

STATE OF CALIFORNIA



**LAWS AND GUIDELINES  
FOR  
LOCAL DETENTION FACILITIES**

**PART I**

GUIDELINES FOR THE  
ESTABLISHMENT AND OPERATION  
OF LOCAL DETENTION FACILITIES

**PART II**

MINIMUM STANDARDS  
FOR  
LOCAL DETENTION FACILITIES  
(TITLE 15, CALIFORNIA ADMINISTRATIVE CODE)

**PART III**

**CALIFORNIA LAWS  
PERTAINING TO  
LOCAL DETENTION FACILITIES**

**STATE BOARD OF CORRECTIONS  
JANUARY, 1974**

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PART I  
GUIDELINES FOR THE  
ESTABLISHMENT AND OPERATION  
OF LOCAL DETENTION FACILITIES

PART II  
CALIFORNIA ADMINISTRATIVE CODE  
TITLE 15  
MINIMUM STANDARDS FOR LOCAL  
DETENTION FACILITIES

PART II MINIMUM STANDARDS

CALIFORNIA LAWS PERTAINING  
TO LOCAL DETENTION FACILITIES

State of California

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The Board of Corrections is especially appreciative of the efforts of the Minimum Jail Standards Revision Committee without whose efforts the 1973 Minimum Standards for Local Detention Facilities and the *Guidelines for the Establishment and Operation of Local Detention Facilities* would not have been possible.

Representatives of the entire criminal justice system and its ancillary agencies contributed to the creation of these standards and it is to them and the Revision Committee that the Board of Corrections dedicates this publication.

### MINIMUM JAIL STANDARDS REVISION COMMITTEE

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Miles Perlis, <i>Architect</i> Albert C. Martin & Associates Los Angeles	George Winter <i>Field Representative</i> Board of Corrections
Johu R. Philp, M.D., <i>President</i> California Conference of Local Health Officers	

Secretaries:  
Caroline Johnson  
Paula Siler  
Kathy Mackey

The Board of Corrections also wishes to express its appreciation to the organizations and individuals who contributed to the development of the Minimum Standards for Local Detention Facilities through their testimony at the public hearings held in Sacramento and Los Angeles.

## FOREWORD

Within the State of California, there are almost four hundred local detention facilities—lockups, jails, camps, farms, and other institutions. These range in size from jails that confine one or two prisoners to facilities which house several thousand. They are variously operated by chiefs of police, sheriffs, chief probation officers, superintendents, and other government officials.

Given this remarkable variety of facilities, it is difficult to create one uniform set of standards to govern them all. Clearly, practices and procedures will vary from jurisdiction to jurisdiction, based not only on size but on a host of other factors.

This publication, the fourth revision of the original *Minimum Jail Standards* issued in 1946, is aimed primarily at the city and county jails, although large parts of it also apply to other types of local detention facilities. For the sake of clarity, this document will distinguish four types of city and county facilities:

### *Holding:*

Facilities used for the detention of persons for a period of time not exceeding 24 hours. Such facilities are not required to conform to the Minimum Standards for Local Detention Facilities, although any construction and/or remodeling plans must be submitted to the Board of Corrections for review and recommendations.

### *Type I:*

Facilities used for the detention of persons usually pending arraignment for a period not more than 48 hours excluding holidays and weekends. Such a type I facility may also detain persons on court order either for their own safekeeping or for the specific purpose of serving a sentence therein.

### *Type II:*

Facilities used for the detention of persons pending arraignment, after arraignment and during trial, and upon a sentence of commitment. Detention in such facilities may be indefinite during trial and up to one year upon commitment.

### *Type III:*

Facilities used only for the detention of sentenced persons who have been committed for a period of up to one year.

Type I facilities have usually been referred to as lockups or holding jails and are generally operated by cities. Sheriffs' substation jails operated by some counties also fall within the type I classification. Type II facilities include all main county jails and the larger city jails which retain sentenced prisoners. Type III facilities are operated by the counties as honor farms, road camps, work furlough facilities, and other similar institutions.

## ABOUT THIS PUBLICATION

The *Laws and Guidelines for Local Detention Facilities* is composed of three major parts.

Part I is *Guidelines for the Establishment and Operation of Local Detention Facilities* which is primarily a guide for administrators and managers of detention facilities. The "Guidelines" represent the fourth revision of the original MINIMUM JAIL STANDARDS first issued by the State Board of Corrections in 1946. It includes a statement and discussion of elements essential to the administration and operation of detention facilities. Each chapter begins with a statement of the essential elements to be discussed in the chapter. Those elements which are in one of the California codes are distinguishable from those which are not by references to the codes in which they can be found. Regulations contained in the essential elements are only brief synopses of the regulations and should not be used as an authoritative reference to the regulation.

Part II is actually Title 15, Chapter 1, Subchapter 4 of the California Administrative Code, and the regulations contained therein are minimum standards which have been adopted pursuant to Penal Code Sections 4015, 6029, and 6030 *et seq* by the State Board of Corrections. These regulations will be reviewed biennially and revised as necessary.

Part III is a compilation of the pertinent provisions of the Constitution, General Laws, and statutory codes of the State of California. It is revised regularly and issued by the Board of Corrections as an information service to local law enforcement agencies and the interested public.

The Board of Corrections will distribute revisions to this publication to all Sheriffs, Chiefs of Police, and others who administer detention facilities in the state. Others who wish to maintain up-to-date copies of this publication may write to the State Board of Corrections, 1330 21st Street, Suite 202, Sacramento, California 95814 for revisions.



**PART I**

**GUIDELINES FOR THE ESTABLISHMENT AND  
OPERATION OF LOCAL DETENTION FACILITIES**

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## CHAPTER I

## THE EVOLUTION OF JAILS

The treatment of crime and criminals may someday be used by historians as one measure of the degree of civilization achieved by nations. As nations mature, so apparently do their procedures for dealing with criminals. A positive progression in their methods, from cruel and retributive punishment to regenerative treatment, can be observed.

Similarly, the United States has had its own evolution in concepts of criminal justice. It has had its periods of so-called "frontier justice," military control, territorial governments, civilian vigilantes, and finally statehood, with its inclusion of a constitutional system of civil and criminal justice.

As an extension of that system, the jail has also undergone a remarkable evolution of its own. In the beginning, the jail was used only as a place of temporary detention of persons awaiting trial. But as concern for criminals turned to confinement as a means of social instruction, the jail became a place to sentence convicted persons. It was thought that the loss of personal freedom and the time for meditation would lead to repentance. Today, the jail and its modern companion adult detention facilities—the honor camp or farm, the industrial camp or farm, and the rehabilitation center—are aimed at still another goal, the treatment of sentenced prisoners. Jails and other like facilities now attempt to provide correctional programs to modify prisoner attitudes and behavior.

In California, with its Spanish and Mexican heritage, the jail's ancestor was the *calabozo*, or, as it was known to thousands of early miners and settlers, the "calaboose." Chapter 44 of the Laws and Statutes of California, adopted in March, 1850, six months before admission to the Union, first empowered the court of sessions in each county to establish an official county jail, although by that time dozens of lockups, both public and private, dotted the state. Thus, the jail has a history as long and as varied as the state's.

Until 1949, a century later, the functions of jails were limited by the existing laws. Basically, jails existed to detain witnesses, persons charged with crime and awaiting trial, persons committed for contempt, persons held on civil process, and persons convicted of crime and sentenced to imprisonment therein.

There were no other laws governing the sorts of conditions which were to be maintained in the state's jails, and the sheriff, to whom the law charged the operation of the jail, had no authority to rehabilitate his prisoners. The jail was simply a detention facility.

In 1949, the State Legislature added Section 4018.5 to the Penal Code, which provided that "the Sheriff may, subject to the approval of the Board of Supervisors, provide for the vocational training and rehabilitation of prisoners confined in the county jail." While motivated by a spirit which also brought about considerable reforms in the state prison system that same year, the law was ineffective because the counties had no legal

authorization to expend any funds for such a purpose.

Following the 1957 report of the Special Study Commission on Correctional Facilities and Services on the state's jails, the Legislature passed a number of laws affecting jails. Among these was Government Code Section 29602, which provided that expenses incurred for rehabilitative services for county jail prisoners were county charges, thereby clearing the way for real correctional efforts at the county level. At the same time, Penal Code Section 6030 was added, specifying that the State Board of Corrections had the authority to promulgate state standards for training, employment, recreation, and other pre-release activities "in jails and other county and local adult detention facilities."

The 1957 Commission report noted in particular four trends which then appeared in the evolution of jails and other adult detention facilities. One was the diversification of types of personnel employed in such facilities and in the correctional programs being developed. Another was the reordering of priorities from mere custody to corrections. The third was the professionalization of the jail staff and increased status in local correctional work. And the fourth trend was the better understanding of human and criminal behavior, so that correctional planning and programming could be improved.

A more recent 1970 appraisal by the State Board of Corrections indicates that these observations may have been somewhat premature and sanguine. While some evidence of these trends was found, this report concluded that there was still ample room for improvement and that none of these trends had been fully realized.

Yet, despite these problems, it is becoming more generally accepted that local correctional programs are necessary to an effective criminal justice system. In fact, it is now the policy of the State of California to promote local correctional efforts because they have been found to be more effective in rehabilitation.

In the past, such efforts were limited by the willingness of local taxpayers to support them. But today federal funds are available to local jurisdictions which desire to initiate such correctional programs. However, these funds should be viewed only as supplements to local funding, and local support, both politically and financially, is still essential to effective treatment programs.

New programs, personnel, and public attitudes require modification of traditional jail design and construction. New materials and space arrangements to meet changing program needs have been designed by creative architects. Plans of all new or remodeled adult detention facilities, maintained in a depository by the State Board of Corrections, have served as an adjunct to the requirements of Section 6029 of the Penal Code. The use of such architects and the staff of the Board of Corrections is essential if new facilities are to be expected to fill this latest role of the jail.

In order to effect the reformation of incarcerated offenders, there must be not only a sincere desire and effort to that end but also a serious conviction in the minds of the public and jail staff that many offenders are capable of being reformed.

More specifically, the jail is attempting to gain a new image, one which

portrays it as a beginning, rather than an end, for the men and women confined within. The standards in this publication are presented in the interest of making this image a reality and one more step in the continuing evolution of jails.

## CHAPTER II

**MANAGEMENT AND PERSONNEL PRACTICES**

As in other areas of government and law enforcement, personnel in local detention facilities, both custodial and correctional, have become more specialized. These personnel face demands upon their resources and their initiative unprecedented in the history of jails, demands brought on by the increased volume of their clientele and by the evolution of jails to correctional facilities.

The institutional specialties include food preparation, laundry, medical treatment, religion, library, security, records, education, counseling, employment, and recreation. These areas of expertise indicate the need for specialized training in institutional management.

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**ESSENTIAL ELEMENTS**

1. Each local detention or correctional facility should be under a manager appointed by and responsible to the administrative officer charged by law with the facility's operation.
  2. Facility personnel should be selected on the basis of the specialized institutional skills needed by the facility. Their salaries and job classifications should be commensurate with their responsibilities and skills.
  3. *Basic Training.* All custodial personnel of a type II or type III facility shall be given at least 40 hours of basic training and orientation to their missions and tasks. (15 Cal. Adm. Code 1020)
  4. *Management Training.* All managerial custodial personnel, including the facility manager of a local detention facility shall, in addition to basic training, complete 40 hours of jail management training. (15 Cal. Adm. Code 1021)
  5. *In-Service Training.* All custodial personnel and all managerial custodial personnel of a type II or type III facility shall be given at least 24 hours of in-service training per year. (15 Cal. Adm. Code 1022)
  6. *Number of Personnel.* A sufficient number of personnel shall be employed in each local detention facility to permit intermittent visual supervision of all inmates. There shall be at least one employee on duty at all times on a 24 hour per day basis in a local detention facility or in the building which houses a local detention facility who shall be immediately available and accessible to inmates in the event of an emergency. (15 Cal. Adm. Code 1023)
  7. *Manual of Policy and Procedures.* The facility administrator or manager shall develop and publish a manual of policy and procedures for the facility. Such a manual shall be based upon sound custodial and correctional principles, and shall include plans and procedures for emergencies. (15 Cal. Adm. Code 1024)
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## ANALYSIS OF ESSENTIAL ELEMENTS

*1. Facility Manager*

The administration of local detention and correctional facilities is the sole responsibility of those legally charged with receiving and holding persons charged or committed to them. These administrative officers include sheriffs, chiefs of police, superintendents, chief probation officers, and directors of local (county) departments of corrections or honor camps.

Sound administrative policy dictates that this responsibility and the corresponding authority should be delegated to a facility manager qualified by education and experience to supervise the facility's operation. The concept of facility managers is quite consistent with increased acceptance of specialization in government. Institutional management is itself a specialty, demanding imagination and experience. This has been amply demonstrated in schools and hospitals, where managers have increased efficiency and achieved savings for years.

*2. Selection of Facility Personnel*

The range of personnel needed should vary with the size and scope of the prisoner population. Within a larger facility, it might include custodial/correctional officers and their immediate supervisors, cooks, barbers, nurses, doctors, dentists, clerks, laundry supervisors, janitorial supervisors, counselors, psychologists, social workers, teachers, and various work crew and program supervisors. Given such a variety of positions, no one set of criteria is possible for governing the selection of all personnel.

However, certain minimum qualifications should be established, including good health, height-weight limitations, intelligence, and emotional stability. While some prior institutional experience is often helpful, the essential element is the capacity for learning new tasks under varied conditions, in short, flexibility. Of course, the educational requirement will vary with the position.

In the smaller facilities, it may not be economically feasible to hire all of the above types of personnel. But care should be taken that equivalent services are provided. Such smaller facilities can obtain such services in a number of ways. One is to arrange for contract services, as with a local restaurant for meals in lieu of operating a facility kitchen. Another is to call upon other government agencies to provide special services, as with the county hospital or the county health officer providing health care. Such agreements with the private sector and other portions of the public sector should allow every facility to maintain an adequate range of services for prisoners.

The question of specialization versus generalization in personnel has no simple answer. Where the scale of operation and the responsibilities are large enough, the department may prefer to employ a specialist, as in the case of a supervising cook in the facility kitchen. But the need for special skills must be balanced against the need for flexibility and also the need to provide a career advancement poten-

tial. Flexibility is desirable if the personnel are to be available for assignment to other tasks, both within the facility and elsewhere. The career advancement potential in terms of salary and rank is essential to attract and hold qualified persons for any extended length of service. An example of this balancing is commonly found in sheriff's departments, where the jail line staff is subject to rotational duty assignments as deputy sheriffs. Besides the rotation, there is also the limited opportunity for advancement in the jail. Together, these two present considerable obstacles to specialization in the jail line staff.

### 3. *Basic Training*

All custodial personnel of a type II or type III facility shall complete at least 40 hours of basic training which includes the following topics:

- a. Correctional history and philosophy
- b. Security procedures
- c. Inmate attitudes and behavior
- d. Inmate supervision techniques
- e. Inmate disciplinary procedures
- f. Supervision of special inmates
- g. Minority relations
- h. First aid (if not taken under P.O.S.T. certified training)

Basic training should take place prior to an individual's actual assignment to a post in a detention facility. Recognizing, however, that fiscal realities are what they are, satisfactory completion of basic training is required within one year of an individual's assignment to a detention facility.

The 40 hour classroom basic training program requirement may be locally developed or it may be designed around either the jail operations course certified by the California Peace Officers Standards and Training Commission, or the United States Bureau of Prisons' course titled *Jail Operations: A Training Course for Jail Officers*. If designed around either of these courses, the local facility procedural manual should be included as an additional source of training matter. Basic training requirements are specified in 15 Cal. Adm. Code 1020.

In addition, new employees should be given the opportunity to work along with an experienced staff member for the first week and to study the facility procedural manual.

### 4. *Management Training*

In addition to the basic training requirement specified above, all managerial custodial personnel shall complete at least 40 hours of jail management training which includes, at a minimum, the following subjects:

- a. Fiscal and personnel management
- b. Administrative and logistical support management
- c. Correctional program development
- d. Jail planning
- e. Legal problems in jail administration
- f. Community relations.



It is desirable and economically sound to have jail management training on a multi-county basis, especially in counties where there is only one or a limited number of facilities. Such an arrangement provides opportunities for managers to exchange ideas and experiences as well as to sharpen management skills.

The 40 hour management training requirement may be developed around either the United States Bureau of Prisons' course titled *Jail Management: A Course for Jail Administrators*, or a jail management course certified by the California Peace Officer Standards and Training Commission (P.O.S.T.). Satisfactory passage of P.O.S.T.'s jail management equivalency examination also satisfies this requirement. Management training requirements are specified in 15 Cal. Adm. Code 1021.

#### 5. *In-Service Training*

All custodial and management personnel of a type II or type III facility shall be involved in a minimum of 24 hours of in-service training each year. This requirement may be met by "roll-call" sessions of a few minutes duration or by longer sessions scheduled on a weekly or monthly basis. Such training shall include but not be limited to:

- a. Recent developments in penology and corrections
- b. New security equipment and procedures
- c. Latest legal requirements for the confinement and treatment of inmates
- d. Critiques of recent incidents
- e. Community relations

Attendance and subject matter records should be maintained.

The purpose of in-service training is to keep staff up to date on procedures, to discuss jail incidents and methods of handling them, and to provide feed-back to administration. In-service training should also include material on race and community relations.

Completion of an advanced officer training course certified by P.O.S.T. can be credited to the fulfillment of this requirement if the subject matter may be reasonably applicable to jail operations. In-service training requirements are specified in 15 Cal. Adm. Code 1022.

#### 6. *Number of Personnel*

Law enforcement is one governmental function which must be available continuously without interruption around the clock. As an extension of law enforcement, local detention and correctional facilities must also operate on this basis. These facilities must be prepared to receive new prisoners at any hour and to supervise and protect those prisoners already in custody at all times. This task demands adequate staffing 24 hours a day.

The amount of staffing should vary with the prisoner population, but every facility shall have at least one fixed post inside the building housing the prisoners. This post should be staffed around the clock, seven days a week, which, assuming three eight-hour shifts, will require approximately five positions. The presence of such prisoner

supervision is absolutely essential to the prevention of incidents injurious to prisoners and to the security of the facility. Whenever one or more female inmates are in custody, there shall be at least one female employee on duty at all times. Refer to 15 Cal. Adm. Code 1023 for minimum staffing standards.

There should also be supervisory personnel on duty around the clock, particularly on weekends. The line personnel, if not directly supervised, should have access to supervisors so that unusual or emergency situations can be promptly and properly dealt with.

#### *7. Manual of Policy and Procedures*

A manual of policy and procedures is a necessary element in the management of detention and correctional facilities. The manual should be clear and concise, and be based upon sound custodial and correctional principles which have evolved from experience. In addition to covering routine procedures, the manual should include emergency procedures such as in the case of a fire, disturbance, escape, attempts to rescue, and assaults.

Obviously, some situations will arise which defy anticipation and pre-planning. These unique instances will require imaginative and cautious action by the personnel confronting them. A manual cannot offer solutions to every problem arising in a detention or correctional facility, however, it will provide for greater consistency in most matters.

The actual process of developing such a manual, if line staff are involved is an excellent means of thinking through and gaining concurrence in matters of philosophy and policy. Below is a chapter outline of a manual of policy and procedures currently being used in one California County:

- I. Departmental Organization
- II. Responsibilities and Conduct of Personnel
- III. Receiving Inmates
- IV. Release and Removal of Prisoners
- V. Maintenance of Facility Security
- VI. Inmate Discipline
- VII. Facility Records
- VIII. Food Services
- IX. Medical Services
- X. Sanitation and Maintenance
- XI. Correctional Programs
- XII. Emergency Procedures

There should be provisions for revising the manual as experience and changes in the law require. Responsibility for periodic review and revision of the manual should be specifically assigned to appropriate detention facility staff.

## CHAPTER III

**CLASSIFICATION PROGRAM**

Classification is the process by which an inmate is evaluated as to his degree of custody, talents, and rehabilitative potential. This process should provide each inmate with an integrated program of custody, treatment, training, institutional assignments, and housing.

In both detention and corrections, individualized treatment of inmates allows the optimal matching of facility resources with the inmates' needs and problems. This individualization requires a sound classification process for all inmates. The formality and complexity of such a process will be determined by the size of the inmate population and the variety of classification categories available.

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**ESSENTIAL ELEMENTS**

1. *Classification Plan.* Each administrator/manager of a type I or type II facility shall develop and implement a written classification plan designed to properly assign inmates to housing units and activities according to the categories of sex, age, criminal sophistication, seriousness of crime charged (felon vs. misdemeanor), assaultive/nonassaultive and other criteria such as will provide for the safety of the prisoners and staff. Such housing unit assignment shall be accomplished to the extent possible within the limits of the available number of distinct housing units or cells in a facility.

Each administrator/manager of a type II or type III facility shall establish and implement a classification system which will include the use of classification officers or a classification committee in order to properly assign inmates to housing, work, rehabilitation programs, and leisure activities. Such a plan shall include the use of as much information as is available about the inmate and from the inmate and shall provide for a channel of appeal by the inmate to the facility administrator/manager. An inmate who has been sentenced to more than 60 days may request a review of his classification plan no more often than 30 days from his last review. (15 Cal. Adm. Code 1030)

2. The goals of classification should be the maintenance of facility security, the maximum utilization of inmate talents, and the provision of effective correctional programming.
  3. *Establishing Farm or Camp.* Each county establishing an industrial farm or camp pursuant to Sections 4100-4135 of the Penal Code shall establish a county classification committee. (4114 Penal Code)
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## ANALYSIS OF ESSENTIAL ELEMENTS

*1. Classification Plan*

A classification plan consists of the application of objective criteria to each sentenced inmate to determine his or her assignment to (a) the degree of custody necessary to obtain reasonable security, (b) the particular facility within a multi-facility system and the particular type of housing within the assigned facility, and (c) the type of correctional program.

Each detention or correctional system should first establish a complete description of each facility. Such a description should include the custodial security of each facility and its subunits, the types of housing within that facility (single cells, modules, dormitories, etc.), the available types of correctional programs, and the desired types of inmates for each facility (age, abilities, health, etc.).

The system should have an officially designated classification agent or committee, preferably the latter. If a committee is established, it should include representatives of the facility manager, the facility physician, the chief probation officer, and the custodial staff. The representation of these areas of responsibility and expertise will ensure that the classification process is thorough and effective in terms of its goals. The committee should meet as regularly and frequently as the volume of new inmates dictates.

The classification committee should be guided by a firm set of departmental criteria for classification. These criteria should be uniformly applied to all inmates for an equitable and efficient classification process. Included in these criteria are the crime for which the inmate was sentenced, the length of the sentence, the likelihood of the inmate becoming violent or escaping, the inmate's physical health and the presence of disabilities, the inmate's behavior under any previous commitments, any available psychological or psychiatric observations, and the accessibility of the inmate for visitation.

Information basic to the application of such criteria should include as many of the following as possible:

- a. copy of the arresting officer's report;
- b. current identification material;
- c. all legal documents, including warrants, detainers from other agencies, certified copies of indictments, and commitment or judgement papers;
- d. family relationships and responsibilities;
- e. probation officer's report and other available agency reports;
- f. current progress reports in the areas of work assignments, vocational training, education, psychiatric and medical treatment;
- g. record of disciplinary infractions;
- h. information on crime partners, if any;
- i. prior arrests, especially for sexual assaults;
- j. record of behavior and treatment under prior commitments.

Also vital to the classification committee's proper understanding of each inmate is a statement by the inmate concerning his or her self-assessment, which is preferably obtained in a personal interview with the inmate by the committee. The inmate should be given the opportunity to discuss his or her personal problems, especially as they might relate to criminal behavior, and aspirations for rehabilitation.

## 2. *Goals of Classification*

Given the short-term nature of local detention and corrections, there are three goals of classifications which must be kept in mind. The first goal must be given to security. A classification agent or committee acts with relatively little knowledge about the individual inmate. Yet the security of the facility must be maintained, both in terms of preventing such incidents as escapes and assaults and in terms of protecting that inmate's personal safety. Thus, great care should be given to classifying the mentally defective or retarded, the assaultive homosexual, the escape risks, and the unusually obstreperous.

