provided by local alcoholic counseling associations, clergy, AA groups, Al-Anon, Al-Ateen, etc.

b. To provide job counseling, etc.

2. Ongoing Contact with Outreach Personnel

The latter having been involved with the alcoholic from the outset of his treatment. They could well be the followup persons who are always there for support and even for future help in case of relapse.

3. Evaluation Plans