The classification plan should also include provisions for the emergency reclassification of inmates for security reasons. The facility manager should be given the administrative authority to reclassify inmates on an emergency basis, such as in the case of attempted escapes or assaults. The plan should provide for the prompt notification of the classification committee or agent so that such an administrative reclassification may be reviewed.

An effective classification plan will recognize that the majority of inmates do not require maximum security classifications. To disregard this fact is to incur needless expenses in operations and in facility planning and construction. In addition, there would be inefficient use of medium and minimum security space.

The second goal should be the efficient utilization of inmate resources. Inmates should be assigned to constructive activities during their period of confinement, and such activities can be in the public interest and also have correctional value. The intent is that the human resources of the inmates be utilized as far as practicable to serve themselves and the public. These activities can include public works projects, buildings and grounds maintenance, public vehicle maintenance, and others. Work furlough, insofar as it allows an inmate to keep his or her job while repaying the county for inmate's room and board, is another means of realizing this goal.

The third goal is the placement of the inmate in the most productive type of correctional program consistent with other considerations. Again recognizing the short-term nature of local detention and corrections, the aim must be at assignment to a program which will have value to the inmate following his or her release, such as Work or Education Furlough or vocational training. Post-release references to other social service agencies may be necessary, and for that reason the county chief probation officer should participate in the classification and treatment process.

3. *Establishing Farm or Camp*

Each county establishing an industrial farm or camp as defined in Sections 4100-4135 of the Penal Code, shall have a county classification committee. The committee is required by Section 4114.

Its membership shall be appointed by the sheriff and may include members of his staff and qualified citizens of the county. If there is a county jail physician, he shall be an ex officio committee member. The committee shall meet at least once each week.

## CHAPTER IV

**RECORDS AND STATISTICS**

Records systems are a natural development of our highly complex society. Factual knowledge is one important method of arriving at sound decisions for control of persons confined in jail. It is only reasonable that any request for added budgetary allowances or increased physical facilities be documented. One medium which a local jail administrator can accurately communicate his needs is through substantiation of his request with records and statistics.

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ESSENTIAL ELEMENTS

1. *Population Accounting.* Each facility administrator shall maintain an inmate population accounting system. Such a system shall be in conformity to the requirements of the Bureau of Criminal Statistics of the California Department of Justice. (15 Cal. Adm. Code 1040)
2. *Inmate Records.* Each facility administrator shall maintain individual inmate records which shall include but not be limited to personal property receipts, commitment papers, court orders, reports of disciplinary actions taken, and medical orders issued by the jail physician. (15 Cal. Adm. Code 1041)
3. *Fiscal Records.* Each facility administrator shall maintain fiscal records which will clearly indicate the costs for his detention facility according to generally accepted accounting principles. Such records shall include feeding and clothing outlay, and other program costs. Summaries of such records shall be forwarded to the Board of Corrections within 30 days of the end of each fiscal year. (15 Cal. Adm. Code 1042)
4. A coordinated system should be adopted so that statistical information is readily available when needed.
5. Records and statistics should be maintained, where appropriate, in electronic data processing systems of a type compatible with and accessible to State and Federal law enforcement agencies.
6. *Incident Reports.* Each facility administrator shall maintain a written record of all incidents which result in physical harm, or serious threat of physical harm to an employee or inmate of a detention facility or other person. (15 Cal. Adm. Code 1043)

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ANALYSIS OF ESSENTIAL ELEMENTS1. *Population Accounting.*

These are records relating to the admission, processing and release of prisoners which agencies should be able to maintain on a daily, monthly and annual basis. Included in any complete population accounting should be such items as the arresting agency, sentencing court, charges (misdemeanor or felony) for which arrested or convict-

ed, dates of booking and release, time detained (unsentenced or sentenced by category of male, female and juvenile), manner of release, and fines and bail involved. An accounting should also be made for the various sentences which a prisoner may be serving: straight time, jail as a condition of probation, work furlough, or week-ends.

The requirement that the jail population accounting system be in conformity to the Bureau of Criminal Statistics reporting instructions is based on the need to have standard information for comparison purposes and for planning to meet future needs. Without statistical information describing people and their flow through the justice process, the criminal justice system will remain a segmented, non-system unable to formulate long range plans.

## 2. *Inmate Records*

The inmate record is a repository for all documents relating to an individual placed in custody. It includes copies of receipts for personal property being held for each inmate (Penal Code Section 4003 which requires the booking officer to provide the person being booked with a receipt for the property removed from his person for safekeeping), commitment papers, court orders, and all other data relating to the inmate.

Separate records should be maintained by the facility physician of medical examinations and diagnoses of inmates. The law and professional codes require the patient-physician relationship to be confidential, and communications between them are privileged. However, the general inmate record should contain the date and time of each examination by a physician and also a copy of any orders or memorandum of the physician to the facility staff concerning the inmate's health.

Records should be used by the classification committee to determine the type of custody to which the inmate will be assigned. Detailed records should be maintained on the committee's actions, reclassifications, and any disciplinary actions taken.

## 3. *Fiscal Records*

Fiscal records pertain to the feeding and clothing costs, personnel costs (salaries, sick leave, vacation, retirement benefits, etc.), maintenance costs (janitorial supplies, minor repairs, etc.) and other program costs other than capital structure outlay. These records should also show any revenue, including interdepartmental transfer of funds and payments for room and board by work furlough inmates. Such detailed records allow the facility management and local government to present a precise and accurate accounting of expenditures in local detention and corrections. Fiscal records can be used to justify requests for more resources as needed for these functions.

## 4. *Coordinated Record System*

From a management and administrative standpoint, a coordinated records system is essential. There should be a means by which the inputs, as measured by the fiscal records, can be linked to the outputs, as measured in the population accounting. It is only in this manner



that the efficiency and the effectiveness of the detention and correctional systems can be assessed. The use of comprehensive data permits better planning for the most economical use of manpower, the physical plant, and programs, utilizing such advanced management techniques as a Planning, Programming, Budgeting System (PPBS).

The goal of coordinated records systems is to be able to accurately establish the per capita, per day cost of confining and treating an inmate. Such figures allow a jurisdiction to compare its performance, in terms of costs, overtime and also with other comparable jurisdictions. Such management comparisons depend upon standardized definitions of items to be entered into the cost formulation and also into the description of services.

Where correctional programming is attempted, the inmate records and the population account should be similarly connected. Then data can be accumulated from individual results so that successful programs can be validly extended and duplicated. At this point, population accounting will provide more than just a type of "inventory control" and may serve as a basis for the development of empirical models of human behavior.

#### *5. Electronic Data Processing*

The myriad of records, statistics, and information which is involved in the operation of local detention and correctional facilities is ideally suited to automation. The time-consuming and inefficient manual collection, collation, and retrieval of this material should be converted to electronic data processing. Individual agencies need not purchase computer hardware to achieve this conversion, although it may be desirable if there is to be additional use of the equipment for other departmental functions. There are numerous private programming firms which can adapt existent business-format software (programs) to the needs of facility management and which can also provide leased terminals and other attendant apparatus. In addition to obvious savings in terms of manpower, automated records allow data collation and display which would either be humanly impossible or at least prohibitively expensive if done manually.

Care should be taken to select computer hardware and software which will be compatible with the systems of state and federal law enforcement agencies with responsibilities for data collection. In this way, each agency may expeditiously have access to local data banks for the purposes of statistical aggregation and analysis. Ideally, such access would be directly from machine to machine so that conversions to human-form would be unnecessary. At the same time, safeguards must be maintained to prevent unauthorized and illegal access to those portions of the data systems in which inmate records are stored.

#### *6. Incident Reports*

Any incident which endangers the life of any employee or inmate should be reported in writing. The report should include complete information on the circumstances, participants, and action taken. Local procedures should require the reporting of such incidents for local

administrative review.

The purpose for reporting incidents as specified above is to provide information on the climate in the jail from which an assessment of training needs for the staff can be accomplished as needed. It further provides a record of incident for verification of actions taken should the matter be processed to the courts.

## CHAPTER V

**SEGREGATION**

Segregation, the physical separation of different classes of prisoners, poses a number of problems for facility planning and operation. In general, segregation is intended for the protection of the prisoners segregated, as in the case of separating female from male prisoners, or for the protection of the facility's security, as in the case of isolating an escape risk.

The Penal Code mandates certain basic requirements for segregation, but the facility should be able to provide for administrative segregation as well. This requires a flexible plan of space utilization with a number of special-use cells which can prevent physical, visual, and audible contact between prisoners so segregated.

Segregation should never be based on race, color, creed, or national origin.

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ESSENTIAL ELEMENTS

1. *Female Prisoners.* Female prisoners shall be segregated from male prisoners. (Penal Codes 4001 and 4002)
  2. *Juveniles.* Juveniles shall be segregated by sex and from adult prisoners. (Welfare and Institutions Code 508)
  3. *Other Classes of Detainees.* Persons charged with crimes shall be segregated from persons held as material witnesses, under an order imposing punishment for contempt of court, or under civil process. Each of these non-criminal classes shall be segregated from the other two. (Penal Codes 4001 and 4002)
  4. *Unsentenced Prisoners.* Persons detained for trial shall be segregated from those persons already convicted of crimes and serving their sentences. (P.C. 4001 and 4002)
  5. *Communicable Diseases.* Each facility manager shall segregate all inmates with communicable diseases as they are defined and listed in Title 17 of the California Administrative Code, Section 2500. (15 Cal. Adm. Code 1050)
  6. *Mentally Disordered Persons.* Each facility manager shall segregate all mentally disordered inmates. If a physician's opinion is not readily available, an inmate shall be considered mentally disordered for the purpose of this section if he or she appears to be a danger to himself or others or appears to be gravely disabled. (15 Cal. Adm. Code 1051)
  7. *Administrative Segregation.* Each facility manager shall provide for the necessary administrative segregation of inmates who are determined to be homosexual, mentally deficient, prone to escape, prone to assault staff or other inmates, or likely to need protection from other inmates. (15 Cal. Adm. Code 1052)
  8. Inmates who need to enter and leave a facility regularly, such as work furloughees, should be housed separately in a minimum security area to reduce the introduction of contraband.
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## ANALYSIS OF ESSENTIAL ELEMENTS

*1. Female Prisoners*

Female prisoners shall by law be confined separately from male prisoners. This is specified in Penal Code Sections 4001 and 4002.

It is further required that female staff be provided for such female prisoners. Penal Code Section 4020.4 calls for the appointment of female deputy sheriffs in counties with more than 275,000 population, and Section 4021 requires the appointment of some female staff member to a detention or correctional facility holding female prisoners in counties with less than 275,000 population.

*2. Juveniles*

Juveniles are considered those persons under the age of 18 years. If juveniles are temporarily committed to jails for holding or under judicial orders, they definitely must be segregated and constantly supervised. Section 508 of the Welfare and Institutions Code specifies that, when any juvenile "is detained or sentenced to an institution in which adults are confined, it shall be unlawful to permit such person to come or remain in contact with such adults."

Section 509 of the same code requires the Youth Authority to conduct an annual inspection of "each jail or lockup situated in this State, which, during the preceding calendar year, was used for confinement for more than 24 hours of any minor under the age of 18 years." If the Youth Authority, according to this statute, finds that the jail or lockup is not a suitable place of confinement of minors under the age of 18 years it shall "give notice of its findings to all persons having authority to confine such minors . . . and commencing 60 days thereafter such jail or lockup shall not be used for confinement of such minors" until it has been found, after reinspection, that the unsuitable conditions have been remedied. A similar responsibility is vested in the Judge of the Juvenile Court under the same code section.

Administrative and physical standards and guidelines for detention of persons under the age of 18 established by the Youth Authority as the basis for its approval are not identical with those enacted by the Board of Corrections for detention of adults. Copies of these juvenile detention standards are available through the Office of Community Services, Department of the Youth Authority, State Office Building No. 8, 714 P Street, Sacramento, California 95814.

The Department of the Youth Authority also has statutory responsibility for approval of places of detention for:

- a. Persons convicted of a public offense, who are found to have been less than 21 years of age at the time of apprehension, and who are sentenced to not more than 90 days imprisonment. (Section 1732.4, Welfare and Institutions Code.)
- b. Persons under 21 years of age at the time of apprehension who are sentenced to jail in lieu of payment of fines. (Section 1735, Welfare and Institutions Code.)

For these persons between the ages of 18 and 21, the Youth Authority has developed a separate set of standards. These are known as "Guidelines for Jail Detention of Youthful Offenders, 18-21 Years of Age."

In addition, jails frequently detain persons of immature personality, even though over the age of 18. Effort should be made wherever possible to segregate them for their own protection.

### 3. *Other Classes of Detainees*

Jails are commonly used for the detention of material witnesses, persons ordered confined for contempt of court, and persons held on civil process. Because such detention is not related to crime, Penal Code Sections 4001 and 4002 require that such persons shall be confined separately from those charged with or convicted of crimes and separately from each other.

### 4. *Unsentenced Prisoners*

Until convicted by a court of competent jurisdiction, a person charged with a crime, under American law, is presumed innocent. This distinction is a part of the segregation required by law. Penal Code Sections 4001 and 4002 mandate that those persons committed on criminal process and detained for trial shall be confined separately from those persons already convicted and under sentence.

### 5. *Persons With Contagious Diseases*

For a number of reasons, among those persons confined may be carriers of contagious diseases. These commonly include tuberculosis, venereal disease, infectious hepatitis, and others. Such diseases endanger the health of other prisoners and the facility staff directly and the general public indirectly. For this reason, all prisoners exhibiting symptoms of, or suspected of carrying, a contagious disease, must be examined by a physician as soon as possible. Once such a determination has been made, the carrier must immediately be quarantined, segregated, and placed under medical care.

In the case that a pestilence or contagious disease in or near the jail endangers the health of its inmates, as certified by the jail physician, a county judge may order the temporary removal of these inmates to another place of confinement. Such a move is authorized by Section 4012 of the Penal Code.

It is an impossible task for medically untrained personnel to identify all communicable diseases. For this reason, a medically trained person should be available to effectively handle inmate health problems.

The communicable diseases referred to in this section are specified in Title 17 of the California Administrative Code, Section 2500. Additionally, the Department of Public Health publishes a handy reference titled "A Manual for the Control of Communicable Diseases in California."

#### 6. *Mentally Disordered Inmates*

A local detention facility is not normally equipped or staffed to confine persons who are severely mentally disordered. The Penal Code provides in Section 4011.6 and Section 1368 for a medical examination of persons in jail who appear to the jail staff to be mentally disordered. If a physician's opinion is not readily available, a prisoner shall be considered mentally disordered if he or she appears to be a danger to himself or others or if he appears gravely disabled.

Each detention facility manager has a responsibility to segregate all mentally disordered inmates. A physician's opinion shall be secured within 24 hours of such segregation or at the next daily sick call, whichever is earlier. In the interim the detention facility should provide safe and humane quarters for such persons protecting them and others from harm. A safety cell as described in Article 9, Section 1081 (c) of the 1973 Minimum Standards for Local Detention Facilities shall be used for the housing of only those prisoners who fall under the provisions of Section 1051 of the 1973 Minimum Standards for Local Detention Facilities and/or those prisoners who display bizarre behavior which results in the destruction of cell furnishings or reveal an intent to cause self-inflicted physical harm. Such a prisoner shall be placed in a safety cell only with the approval of the facility manager or watch commander and continued retention in such a cell shall be reviewed a minimum of every eight hours. A medical opinion on placement or retention in a safety cell shall be secured within 24 hours or at the next daily sick call, whichever is earlier, and the prisoner shall be medically cleared for continued retention every 24 hours thereafter. Intermittent visual supervision shall be provided at least every half hour.

If the local detention facility is not equipped or staffed to confine, supervise and treat persons who are severely mentally disordered, such persons may be taken to a hospital approved by the State Department of Health for further psychiatric observation, evaluation and treatment. Penal Code Section 4007 provides for the confinement of county jail prisoners in Department of Corrections' facilities for medical treatment whenever there is a lack of local facilities or the prisoner's behavior is such that he presents a serious custodial problem.

The importance of documentation and maintenance of records pertaining to the handling and processing of mentally disordered prisoners cannot be over emphasized.

#### 7. *Administrative Segregation*

Each facility manager must provide both the space and the procedure for the administrative segregation of inmates who, by characteristics or behavior pose a threat to the peace and security of the facility or a danger to themselves or others. Inmates who may need administrative segregation are the escape prone; the assaultive; the masculine, aggressive homosexual; and, for their own safety, the mentally deficient; the youthful appearing submissive inmate and the effeminate homosexual.

This regulation (15 Cal. Adm. Code 1052) does not mean that an administrator must unilaterally segregate all of the types of inmates discussed above, but only those who demonstrate, by action or appearance, that they will prove to be a problem. Some homosexuals and mentally deficient are able to adjust well to unsegregated housing.

An inmate housed in administrative segregation shall not suffer any other deprivation of privileges than those necessary to attain the objective of protecting the welfare of inmates and staff.

*8. Detention Facility Traffic and Control of Contraband*

Probably the most significant and universal problem to the detention facility staff is the elimination of contraband such as dangerous drugs, narcotics, and weapons. Thus far it appears that total elimination of contraband is only an objective toward which detention facility managers and staff must continue to strive.

A major source of contraband is the inmate who lives in the facility but works in the community such as the member of an outside work crew or a work furlougee. Good classification, body searches, and close work crew supervision are essential elements which reduce the opportunities to introduce contraband. Close supervision is not possible in the case of the work furlougee and good classification is rendered ineffective when the furlougee lives in contact with other inmates who can pressure him into transporting contraband. For these reasons, it is strongly recommended that work furlougees be housed away from the general detention population.

A number of counties in the State have constructed separate work furlough facilities and many have work furlough housing in the same building but isolated from the general jail population. Wherever the population justifies separate facilities, they should be constructed.

## CHAPTER VI

**PUBLIC INFORMATION**

As in any government operation, the public has a right to know how and why its tax dollars are spent in detention and corrections. A proper public understanding of these expenditures and the operations they support is dependent upon the quantity and quality of the information the public receives.

Each facility and department should have a regular public information program as well as procedures for handling special events and emergencies. In particular, the various news media should be provided with accurate and timely information so that the public can be adequately informed at all times.

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**ESSENTIAL ELEMENTS**

1. *Public Information Plan.* Each facility administrator shall develop a plan for the dissemination of information to the public, to other government agencies, and to the news media. (15 Cal. Adm. Code 1060)
2. Representatives of news media should be given correct and exact information with adequate background.
3. Program or agency "overselling" should be avoided.
4. A year-round plan of public information should be maintained and should not be resorted to only in times of strife.
5. Plans should be developed and staff trained specifically for handling of "spot" news.
6. A formal procedure for inmate interviews by the news media should be developed.

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**ANALYSIS OF ESSENTIAL ELEMENTS**

1. *Public Information Plan*

Each facility administrator shall develop a plan for the dissemination of information to the public, to other government agencies, and to the news media. The public and inmates shall have ready access to the following printed material: (a) The State Board of Corrections publications, "Guidelines for the Establishment and Operation of Local Detention Facilities", "California Laws Pertaining to County and City Adult Detention Facilities", and "Minimum Standards for Local Detention Facilities."

The public has a right to know what each government agency does and why. There are a number of avenues by which this information is obtained: the news media, departmental spokesmen, daily contact with the staff, departmental publications, open houses, etc. There are also special segments of the public which may have special interests in detention and corrections: educators, students, workers in such allied fields as probation, the judiciary and the law, key community



leaders (both in and out of government), professional groups, and community service clubs. With such a diversity of items of information, avenues of information, and groups to be informed, each facility and/or department should develop a systematic plan for disseminating information consistently and regularly.

Each agency should evaluate its own strengths and weaknesses and be candid about each with the public. Each employee, possibly as a part of his or her orientation to the facility, should be made aware of these areas so that in daily contacts with the public an accurate and consistent picture is conveyed.

## 2. *News Media*

Normally the bulk of the public's information on government operations is through the various news media. Thus the task of informing the public depends largely on the understanding which can be provided for newsmen.

Facility management should maintain regular relations with the press. This requires a balance between the extremes of avoiding the inquiries of the press entirely and of mounting a campaign of sanguine press releases which may be misleading.

The proper relationship with the news media depends upon full, accurate, and timely information. All the necessary background should be made available so that reporters will understand the context of the news item and appreciate the more subtle implications as well as the obvious. Facility management should understand the pressures and responsibilities of journalists, who must meet deadlines with news, if it desires a reciprocal understanding.

## 3. *"Overselling"*

There is a constant tendency to "oversell" programs, to convey as much positive information as possible. But all too often this verges on exaggeration. Administrators and managers should keep a proper perspective on the entire operation of the facility. There are problems which should receive equal attention from them and from the press. In short, a balanced picture should be presented to the public.

A wise restraint in publicizing certain programs can save much embarrassment at a later date when the exaggerated public image is shattered, as it certainly must be. Facility management should insist on honesty and accuracy, especially contextual accuracy, in all information released to the public.

## 4. *A Year-Round Plan*

To be successful a public program must be continuous. Too often agency administrators direct their agency effectively but neglect any public information efforts until they have some difficulty or something they need—as at budget time. The best time "to put out fires" is before they start. The best time to woo and win public support is before it is needed.

As an example, consider a sheriff who appears before his Board of Supervisors at budget time to request an extensive addition to, or

remodeling of, his jail. If, through the years, he has not brought to public attention by every means possible the problems of the jail, such as overcrowding or inadequate facilities, there is a strong possibility the official and public reaction will simply be: "Everything has been going smoothly. Let's wait." Essential bond issues frequently fail because the proper groundwork has not been laid through the years.

While the most commonly used media, newspapers, television and radio, undoubtedly deserve emphasis, too little effective use is made of other public contact opportunities.

Many agencies make staff members available as speakers before various groups and these frequently are effective within certain fields. They entertain, they provide anecdotes and they have a generally good impression of an agency and its operations. This, however, is not enough. The agency administrator should make certain that vital programs or problems, wherever possible, are discussed at least briefly in any address to such groups. As an example, even though a jail division chief may be called upon to address a service club on the subject of detention operation, there should be included in his review some discussion of the broader aspects of his department's work.

Another area with great opportunity for increasing community understanding and support is in the development of advisory groups or in the encouragement of local organizations to support projects for the aid of jail inmates. Valuable community support may be enlisted by linking these advisory groups with a departmental community relations program.

##### 5. *"Spot" News Coverage*

The agency administrator has another responsibility of great importance making certain that either he or some selected ranking representative is always available to assist the press when "spot" news stories develop. Reporters for newspaper, television and radio work are frequently under pressure of deadlines. Any agency administrator who recognizes this will have a staff member get "on top of" a major news story promptly, will have all essential information gathered and will release it promptly to all interested news media.

This is the most effective kind of press relations. The newsman, who knows that an agency administrator wants him to get a prompt, full and accurate story, will develop a confidence that will be evident in his copy.

Because the detention and correctional facilities of most counties are administered by the sheriff, news pertaining to these facilities, good or bad, will necessarily reflect upon the sheriff's department as a whole. It is therefore advisable that the departmental public information officer represent the facilities to the news media. This will enable an officer familiar with the demands of the media and its representatives to handle the situation in a manner for which he is trained. The facility manager should work with this officer to develop a regular plan for quick and accurate information release in "spot" situations.

#### 6. *Inmate Interviews*

One of the most difficult administrative and management problems in relations with the news media is the granting of inmate interviews. The agency should establish a uniform policy for such interviews and provide interested inmates and representatives of the press with copies of this policy.

The policy will vary with the amount of staff time and space available in a facility, but certain essential elements should be in all policies. Facility management should be informed well in advance of an interview so that adequate time for review of the request and preparations is allowed. The interview procedure should explicitly include supervision by a staff member during the interview comparable to the supervision of normal inmate visitation. Only properly accredited and identified reporters and photographers should be permitted to make interviews. To avoid the impression of inmate "press conferences" only one reporter and/or one photographer should be allowed to interview an inmate at any one time. At times, this can be a pool reporter, who will share the results of his interview with other reporters. When direct physical access to the prisoner is necessary for an interview, the reporter and photographer should be required to sign a release form absolving the agency of liability in case of injuries or death resulting from such access.

In particular, the agency should absolutely require that the prisoner consent to the interview and absolve the agency of any liabilities arising from such an interview. This should be done with a written, signed, and witnessed release form.

In any case where an unsentenced inmate is involved, his or her attorney of record should be informed and required to sign a similar release form; the attorney should also be given the opportunity to be present at any such interview to insure that his client's case is not prejudiced.

## CHAPTER VII

## INITIAL PLANNING OF PHYSICAL PLANT

The architectural principles guiding the construction of jails and other adult detention facilities has advanced in recent years as the result of new design concepts and technology. However, there is still a tendency to design scaled-down versions of prisons and penitentiaries rather than breaking away from the traditional security concepts of steel and concrete.

The need for correctional facilities varies greatly among the counties and cities in California. Their needs range from a single holding area for a few inmates to large systems with diversified facilities designed to house, feed, clothe, and provide activity programs for thousands of inmates. Even where the number of inmates to be housed by two jurisdictions is comparable, the immediate divergent problems of each may call for a different solution in terms of the physical plants.

## ESSENTIAL ELEMENTS

1. Any jurisdiction planning to construct, enlarge or remodel any jail or detention facility should employ an architect with past experience in jail and/or detention facility design.
2. *Letter of Intent.* A city, city and county, county, or any combination thereof which has by a resolution or other formal action by its governing body indicated an intent to build, remodel, or repair any local detention facility shall file a letter of intent with the Board of Corrections within ten days of such action. (15 Cal. Adm. Code 1070)
3. *Submittal of Plans and Specifications.* All plans and specifications submitted to the Board of Corrections in compliance with Penal Code Section 6029 shall be in duplicate at the preliminary plan stage, at any intermediate stages and when final working plans and specifications are developed. A copy of the plans will be forwarded by the Board to the State Fire Marshal for review. (15 Cal. Adm. Code 1072)
4. *Facility Program Statement.* The facility administrator and the architect shall develop a facility program statement as a part of the initial jail planning phase. (15 Cal. Adm. Code 1071)
5. *State Fire Marshal to Review Plans.* The State Fire Marshal shall review all plans and specifications of construction, enlargements, alterations, or repairs, regardless of the cost of such projects, to determine conformance with fire and life safety requirements. (13143 Health and Safety Code)
6. The process of developing a Facility Program Statement includes a series of important steps.
7. The selection of a site should be based on complete program information.
8. Cost estimates on construction and materials should be obtained and evaluated.

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## ANALYSIS OF ESSENTIAL ELEMENTS

### 1. *Experienced Architect*

The design and construction of a local detention facility is a very specialized and esoteric branch of architecture. Facilities of this type pose many problems which only experienced architects can understand.

Any jurisdiction planning to construct, enlarge, or remodel a local detention facility should retain such an experienced architect. His services should be obtained as early as possible to insure his participation in the planning process, particularly the development of program information concerning the facility.

### 2. *Letter of Intent*

A city, city and county, county or any combination thereof which has by a resolution or other formal action by its governing body indicated an intent to build, remodel, or repair any local detention facility shall file a letter of intent with the Board of Corrections within ten days of such action. Such a letter of intent shall specify the facility involved; the intended building, remodeling, or repair; and the estimated cost thereof. Such a letter alerts the staff of the Board of Corrections and the State Fire Marshal so that their knowledge and experience will be brought to bear on the project early in the planning stages.

Penal Code Section 6029 enables any city, county, or city and county to consult with the Board of Corrections concerning the construction or remodeling of adult and juvenile detention facilities. The requirement was intended by the Legislature to insure that local jurisdictions would be provided with the technical expertise necessary to the effective and economical construction and remodeling of the state's local detention facilities. The availability of staff from the Board of Corrections and the State Fire Marshal's Office enables any public agency within the State to utilize the services of an experienced and knowledgeable staff to assist in planning new correctional facilities.

This consultation service is offered by the State in a field that is not only highly specialized but also is controversial in some areas. Planning new or remodeling old correctional facilities often involves large sums of money. This new planning or remodeling happens so infrequently in most areas that the local officials have no experience to meet the demand for specialized tasks involved. State staff members in such circumstances can be of great help in suggesting systematic methods of approach to the problems, in coordinating activities in the local agencies, in advising on the first necessary steps with architects, and in insuring that all persons and groups involved are properly consulted and contribute their part to the completed plans.

### 3. *Submittal of Plans and Specifications*

Penal Code Section 6029 specifically requires that the Board of Corrections review the actual plans and specifications for the construction, reconstruction, or remodeling of any juvenile or adult detention facility of a city, county, or city and county. Chapter 15, section 1072, of the California Administrative Code, requires that all plans, including the schematic and preliminary, be submitted to the Board of Corrections. The Board of Corrections' staff coordinates plan review with the State Fire Marshal's Office in Sacramento. Therefore, duplicate sets of all drawings, schematic diagrams, and plans should be sent to the Board of Corrections. This will allow both reviews to be made simultaneously, saving time and also permitting consultation between the two staffs in case of conflicts or questions.

### 4. *Facility Program Statement*

When submitting preliminary drawings to the Board of Corrections for review, the following information and process descriptions must be included:

- a. Maximum rated capacity of facility
- b. Types of prisoners to be housed
- c. Prisoner movement within the facility and entry and exit from security areas
- d. Food preparation and serving
- e. Staffing
- f. Booking
- g. Visiting and attorney interviews
- h. Activities such as exercise and rehabilitation programs
- i. Cleaning and/or laundering
- j. Prisoner segregation as specified in Penal Code Sections 4001 and 4002 and Article 6 of these regulations.

While the above information is the minimum required under Section 1071 of Title 15, California Administrative Code, it is strongly recommended that the process described in subsection 6, *Preparation of Program Statement* of this chapter be followed whenever a new facility or significant expansion or remodeling of an existing facility is contemplated.

Final decision in the matter of planning detention facilities remain with local officials. Recommendations by the Board of Corrections are not binding. They should, however, be given careful consideration since they are based upon the cumulative experience gained since 1945 in planning hundreds of correctional facilities throughout California.

### 5. *State Fire Marshal to Review Plans*

Section 13143 of the Health and Safety Code charges the State Fire Marshal with the preparation and adoption of rules and regulations establishing minimum standards for fire and life safety in jails and other local detention facilities. Section 13145 assigns the enforcement powers to the State Fire Marshal and other fire officials.

A copy of the letter of intent and copies of plans and specifications are forwarded routinely to the State Fire Marshal by the Board of Corrections. All plans and specifications for jails and other local detention facilities shall be reviewed by the State Fire Marshal's Office to insure that they comply with the controlling fire rules and regulations contained in Title 19 of the Administrative Code. The State Fire Marshal classifies jails and similar detention facilities as Group "D", Division I, Occupancy, and specifies that they shall conform to the requirements of Subchapter I, Chapter I, of Title 19.

The State Fire Marshal's Office in Sacramento maintains a staff to review the plans and specifications of jails and other local detention facilities. This review should be considered mandatory to avoid costly changes in construction to satisfy fire regulations and to avoid the possible liability to both personnel and inmates due to substandard conditions. In practice, the staffs of the Board of Corrections and the State Fire Marshal work closely and simultaneously in their reviews of such plans and specifications.

#### *6. Preparation of Program Statement*

There is no item of greater importance in planning the physical structure of a detention facility than a clear statement of the purposes to be served and proposed means toward implementing these objectives. The programs and goals of the facility must be set forth so that the structure of the building can be designed to fit them.

Planning for detention facilities involves a good many persons and agencies at the local community level. It is very important that all individuals and agencies whose work is directly or indirectly involved with the facility should be informed of plans which might be underway to create new facilities. It is very important that all persons be brought into conferences in the beginning stage of the project.

A planning committee should be established by the jurisdiction intending to construct, enlarge, or remodel a detention facility. Representatives of the affected agencies, facility staff, the architect for the project, and others should be members of this planning committee. Its primary task is to develop the program information for the facility's designers. A representative of the Board of Corrections may be a consultant to this planning committee to give it the benefit of a broader range of experience in procedures and methods used by other agencies.

A competent architect is considered mandatory, and he should be a party to the planning process from the beginning so that he can understand and contribute to the development of the program information. By bringing in the architect at this early stage, he is given the opportunity to obtain the information needed for an effective facility design directly from the operational staff. This information must be in sufficient detail to allow him to prepare preliminary plans with little additional information. The preliminary plans should then be reviewed with the agency and further refinements made as the work progresses. The original submission, however, should contain a well-

conceived plan for the basic elements and scope of the project so that few fundamental changes are necessary.

The program information statement will include such items as:

- a. A justification describing the needs to be met in terms of types of inmates to be handled, existing and projected workloads, the age and condition of existing facilities which help meet the needs or which should be replaced and why construction is necessary to carry out the program.
- b. A statistical summary of the number of bookings, lengths of detention, proportions of classifications (minimum, medium, or maximum security; programmed housing; trusty assignments; etc.) by age, sex, and felony/misdemeanor for the previous ten years. Also community population projections for the jurisdiction and data affecting the rates of arrest and/or detention, such as the initiation of a release-on-own-recognizance program or a citation system.
- c. The adequacy and additional needs for supportive utilities and services such as gas, water, electricity, parking areas, sewage, steam for laundry, feeding, medical, heating and air conditioning.
- d. The location of the desired structure stressing the work flow and traffic patterns and relationship and effect on other buildings.
- e. The effect of new structure on staffing—emphasizing immediate and ultimate additions or subtractions in the number of personnel and the time that changes would be made.
- f. The number of persons to be housed or serviced in the structure, specifying whether inmate or personnel and, if inmates, what degree of custodial restraint is needed.
- g. A detailed description of each building, giving the occupancy purpose or purposes, including flow charts and organization charts showing relationships of the functions within the building.
- h. A description of each room in the building indicating the purpose or function of the room in specific terms, approximate size in square and cubic footage needed and special requirements, such as shape, aisle space, or other peculiarities due to the activity housed.
- i. Equipment list for each room, brief but sufficiently detailed to identify each item, an equipment layout chart showing the location of each item and work flow patterns, a designation of price and whether the item will be furnished by the building contractor or by the issuing agency.

Much of the program information revolves around the degree or degrees of custodial security expected of the planned facility. Generally speaking, there are four degrees of custody: maximum, close, medium, and minimum. Each of these is embodied in a unique set of design and architectural constraints.

Maximum security or custody is reserved for the extremely violent,



the highly prone to escape, and the incorrigible types of inmates. These inmates should be assigned to activities strictly within the main security perimeter, under constant supervision, and housed in single cells, preferably inside cells (i.e., cells whose walls are separate and distinct from the facility's exterior walls). The number of such inmates is generally small, on the order of less than one percent of the county jail population, but provision should be made to accommodate them in the design of the facility.

Close security is generally the highest usual level in local detention facilities. Such a classification is used for inmates who may be potentially violent or liable to escape and who cannot peacefully and safely associate with other inmates. These inmates should be housed in single cells and assigned to individual activities within the main security area under constant supervision. In view of the increasing tendency to sentence felons to the local correctional systems, it would be well to plan on about 10 percent of the county jail population being in this category. This classification is highest type of custody for city jails, making up approximately 10 percent of the city jail population.

Medium security is the next level of custody and the most common classification in local detention facilities. Inmates under this category are considered basically non-violent and capable of group associations and assignments. Their group activities, however, must be confined to the security area of the facility. They may be housed in multiple occupancy cells of eight to twenty persons within the security perimeter. This category makes up about 50 percent of the population of county detention facilities.

Finally, there is the level of minimum security. This classification is composed of inmates who are considered non-violent, capable of group associations, and unlikely to escape, even in the absence of direct supervision. Such inmates may be assigned anywhere in the facility or outside the facility on work details, Work Furlough, etc. Generally they are housed in separate minimum security dormitories of up to 60 persons each. About 40 percent of the county detention facility population can be considered for minimum security.

While the above classifications of custodial security refer primarily to criminal custody and to the custody of male adults, the planning committee should allow in its program information for other forms of detention requiring segregation. These include juveniles, persons held on civil process, persons held for contempt of court, and persons held as witnesses, all of whom must be held separately within a detention facility. Most facilities must also provide for the separated confinement of male and female inmates, so that parallel facilities should be included for the care and custody of female prisoners as well.

The custodial classifications described above should not be confused with the degrees of restraint as defined by the State Fire Marshal in Title 19 of the Administrative Code. Definitions of degrees of restraint in terms of fire regulations are found in Section 4.19, Article 4, Part II, Subchapter 1, Chapter 1, of Title 19.

The custodial characteristics of a detention facility are a factor

around which many planning problems can develop. The degree of custodial security should be dealt with thoroughly at the program information stage. Escapes, often a reflection of too little custodial planning, will bring criticism which could endanger an otherwise good correctional program. On the other hand, too much custodial restraint is extremely expensive and may be detrimental to part of the treatment program. The goal is a sound balance between the two, keeping in mind the high cost of security equipment and fixtures.

The planning committee should take into consideration the needs of all the agencies, groups, and individuals who will be using the facility or providing services to it. It must be remembered that a local detention facility affects and is affected by many persons and groups involved in the administration of criminal justice and the provision of related social services. The planning committee may wish to ask these persons and agencies to submit a concise description of their needs in relation to the facility for inclusion in the program information.

Three areas of services should receive particular attention: food, medical care, and fire suppression. Feeding of inmates is one of the major operations within a facility and requires specific program information about kitchen and dining space and equipment. Medical care, similarly, is critical both as a routine and in emergencies, and the program information should reflect this in designating space and equipment for the facility's medical staff. Fire suppression equipment, exits, and alarms may have to be specified in the program information with the availability of external aid in mind.

#### *7. Selection of Site*

Often the number of sites available for the erection of a local detention facility is quite limited. For city and county jails, the site is frequently determined by the location of the courts and law enforcement facilities. Jails are commonly built within law enforcement facilities. Another trend has been to locate a jail in a centralized complex of government buildings. In any event, careful consideration of the factors listed below is advisable to insure the selection of an optimum site.

The first step in the selection of a site is the preparation of a written specification setting forth the needs from the standpoint of functions. Specific items should be considered in terms of acreage, possible agricultural use of the land for rehabilitation programs, topography, foundation condition, climate, water supply, electrical supply, transportation—with emphasis upon movement of prisoners as well as freight and supplies.

The movement of inmates is not to be taken lightly. Where a detention or correctional facility is located at a distance from the courts and other social service agencies, the cost of transporting inmates can be tens of thousands of dollars annually because of the manpower and equipment involved. Delays and security problems associated with transportation of prisoners may hinder the courts and often necessitate the construction of larger than normal court holding facilities.

Another security factor is the location of the site in relation to its

vulnerability to attack. Sites to be avoided include those which are extremely isolated, those immediately surrounded with buildings which will be higher than the facility, those in poorly lit areas, and those with other similar weaknesses.

The site should also be near a community where supplies and equipment are readily available. Recruitment problems of personnel will be lessened if the advantages of normal community living, such as schools, shopping centers, etc., are available. Visits by friends and relatives contribute to the reformation of inmates. The facility should not be inaccessible to these people.

Unless the facility is to be very small, the cost of the site will represent a small percentage of the total. A mediocre or poor site should not be selected because a lower site cost appears attractive. This type of economy can be very expensive in the long run.

Consideration should also be given to the proximity of other government services and institutions. Laundry and kitchen facilities may possibly be economically consolidated with an existing institution, such as the county hospital. In particular, attention must be paid to the availability of emergency services for the facility. Fire protection, law enforcement assistance in case of disturbances, and medical care are all critical to a facility, so the potential loss of life and property in an emergency should be carefully weighed in selecting a site.

Topography is important. The site should be reasonably level with enough slope to provide good drainage. Ravines, railroads, or water courses running through the site should be avoided. It is essential, before final decisions are made, that studies be conducted by competent technicians to determine foundation conditions, water supply and availability of utilities. The earthquake potential and proximity to any earth faults should also be examined by geologists.

Another vital consideration is the room for expansion and growth of the facility. Barring unforeseen curtailment of arrests and commitment rates, growth of the inmate population and related service needs must be anticipated. The site should provide room for incremental expansion. The alternatives may be costly: either overcrowding in an inflexibly-sited facility, or, less likely, the construction of yet another facility.

Another critical factor is the availability of parking space. Allowance must be made for employee parking, agency vehicle parking (including law enforcement fleet vehicles), public parking, and inmate visitor parking.

In the consideration of the site, it is important to work initially with local groups of interested citizens in the proposed plans. This will tend to prevent much misunderstanding concerning the nature of the institution and its effects upon the community. The "good neighbor" policy is never so important in the life of an institution as at the point of selecting a site. Experience indicates a need for firm decisions once a site has been selected. Some opposition is almost a certainty and unless the decision makers can hold firm, badly needed facilities may be postponed indefinitely or poorly located.

*8. Cost Estimates*

Any city or county planning to construct or remodel detention facilities and interested in getting accurate cost estimates should engage architects and consult builders. Knowing both the local markets and the national trends in the construction trade, they are best able to help arrive at realistic preliminary estimates. Detention facility design is a specialized field and one in which it may well pay to hire architects experienced in the field. The services of an experienced and able administrator, thoroughly familiar with the entire correctional situation in the community who will be in the position to control basic decisions and matters of policy in the planning stages of construction, is of great importance.

## CHAPTER VIII

**ADMINISTRATIVE AREA**

The administrative area, as well as all other sections in a modern California jail facility, should be planned on a long range program. Too many new facilities have been planned "just for today." Consequently, many jails are too small or inadequate the day they are completed.

A good rule-of-thumb planning technique is to develop the building program on anticipated needs for a period of fifty years with initial construction to satisfy needs for the first twenty years. Sufficient thought is not usually given to the additional administrative space that will be required by the increased civilian and inmate populations and changing concepts and needs.

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ESSENTIAL ELEMENTS

1. Locker space, toilets, shower and dressing areas should be provided for all uniformed personnel.
2. Conference areas to facilitate staff development and in-service training programs should be provided in addition to a squad room.
3. Functional office space should be built into design.
4. *Visiting Areas.* Visiting areas should be conveniently located for visitors and maintain a degree of security consistent with the facility's security arrangements. (15 Cal. Adm. Code 1082(h))
5. *Attorney Interviews.* Attorney conference areas should be provided for confidential consultation with inmate clients. (15 Cal. Adm. Code 1082(h))
6. Public lobbies or waiting areas should provide for the comfort and convenience of the public, and be so situated that they do not interfere with general office routine.
7. If personnel are to be fed in the facility, provision should be made for a separate personnel dining room.
8. The armory of the facility should be located within the administrative area, outside the security perimeter.
9. A show up room should be provided for the identification of criminal suspects.

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ANALYSIS OF ESSENTIAL ELEMENTS*1. Personnel in Uniform*

Good grooming should be encouraged in all personnel to demonstrate professionalism of the facility staff. This is particularly true for the uniformed members of the department. The desired goal can be accomplished by providing the facilities to achieve this purpose. Male and female uniformed personnel should each have a locker and shower area. A locker should be provided for each uniformed member of the department. It should be lockable and of sufficient size to

permit the storage of long uniform equipment in an orderly fashion. The locker area should also have fixed benches.

The dressing area can usually be combined with the locker area for dressing convenience. One or more full-length wall mirrors will automatically add to the employees' appearance.

The toilet and shower area should be immediately adjacent to the locker and dressing area. A single shower will suffice in many situations.

### *2. Conference Areas and Staff Assembly Room*

Space should be provided for staff meetings. The space can be designed as a multi-purpose room to conduct classes, receive large groups of visiting local citizens or officials, or for any large gathering that would otherwise interfere with the general operation of the administrative functions. It should provide a quiet, well-ventilated, well-lighted atmosphere.

A conference room should be distinguished from the squad room, as it is usually known, in law enforcement facilities. A staff assembly room is used for briefings, changes of the watch, and other similar routine functions. It should contain a telephone, a radio monitor, blackboards, bulletin boards, and other similar equipment.

### *3. General Office Area*

Too much emphasis cannot be placed on the importance of long-range planning in anticipation of departmental growth. Such planning should include provisions for more personnel, clerical services, records, equipment, storage, communications, power, ventilation and means of segregating persons. Movable walls to create additional rooms when needed may prove helpful. Much can be achieved via the "cluster system" to eliminate useless hallways and lost space and yet maintain efficient and ready access.

One of the most frequently underestimated administrative areas is the room allowed for records and files. Unless the facility anticipates the conversion to more advanced data and records storage systems, such as microfilm, magnetic tape, or other similar innovations, a large amount of space must be set aside for the expansion of such files. It must be remembered that, in law enforcement, files are generally cumulative and will grow continuously over the years. Furthermore, the trend appears to be that each inmate will generate more paperwork and more information to be recorded, filed, and stored each year. Approximately four cubic feet of storage space is needed for each 100 inmates' files, active or inactive.

Separate and adequate toilet facilities for male and female office personnel shall be provided. Use of these toilets by the general public should be prohibited, preferably by their location.

The administrative area where personnel are employed and records maintained is ordinarily contiguous to the detention area. The importance of maintaining maximum security and safety, both for the agency and its charges, in control of movement between these areas cannot be overemphasized.

A policing agency is a constant, 24-hour a day operation without benefit of weekends, holidays, etc., and operates on an emergency basis at all times of the day and night. It is therefore imperative that all security precautions be considered for every phase of its operations and for personnel needs.

#### 4. *Visiting Areas*

Special attention must be given to assure that prisoner reception and release areas are not connected in any manner with the public visiting area. Maximum physical security for all concerned is imperative. The number of visiting spaces required will be dependent upon three variables: the number of prisoners, the number of days per week that visiting is permitted, and the length of time allowed for each visit.

The visiting area's security arrangements should match the general security of the facility. Generally speaking, the jail, because it houses a variety of inmates under a range of degrees of security, should have a secure visiting area which permits no physical contact. But in other minimum security facilities, particularly work furlough facilities, where inmates have contact with the public or with the external environment anyway, an open visiting area is suitable.

When a security visiting room is to be constructed, its walls and ceilings should be sound-proofed. Each visiting stall should be at least 24 inches wide and equipped with stools for the visitor and the inmate. They should be separated by security windows of tempered glass. Communication should be through telephone handsets. Regular telephone company installation of such handsets is preferred to outright purchase of this equipment for installation and maintenance by local employees. Experience has shown that these handsets require constant maintenance. Each visiting area should be under the continuous visual supervision of a staff member, and it may be well to plan for monitoring equipment to show which booths are in use.

Non-security visiting areas can take a number of forms. Visiting stalls without the security windows may be used. A multi-purpose room may be utilized. Another method is to construct a lounge-type room with couches and low tables. Whenever a non-security visiting area is planned, however, it will require, on the average, closer supervision by staff.

#### 5. *Attorney Interviews*

An area should be provided for attorneys, bail bondsmen, probation officers, and/or social service representatives to consult with their inmate clients. This area should be within the security perimeter, but removed from the inmate housing area. Arrangements must be made to provide the privacy and confidentiality normally afforded professional persons and their clients within the limits imposed by security considerations.

#### 6. *Public Lobby and Waiting Area*

There should be a public waiting area which is convenient, comfortable, and under the direct control of the officer on duty. This area

should be so situated that visitors cannot hear or observe the activity in the office section or security area.

A public telephone booth, drinking fountain and toilet facilities should be available for general public use.

#### 7. *Staff Feeding*

A staff dining program is advisable only if the personnel in the facility must have a meal during a watch or shift and cannot leave the facility for meals. If a staff dining program is initiated, only jail personnel should have staff dining privileges; otherwise severe management problems can arise.

In terms of location, the staff dining room must satisfy two conditions. It should be near the main facility kitchen so that the movement of the food and, in most jurisdictions, of the inmate food preparation staff is kept to a minimum. Yet it should be away from the main security area, particularly the inmate housing area, so that female staff members can reach the dining room without danger or embarrassment to themselves or the inmates. Ideally, such a staff dining room would be an annex of the kitchen and also directly connected to the other administrative areas of the facility by a safety vestibule.

#### 8. *Armories*

An armory is a room or vault used to hold weapons. In the context of a jail or other local detention facility, the armory should contain those weapons needed to reasonably suppress a major disturbance within the facility. In those detention facilities which also house the offices of a law enforcement agency, the armory may serve as the depository of the agency's weaponry.

Ideally, each detention facility should have *two* armories. One should be located within the security perimeter, preferably within a secured guard station or post of duty, and contain only non-lethal weapons, including tear gas canisters and aerosol sprayers and batons. These weapons should be immediately available to custodial personnel to quell any minor disturbances with appropriate procedures for accounting for the equipment issued.

A second main armory should be located outside the security perimeter in the administrative areas but away from public view. In addition to the weapons mentioned above, the main armory should hold all firearms to be employed within a facility and special standing orders should be established for the controlled issuance of firearms in case of disturbances with appropriate procedures for accounting for weapons issued.

The interior armory should be contained in a locked cabinet accessible to all custodial personnel. The main armory should be within a walk-in type vault or gun vault. Where individual gun vaults are to be used, these should be kept in a separate, securely-locked room used exclusively for this purpose. Access to the main armory should be restricted to supervisory personnel to insure proper control of weapons.

Where the detention facility armory also serves as the armory for a



law enforcement agency, care must be taken in planning its location to insure that quick and easy access for patrol personnel will not jeopardize the facility's security. Normally such double usage will also necessitate a larger space and require walk-in vaults.

*9. Show Up Rooms*

Although infrequently used, a show up room should be provided. However, due to the infrequency of its use, a show up room may be combined with a staff assembly or meeting area and should be located within the security perimeter.

## CHAPTER IX

**BOOKING AREA**

A jail should be designed to maintain security to discourage escape attempts and facilitate operational efficiency. A well-planned and efficient booking area will save much difficulty and possible lives as well. The principle involved in maintaining good security is to protect employees, society, and prisoners. The possibility of serious injury or death is always present once an escape attempt is put into action.

It is at reception that the prisoner, particularly the experienced offender, will evaluate the entire jail operation. He will pick with uncanny accuracy the most vulnerable points to use to his own advantage. If a loose operation exists he will weigh the chances of escape or he will be looking for a "soft touch" where he can serve his time as easily as possible through manipulation of the personnel and through taking advantage of poor jail practices. It is only reasonable to assume, if the booking procedure and initial handling of prisoners are not efficient, that the remainder of the jail is of similar caliber.

The booking area should be designed to insure a smooth flow of persons and functions in the booking process. A detailed step-by-step description of the complete booking procedure should be furnished the architect.

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**ESSENTIAL ELEMENTS**

1. The location of the booking area should permit easy access for prisoners being received and discourage escape attempts by prisoners.
2. Stairs should never be constructed at the entrance to the booking area.
3. The entrance to the booking area should be an outside door whenever possible, with no corridors or passageways leading to the booking area.
4. *Holding Cell.* A cell for the confinement of arrestees pending their booking shall provide ten square feet per inmate, toilets, washbasins, drinking fountains, and sufficient fixed benches to seat all inmates at its rated capacity. (15 Cal. Adm. Code 1080(a))
5. *Gun Lockers.* A sufficient number of gun lockers shall be provided external to the security area so that no officer shall bring into the security area any firearm. (15 Cal. Adm. Code 1080(b))
6. *Detoxification Cell.* A padded detoxification cell with a maximum capacity of not more than 16 inmates and a minimum of 15 square feet of floor space per inmate shall be provided. (15 Cal. Adm. Code 1080(c))
7. *Secure Vault for Inmate Valuables.* A secure vault or storage space (15 Cal. Adm. Code 1080(e)) and procedures for proper care of inmates personal property must be provided.
8. *Telephone.* A minimum of one telephone shall be available in the booking area to provide booked inmates with their two telephone calls as provided for in Penal Code Section 851.5. (15 Cal. Adm. Code 1080(f))

9. Photography and fingerprint equipment should be conveniently located to the booking desk and properly protected against damage by prisoners.
10. *Shower and Delousing Room.* A shower and delousing room shall be available. All delousing equipment, chemical preparation, and techniques shall be approved by the county public health officer prior to their use. (15 Cal. Adm. Code 1080(d))
11. *Storage Room(s).* One or more storage rooms shall be provided for the storage of inmates' personal clothing, bedding, and institutional clothing. (15 Cal. Adm. Code 1082(j))
12. *Medical Examination Room.* A room should be provided for medical examinations at booking. (15 Cal. Adm. Code 1082(c))

#### ANALYSIS OF ESSENTIAL ELEMENTS

##### 1. *Location of Booking Area*

The booking area entrance should not be readily accessible or visible to the public. Its location should eliminate the possibility of interference from private citizens. The prisoner, on the other hand, will be discouraged from making a spectacle of himself or herself for the benefit of an audience. Incidents involving necessary force make for poor publicity. They are embarrassing to the arresting officer, as well as to the prisoner, and the possibility of serious injury is always imminent.

##### 2. *Stairs*

Experience has shown that prisoners are most unruly during the time when they are removed from the transporting vehicle and are about to be placed inside the security area. For this reason, every effort should be made to avoid an interfloor movement prior to booking and to have the booking area on the same level as the inmate entrance to the facility.

But where such movement is necessary, stairs should be avoided in planning for the movement of prisoners to the booking area. Stairs are dangerous to both prisoners and facility staff in case of a struggle, and the possibility of injuring an officer may tempt the prisoner to be especially difficult. Instead either ramps or elevators should be designed.

Where the choice of elevators is made, they should be used exclusively for prisoner transportation to prevent confusion and mingling of prisoners with other persons. There should be a safety vestibule around the elevator doors on each floor to control access to and from the elevators. The elevators should also be equipped with override controls to be located in the facility's main control center so that they can be completely operated remotely. Such override controls are essential whenever it is anticipated that inmates will be operating the elevators. An additional measure of security can be gained by installing audio-visual monitors in each elevator car so that the main control center can observe its occupants.

### 3. *Entrance to Booking Area*

It is most critical that the booking entrance not be located near any other entrance to the facility. It should be away from public view and also away from any delivery entrances. This separation should extend to driveways as well to eliminate confusion, possible escape attempts or plots, and traffic congestion.

The entrance to the booking area should be an outside door, via a sally port or security entrance, and corridors and passageways should, whenever possible, be eliminated. The door should be constructed with a view panel of tempered glass sufficiently large for the duty officer to identify persons approaching the entrance. In small jails, where personnel is limited, a signal button should be installed in a sufficiently low position to permit an officer to operate it with his knee for assistance in handling a particularly difficult prisoner. When this door is electrically controlled, a combination speaker-microphone, installed about five and one-half feet above the ground, is essential to communication between the officer and the operator of the door.

An essential feature of entering a booking area is a sally port.

In larger facilities where prisoner transport may involve station wagons and buses as well as patrol cars, a small sally port is inadequate. Instead there should be a vehicle security yard, enclosed by a high security fence and equipped with a remotely-controlled security gate (the exterior door) and audio-visual monitoring equipment so that the entire yard can be observed by the gate operator. The yard should be large enough to allow the largest vehicle used to turn around easily and safely. Again it is advisable to allow room for several vehicles in the yard at once.

Whether a sally port, a security yard, or a security yard and sally port arrangement is used, vehicles should not be allowed to remain longer than necessary to complete the prisoner transportation. These areas should never be used to garage or store vehicles. Where a booking entrance is adjacent to a garage or vehicle storage area, care must be taken to insure that the sally port will prevent access to these areas.

### 4. *Holding Cell*

A holding cell should serve to detain prisoners for a few hours pending booking, medical examination, delousing, fingerprinting, and photographing. It should be equipped with fixed benches. The capacity must be on the basis of not less than ten square feet of floor space per prisoner and should not be constructed for more than 25 prisoners. This cell is not to be used for overnight detention of prisoners.

The holding cell must have a toilet and drinking water so that prisoners in the cell do not have to be constantly removed to meet their toilet needs. But because contraband, narcotics and dangerous drugs, and weapons may be hidden or disposed of in the toilet, the waste line from the toilet should be equipped with a screen or filter which can be periodically examined by the staff. Ideally, each prisoner should be given a "pat" search before being placed in holding cell so that at least the more obvious contraband can be stopped. The special

toilet is less to link particular prisoners with their contraband than to block its introduction into the security area of the facility and to prevent the clogging of sewer lines.

#### 5. *Gun Lockers*

Firearms are not to be allowed within the security area except in the event of an emergency and then only if under specific orders. At each entrance to the security area, but particularly at the one to the booking area, there shall be a sufficient number of individual gun lockers, each with its own lock and key, in which officers are to deposit their weapons before entering the security area. These lockers should be located outside of any safety vestibule providing entry to the jail to eliminate the need to bring the gun into the security area. Where possible, gun lockers should be located so that visual supervision is possible.

#### 6. *Detoxification Cell*

No detoxification cell should be built for more than 16 persons, and a minimum of 15 square feet of floor space should be provided for each prisoner at maximum capacity. Detoxification cells should be designed for the temporary detention of persons who are intoxicated by alcohol, drugs, or narcotics. As soon as these persons are sufficiently detoxified, they should be moved to regular housing units for any longer detention. Detoxification cells should be located near a fixed post of duty so that staff can provide continuous supervision. Such supervision is further aided by the installation of large windows of heavy tempered glass which permit unhampered visual supervision, maintain security, and reduce distracting noises and odors which may emanate from such units. However, tempered glass is generally vulnerable to sharp, pointed objects, so that prisoners should be thoroughly searched before being placed into such units. Furthermore, the use of glass instead of bars imposes a greater need for mechanical ventilation of the units. Fresh water should be available for washing and at a basin sufficiently large to accommodate the refuse frequently associated with intoxicated persons. A toilet should also be available. The floor, any protruding fixtures, partitions, and the wall from floor to ceiling should be padded to prevent injuries from falls. The padding material should be at least one-half inch thick, of an inert and self-extinguishing material, non-porous to facilitate cleaning, and of a unitary or laminated construction to minimize vandalism.

Detoxification cells generally face heavy demands on waste disposal systems and ventilation due to the condition of persons confined in them. Therefore, such units should provide extra floor drains, secured against tampering, for ease of cleaning, and larger waste lines from the wash basin and toilet. The units should have mechanical ventilation, capable of supplying at least two and one-half ( $2\frac{1}{2}$ ) cubic feet of air per minute per square foot of floor space to insure adequate fresh air and removal of odors.

In view of the increasing use of drugs and narcotics, as well as alcohol, jails and other local detention facilities can expect to continue

to receive both types of intoxicated persons. However, because the effects of intoxication and detoxification differ substantially between drugs and alcohol, it is highly advisable to provide separate detoxification units for each group.

#### 7. *Secure Vault for Inmate's Valuables*

One of the first requirements upon a prisoner's booking is the removal and storage of his or her valuables and any other personal property. The valuables are small items, including rings, watches, jewelry, wallets and their contents, money, etc. Each of these should be recorded and a receipt given the prisoner. These items are then put in plastic bags or envelopes, sealed and labeled, and stored away until the prisoner's release. These bags or envelopes should be maintained in a property vault or locked property room which is under the direct supervision of a designated staff member or property clerk. Such a vault or property room should be equipped with appropriate filing cabinets or trays to keep the envelopes or bags in an orderly, accessible manner. Using filing cabinets, each 100 inmates' valuables in envelopes or bags will occupy roughly three cubic feet, and there should be enough space to hold the valuables of all inmates at capacity population. Consideration should be given to a special storage space for women's purses. Under no circumstances should any prisoner trusty be permitted to handle valuable property or be permitted inside the area where the valuable property is stored.

Miscellaneous property is so varied in shapes, sizes, weights, and other dimensions that considerable planning must be given to its storage. This property must also be stored in a locked room under supervision of a designated staff member or property clerk. Given that this property can include suitcases, pack frames and back packs, musical instruments, and other bulky items, the room should provide sufficient storage space per inmate at capacity population. The room should be equipped with shelving, racks, cabinets, and bins to accommodate the variety of items stored in an orderly and accessible manner. In larger facilities or in those where floor space is at a premium, consideration should be given to automated storage facilities.

The valuables vault and the miscellaneous property room should be immediately adjacent to the booking area. This centralizes the storage, allows the prisoner to deposit most of his or her personal property in one place, and eases the retrieval of the property upon his or her release.

Prisoners who are being released must not be mixed with those being booked, and so the handling of the property must be somehow separated as well.

#### 8. *Telephone*

Each prisoner is entitled, immediately upon being booked, to two completed telephone calls in accordance with the provisions of Section 851.5 of the Penal Code. It is recommended that a telephone be available in the area of the booking desk for this purpose. In this way the booking officer can supervise the call without leaving the post. A

separate and distinctively marked telephone, preferably on a separate line from the facility's, should be installed to prevent unnecessary delays to the prisoner and accidental access to departmental telephone conversations by the prisoner.

Adequate records should be maintained to eliminate the possibility of a prisoner making false statements that he was deprived of access to a telephone.

#### *9. Photography and Fingerprint Equipment*

Prisoner's photos should contain both front and side views. Photographs should reflect, as nearly as possible, the normal appearance of the prisoner. Consideration should be given to taking photographs of persons with and without their personal wigs and/or glasses normally worn.

Fingerprint equipment should be located in the vicinity of the booking desk. The equipment should be so situated that it is convenient to the booking officer.

Facilities covering the booking procedure, including photographing and fingerprinting of prisoners, should be located inside the security area but outside the regular living quarters. Provision should be made so that civilians can be fingerprinted without entering the security section, and in no event should there be a possibility of intermingling and cross-traffic between inmates and civilians.

#### *10. Shower and Delousing Room*

The introduction of vermin and disease into the jail security area is usually through the medium of the prisoner. Standing orders should exist for bathing and delousing of every prisoner.

Periodic living quarters inspection and a pest control service should be encouraged to insure adequate control of infestation.

The prisoner should be supplied with soap and towel and be required to shower under supervision of an officer. His clothing should be fumigated if necessary and a thorough search of the articles should be made for contraband. The prisoner should not be permitted to come into contact with his clothing until it has been inspected and a "skin search" made.

The shower and delousing process requires a special room. This room should contain shower heads, mechanical ventilation, drains, fixed benches, and necessary equipment for application of delousing agents. Delousing agents should be approved by the local or state health department. Ideally, this room should be immediately adjacent to the property and clothing storage rooms to facilitate the processing of the prisoners.

#### *11. Storage Rooms*

The clothing storage area faces some severe design constraints because it must receive the personal clothing of the newly booked prisoner, issue institutional clothing, and provide for exchanges of personal and institutional clothing each time the prisoner is to appear in court or when released. The area may also serve as the exchange

point for soiled institutional clothing. The storage room must supply two cubic feet of storage space for personal clothing and two cubic feet for institutional clothing or a total of four cubic feet per inmate at capacity population. In terms of issuance and exchange, the most convenient design which is also secure is to locate the personal and the institutional clothing storeroom contiguously.

Additionally, one cubic foot of storage space per prisoner should be provided for the safe keeping of back packs, sleeping bags, bicycles, and other large pieces of personal property which a person may have when arrested.

Mattresses should not be allowed to remain on unassigned bunks because they may be used by prisoners for unintended purposes and will thus require more frequent cleaning and replacement. Therefore, provision must be made for mattress storage on the basis of 5.25 cubic feet of space for 25% of facility capacity population.

In meeting these different needs, the design must also insure a minimum of cross traffic between any of these categories of prisoners even when handled simultaneously. Furthermore, any inmates used to handled clothing must be restricted to institutional clothing only; only the facility staff should be allowed to handle the personal clothing.

Prisoner traffic which is outbound, either to the courts or released, should be separated from inbound traffic to prevent the intermingling of the different categories of prisoners.

It may also be necessary to equip the clothing storage unit with laundry and dry cleaning equipment to prevent infestation of the jail.

## *12. Medical Examination Room*

It is advisable to give each inmate a preliminary health examination at booking. Where there are signs of illness or injury, a more thorough medical examination by a physician or other medical staff member will be necessary. A room should be provided for this medical examination within the booking area, or, as an alternative, the facility's infirmary should be conveniently located so as to serve both the booking area and the detention area within the security perimeter.



## CHAPTER X

**DETENTION AREA AND SECURITY CONTROLS**

In planning a jail or other local detention facility, it must be remembered that it will attempt to serve two purposes: the safe and humane confinement of its inmates as well as the administration of some correctional programming to some of these inmates. This dual purpose imposes significant design limitations on the architecture of the facility.

This chapter is primarily concerned with the design and construction of the security area and its equipment. This is the area of the facility in which inmates are controlled, housed, and treated, and it is the vital core of any local detention facility. Great care should be taken to insure its functional design, keeping in mind all three purposes.

The facility must, in general, be such that it can confine persons who may be violent, liable to escape, or who may pose some foreseeable hazard to the community. This requires considerable attention to institutional security. Yet the facility must also be conducive to correctional programming, and this requires the avoidance of a structure so security-oriented and forbidding that it defeats the program goals.

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**ESSENTIAL ELEMENTS**

1. *Single Occupancy Cells.* Single occupancy cells shall contain a minimum of 43 square feet of clear floor area, exclusive of the area occupied by the bunk, and shall have a minimum width of six feet, a minimum depth of 8 feet, and a minimum height of 8 feet. (15 Cal. Adm. Code 1081(a))
2. *Multiple Occupancy Cells.* A multiple occupancy cell shall house a minimum of four inmates and a maximum of 16 inmates and shall provide a minimum of 25 square feet per inmate. (15 Cal. Adm. Code 1081(b))
3. *Cell Furnishings and Fixtures.* There shall be one standard size 30 x 76 inch bunk for each occupant in a single or multiple occupancy cell. (15 Cal. Adm. Code 1081(a) and (b)). Additional furnishings may include mirrors, clothes hooks, and book shelves.
4. *Dormitories.* Dormitories shall provide a minimum sleeping area of 40 square feet per inmate. (15 Cal. Adm. Code 1081(d))
5. *Day Rooms.* There shall be a day room area which shall contain 25 square feet of floor space per inmate. (15 Cal. Adm. Code 1081(e))
6. *Toilets and Showers.* Water closets and wash basins shall be available to all inmates on a ratio of one of each to every eight inmates or fraction thereof. There shall be a sufficient number of showers at a location to allow every inmate to bathe at least every other day and inmate workers to bathe daily. In no case shall there be fewer than one shower for every 16 inmates. (15 Cal. Adm. Code 1081(f))
7. *Safety Cells.* A safety cell shall house a maximum of one inmate and shall have minimum floor dimensions of not less than six feet wide and

- less than eight feet long. Safety cells shall provide a flush mounted, flushable toilet, padding on all four walls from floor to ceiling and the floor and be equipped with variable intensity lighting. (15 Cal. Adm. Code 1081(c))
8. *Central Dining Room.* There shall be a central inmate dining room of a size recommended in this chapter in every facility of 100 or more average daily population. (15 Cal. Adm. Code 1082(g))
  9. The kitchen should be planned primarily on the basis of the type of food service program.
  10. *Exercise Area.* An exercise area, preferably outdoors, shall be provided in every type II and type III facility. (15 Cal. Adm. Code 1082(a))
  11. *Correctional Program Space.* Sufficient area for correctional programming shall be provided in every type II and type III facility. (15 Cal. Adm. Code 1082(b))
  12. *Infirmary.* There shall be an infirmary in every type II or type III facility designed to house 100 or more inmates. (15 Cal. Adm. Code 1082(d))
  13. The design of the laundry should provide for wet and/or dry cleaning of inmate clothing, institutional and personal.
  14. *Barber/Beauty Shops.* Space and suitable equipment shall be provided for men's hair cutting and/or female hair dressing in all type II and type III facilities. (15 Cal. Adm. Code 1082(e))
  15. Interrogation rooms should be constructed to allow law enforcement personnel to interrogate prisoners.
  16. Corridors should be wide enough to accommodate the traffic of inmates and various institutional carts.
  17. A secure supply delivery area should be constructed away from other entrances to the facility.
  18. Adequate space should be provided for the storage of all supplies.
  19. Sliding doors should be used in preference to swinging doors, and view panels should be installed in all solid security doors.
  20. Guard stations should be designed to facilitate communication and observation.
  21. *Fire Alarm and Monitoring Systems.* There shall be an approved, automatic fire alarm system and an audio or video monitoring system in all prisoner housing units. (15 Cal. Adm. Code 1083 (a) and (b))
  22. Large scale interfloor movement of inmates should be by escalator.
  23. Plumbing and plumbing fixtures should be secure against inmate tampering and vandalism.
  24. *Emergency Power, Lighting, and Fixtures.* There shall be a source of emergency power in all detention facilities. (15 Cal. Adm. Code 1083(b))
  25. Adequate ventilation and climate control should be provided whenever natural ventilation is limited or absent.
  26. Keys and locks should be carefully controlled and serviced by a reputable locksmith.
  27. Materials and fixtures should be carefully chosen for security.

28. *Inmate Canteen.* There shall be provisions made for inmates to purchase commissary items in all type II and type III facilities. (15 Cal. Adm. Code 1082(f))

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#### ANALYSIS OF ESSENTIAL ELEMENTS

##### 1. *Single Occupancy Cells.*

Cells are the most expensive form of housing for inmates due to the cost of security fixtures and hardware. Studies should be made during preliminary planning to ascertain the number of cells necessary, either individual or multiple units. Regardless of cost, however, there must be enough single occupancy cells to meet the legal segregation requirements of Sections 4000 and 4021 of the Penal Code.

There are essentially two types of cells, single occupancy and multiple occupancy. Single occupancy cells provide the greatest degree of flexibility for meeting segregation requirements. They are, however, the most costly type of housing on a per capita basis. In the preliminary planning phase, careful consideration should be given to the extent of the facility's anticipated need for the security and segregation afforded by single occupancy cells. Lack of adequate segregation presents one of the most serious difficulties of a jail administrator.

A single occupancy cell shall have a maximum rated capacity of one inmate and shall contain a minimum of 43 square feet of clear floor area, exclusive of the floor area occupied by the bunk. The width of such a cell shall not be less than 6 feet, the depth shall not be less than 8 feet, and the height shall not be less than 8 feet. Since the standard bunk size of 30 × 76 inches takes up approximately 16 square feet, the normal single cell will contain about 59 square feet of floor area and the typical over-and-under cell will contain about 51 square feet of floor area.

##### 2. *Multiple Occupancy Cells.*

Minimum Standards for Local Detention Facilities require that multiple occupancy cells be designed for not less than 4, nor more than 16 persons. The cell should include a minimum of 25 square feet of floor area per person. Wherever the multiple occupancy cell will serve also as a dayroom, an additional 25 square feet of floor space per person should be provided.

While the per capita cost of constructing multiple occupancy cells is less than the cost of constructing single cells, there is an obvious loss of segregation capacity. As indicated in the discussion on single cells above, careful consideration should be given to the needs the facility will be designed to meet. If the administration anticipates a large proportion of the population will be escape risks, assaultive, predatory, or will have other needs to be segregated from prisoners, sufficient single cells should be constructed for their segregation. Multiple occupancy cells limit the facility's capacity to segregate.

### 3. *Cell Furnishings and Fixtures*

Minimum Standards for Local Detention Facilities require that single and multiple occupancy cells be furnished with one bunk capable of accomodating a standard size 30 × 76 inch mattress for each inmate housed therein.

The bunk must be of the perforated metal sheet or pan bottom type. The "no-sag" spring type are unsuitable in medium or higher security areas because they may be vandalized by inmates who can turn the springs into lethal weapons. Bunks must be securely fastened to the floor or wall, preferably the wall, with security screws. If at all possible, provision should be made for bunk attachment prior to the pouring of cement walls so that reinforcing plates may be imbedded.

Security type mirrors of plexiglass, tempered glass or highly polished metal should be installed in a suitable location in each cell for the purpose of shaving and grooming. The alternative to permanent installation is to issue mirrors at appropriate times, a procedure which may unnecessarily consume staff time.

Depending on the type of inmate to be housed and the correctional program available, consideration should be given to installing clothes hooks, writing desks and book shelves.

### 4. *Dormitories*

Dormitories, large multiple occupancy rooms, can be used to house minimum security inmates who do not need to be segregated and who pose relatively little security risk to the facility and its inhabitants. This is the least expensive form of housing, since the dormitories themselves contain few pieces of security equipment or hardware. Dormitory units shall provide a minimum of 40 square feet of floor area per inmate in a sleeping area which is separate and distinct from the toilet and dayroom areas.

Furnishings should include standard size 30 x 76 inch bunks and clothing lockers (especially where the inmates are to be assigned to work details). An additional design element which is advisable for inmate morale is to install one-half privacy partitions within the bunk area which give some sense of privacy within an otherwise large open space; any such partitions should allow staff supervision at all times from a guard station or corridor. Another feature which has been found to affect inmate attitudes in dormitories is the color scheme of the walls and partitions; drab or monotonous colors should be avoided. Light pastel colors seem to relieve some of the negative institutional aspects of such dormitories.

### 5. *Day Rooms*

Day rooms should be available for all inmates and should include at last 25 square feet of floor area per occupant. Such rooms will allow inmates a place to read, write, or carry on other indoor activities. For prisoners under maximum and close security, such day rooms may be the only relief from confinement in their cells. Day rooms also allow inmates to be excluded from their sleeping quarters during the day so that a regular and uniform sleep cycle can be maintained for all inmates.

Day rooms should be provided with electrical outlets and conduit to permit the installation of radio and television sets. Television in particular has been found to be well accepted by inmates; it is also relatively inexpensive today and requires little supervision other than the setting of hours and selection of programs. Larger facilities may wish to build closed circuit and video tape capabilities as well. These added capabilities permit broadcasts and rebroadcasts of announcements, educational programs, and other material. Video tape can allow the implementation of an educational television series within the facility, perhaps in conjunction with the facility's educational rehabilitation program.

Fixed tables with attached benches should be installed in each day room. Such tables should be 24 inches to 30 inches wide and provide 24 inches of seating space for each inmate. This spacing is especially important if the inmates are to be fed in the day rooms because these tables must then serve as dining tables.

#### *6. Toilets and Showers*

A wash basin and a water closet are required for every eight inmates or fraction thereof. In the male living areas, one urinal or two feet of urinal trough may be substituted for each water closet for up to a maximum of one-third the number of water closets required. A multiple occupancy cell may be designed so that toilets are accessible to inmates from both the sleeping and dayroom areas. Otherwise, day rooms must contain duplicate toilet facilities.

Three types of materials have been used for water closets and wash basins and each has its advantages and disadvantages. Porcelain fixtures are the least expensive, generally the easiest to clean, and the most vulnerable to vandalism. Cast aluminum fixtures with an epoxy coating are more expensive, harder to clean (especially when the epoxy coating has been breached), and less vulnerable to inmate abuse. Stainless steel fixtures are clearly the most expensive, fairly easy to clean, and virtually indestructible. The choice depends upon the type of inmate to be confined, but in general, porcelain fixtures should be used unless absolutely precluded by the probability of vandalism. The lower initial cost and greater availability of service makes porcelain the best general use material.

Another planning decision in regard to these fixtures is the choice between individual and combination units. Again each has its merits and demerits. Individual units more easily comply with local and state health laws. They are more easily fabricated, installed, and serviced, making them less costly. On the other hand, combination units are obviously space-saving and also tend to resist vandalism better due to their unitary construction. A recent compromise which appears to combine the best features of both types has been to install individual units in a concrete stand so that the sink is above and directly behind the toilet bowl, similar to a combination unit. This arrangement is very stable due to the concrete stand and yet retains the economic attractiveness of individual units.

Showers are required on a ratio of one shower for every 16 inmates. The showers should be located in an area easily accessible to inmates such as in the day room or in the toilet area. In the case of a module of single cells, the shower should be located adjacent to the module corridor. When planning the placement of showers, consideration should be given to the fact that water may splash out into a corridor and create hazard to both staff and inmates. It is recommended that additional inmate showers be located adjacent to work areas which require high levels of personal cleanliness such as the kitchen, bakery, and hospital.

### *7. Safety Cells*

Occasionally there is need for safety cells to individually confine a person who is either uncontrollably violent or self-destructive. Such confinement should be temporary only; the proper medical authorities would be immediately notified to arrange for a psychiatric examination of the inmate pursuant to Penal Code Section 4011.6. This section further provides for the removal of such a mentally disordered person from the jail to a facility of the State Department of Mental Hygiene upon an order of the Superior Court.

The purpose of such safety cells is to protect the inmate and others in as humane a fashion as possible. Each such cell should be designed to prevent injury to the confined person.

The floor and the walls from floor to ceiling will be completely padded; extending the padding to the ceiling will prevent the inmate from ripping the padding from the wall. The padding material should be at least one-half inch thick, of an inert and self-extinguishing material, non-porous to facilitate cleaning, and of a unitary or laminated construction to prevent its destruction by teeth or hand tearing. The material should be firmly bonded to the walls and floors with a minimum of exposed edges to reduce opportunities for tearing or ripping.

Protruding fixtures in such a cell are hazards which cannot be adequately padded and may cause accidental physical harm or may be used for self-inflicted abuse. The mandatory standards, therefore, provide for a toilet installed flush with the floor, commonly known as an oriental or turkish toilet, with the flushing mechanism located outside of the cell.

Lighting should be from a recessed security light with tamperproof cover in the ceiling. The light should be controlled by means of a rheostat located outside the cell.

A padded solid door with a viewport of tempered glass covered with a metal shutter should be installed to provide for privacy and allow for visual supervision. If the safety cell can be located adjacent to the booking area or other staff offices, a second view port should be located in the wall to provide for additional visual supervision.

Use of the safety cell shall be limited to confining persons who are either uncontrollably violent or self-destructive and only for the period of time absolutely necessary. The jail physician should approve the

use of this cell to house a particular inmate and when in use, the occupant should be visually checked a minimum of four times hourly. In no case shall a safety cell be used for disciplinary reasons.

#### 8. *Central Inmate Dining Room*

Title 15, Section 1082, requires that there be a dining room in every facility of 100 or more average daily population. However, it is recommended that central dining facilities be provided wherever more than 20 inmates could be fed together. Separate dining areas are more sanitary than feeding within cells or day rooms, and they can avoid much inefficient transportation of food into the residence areas of the facility. Dining rooms also allow cafeteria-type feeding instead of proportioning and moving trays of food around the facility.

The dining area has two constraints in terms of location: (1) it must be near the kitchen to facilitate the movement of the food from the preparation area, and (2) it must be near the inmate residence area to minimize the movement of inmates and the need for staff supervision of such movement.

Ideally, the dining room should be contiguous with the kitchen. This allows food to be passed directly from the preparation to the serving area. Such direct service eliminates the need for food carts, minimizes the changes in food temperatures, and provides the greatest security against pilferage or introduction of contraband. It also greatly simplifies the operation of the kitchen.

Whenever the dining room is to be located some distance from the kitchen, appropriate modifications must be made in both areas. The dining room should provide sufficient room for the unloading of food carts, for hot and cold storage of items not immediately served on the line, and for a separate dishwashing room. Dishware and utensils should be cleaned at or near the point of use to prevent their movement and possible theft by inmates.

The dining room itself should provide 15 square feet of space per setting. Refer to Table I in the following section for the floor space required in dining rooms to serve various numbers of inmates. The number of settings is determined by the number of feedings at one meal. If only one feeding within a limited time is to be used, the room should be able to seat 80 percent of the facility's capacity population at once. The other 20 percent will be working in the kitchen, out on work details, in hospital or security cells, etc. But if continuous feeding is planned, the dining room should be designed to seat no more than 50 percent of the capacity population. The average turn-over time of a table is 30 minutes. Maximum seating capacity of a dining room should not exceed 400 persons.

In terms of fixtures, the first consideration is the type and number of tables to be installed. It is highly advisable to install fixed stainless steel tables which have been designed specifically for institutional use. In general, four-place tables are preferable as they seem to facilitate turnover better than the larger tables.

The serving counter should be of cafeteria-type construction with drop-center serving tables. All counter and related equipment shall conform to Standard Number 2, "Food Service Equipment," of the National Sanitation Foundation.

These counters are very easily cleaned and can maintain both hot and cold food temperature control. Where foods will be held for long periods of time on the serving line, the serving counter should be equipped with appropriate utilities for refrigeration and dry heat units. There should be space behind the counter for racks, refrigerators, and ovens for the temporary storage of items not immediately placed on the line. Where possible, these racks, refrigerators, and ovens should be of the wall-installed reach-through variety that allow food items to be loaded from the rear by the kitchen staff and unloaded from the front by the serving staff.

A separate beverage counter should be provided whenever more than 50 inmates will be served at one seating. For less than 50 inmates, table service of beverages with pitchers will suffice.

It is essential to provide a convenient dish and utensil return from the dining room, preferably directly into the scullery. This is the most sanitary arrangement and minimizes the movement of the dishes and utensils.

Section 28520 of the Health and Safety Code requires that the food service areas of jails and other local detention facilities substantially meet the requirements of that code.

## *9. Kitchen*

A detention facility kitchen must combine the functionality of a modern institutional kitchen with features which protect the security of the facility and which recognize the special nature of the clientele and staff.

In the ideal situation, the kitchen should be located contiguous to the dining room. Reasons for this are cited above. It must in any case be situated for ease of delivery of supplies and for disposal of garbage. It must be remembered that the kitchen will usually be within the security perimeter, so that supplies and garbage will have to move across that perimeter. Such movement should be supervised by custodial personnel, and in the case of receiving supplies, should also be checked by the kitchen employees to insure accountability in deliveries.

The key to an effective kitchen design is the establishment of comprehensive menu planning beforehand. Decisions must be first made as to the number and types of meals to be served to determine how much space and equipment is needed for the kitchen. Included in such pre-planning are the number of inmates to be fed, the sources of supplies, frequency of deliveries, reliance on convenience or prepared foods, and variety of menu offerings.

When the menu plan is completed, the proper food preparation equipment can be selected. These include ovens and ranges, mixers, meat cutting blocks, electric saws and slicers, etc. All such equipment



shall conform to Standard Number 8, "Commercial Powered Food Preparation Equipment," of the National Sanitation Foundation.

Initial space allocations can be made according to the following table on food service areas. Then modifications may be made according to the caveats discussed below:

TABLE I

<i>Food Service Areas</i>	<i>Number of Inmates</i>				
	<i>100</i>	<i>200</i>	<i>400</i>	<i>600</i>	<i>800</i>
	<i>Floor Space Required (in square feet)</i>				
Kitchen.....	400	600	900	1,500	2,400
Storage .....	180	320	480	640	1,000
Platform & Receiving.....	90	100	130	160	200
Maintenance:					
Garbage & Trash.....	42	56	80	100	140
Cleaning Area.....	30	40	48	60	70
Wash Rooms .....	80	100	130	160	200
Office .....	48	80	100	120	140
Dining Room					
(for central feeding).....	750	1,500	3,000	4,500	6,000
Serving .....	100	140	280	320	360
Dishwashing .....	60	120	160	200	240
<b>Total (square feet) .....</b>	<b>1,780</b>	<b>3,056</b>	<b>5,308</b>	<b>7,760</b>	<b>10,750</b>
Number of Seats .....	50	100	200	300	400
Number of Seatings.....	2	2	2	2	2
Number of Serving Lines .....	1	1	2	2	2

Storage area must be allocated with the specific situation of the facility in mind: frequency of deliveries, use of various convenience foods which may be in bulk, canned, refrigerated, or frozen form; and use of fresh meat, fruits, and vegetables, and dairy products. The storeroom, regardless of size, should provide a large locked cabinet, accessible only to authorized kitchen employees, to hold pilferable items such as instant coffee, spices and extracts, canned meats, and honey. In addition, whenever desserts are to be prepared in advance, provision must be made for lockable mobile cabinets to prevent pilferage.

The amount of storage space needed within the kitchen area itself is further modified if nearby warehouse space is to be available. A central government commissary or other warehouse can often hold most of the bulk supplies and cases of canned goods so that a relatively small amount of supplies has to be on the immediate premise for day to day use. This alternative should be examined before planning any extensive pantry space in the facility kitchen, keeping in mind such balancing factors as frequency of deliveries from such a warehouse and the added cost of transporting such supplies.

An area frequently neglected in kitchen planning is the equipment storage area. In addition to adequate room for the normal kitchen utensils, provision must be made for movable racks and food carts, particularly when the dining room is at a distance from the kitchen and requires transportation of food. Food carts are bulky and generally unwieldy, and room must be accordingly made for them. It should be

remembered in planning space for food carts that they have to be loaded in a relatively open area to permit easy handling and that they have to be periodically cleaned. Finally, food carts require extra large aisles and doorways with doors that can be held open for their passage, a feature which at times conflicts with institutional security.

Utensils themselves should be carefully controlled to prevent their theft. All sharp instruments, especially knives and cleavers, should be stored in locked drawers and an adequate kitchen tool control system should be in operation to maintain security of these items.

Virtually every kitchen should be equipped with institutional refrigerators and freezers. The most convenient type are those which have both walk-in and reach-in doors so that smaller items can be reached without opening the larger walk-in door. Another convenient innovation which should be considered is the convertible refrigerator-freezer which can be switched from one function to the other upon demand. The selection of size and type of equipment is entirely dependent upon the menu plans, choice of food preparation methods, and frequency of deliveries. Regardless of type, all cold storage equipment shall conform to Standard Number 7, "Food Service Refrigerators and Storage Freezers," of the National Sanitation Foundation.

It must be remembered that every refrigerator and freezer has to have a condenser unit for heat exchange. Self-contained units, built under or over the refrigerator or freezer, will release tremendous amounts of heat into the immediate space around the unit as well as reducing the storage capacity of the equipment. A frequent mistake is to plan such self-contained units into a general storeroom of the kitchen where the generated heat results in spoilage and deterioration of other foodstuffs stored there. A separate, well-ventilated room should be planned whenever such self-contained units are to be used. Where the refrigerators or freezers are of the type with separate condenser, space should be allocated for these units. It should go without saying that a hot kitchen is not the place to locate heat-releasing condenser units.

Provisions should be made for a food manager. He or she should be provided with an area within the kitchen to maintain kitchen records, manuals, catalogs, and other materials. The kitchen area should also provide space for a desk, chair, bookshelf and filing cabinet for the cook involved in the supervision of the feeding. If possible, this area should be enclosed to free it from the noise and other distractions of the kitchen but maintain visual supervision of the cooking area.

The scullery should be convenient to the dining area and properly equipped according to the capacity inmate population. In facilities with less than 100 inmates at capacity population, a three-compartment sink will provide this cleaning capacity, but with 100 or more inmates, automatic dishwashers should also be installed and manual washing reserved for pots and pans. All automatic dishwashing equipment shall conform to Standard Number 3, "Commercial Spray-Type Dishwashing Machines," of the National Sanitation Foundation.

Another sanitation requirement is the provision of effective and

ecologically sound waste disposal systems. A clear and concise description of the types and quantities of waste products of the kitchen should be given the architect. Only then can he plan for the appropriate combination of garbage disposals, hammermills, compacters, container crushers, incinerators, and garbage cans. Waste disposal systems are becoming increasingly complex due to the nature and amounts of waste products and to the need to protect the environment, so that care should be exercised in both the production and disposal of waste products. At the same time, facility security must not be jeopardized by the disposal system in terms of exits, disposal chutes, and other similar items.

The kitchen area must also provide the sanitation requirements of its workers by providing them with adequate toilet and lavatory facilities as required by Section 2857 of the Health and Safety Code. One toilet and one wash basin should be provided for each 16 workers or fraction thereof. In those facilities which may employ female kitchen staff or dieticians, separate facilities should also be installed for them.

#### 10. *Exercise Area*

Exercise, preferably in sunlight and fresh air, serves several functions. It promotes better health among the inmates, it provides recreation for the inmates, and it allows an outlet for the inmates' energy which might otherwise pose management problems. A secure exercise area must be incorporated into every type II and type III facility.

Each design element of an exercise area should take into consideration the possible use of the area by both male and female inmates. This extends to the activities planned, the toilet fixtures, and accessibility of the area from the female inmates' quarters. In larger facilities, separate exercise areas may be more advantageous than joint usage of the same area.

In terms of space, the exercise area is subject to a number of variables. These include the number of inmates at capacity population, although inmates on heavy work details may not need or desire exercise; the length and frequency of exercise periods; the types of activities and games planned for the area; and the number of personnel which can be assigned to supervise the area.

The basic minimum area to accommodate the most common outdoor games (handball, volleyball, shuffleboard, horseshoes, etc.) is 50 feet by 30 feet with a minimum clear height of 15 feet. If the institution has over 120 inmates, the area should be computed on the basis of the following formula:

$$\frac{80\% \text{ capacity inmate population}}{\text{number of exercise sessions per day}} \times 50 \text{ sq. ft.} = \text{required exercise area.}$$

This formula assumes that roughly 20 percent of the inmate population will not be able or desire outdoor exercise (as in the case of inmates in disciplinary segregation or in the infirmary) and that the exercise area will be used on a daily basis.

Some general observations can be made about these factors which

determine the amount of space necessary for an exercise area. It is usually inefficient to plan exercise periods of less than one hour because of the effort needed to bring inmates from their residence areas to the exercise area. Furthermore, if any games are planned, an adequate amount of time is needed to make them meaningful to the inmates. The choice of activities can affect both the shape and size of the exercise area, since the courts for various games are standardized. Two of the most popular and effective games are basketball and volleyball. At least one officer should be on duty to supervise the exercise area whenever inmates are exercising.

The exercise area should be provided with adequate lavatory and toilet facilities. One drinking fountain for each 30 inmates or fraction thereof using the area at any one time should also be provided. If inmates are to be allowed to shower before returning to their residence areas, one or two showers should be installed for this purpose.

A guard station should be built into the exercise area. The station should be securely enclosed and glazed to permit constant visual supervision of all inmate activities.

The exercise area itself should be enclosed for security. Requirements for security will vary with the location of the area. To permit the maximum amount of sunlight and fresh air, chain link fencing firmly anchored along the entire base should be installed around the entire perimeter of the area. The minimum height of this fencing should be 15 feet to prevent the loss of exercise equipment and to deter escape attempts.

Where the facility is in an urban environment, the rooftop of the building offers an excellent site for an exercise area utilizing otherwise unused space. Rooftop exercise areas require some additions to the anchored chain link fence. The area should be completely roofed with additional chain link material to eliminate any possibility of lost equipment, since its fall could injure someone walking below. To prevent distractions or observations by the public and possible verbal abuse of passersby by the inmates, the areas should be either recessed from the roof edge by 10 to 15 feet, so that the line of vision is broken, or surrounded by a parapet wall sufficiently high to accomplish the same purpose.

One of the most frequent problems in exercise areas is the inability to provide adequate supervision during exercise periods. Another common problem is the need to provide exercise for too many inmates given the constraints of time and space. Both of these problems may be partially solved by the installation of lighting in the exercise area to allow exercise after dark. In the early evening, the pace of activities within the facilities slackens considerably so that more personnel may be available to supervise inmates in the exercise area. By allowing early evening exercise periods, the length of the possible activity time is also considerably extended. California's generally temperate climate permits such usage in nearly all parts of the state during much of the year.

Adequate emergency fire exits shall also be provided. A frequent

design error, particularly on rooftops, is the failure to consider fire safety.

### 11. *Correctional Program Space*

It is becoming increasingly evident that more and more of the correctional workload is to be shifted from the state to the counties and their local correctional facilities. In view of this trend, adequate space must be allocated for correctional programming within these facilities.

Typical examples of such rooms are classrooms, with desks and blackboards; group counseling rooms; interview rooms for individual counseling; shops and other work areas for vocational training; and study rooms with libraries. Obviously, there is no one rule which governs the planning and construction of such a variety of program rooms, but it is clear that these activities do demand special attention, consideration and structural accommodation. The types of correctional programs to be offered should be determined as early as possible to allow for the incorporation of space and equipment into the design of the facility.

A possibility in this regard, given the varied types of programs which could conceivably be offered over time, is to design large, well-lit multipurpose rooms with movable partitions. When necessary, either cubicles or large clear areas could be created inexpensively, allowing some flexibility in use.

### 12. *Infirmary*

Medical care should be available to inmates at all times. Many facilities will provide such services by transporting ill or injured prisoners to the nearest hospital as needed. But whenever it is anticipated that such services may have to be rendered frequently, it is advisable to provide an infirmary within the facility itself. An infirmary or clinic is distinguished from a hospital in that it cannot provide any major surgical services, but it can serve virtually all other medical needs of inmates.

It should be noted that Penal Code Section 4203 requires a facility physician to be available at all times whenever a facility has an average daily population of more than 100 inmates. In facilities of this size, an infirmary should be considered mandatory to allow this physician to properly discharge his duties. Regardless of the size of the facility, arrangements should be made to provide medical coverage for inmates.

The effective design of the infirmary requires a proper understanding of the types of medical cases most frequently encountered by the physician and his medical staff. Generally speaking, there should be a number of rooms to divide the infirmary along functional lines. There should be a waiting room with fixed benches, a reception-records room for the confidential medical records and physician's office, one or more examination rooms, and one or more treatment rooms. In addition, it is advisable to provide a sick bay with one or more single occupancy cells within the infirmary for inmates who must be under constant medical supervision. These cells should be

equipped for medical services, but all seriously ill or injured and non-ambulatory inmate patients should be transferred to appropriate hospitals.

The infirmary should be able to provide the medical services of a small clinic in the community, but it must do so in the context of institutional security. Realizing the nature of the patients, certain precautions need to be taken in the design of the infirmary. All instruments and supplies must be kept in securely locked cabinets, lockers and drawers. This applies particularly to drugs, hypodermic needles, and surgical instruments such as probes and scalpels. Access to the infirmary should be strictly controlled by custodial personnel; if possible, the infirmary should be located so that the entrance is controlled by a guard station. The medical cells should also be under the supervision of such a guard station if medical personnel are not continuously available.

Since the treatment of many illnesses and injuries requires periodic doses of medication, a dispensary for such purposes should be established adjacent to the waiting room. All drugs should normally be dispensed through this dispensary by medical or trained para-medical personnel. Careful records should also be kept by the dispensary showing the time, date, dosage and dispenser of any drugs given to inmates.

Some facilities with a larger inmate population may wish to also provide dental care to inmates within the facility. Where the volume of dental work would exceed available transportation, it would be advisable to plan a dental room into the infirmary and to expand the supplies and records space accordingly.

In deciding the location of the infirmary, the first consideration should be to minimize the movement of ill or injured inmates, both for their benefit and also for reasons of security and management. But if the infirmary is also to provide medical examinations for persons who are in the process of being booked, clearly it must also be located adjacent to the booking area. Care should also be taken that it be located away from any major sources of noise and other distractions which could disturb the ill or injured. Finally, consideration should be given to the ease of delivery of medical supplies, including linens, uniforms for the medical personnel, drugs, and other materials.

Because occasionally medical aid may be necessary on an emergency basis, a stretcher for transporting a critically ill or injured inmate from his or her residence area should be provided. A small bay or closet should be planned for the storage of this stretcher, and all corridors and safety vestibules should be designed to accommodate such equipment.

### 13. *Laundry*

Factors to be considered in locating the laundry are the weight of the equipment, the noise and heat generated by the machines, the need for pipes, the source of hot water, and the inherent fire hazard. The exchange point for clean institutional clothing for inmates also should be related carefully to the location of the laundry so that move-

ment of both soiled and clean laundry can be minimized.

In the interest of sanitation, the laundering of inmates' garments, personal or institutional, should be prohibited in inmate residence areas. Instead, a separate laundry should be provided for the task of cleaning institutional garments.

From an economic standpoint, it may be that other existing county laundry facilities or commercial services may better provide this service. The institutional laundry area should have space for soiled clothing storage, washer, extractor, dryer, clean laundry storage, and laundry supply storage. The size and type of equipment and the space for such equipment should be calculated on the basis of twenty (20) pounds of wash per inmate per week at capacity population.

The above suggestions are restricted to institutional clothing. The cleaning of personal garments belonging to the inmate is another matter. The problems with in-house cleaning of such personal clothing are manifold. Inmate labor generally cannot be used because of the possible theft problem. The clothing itself comes in a wide assortment of materials, each requiring different methods of cleaning and storage. If not cleaned, the clothing may represent a serious health hazard to the facility in terms of lice, mites, and other infestations. All of these problems suggest that in smaller jails, those with less than 150 beds at capacity population, a professional laundry service be employed to clean the personal clothing of inmates before being stored for any length of time.

However, in facilities with 150 beds or more, it is economically feasible to consider the installation of an in-house dry cleaning plant in addition to the usual wet laundry. Commercial dry cleaning equipment is available which is easily adaptable to the needs of a detention facility. However, because such equipment usually demands a crew of trained operators, the personnel question should be carefully considered before any final plans are made. Smaller units which are used in coin-operated dry cleaning establishments have also been found suitable for use in detention facilities. Laundry and dry cleaning operations should be maintained in separate locations.

Another consideration in installing and equipping the laundry area is the need to provide clean uniforms for special personnel and inmates employed under them. This applies primarily to the infirmary and the kitchen. If in-house laundry services are to be used for these uniforms, four sets per person should be planned, so that one set may be worn, one set may be in storage, and two sets may be in the laundry.

The installation of dry cleaning equipment within a detention facility brings that facility under additional regulations of the State Fire Marshal governing such equipment. Title 19, California Administrative Code, Chapter 1, Subchapter 4, Articles 1-8 contain the additional rules regarding such plants.

#### *14. Barber/Beauty Shops*

In general, one barber chair should be provided for each 400 inmates or fraction thereof in any facility with a capacity population of

100 or more inmates. Cutting of inmates' hair should not be done in the residence area of the jail but rather in a separate room where the equipment can be maintained in a clean and sanitary condition. This also facilitates the disposal of the cut hair.

Haircuts should be available to all inmates, sentenced and unsentenced. Under Penal Code Section 4020, haircuts may be required for health reasons, although generally adequate washing will obviate mandatory haircuts.

The women's section of the jail should be provided with an area which would allow the women inmates access to hair styling equipment and to other grooming accessories.

The area should be located to permit continuous visual supervision with adequate storage facilities to secure the equipment when not in use.

#### 15. *Interview Rooms*

Prisoners should not be removed from the security area of a detention facility for interrogation. Thus, it is necessary to provide a number of interview rooms for this purpose inside the security area.

The rooms should be away from the inmate residence areas and under the visual supervision of a guard station. They should be large enough to comfortably seat the interrogators, a translator and/or a recorder, and the inmate. Thought should be given to the possible use of such rooms for both male and female inmates, keeping in mind the requirements for segregation. One such room should be provided for each 150 inmates or fraction thereof at capacity population.

#### 16. *Corridors*

Corridors must conform to the various fire and building regulations, but operational requirements may make even wider corridors necessary. Corridors should also be wide enough to permit the free passage of food carts and other mobile equipment which might be moved to and from the areas to be served by these corridors. Moreover, the corridors should be wide enough to handle violent and obstreperous prisoners.

Design requirements should include arrangements to permit custodial personnel to regularly inspect and/or count inmates in the security areas, cell by cell, without entering them.

#### 17. *Supply Delivery Area*

Receiving areas should be designed to facilitate the flow of materials and supplies for storage or immediate use, but security precautions are necessary. The delivery entrance should use a large vehicle sally port, centrally controlled by a receiving officer or agent, and the delivery area should have an over-size safety vestibule to accommodate hand-trucks and dollies used to move the materials. The delivery entrance must be separate from the booking entrance to prevent confusion, delays, and possible incidents involving arrestees and delivery personnel.



### 18. *Supply Storage*

The large quantities of supplies used by a detention facility must be stored upon their delivery. This is accomplished either by a central supply room with small satellite storerooms at each operational area of the facility or by larger storerooms in each area. The choice will depend upon a number of factors, including the frequency, volume and size of deliveries, the rate of consumption, and the ease of access to a central supply room (keeping in mind the labor required for supply transports).

Whichever plan is adopted for supply storage, sufficient space must be allotted for a reasonable volume. A deficiency in this respect has caused many facilities severe management problems, including the inability to make more economical bulk purchases, the need for more frequent purchases and deliveries, and the utilization of space not originally intended for storage. While varying with the purchasing practices of the governmental jurisdictions involved, a general rule is that sufficient space should be planned for a two-weeks' supply of perishable goods and a month's supply of non-perishable goods.

### 19. *Doors and View Panels*

In general, sliding security doors should be used wherever selective locking devices are used. A sliding door uses less space, is not likely to be an obstruction to passageways or galleries, and cannot be used as a weapon by a struggling inmate. However, care must be taken in selecting the hardware and accessories for sliding doors so that they will be able to endure heavy institutional use as well as possible inmate tampering. This is particularly true when electrically-driven door opening and closing mechanisms are to be included.

The choice between grille and solid doors depends on several factors. The principle differences are in the circulation of noise and, of course, air. Another primary consideration is visibility and surveillance purposes. Solid doors contain the noises generated by inmates and also do not close with the loud metallic ring of grille doors. But this noise suppression stems chiefly from the fact that air circulation is cut off by solid doors, which necessitates forced air ventilation into any rooms or cells so equipped. Moreover, a solid door to an inmate residence area must be equipped with a view panel for surveillance purposes.

View panels are necessary whenever it is desirable to maintain surveillance of the area behind a solid door without entering and to permit viewing of the area before opening the door. Such panels should be designed so that they do not offer an avenue of escape. View panels into special use cells, female or juvenile sections of a jail, or any other area where it might be desirable to preclude observation at certain times should be provided with a locked metal shutter which can be opened from the outside. Either a steel mesh or tempered glass should be used in the view panel, even with the metal shutter, to prevent any attack on an officer opening the shutter.

## 20. *Guard Stations*

Control is the primary function of guard stations, and they should be designed accordingly. In general, guard stations should be situated at all critical operational points, such as the confluence of main corridors, the booking area, the entrance to the inmate residence area, the exercise area, and other similar places.

A guard station may consist of a desk and phone, but where greater security and capabilities are desired, refinements are possible. The most current innovation is a glass-enclosed cubicle which is raised above the floor approximately two feet. The large tempered-glass windows should be canted to permit observation of the area directly under the windows. Further modifications include the installation of television monitors, audio monitors, intercom and telephone outlets, alarm switches, and video recorders for incidents being observed. In some facilities, the entrances and exits to major areas are also controlled from such enclosed guard stations by the use of electrically-operated doors and safety vestibules. In such cases, the remote control panels should also be located within the stations. Access to the guard stations is via doors whose locks are under the facility's security key system.

Guard stations should be large enough to seat comfortably all necessary personnel. Where door controls are also a part of the guard station's functions, additional room should be allotted for an operator of those controls as well as the custodial officer. Two officers are necessary to exercise adequate supervision of inmates because the door operator's attention would be diverted momentarily each time he or she performed that duty.

In those facilities which will rely heavily on closed-circuit television cameras for inmate surveillance, the custodial officer in charge of the television monitors should not have any other major functions, especially door control. Each time that an officer's attention is diverted from the monitors, the intent and purpose of the television system is defeated.

Any enclosed guard stations should be adequately ventilated for the comfort of the personnel. Special attention must be paid to added heat of any electronic equipment to be installed in the station. The heat dissipation problem can be quite severe in such a confined space.

The main control station inside the security perimeter, usually located just inside the main entrance, may also house the facility's internal arsenal. That station should then be large enough to accommodate the locked cabinets for the arsenal without interfering with the normal functions of that station.

## 21. *Fire Alarm and Monitoring Systems*

An alarm system is necessary to alert the personnel of a facility to any disturbance or emergency including fire. A number of alternative systems are commercially available. The choice will depend upon the intended uses, distance from guard stations, and other emergency systems such as door controls and television monitoring systems.

A working alarm system is one of the most essential aids to institutional security. Any alarm system must be simple to operate, be preferably accessible to facility personnel only, and be able to identify exactly the source of the alarm within the facility.

Alarm switches should be located in every guard station, guard corridor, and other critical operational points in a facility. Generally, such switches should be inaccessible to inmates. An exception to that rule is the so-called knock-off phone alarm system. Small telephone handsets are installed in all corridors and can be used by staff for private intercommunications; a paging system is used in conjunction with the handsets to locate personnel. Each handset when lifted triggers a potential alarm at the site of the handset unless the user identifies himself immediately to the switchboard operator. In a disturbance or emergency, aid may be summoned to a specific point simply by knocking the handset off its hook on the wall.

Alarm systems such as telephones, television, voice monitors, and fire, heat, and smoke detectors require advanced planning because of the necessary conduit installations. Even if the systems themselves are not immediately installed, the conduits should be to obviate the later need to tear apart walls and ceilings for their installation. One large conduit system may serve all the alarm systems. In addition, numerous radio alarm systems are now commercially available so that personnel may carry transmitter/receiver or emergency alarm units on their persons, adding to the facility's security.

Visual monitoring equipment is usually by television cameras, motion picture cameras, or video taping cameras. These may be remotely or automatically controlled and on fixed or motorized mounts. Television cameras are especially effective to survey entrances to the security area, to observe certain inmate activity areas, and to monitor any other critical operational points both within and without the facility.

The use of motion picture and video taping equipment is used to deter illegal activities by assuring the presence of a "witness" to any such events.

Audio monitoring equipment is much less expensive but is less effective for surveillance purposes because sounds tend to be jumbled together by the equipment so that unusual or illegal activities may escape the notice of custodial personnel. Beyond that, inmates aware of such a system may effectively suppress the noise of their illicit activities so that no unusual sounds are generated. The use of audio monitoring equipment should be considered the most basic form of surveillance supplementary to personal inspections and supervision by staff. All cells and dormitories should be equipped with audio monitoring microphones appropriately secured from inmate tampering.

A central control point should be established so that television monitors and alarm equipment can be placed under central supervision. This control room should be carefully planned for its security and operational efficiency. A frequent location for this equipment is in the main control station just inside the main entrance to the security area. When the guard station or control room is to serve multiple functions,

it must be adequately staffed so that each function is properly served, and it must provide adequate space and ventilation for these personnel and their equipment.

## 22. *Interfloor Movement*

There are many problems associated with the interfloor movement of inmates and staff in a multi-storied detention facility. Stairwells are difficult to supervise and for that reason a primary place for inmate assaults on staff or fellow inmates. Elevators are similarly deficient in addition to their cost and inefficiency.

Stairs (except for fire escapes) and elevators should generally be avoided if possible. Instead, if much interfloor movement is planned, escalators should be installed. These may be standard commercial escalators with appropriate modifications, including over-ride controls in a central control room, access only through controlled doors, and dividers to prevent assaults from inmates on adjacent escalators. Escalators are capable continuously of moving inmates, overcoming the inefficiency of elevators. They are usable as stairs in the event of power failures, again an advantage over elevators. Furthermore, their openness for surveillance is in direct contrast to the closed nature of elevators which may permit undetected attacks on inmates or staff.

Stairs should be restricted to emergency exits, and elevators should be used solely for supplies and equipment. Such freight elevators should have controlled access by the installation of safety vestibules to them on each floor. Such safety vestibules should be of sufficient size to accommodate all vehicles and carts used by the facility without jeopardizing the security of the elevator. Alternatively, a less secure method of controlling elevators is to have them key controlled.

## 23. *Plumbing and Plumbing Fixtures*

Floor drains should be constructed to serve all cells and living areas in addition to the other usual locations such as the kitchen. Drains should be located outside the cell proper to reduce the incidence of malicious tampering and flooding. It is important that these floor drains be connected to a separate system of pipes from those connected to inmate toilets and sinks. A dual system is necessary because if inmates succeed in plugging their own cells' toilets or sinks, the resultant backup must be drained off by a separate system to prevent flooding.

In the special use cells, particularly the detoxification units, the drains should be located within the cells so that these areas may be cleaned without washing the debris into the corridors. In such installations, the drain covers should be of a tamper-proof variety.

The water supply to the inmate residence area should be controllable by valves under the control of the custodial staff. Wherever water lines are exposed, care should be taken that they be secured from inmate tampering. Valves should be either enclosed or of a lock type.

Cells and other living spaces should have their utilities installed so that service by a utility corridor is possible. This is particularly important for plumbing fixtures, the security of which depend upon the

location of the mechanical parts outside the cell proper within a utility corridor. However, security requirements also dictate the strictest control over access to these corridors. Doors to these corridors should be under the security key system of the facility. This will prevent unauthorized access and also deter escapes in the event that inmates gain entry to the corridor by forcibly removing a plumbing fixture or other utility.

Depending upon the procedures of the facility, adequate numbers of faucets and water lines need to be strategically placed for cleaning purposes. If flushing and hosing are to be used extensively, faucets should be appropriately located. However, if conventional mopping is to be relied upon, then mop sinks with proper ventilation and hot water must be installed. Generally, these should be enclosed in mop closets, so that some storage space is provided for cleaning supplies. Where mopping is planned, space should be provided for cleaning supplies, and provision must also be made for a mop drying area that is open to fresh air and sunlight. Otherwise, the mops themselves may deteriorate and become health hazards. Infrequently used drain traps should be primed on a regular basis.

#### 24. *Emergency Power, Lighting, and Fixtures*

In addition to the usual considerations for the wiring and installation of electrical fixtures, there are a number of others which apply in detention facilities, most necessitated by the need for security.

An emergency power system should be installed to provide for equipment operation during power failures. This system should be connected to non-self-powered emergency lighting, all electric locks, elevators and/or escalators, and communications equipment, including alarms and some monitoring units.

Emergency lighting itself deserves special consideration. Darkness can be the cover for many illegal and dangerous acts, and an extended power failure, for whatever reason, may greatly jeopardize the safety and lives of both inmates and staff. Therefore, adequate emergency lighting, secured against inmate tampering, should also be installed. Such lighting should be self-powered, if possible.

Normal lighting in the security area should aim to facilitate inmate supervision. This requires that all lighting fixtures in inmate residence areas should be strictly tamper-proof. Corridor lighting fixtures should be similarly protected. Both incandescent and fluorescent lighting are suitable for inmate residence areas, the choice depending generally on the size of the area to be illuminated. Lighting should supply 25 to 30 foot candles at table height.

Night lights should be provided in the corridors and other areas of the facility to be patrolled at night. These lights should be arranged to provide sufficient light for supervision of sleeping areas, but proper balance must be achieved so that the light is not so intense as to interfere with the sleep of the inmates. Two to three foot candles at bed height should provide adequate night lighting. Night lights should be properly located and secured to prevent damage by inmates.

A separate night light system may be unnecessary if the normal lighting system is operated by means of dimmer switches, at least in the sleeping areas. If such rheostats are planned, a master switch should be installed to allow the simultaneous dimming of all lights in the sleeping areas. Other dimmer switches should permit selective lighting in these areas for the benefit of officers on their patrols.

While inmate residence areas generally contain few electrical outlets, it must be remembered that radio and television sets are commonly used in day rooms and other activity areas. These will require sources of electrical power, and such sources should be included in the initial wiring to avoid costly modifications later.

Electrical conduits should be strictly enclosed to prevent inmate tampering. Such vandalism can be expensive to repair, disruptive to the power supply and thus to the security of a facility, and possibly dangerous to the health and safety of both inmates and staff. The same rule applies to switch boxes, circuit breaker panels, and any other electrical apparatus, all of which need to be locked and preferably within locked utility closets. As with the water supply, custodial personnel should have an external means of controlling the electrical supply to the security area.

All transformers and other heavy electrical equipment should be carefully enclosed if placed outside the building. Such enclosures should be locked and able to withstand attacks on the equipment which would be aimed at disrupting the facility's power supply.

#### *25. Ventilation and Climate Control*

The installation of climate control is necessary to control excessive variances in temperature and humidity. The type and degree of climate control will depend upon the weather conditions at the site of the facility. Heating is necessary in every part of the state, but cooling is a regional necessity. Climate control is desirable because it affects both staff and inmate morale and health, because it will economize on additional institutional clothing and bed linens, and because it aids in reducing the number of incidents within the facility.

The need for mechanical ventilation will vary with the climate of the region in which the facility is located, the presence or absence of windows which can be opened, and the type of occupancy of various rooms and cells. However, experience has shown that windows of any sort, whether or not they can be opened, present serious security and maintenance problems in many jails. Windows are potential means of escape and they can be broken or otherwise vandalized even if they are used only for natural lighting. Hollow glass blocks are similarly susceptible to breakage, and solid glass blocks are usually too expensive for wide-scale use.

The cost of mechanical ventilation must be weighed against potential security hazards and costs of repairs and replacement of windows. Windows for ventilation should be discouraged, but if they are chosen, the window area in the inmate residence area should be equal to at least one-eighth of the floor space served by the window.

If windows are to be omitted, artificial lighting and mechanical ventilation must be appropriately substituted. In inmate residence areas, the mechanical ventilation system should be able to supply two (2) cubic feet of air per minute per square foot of floor space. This is a higher figure than is used in office buildings or residences because of the close quarters of most cells, the frequency of regulated bathing, and the presence of open toilets in most cells. In the detoxification units, this volume should be raised to two and a half (2½) cubic feet of air per minute per square foot of floor space to handle the additional odors commonly produced therein.

The location and design of air vents in cells and other rooms is of critical importance for institutional security and inmate comfort. Vents shall be covered with bars or grills fastened with security screws and shall not have either dimension larger than five inches. They shall be screened or located to deter their use as hiding places for contraband or weapons. When cells are located against an exterior wall, no wall vents shall be allowed; only ceiling vents shall be used in such cells. Because the presence of an open toilet often produces strong odors, the vents should be situated to remove such odors as quickly as possible without creating irritating drafts within the cell.

#### 26. *Keys and Locks*

A careful system of key storage should be provided with positive recording and an accountability system for each copy of every security key. Other than those responsible, none should be permitted access to such keys or the key control. The key control plan will call for a duplicate copy of each key, which will never be removed from storage except in emergencies or for the purpose of using it as a pattern to duplicate keys that are broken or otherwise unfit for use. The indiscriminate manufacture of duplicate keys for immediate convenience will lead to a breakdown of the key control system. The system should be audited periodically to insure its continued integrity.

Locks for all security doors should be purchased from and installed by a reputable firm known for its security hardware. It must be remembered that available service is as critical as the initial installation, and service is essential both periodically and on an emergency basis. In all but the largest jurisdictions, a private, bonded locksmith will have to be employed for such service, and it should be ascertained that such a locksmith can properly repair such locks before they are purchased and installed.

#### 27. *General Security Considerations*

In general, rooms and equipment within a detention facility should be designed with potential inmate abuse and tampering in mind. Nothing can be taken for granted in terms of the security of the facility.

Architecturally, rooms and corridors should strive for the cleanest possible design with no niches, cracks, ledges, or other recesses. This is to prevent the hiding of contraband or weapons. Nooks and alcoves should be similarly avoided to prevent inmates from hiding in them.

Pillars may also serve as hiding places for inmates and obstruct the vision of custodial personnel. By such clean design and adequate lighting, personnel are greatly aided in their custodial tasks. Surveillance is a great deterrent against incidents and illicit activities.

All air inlets and outlets, vents, food slots, and other openings in the security area, which are accessible to inmates, should not exceed a maximum width of five inches.

Another line of defense against such incidents is the installation of the proper security hardware including steel fixtures, tool-resistant steel in especially vulnerable locations, tempered glass, security locks, and security screws and bolts. The choice of this hardware, however, is not a decision to be made lightly. These materials and fixtures, if installed, must match the security of the room in which they are placed. Moreover, they should be chosen only if there is a reasonable expectation that they will be needed, because security hardware is extremely expensive. The degree of security needed should be commensurate with the planned use of the area.

#### 28. *Inmate Canteen*

Space should be allocated for an inmate canteen to handle such items as candy and tobacco products, toilet articles, stationery supplies, and the like. The room should be secure.

The canteen room should be equipped with adequate shelving for the many small items to be sold. Adequate corridor space should be planned for the line of inmates to be served.

The canteen room should be located conveniently for both male and female inmates. In larger facilities, there should be separate canteens for each due to the volume of usage and to the varied nature of the articles sold to men and women. In the smaller facilities, if the female inmates cannot be easily brought to the canteen, a large mobile canteen cart can be stored and stocked in the canteen room and then wheeled to the women's detention area as needed.



## CHAPTER XI

## INMATE EMPLOYMENT

A well-planned inmate employment program is one of the best aids to the operation, discipline, sanitation, and security of a jail. Constructive employment also improves inmate morale, preventing the insidious effects of idleness and unhealthy jail "chatter."

Penal Code Section 4017 and Government Code Section 25359 establish the legal authority to require sentenced inmates of type II and type III facilities, i.e., county facilities, to work on various public projects. Pre-trial detainees may not be required to work because of the legal presumption of innocence, but where their pre-trial delays may be significant, they should be given similar opportunities for *voluntary* employment.

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ESSENTIAL ELEMENTS

1. *Inmate Work Assignment Plan.* The facility administrator or the facility manager of any type II or type III facility shall develop and implement an inmate work assignment plan within the limitations of the number of available work opportunities and sound security practices for both sentenced and unsentenced inmates; however, unsentenced inmates may not be required to participate. (15 Cal. Adm. Code 1130)
2. Work assignments should be directed toward the inmates' needs as well as institutional convenience.
3. A special employment program should be developed for inmates with mental or physical handicaps.
4. The inmate employment program should include public works projects whenever feasible.
5. Three common areas of inmate employment are maintenance of buildings and grounds, agriculture, and industrial production.

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ANALYSIS OF ESSENTIAL ELEMENTS

1. *Inmate Work Assignment Plan*

Careful thought should be given in both planning and operating a jail to the inclusion of an inmate employment program. The design of a facility may call for certain labor inputs which would be prohibitively expensive but for the use of inmate labor. There is also a substantial benefit to the inmates involved, since it provides them with constructive activity. Thus, the operation of the jail is facilitated in both ways.

The jail's security is enhanced to the degree that employed inmates are easier to supervise than idle ones. There is less likelihood of disturbances or incidents when the inmates are fully and gainfully occupied.

When the employment program includes significant amounts of maintenance work, the jail's sanitation benefits greatly. The close

quarters, the high density of population, and the usually transient nature of the population make jail cleanliness a much harder problem than in other institutions such as schools and hospitals. Besides providing for the institution's sanitation, inmate employment in maintenance assignments gives the inmates a sense of participation and contribution to their own personal environments within the jail.

An inmate employment program also promotes institutional and personal discipline. For the jail as a whole, the regular assignment of inmates to various maintenance tasks increases order and efficiency. Because all qualified sentenced inmates are included in the program, it also insures an objective system of employment without favoritism or prejudice. For the individual inmate, regular employment is useful in developing or preserving his or her work habits—punctuality, dependability, responsibility, etc.

The considerations just mentioned apply equally to male and female inmates, but because Penal Code Section 4002 requires the segregation of these inmates, a jail must have separate in-house employment programs for each group.

### *2. Inmate Needs and Institutional Convenience*

The employment program for inmates should be sensitive to the needs of the inmates as well as the convenience of the jail. An effort should be made to assign inmates to work that most nearly approximates their regular occupations so that their essential work habits and skills will be less impaired upon release from custody.

If there is a rehabilitational or educational program available and an inmate has demonstrated interest in it, priority should be given to that assignment. Where practical, the scheduling should attempt to include both employment and correctional programming for the sentenced inmate.

The jail staff should also be aware of the increasing sophistication of today's average inmate. With a younger, more educated, and more aggressive inmate population, the typical "make-work" tasks may well breed resentment and hostility among these inmates, creating more disciplinary problems than the so-called employment solves. The jail staff should thus be imaginative and sensitive in its development of an employment program.

### *3. Handicapped Inmates*

A special category of inmates deserves separate consideration in an employment program. These are the handicapped inmates. The physically handicapped include those with impaired or missing limbs, those with disabling diseases or conditions, and those who are aged and infirm. The mentally handicapped include both those mentally ill and those who are mentally deficient.

The personal, psychological needs for meaningful employment are no less among these types of inmates, but due to their various conditions, they are often unsuited for normal work assignments. Therefore, in order that their handicaps not be further accentuated by idleness, the jail staff should develop employment options specifically for such persons.

The type of assignment should be flexible enough to accommodate the kind and degree of handicap experienced by the inmate. For example, a paraplegic inmate with full use of his upper body may be employed at any stationary position which does not call for much lifting; these could include dispensing clean linen, light clerical filing and typing, and the operation of the inmate commissary or library. An older inmate, perhaps afflicted with a serious heart condition, could be similarly employed.

The mentally handicapped inmates present a more serious problem in employment assignments. To begin with, the determination that an inmate has a mental handicap is a difficult one and calls for the employment of special expertise. A facility's general classification program should, of course, include such an evaluation. Preferably, the evaluation should be made by a psychologist or experienced psychiatric social worker, but if non-professionals are to make the classification, they should at least be provided with clear, unambiguous, and objective criteria for that task.

Some determination, perhaps in conjunction with a psychologist or social welfare worker, should be made as to the nature of the inmate's mental illness, and then an appropriate assignment may be made. A markedly anti-social individual should not be placed in a position where he or she must have frequent contact with other inmates. Similarly, a decidedly neurotic individual should not be placed in a task where momentary frustrations or interpersonal disagreements are likely to occur.

A special word should be said about the problems of employing the aged inmate. Although these individuals are probably more docile and agreeable to institutional routine, they can also be more set in their own personal ways as a matter of habit. This, combined with some degree of senility, can make these elderly inmates difficult to employ in groups or with other younger inmates. Tasks for this group should be less strenuous, less demanding of judgment (especially where differences of opinion might create disciplinary problems), and still utilitarian.

#### *4. Public Works Projects*

The enabling statutes to employ county jail inmates, Penal Code Section 4017 and Government Code Section 25359, make specific mention of employment on various public works projects. Use of inmate labor on selected public works can result in significant savings in tax dollars and at the same time accomplish ends which might not otherwise be attainable. It also provides sentenced inmates with the opportunity to work outside the confines of the jail, often in fresh air and sunlight.

A careful selection process should be used for assignments to outside work projects. Generally, those inmates who have been convicted of crimes of violence or have serious escape records should be excluded from this type of employment.

Successful public works projects using inmate labor have included general park maintenance, general building maintenance, operation of a nursery, mosquito abatement, drainage system clearance, county road crews, flood control, conservation and ecological programs, and fire prevention and suppression. In fire prevention and suppression activities, there is, of course, some danger of injury in the course of and within the scope of such employment, and Penal Code Section 4017 provides that inmates so employed and injured may receive Workmen's Compensation benefits as county employees.

When the work performed by inmates is to be done for another governmental agency, the accounting techniques used should accurately reflect the contribution made by these inmates. In addition, where the county has chosen to pay its employed inmates under Penal Code Section 4019.3, the agencies benefited by this inmate labor should be billed by the jail management. The inmates can be properly compensated without draining the jail budget. The terms of the inmate employment—description of the task, rate of pay, supervision arrangements, etc.—should be spelled out carefully in an inter-agency agreement or contract before any inmates are actually assigned to the project.

An additional problem when inmates are used by other governmental agencies is the operational control of those inmates at a project site. Preferably, the inmate crews should be under the direct supervision of a facility staff member, and there should be a clear understanding that this staff member's authority is to be final in any on-site disputes with any civilian supervisor from the contracting governmental agency. If inmate crews are being supervised by a person other than the facility staff, training should be provided to acquaint personnel with security techniques and concerns.

##### 5. *Maintenance, Agriculture, Industry*

The three most common types of inmate employment (excluding public works projects) are maintenance, agriculture, and some forms of industrial production. The maintenance of buildings and grounds is familiar enough to warrant little comment, and the advantages to be gained from the employment of inmates of both sentenced and unsentenced inmates (if the latter volunteer) have been already discussed. Inmates may also be employed in fleet automobile maintenance, under the supervision of a competent foreman mechanic, and this may be coupled with a vocational education program in automobile mechanics.

The employment of inmates in agriculture requires a farm, and this usually limits the employment to a type III facility, although some jurisdictions have been known to transport daily inmates from a central urban type II facility to a farm on the outskirts of the city (this is not recommended since the transportation costs generally negate any advantages gained from the production of the institution's own food). The production of institutional food for the jail and other detention facilities has generally been the primary rationale for this particular

use of inmate labor. A careful scrutiny should be made of the costs and the benefits derived from such an agricultural program because it is often more economical today to purchase farm produce rather than to raise such items.

When the returns can justify the investment in land and equipment, an agricultural employment program can be vastly rewarding. The production of dairy products, poultry, other livestock, and various vegetables can often assist an otherwise limited food budget for various governmental kitchens. The employment opportunities on a farm are diverse, and an agricultural education program can be combined with the employment. Inmates involved generally prefer the outdoor activity and the greater degree of personal freedom of the farm to confinement within the jail.

Other employment for inmates may take the form of industrial production of manufactured goods, which can include canneries, sewing factories, printing and duplicating services, shoe making and repair, furniture manufacturing and repair, and bakeries. In most cases, the capital investment is relatively heavy, and the technology of that investment may be relatively quickly outmoded when compared to private industry.

In selecting a particular industry to enter, the facility management should consult with both private management and labor representatives. These representatives may assist in the development of a modern plant with up-to-date technology as well as a training program for the inmates employed which will serve as vocational rehabilitation and also as a means to securing post-release employment. The training program must be such as to make unskilled inmates reasonably efficient workers in a relatively short time.

## CHAPTER XII

**ACADEMIC AND VOCATIONAL EDUCATION**

The authority to establish educational and vocational programs for inmates confined in county jails and correctional facilities is granted to the sheriff or other official in charge under Penal Code Section 4018.5.

The goals of an institutional educational program are essentially the same as those of a normal school program: to give the inmate the essential skills to be a functional, productive member of society and to develop the inmate's ability to reason and to apply that reasoning to his or her self-betterment. The inclusion of an educational program in a detention facility is part of its commitment to rehabilitate its inmates, so that they will be removed from the criminal justice system.

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 ESSENTIAL ELEMENTS

1. *Inmate Education Plan.* The facility administrator or the facility manager of any type II or type III facility shall plan and shall request of appropriate public officials an inmate education program. Such a program should provide for the voluntary academic and/or vocational education of both sentenced and unsentenced inmates. Reasonable criteria for eligibility shall be established, and an inmate may be excluded or removed from any class for failure to abide by facility rules and regulations. (15 Cal. Adm. Code 1140)
2. The county Board of Supervisors should grant the necessary approval of an agreement between the detention facility and the local secondary school district in which the facility is located for the establishment of an adult high school for inmates within the facility pursuant to Penal Code Section 4018.5.
3. The funding of such adult schools shall be pursuant to Education Code Sections 17951 and 17952, but additional funding for custodial management should be provided in the facility's own budget.
4. The educational program should include both academic and vocational education, if feasible, and alternative mechanisms of instruction and programming should be considered.
5. For those inmates who have already completed high school or its equivalent, consideration should be given to the establishment of an educational furlough program under Penal Code Section 1208.

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 ANALYSES OF ESSENTIAL ELEMENTS

1. *Inmate Education Plan*

The county board of supervisors must first authorize the sheriff or other administrator of a local detention facility (i.e., of a type II or III variety) to initiate any rehabilitational program within a facility, as provided in Penal Code Section 4018.5. For the sake of clarity of understanding by the board of supervisors and by the general public,

the facility administrator should have a specific program plan developed before asking for this authority. This should include a detailed description of the objectives of the program, the criteria which will be used to determine inmate eligibility for the program, the necessary resources for the program's implementation (both internal and external), and a fiscal impact statement.

In developing this educational program plan, the facility administrator should consult with the local secondary school district personnel responsible for adult education. Their special expertise will enable the administrator to make a more detailed and meaningful presentation to the board of supervisors. At the same time, the administrator may desire to present the agreement with the local school district for the establishment of the adult schools within the facility (see below).

### *2. Approval of Agreement*

Adult education is a specialized field, and it should be handled by specialists. Education Code Section 13251 in effect requires that the actual classroom instruction be given by certificated teachers. Therefore, it is the most expedient manner of "hiring" institutional instructors by obtaining them through the local public school district, which may already have an operative adult education program with experienced personnel.

The facility administrator and the administrator of the local public school adult education program should work out the institution's educational program plan as discussed above. This program should then be embodied into a working agreement or inter-agency contract, perhaps with the participation of the city or county counsel, which will set the terms of the program's implementation.

The agreement or contract should be consistent with Title 5, California Administrative Code, Sections 10580 and 10591. Note that Section 10590 reserves the authority for security requirements and services to the director of the custodial facility and that this authority extends to the school district personnel with regard to security. Careful attention should also be paid to the tort liability of the facility and its management to such teachers if they are injured through an inmate incident.

This contract or agreement should be presented to the board of supervisors for its approval pursuant to Penal Code Section 4018.5. Such approval is necessary before the facility may begin any educational program within the facility.

### *3. Funding*

Funds for adult educational programs in local detention facilities are provided jointly by the state and local school tax revenues through the local public school districts administering such programs. This is done pursuant to Education Code Sections 17951 and 17952, which may allocate an amount equal to the "actual current expenses" of such districts maintaining these programs. These funds will cover the costs of books, instructors, and miscellaneous materials for classroom instruction.

The California School Accounting Manual states that *rentals* of temporary classrooms and other facilities and equipment for educational programs are permitted under the term "current expenses," although lease-purchase arrangements are not. This feature of the law may thus solve one of the most urgent problems in setting up an educational program in a jail or other detention facility, namely the lack of proper classroom space. Other specialized classrooms and equipment for shop vocational education classes may be obtained through proper negotiation with school district officials.

In addition to these more traditional means of financing adult education programs, there are now some federal funds available under such programs as the Manpower Development and Training Act (MDTA). These funds are especially likely to be awarded for experimental educational programs with innovative correctional approaches.

The facility management should provide additional funds in its own budget for supervision of inmates in these programs. Experience has shown that the facility should have its own personnel actively involved in the educational programs for the inmates so that continuity between the classroom and the rest of the facility is maintained. The security problems revolving around outside instructors must also be dealt with. Depending upon the jurisdiction, the school district may also request that the local funds to be expended on these educational programs, beyond those provided by the state foundation grant, be provided within the sheriff's budget rather than within the school district budget. If this is the case, then adequate budgeting must vary accordingly.

#### 4. *Types of Educational Programs*

To meet the varied correctional needs of inmates, the educational program should provide, insofar as it is feasible, both academic and vocational education. Academic coursework can include English (and particularly English-As-A-Second-Language for the jurisdictions with large inmate populations of recent immigrants), civics, social studies, mathematics, and other related subjects. Vocational education has been broadened in recent years to include homemaking, typing, shorthand, business machines, keypunch, electronics repair, small engine repair, and auto mechanics.

Besides varying the coursework itself, different mechanisms for instruction and programming may be used. Instead of having instructors in the facility, some jurisdictions with smaller inmate populations have used correspondence courses for inmates. There are numerous private and accredited correspondence schools which can be utilized, and the University of California maintains an extensive Extension Service which offers many courses on a correspondence basis. Many of these correspondence courses can be paid for in part or in total by various "G.I. Bill" benefits for those inmates who are also eligible veterans.

Another available mechanism is the "General Education Development" test, or GED, as it is commonly known. A product of the World



War II effort to train American servicemen in a relatively short time, the GED program affords many persons an opportunity to complete a substantial portion of the requirements toward a high school diploma. (Some actual high school attendance will still be necessary, however, to earn a full diploma.) This approach has also been found successful in California county jails and is well suited to the short-term sentenced inmate with a limited educational background.

Other innovative educational experiments have included the use of teaching machines, programmed textbooks, audio-visual materials, and closed circuit television broadcasts (in some cases on video tape) of educational television programs. The innovations are also reflected in the vocational field as programs are added which cover the increasingly technological job market, such as computer keypunch and electronics repair.

#### *5. Education Furlough Program*

Penal Code Section 1208 permits the establishment of an "education furlough" program as well as the more common work furlough program. Under education furlough, sentenced inmates are allowed to leave the facility during the day to attend or continue to attend a local community college. This permits a level of educational programming usually unattainable within an institution and also reduces the interruption in education of the involved inmates. The program is discussed in greater detail in Chapter XVII.

## CHAPTER XIII

**INMATE PROGRAMS AND ACTIVITIES**

The effective use of inmates' leisure time in various activities is a matter of sound administrative practice. Recreation, mail and visiting privileges, and other related activities should be included in jail procedures.

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**ESSENTIAL ELEMENTS**

1. *Visiting.* The facility administrator or the facility manager shall develop and implement an inmate visiting plan. Such a plan shall provide for a minimum of one or more visit(s) per week by family members and/or friends of at least 30 minutes total. (15 Cal. Adm. Code 1150)
  2. *Correspondence.* The facility administrator or the facility manager shall develop and implement an inmate correspondence plan. (15 Cal. Adm. Code 1151)
  3. *Books, Newspapers and Periodicals.* Certain inmates shall be permitted to purchase or subscribe to any book, newspaper, or periodical accepted for distribution by the United States Post Office. (15 Cal. Adm. Code 1154)
  4. The installation of telephones for controlled use by inmates is found to be of value.
  5. An inmate publication may be developed.
  6. *Inmate Canteen and Welfare Fund.* There shall be provision made for inmates to purchase candy, tobacco products, toilet articles, stationery supplies, etc., and the proceeds from the operation of a canteen shall be used to establish an inmate welfare fund. (15 Cal. Adm. Code 1082(f))
  7. Religious activities should be a part of the correctional process.
  8. *Exercise and Recreation.* The facility administrator/manager of a type II or type III facility shall develop and implement an exercise and recreation program which shall include such regulations as are reasonable and necessary to protect the facility's security and the inmate's welfare. (15 Cal. Adm. Code 1153)
  9. *Library Service.* The facility administrator or the facility manager shall develop and implement a library service in all type II and type III facilities. Such a service may be established in conjunction with the local county or city library and the scope of such service may be as determined by the facility administrator or facility manager. (15 Cal. Adm. Code 1152)
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## ANALYSIS OF ESSENTIAL ELEMENTS

*1. Visiting*

Inmates should be given an opportunity to have visits from family members, relatives, and friends as often as possible but at least once a week. There shall be a minimum of one or more visits, totaling at least 30 minutes each week, by family members. There should be no differentiation between pre-trial detainees and sentenced inmates in terms of these opportunities for visitation. There may, of course, be distinctions in the type of visiting environment, i.e., security visiting booths in a main jail holding pre-trial detainees versus open visiting areas in a type III sentenced facility.

Due to the problems of inspecting for contraband, no gifts or other items for inmates should be allowed during visits. Instead the party desiring to give anything to an inmate should so indicate in writing and provide a suitable amount of money so that the item can be purchased by the institutional staff or through the inmate commissary. A list of items which can be so purchased should be made available along with the other rules and regulations governing visitation privileges.

The visiting hours, rules, regulations, and restrictions should be clearly posted in the visiting area and in the security area for inmates. Printed copies of rules in Spanish as well as English should be available to both visitors and inmates.

The constitutional dimensions of the inmates' visiting privileges have been considerably expanded by court actions, and the growth may be continuing. Facility administrators should periodically consult the city or county counsel concerning the latest applicable court decisions and adjust their visiting policies as necessary.

*2. Correspondence*

In developing a correspondence plan, Section 1151 of the Minimum Standards for Local Detention Facilities requires that the following provisions be included:

- a. Inmates may correspond, confidentially, with State and Federal Courts, any member of the State Bar or holder of public office, and the State Board of Corrections, provided that the jail authorities may open and inspect such mail to search for contraband.
- b. Inmates may correspond, confidentially, with the facility manager or the facility administrator.
- c. Those inmates who are without funds shall be permitted at least two postage-free letters each week to permit correspondence with family members and friends but without limitation on the number of postage-free letters to his or her attorney and to the courts.

Correspondence is a complicated management problem for jail personnel. All incoming mail must be inspected for contraband, some of which is extremely difficult to detect. Outgoing mail should be in-

spected to a much lesser degree, primarily when illegal activities may be carried on by inmates through the abuse of their mail privileges. Letters to and from inmates' attorneys of record, judges, and elected public officials should be inspected for contraband, but they should not be read or censored. At times, it may be advisable to open incoming letters from these individuals in the presence of the addressee-inmates to protect the privacy of these communications; the inmates should then be required to sign a receipt for such mail, indicating that the mail was unread and uncensored. Every inmate should be able to correspond confidentially with both the facility manager and the administrator.

A number of jurisdictions have found it useful to provide printed stationery for all outgoing inmate correspondence. The backside of each sheet of stationery contains all the relevant rules and regulations governing correspondence, visiting, and telephone calls. Of course, inmates without funds should be provided a reasonable amount of stationery and postage at no cost so they will not be denied the benefits of correspondence due to their financial status.

Packages should generally be refused except when specific prior permission for their receipt has been granted to an inmate for special reasons, as in the case of law books or textbooks from publishers or clothing for court appearances.

### 3. *Books, Newspapers and Periodicals*

Section 1154 of the Minimum Standards for Local Detention Facilities provides that certain prisoners must be allowed to purchase or subscribe to any book, newspaper, or periodical accepted for distribution by the United States Post Office. In complying with this regulation, a facility administrator or manager may impose the following limits:

- a. Exclude obscene publications or writings, and mail containing information concerning where, how, or from whom such matter may be obtained; and any matter of a character tending to incite murder, arson, riot, violent racism, or any other form of violence; and any matter concerning gambling or a lottery;
- b. Open and inspect any publications or packages received by an inmate;
- c. Restrict the number of books, newspapers or magazines the inmate may have in his cell or elsewhere in the facility at one time;
- d. Prohibit or restrict the number of subscriptions to newspapers, periodicals, or books a person may purchase who is sentenced to imprisonment for a period of less than 60 days or who is unsentenced.

While the provision that only prisoners sentenced to more than 60 days severely limits the number of prisoners thus eligible to subscribe, the larger jurisdictions may wish to add the more popular newspapers and magazines to the items sold through the canteen. This will reduce

the number of individual subscriptions applied for by inmates.

#### 4. *Telephone Calls*

Increasingly local detention facilities are recognizing the worth of installing telephones for inmate use within the security area. It reinforces the right guaranteed by Penal Code Section 851.5 for telephone calls upon booking. It also reduces the burdens upon the visiting area because telephone calls can to some extent replace actual visits. It further reduces inmate tensions by allowing frequent and regular communications with family and relatives, particularly with regard to children. There can be controlled access to the telephones by providing special booths, by the use of ordinary pay telephones or limited dialing telephones, or by having the staff members place the calls on a special line reserved for inmate use. The use of pay telephones has been particularly successful in type III facilities.

As with the right to visiting, the constitutional protections accorded both correspondence and the access to telephones are changing under the pressure of court actions. The facility administrator should therefore consult the city or county counsel periodically to insure that policies are conforming to the latest law in this area.

#### 5. *Inmate Publication*

Institutional publications may be a means of promoting inmate morale, particularly in the larger facilities. Depending on the size of the institution, the publication may be a mimeographed newsletter or something more sophisticated.

These publications are a means of inmate communication with the institution. Regulations covering such publications should be established and should make clear the editorial role of the facility administrator. The regulations should set criteria for news articles, insure the educational and training value of the publication for inmates, and stress the vital goal of accuracy in all information published. The distribution of the publication should include all inmates and their families so that they may be informed of facility policies and programs.

#### 6. *Inmate Canteen and Inmate Welfare Fund*

Penal Code Section 4025 provides that the sheriff, and presumably any other administrator of an adult detention facility, may establish an inmate store within the facility to sell such items as candy, tobacco products and supplies, postage and writing materials, and toilet articles and supplies. Section 1082(f) of Title 15, California Administrative Code, makes the establishment of such a store or procedure mandatory in type II and type III facilities. The selling prices of these items may be set by the administrator so that the inmate store or canteen, as it is known in many jurisdictions, is financially self-sufficient. An added margin of profit may be levied on the items to provide for an inmate welfare fund.

As stated in Section 4025b: "The money and property deposited in the inmate welfare fund shall be expended by the sheriff solely for the benefit, education, and welfare of the inmates confined within the

jail." Common expenditures of this fund have included television sets, radios, magazine and newspaper subscriptions for inmate libraries, recreation equipment (see below), and other amenities.

Due to the problems of gambling and theft of money in the possession of inmates, a more desirable system for the operation of the inmate canteen is to establish a credit system with purchases being charged against each inmate's account. This account can contain all of the inmate's cash at booking plus any gift money from friends and relatives. To prevent abuse of the canteen privileges and hoarding of items in the inmate residence areas (which can lead to gambling and other disciplinary problems), a reasonable limit should be set on the amount of purchases an individual inmate can make during a given period of time.

### *7. Religious Activities*

In all type II and type III facilities, a special effort should be made to provide for a place of religious worship and for regular services. In addition, the spiritual needs of the inmates for individual counseling and advice should be met as far as possible.

In most communities there is an organized Council of Churches which can be utilized to provide non-denominational Protestant services on a regular basis as well as ministers for individual counseling. Catholic services can be similarly arranged with the local parish priest, and Jewish and Buddhist religious representatives are generally also available. It is usually a wise policy to refer requests from religious groups to hold services in the facility or to visit with particular inmates to the local Council of Churches. The Council and the facility administrator may then jointly decide on these requests and establish appropriate services. The freedom of religion of the inmates, both to participate or to abstain, should be protected to the maximum extent regardless of faith.

### *8. Exercise and Recreation*

A wide range of recreational activities can be provided for inmates. The choice for jail administrators will depend on the weather conditions, availability of facilities and supervisory personnel, and inmate attitudes.

The exercise area of the facility can be used for different athletic activities. Basketball, volleyball, and shuffleboard are three common games for such areas. Weight lifting equipment and table tennis may also be provided; these are inexpensive, relatively easy to maintain and supervise, and provide healthy outlets for inmate energies. A larger facility may install a more expensive but safer and more versatile weight machine instead of loose weight equipment.

Indoor or less strenuous activities include television, radio, table games (chess, checkers, and others), and various hobbycrafts. Commonly used crafts programs are leatherwork, painting, bookbinding and repair, small toy repair, and knitting. The produced handiwork can be sold to the general public under Penal Code Section 4026 and the revenues distributed to the inmate artists and the inmate welfare

fund and, if public funds have been used to buy supplies, to repay the costs of those supplies, pursuant to Penal Code Section 4025.

Particularly in the smaller type II facilities, care should be taken to develop a recreational program for the female inmates as well. All too often these persons are neglected in programming due to their small number, and they should have more or less equal access to the exercise area when it is unused by the male inmates, to the range of indoor activities, and to the library.

#### *9. Library Service*

Although reading is ideally suited to a detention situation, the accessibility of books and magazines represents a problem for most inmates. The usual in-house library of donated books is often limited in quantity and quality as well as diversity of subject matter. The facility, if at all possible, should arrange for county library service under Government Code Section 26151. The county library may then establish a small branch library within the facility or make use of a portable bookmobile to bring current literature of a wide variety to the inmates.

The library service should be considered as more than a recreational activity. It can allow an inmate to continue his or her education, and it can provide a basis for better understanding of his or herself and the environment.

Destruction of reading materials by prisoners or using them for unintended purposes can be reduced considerably if personal responsibility can be assigned, such as when reading material is checked in and out to individuals.

**HEALTH AND MEDICAL SERVICES**

Inmates are completely dependent upon the jail management for their medical care and physical well being. The situation is further complicated by the poorer physical condition of inmates as compared to the general population. Caution should be taken to protect the health of the individual, to restrict the spread of any illness in the jail, and to prevent the introduction of disease into the community by released inmates.

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**ESSENTIAL ELEMENTS**

1. *Jail Physician.* Whenever the daily average of more than 100 persons are confined in any detention facility, there shall be available at all times a duly licensed and practising physician for the care and treatment of all persons confined therein. (Penal Code Section 4023)
2. *Daily Sick Call.* Every type II and type III facility shall provide for a daily sick call. (15 Cal. Adm. Code 1161)
3. *Written Medical Procedures.* The facility administrator/manager shall, in cooperation with the facility physician or the county medical officer, set forth in writing to all facility personnel, a routine procedure for the summoning of proper medical aid, for the application of emergency first aid, and for the ongoing medical care of persons confined. (15 Cal. Adm. Code 1162)
4. Medical referrals should be made by jail staff in all serious or uncertain cases involving inmate injuries or illnesses.
5. *Administering and Storing Legally Obtained Drugs.* The facility administrator, in cooperation with the facility physician or the county medical officer, shall develop plans, establish procedures, and provide space and accessories for the secure storage and the controlled administering of all prescription drugs. (15 Cal. Adm. Code 1163)
6. Every prisoner should be medically tested as soon after booking as possible for syphilis, gonorrhoea, tuberculosis, and other communicable diseases.
7. *Reporting Death of a Prisoner.* According to Government Code Section 12535, the facility administrator shall notify, in writing, the State Attorney General whenever any person dies while in custody.
8. *Health Information.* The facility administrator or where available, the facility physician, shall maintain individual dated health records. (15 Cal. Adm. Code 1164)
9. *Mentally Disordered Persons.* Each facility manager shall segregate all mentally disordered inmates. If a physician's opinion is not readily available, an inmate shall be considered mentally disordered for the purpose of this section if he or she appears to be a danger to himself or others or if he appears gravely disabled. A physician's opinion shall be secured within 24 hours of such segregation or at the next daily sick call, whichever is earliest. If practical and feasible, such a mentally disordered inmate shall be transferred to a medical facility designated



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- by the county and approved by the State Department of Health for diagnosis, treatment, and evaluation of such suspected mental disorder, according to Penal Code Section 4011.6.
10. Provisions should be made for specialized medical attention to the unique medical problems of females.

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#### ANALYSIS OF ESSENTIAL ELEMENTS

##### 1. *Jail Physician*

Penal Code Section 4023 requires any local detention facility with an average daily population of 100 or more inmates to have available at all times a licensed and practicing physician.

The requisite availability can be provided by a number of arrangements: if large enough, the facility may employ one or more full-time physicians; medium-size facilities can hire private physicians on a contract basis for semi-weekly or weekly visits; smaller facilities can use the services of the physicians at the county hospital or local community hospital. Even where the inmate population falls well below 100, it is simply sound management to have a well-defined procedure for either summoning a physician to the facility or to deliver an ill or injured inmate to a physician on both a routine and an emergency basis. The necessity for the maintenance of security makes pre-planning this medical care essential and regardless of the arrangement used for summoning medical aid, all personnel should be aware of the procedures.

Generally speaking, most inmate illnesses and injuries do not, at least immediately, require the attention of a physician. To screen these persons, the facility should employ one or more registered nurses on a full- or part-time basis. These nurses can administer the daily "sick call," maintain the jail medical records, control the jail medical supplies, and perform blood tests and dispense medication under the direction of the facility physician. If a registered nurse is not available, the facility should have, at a minimum, staff personnel with para-medical training comparable to that of medical corpsmen in the armed forces to administer the sick call.

##### 2. *Daily Sick Call*

A daily sick call should be established at a time and place convenient to the facility. The sick call should be administered by the facility physician, a registered nurse, or, at the very least, a facility staff member with para-medical training. A number of jurisdictions have created and employed a class of jail personnel known as "medical technical assistants" for this purpose; these "med-tech's" have received para-medical training in a branch of the armed forces or in the U. S. Public Health Service and are ideally suited for this type of work in an institutional, regimented situation.

The sick call should be to examine and care for inmate injuries and illnesses on a daily basis. To insure that the inmate communicates his or her medical needs to the jail staff, the request for treatment should

be submitted in writing at the sick call. This can be done expeditiously by providing a simple checklist of symptoms and complaints on a printed form. The responsibility for examining and treating an inmate should never be entrusted to another inmate regardless of his or her custodial classification; the consequences of such inmate diagnosis can be dire and even disastrous.

Wherever a Registered Nurse, Licensed Vocational Nurse, or Medical Technical Assistant is not employed to conduct a daily sick call, provisions must be made to secure medical attention for any inmate requesting such attention in order to comply with Section 1161 of the Minimum Standards for Local Detention Facilities.

### *3. Written Medical Procedures*

The facility physician should establish a routine procedure, set forth in written medical procedures to all facility personnel, for handling all medical problems within the facility. In the smaller jurisdictions and in type I facilities, the local or county health officer may establish these procedures. The procedures should be explicit in requiring the summoning of proper medical aid at times when the facility personnel are in any doubt as to the health of an inmate; specific diagnosis of many serious injuries or illnesses can be made only by properly trained medical personnel.

All the facility staff should receive a thorough orientation to the procedures contained in the written medical procedures. Periodic review of the procedures should be made a part of the in-service training program. Pursuant to Health and Safety Code Section 217, all law enforcement personnel in the state must also have first aid training, and this applies equally to those law enforcement personnel employed in local detention facilities.

### *4. Medical Referrals*

Medical complaints generally fall into one of three categories of disorders. The first group includes those conditions which exhibit visible and external symptoms, such as scabs or skin lesions caused by ringworm, impetigo, trench mouth, venereal infections (at some stages), mumps, measles, hepatitis, body bruises, swollen areas, head or eye injuries, hernias, fractures, or dislocations. Dental complaints may also fall into this category, although the only apparent symptom may be severe pain.

The second group involves the internal disorders and are extremely difficult for non-medical personnel to examine or care for. Examples of this category are respiratory diseases such as tuberculosis, asthma, or bronchitis, gastrointestinal illnesses such as stomach ulcers, and head injuries such as concussions. Whenever such symptoms as abdominal pain, bleeding, severe diarrhea, lapses of consciousness, or severe pain anywhere are observed, medical aid should be immediately obtained.

The third group of medical problems is the mentally ill inmates. As with other forms of illness, these inmates may exhibit a range of symptoms. For the more severe cases, particularly those where the inmate

is uncontrollably violent or self-destructive, the jail cannot provide adequate care. These persons should be immediately transferred to a hospital (see below) for mental health care.

Three other common medical problems are encountered frequently in jails. Alcoholic inmates may suffer from delirium tremens (known as the "D.T.'s") and are liable to injure themselves in this condition. They should be placed under close observation and possibly moved to a hospital for treatment. A second problem involves narcotics addicts who are undergoing withdrawal, a painful and agonizing experience. These persons also need close supervision and possible medical attention; a physician's opinion should be specifically obtained as to the continuance of such persons on narcotic substitutes or other treatment. An addict may also occasionally obtain some contraband narcotics inside the facility and is likely to be subject to an overdose which can be fatal; immediate medical aid should be summoned upon discovery of such a situation. The third problem centers on the older inmates who may be suffering from various heart diseases. A heart attack may strike suddenly and without warning; symptoms such as chest pain, shock, nausea, vomiting, or unconsciousness should be brought to immediate medical attention. An unnecessary delay can be fatal.

Penal Code Section 4011 details the legal procedure for the removal of a seriously ill or injured inmate to a hospital for extended treatment. Indigent inmates may be treated at public expense, while those inmates able to pay for such medical services will be required to reimburse the city or county. The procedure does require a court order. For emergency medical care, the inmate may be moved to a hospital pursuant to Penal Code Section 4011.5 which dispenses with the court order requirement unless the inmate will be held at the hospital for more than 48 hours. It should be emphasized that Section 4011 preserves the right of the inmate, if he or she can afford it, to decline these public health services and to provide for his own medical care through a private physician.

#### *5. Administering and Storing Legally Obtained Drugs*

All medical supplies should be kept within the facility's infirmary in locked closets or cabinets. Access to these supplies should be limited by a proper key control system to the facility medical personnel. A close inventory should be kept of these supplies to insure that unauthorized use or removal of any of these supplies will be promptly discovered.

Procedures for the administration of legally obtained drugs must include the following:

- a. Securely lockable cabinets, closets, and refrigeration units.
- b. Means for the positive identification of the recipient of the prescribed medication, such as a hospital type plastic identification wrist band or photograph.
- c. Procedures for administering legally obtained drugs only in the dose prescribed and at the time prescribed.
- d. Procedures for confirming the fact that the recipient has

- ingested the medication.
- e. Procedures for the administration of controlled substances and dangerous drugs in liquid or powdered form wherever possible.
  - f. A procedure for recording the fact that the prescribed dose has been administered and by whom.
  - g. A procedure which prohibits the administration of drugs by inmates except where the inmate is under supervision of a medical officer and where such a procedure has been clearly set forth in writing by a physician.

6. *Routine Tests for Communicable Diseases*

For various sociological and economic reasons, the jail population tends to be more disease prone than the normal population at large. Among the more common and highly infectious diseases carried by the inmate population are tuberculosis and venereal diseases. Each of these can and should be detected by the administration of routine medical tests. While the length of confinement is the major factor in whether such tests can be feasibly administered, facility administrators can avail themselves of the assistance of local and state public health officers in implementing a practical detection program for these diseases.

Tuberculosis can be carried by infected persons and yet not be active because their bodily defenses have encapsulated the bacilli. Others whose resistance is lower due to other diseases, malnutrition, or exhaustion may be active carriers and highly infectious, spreading the TB bacilli in their coughing. Because public health experience has shown the jail population to be much higher in the incidence of TB carriers, both active and inactive, all inmates should be examined upon booking for tuberculosis.

The program for detection of TB carriers in the inmate population should be carried out in conjunction with local public health officials, especially the local TB control officer if one is available. Generally, the program will vary with the size of the inmate population, so that the larger counties will find it both economical and medically useful to screen every inmate while the smaller counties may do it only on an "as-needed" basis with the apparently infectious persons. The usual screening devices should be a skin test and/or chest x-ray, administered by qualified medical or para-medical personnel. In the case of x-rays, the machines shall be adequately serviced and properly registered with the State Departments of Public Health under Health and Safety Code Section 25815, and the operators shall be certified by the State Department of Public Health pursuant to Health and Safety Code Section 25671 et seq.

Venereal diseases include both syphilis and gonorrhea. The occurrence of these diseases has reached epidemic proportions in recent years, and public health efforts to control them have been hampered by ignorance and fear. One of the most likely populations in which to find infectious venereal disease is the jail population. With the cooperation of the local public health department and particularly the

local VD control officer, if one is available, a jail administrator can add an important dimension to the health services of his facility by screening for VD carriers. Often the carrier is ignorant of the fact he or she has the disease and thus will not seek medical aid in time; moreover, the unknowing carrier will likely infect other persons who will be equally ignorant. The diagnosis will thus protect both the inmate and others who may have sexual contacts with that inmate following release.

A quick and simple initial test for syphilis can be performed by the health department if the jail can provide a blood sample of each inmate. The serological test requires a laboratory, but the jail's medical or para-medical personnel (under the direction of a physician) can draw the necessary blood samples, label them, and forward them for testing. Enough blood should be taken at this time to allow a follow-up test to confirm any positive test results without having to locate the inmate again; the inmate's address should also be taken at the time of the blood sample so that post-release treatment by the local health department may be facilitated. This blood sampling program needs the fullest cooperation of the jail medical staff and the local public health department to be effective, economical, and convenient.

Testing for gonorrhea is more difficult and perhaps less definitive. The cultures which must be made from samples obtained from physical examinations are difficult to make and even more difficult to diagnose. It is the general consensus of public health practitioners at this time that individuals be tested for gonorrhea only if there is substantial reason to suspect an infection; some counties test all those persons who have been arrested on so-called "morals" charges. Where testing is anticipated, adequate facilities, including an examination table equipped with stirrups (for females), should be provided. Only medical personnel and properly trained para-medical personnel should attempt to prepare the cultures.

Viral hepatitis is one other common disease found in the jail community. There are two distinct forms of the disease, type A (formerly known as infectious hepatitis) and type B (formerly known as serum hepatitis). Type A hepatitis is spread by fecal-oral contacts because the virus is transmitted in human feces, and the close confinement and sanitation conditions of most jail is conducive to this transmission. Type B hepatitis, contrary to its former name, is also infectious, because it is transmitted by infected blood through blood transfusions or the use of contaminated hypodermic needles (a situation common to narcotics offenders). It is important to distinguish between type A and type B hepatitis for treatment and for the protection of other inmates and staff.

Hepatitis is difficult to diagnose, and only inferential medical tests are available at this time to determine its presence. Whenever a suspected case of hepatitis is found, the facility physician should be consulted immediately and appropriate tests made. For those cases which are diagnosed as type A hepatitis, the physician may prescribe Immune Serum Globulin (ISG) for the infected inmate and all other

inmates and staff who have been exposed in close personal contact which could have resulted in the necessary oral-fecal transmission of the virus. It should be noted that ISG has no effect in either treatment or immunization with type B hepatitis. In addition, stringent sanitary conditions should be imposed, so that infected inmates observe good personal hygiene habits, particularly a thorough washing of the hands with soap and water after urinating and defecating. Other persons, both inmates and staff, who come into contact with these infected persons should similarly wash themselves afterwards. The linen of infected inmates should be carefully separated from other institutional linen and stored in sealed plastic bags until they are washed; laundry personnel should also observe careful personal hygiene when handling this linen.

The type B hepatitis can only be spread by blood transfusions or similar methods. These inmates should be warned so that they will not donate their infected blood to others and so that any hypodermic needles they use are properly disposed of.

In all cases of suspected communicable diseases, the medical advice of a physician should be obtained. As required by California Administrative Code, Title 17, Section 2500, certain cases of these diseases must be reported promptly and fully to the State Department of Health.

#### *7. Reporting Death of a Prisoner*

Government Code Section 12525 requires that in case of the death of any person while in custody the information and facts relating thereto be reported to the office of the State Attorney General within ten days of the time the death occurs. The information contained in this report is a matter of public record except for matters deemed privileged by the Attorney General.

The county coroner shall also perform an inquest into such a death pursuant to Section 27491 of the Government Code. This inquest report may form the basis of the required report to the State Attorney General.

#### *8. Health Information*

Complete medical records of complaints, diagnoses, and treatment, along with test results, should be maintained in the facility infirmary. They should be accessible only to authorized medical personnel—physicians, nurses, and medical technical assistants.

Such records should be in a clear, well-organized format so that emergency medical personnel summoned to the facility may be able to use them without great difficulty. The records may be patterned after those used by the county or local hospital for its patients, especially if personnel from the hospital are to use these records on a regular basis.

#### *9. Mentally Disordered Persons*

A jail is not the place to confine or treat severely mentally ill persons. They require immediate segregation from the general jail population and psychiatric examination. There are now additional options

for a jail administrator faced with this problem.

Penal Code Section 4011.6 permits a jail administrator or a judge of a court in the county where the jail is located to remove a mentally disordered inmate to a mental health facility designated for such purposes and approved by the State Department of Health. There the inmate may be evaluated and treated for an initial 72-hour period under the Lanterman-Petris-Short Act, Sections 5000-5401 of the Welfare and Institutions Code. The essential criteria for this program are if the inmate is dangerous to himself or to others or is gravely disabled (as in the case of a very disturbed alcoholic). The provisions of the act differentiate between involuntary and voluntary commitments in terms of the post-72-hour confinement and treatment options, and the judge or jail administrator may arrange for the treatment and evaluation accordingly.

Penal Code Section 1368 also permits a jail administrator to seek a court order for psychiatric examinations of a pre-sentenced inmate who appears to be insane. The section requires the suspension of all criminal proceedings against the inmate until the court or a court and jury have settled the question of the inmate's sanity.

Each jail administrator should work out in advance with the mental health service personnel a regular procedure for such removals of mentally disordered inmates. The need for such services is unpredictable and may occur at unusual hours due to the nature of jail bookings.

Before a jail administrator makes use of either of the above sections for transferring a mentally disordered inmate to a mental health facility, he should be fully satisfied with the security arrangements of that facility. It must be understood that an inmate so transferred is generally dangerous to himself or others and that this requires a secure detention area and constant supervision for the inmate. These points should be stressed to the mental health personnel involved in any pre-planning of emergency mental health services.

#### 10. *Female Inmates*

There are a number of medical problems peculiar to female inmates which are less familiar to jail administrators because there are substantially fewer women in jail. Nonetheless, these problems should be dealt with effectively to guarantee adequate health care for these women.

Frequently female inmates have need for obstetric and gynecological services. Pre-natal care is extremely important for the health of pregnant women and of the children they are carrying, particularly with regard to diet. Also connected with children are the understandable concerns of inmate mothers who are separated by the jail confinement from their families; the psychological problems and anxieties associated with worrying about children at home can be severe for these women.

Gynecological problems include urinary tract infections, pelvic inflammatory diseases (P.I.D.) (common to prostitutes), and other disorders associated with feminine hygiene. The frequency and



seriousness of these problems may justify the hiring of a part- or full-time gynecologist exclusively for the women's portion of the detention system.

The facility's medical staff should also be prepared to continue certain female inmates who are to be confined for a relatively short time on their medically prescribed oral contraceptives. These require a regular dosage to be effective, and discontinuation during confinement can create problems after release.

The medical program for women depends upon an adequate examination room, properly equipped for obstetric and gynecological examinations. The facility physician should be consulted in designing and equipping this room within the women's detention section.

## CHAPTER XV

**DISCIPLINE**

Discipline is the outcome of a process of orientation, training, guidance, and punishment intended to bring about order and personal responsibility. A correctional facility, even more than other institutions, cannot be operated efficiently and safely unless its occupants conform to standards of orderly behavior. These standards serve to protect all concerned parties—staff, inmates, and visitors.

Preventive discipline is preferable to correction after the fact, but when a rule is violated, discipline should be prompt and fair. The disciplinary process must conform to constitutional standards of due process and equal protection, and there must be no cruel or unusual punishment.

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ESSENTIAL ELEMENTS

1. *Rules and Disciplinary Penalties.* Each facility administrator shall establish rules and disciplinary penalties to guide inmate conduct. Such rules and disciplinary penalties shall be stated simply and affirmatively, and posted conspicuously in housing units, and the booking area, or issued to each inmate. (15 Cal. Adm. Code 1170)
  2. *Disciplinary Officer.* Each facility administrator/manager shall designate one or more subordinates as disciplinary officers who shall act on all formal charges of violation of facility rules by inmates, and who shall have full investigative and punitive powers. (15 Cal. Adm. Code 1171(a))
  3. *Written Disciplinary Reports.* Major violations of institution rules or repetitive minor acts of non-conformance shall be referred in writing by the staff member observing the violation to the disciplinary officer. (Penal Code Section 4019.5 and 15 Cal. Adm. Code 1171(c))
  4. *Inmate Informed and Given Prompt Hearing.* The inmate shall be informed, in writing, of the charge(s) pending against him, allowed to appear on his own behalf, and such charges must be acted upon as soon as possible but no later than 72 hours after the report is filed. (15 Cal. Adm. Code 1171(d), (e), and (f))
  5. *Forms of Discipline.* The degree of punitive actions taken by the disciplinary officer shall be directly related to the severity of the rule infraction. (15 Cal. Adm. Code 1172)
  6. *Limitations on Disciplinary Actions.* Penal Code Section 4019.5 expressly prohibits the delegation of authority to any prisoner or group of prisoners, to exercise the right of punishment over any other prisoner or group of prisoners. (15 Cal. Adm. Code 1173).
  7. *Disciplinary Records.* Penal Code Section 4019.5 requires the keeping of a record of all disciplinary infractions and punishment administered therefor. This requirement may be satisfied by retaining copies of rule violation reports and the disposition of each. (15 Cal. Adm. Code 1174)
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## ANALYSIS OF ESSENTIAL ELEMENTS

*1. Rules and Disciplinary Penalties*

A complete set of the rules and procedures regarding inmate behavior should be printed and conspicuously posted in the booking area and in all housing areas of the facility. In addition, each inmate should be furnished a copy of these rules and procedures as part of the booking process.

The rules should be stated simply and as affirmatively as possible. The publication should be available in English and where the inmate population warrants, in such additional languages as Spanish. Rules that cannot be understood can hardly be followed.

In drafting a set of rules and procedures for the facility, careful thought should be given to keep the number to a minimum. Only those rules essential to institutional safety and efficiency should be retained, since unnecessary rules invite more disciplinary problems and waste staff resources. Moreover, superfluous regulations can create an overly-repressive atmosphere which hinders rehabilitation and which may bring judicial intervention via civil rights suits by aggrieved inmates.

Inmates should also be advised of the disciplinary penalties for violations of rules or procedures. This is necessary to insure that the inmates are given proper notice to satisfy due process constitutional requirements.

*2. Disciplinary Officer*

The facility administrator should designate one or more of his immediate subordinates as disciplinary officers and delegate to them full investigative and punitive powers. These should be exclusive delegations, and no other personnel should be allowed to administer discipline to the inmates except in emergency situations.

*3. Written Disciplinary Reports*

All staff personnel should be familiar with the facility's rules and procedures and should understand their roles in the disciplinary process. Not every breach of a rule need be reported; many minor acts of non-conformance may be handled expeditiously by simple counseling or advising the inmate as to expected conduct. Such informal handling can often be of greater preventive value and will relieve the disciplinary system of possible over use.

When the behavior of the inmate results in a more serious violation of the rules (or of a law), it is the duty of an employee to report it immediately to the disciplinary officer by filing a written report. The disciplinary officer should provide a standardized form for rules violation reports so that all essential information such as persons involved, times and places, witnesses, and injuries or damage to property can be properly recorded. Such a written record of the charge against an inmate is required by Penal Code Section 4019.5.

#### 4. *Inmate Informed and Given Prompt Hearing*

The inmate charged with misconduct should be provided with a copy of the rules violation report as part of the first step of the disciplinary process. Administrative segregation may be necessary as well if the incident involved serious violence or otherwise jeopardized the facility's security. Victims of inmate attacks should also be immediately administratively segregated for their own protection and to insure proper testimony for possible criminal prosecutions.

The disciplinary officer should commence his investigation of the incident as soon as possible and no later than 72 hours after the report is filed. He should visit the scene of the incident, examine any physical evidence, and interview each of the participants and witnesses. The inmate charged with the violation should be accorded a full opportunity to relate his or her version of the incident.

In those cases where possible criminal prosecution may occur, the district attorney's office should be contacted immediately upon the filing of the rules violation report; then the disciplinary officer and the district attorney's office should jointly investigate the incident.

Special care should be taken to insure that an inmate under such joint investigation is warned as to his constitutional right to silence and to counsel. The original warning given the inmate when arrested for the crime which resulted in his incarceration is not adequate for a new investigation. Following this review of all aspects of the incident, the disciplinary officer has a number of alternatives. He can dismiss the charges, find the inmate guilty as charged and suspend any punishment, or find the inmate guilty as charged and assess an appropriate disciplinary measure.

Whatever resolution is made, the disciplinary officer should file a final report on his findings of fact and conclusions of rules violated. A copy should be given to the inmate and a copy kept in his or her inmate file.

The inmate, if dissatisfied with the outcome of this disciplinary procedure, should have the right to have the case reviewed by the facility administrator. The review process should be clearly outlined in the copy of the final report issued by the disciplinary officer. The facility administrator should hear both the disciplinary officer and the inmate individually before affirming or reversing the initial decision.

What must be made clear about this entire process is that it is an *administrative* process which adheres to the constitutional principles of due process and equal protection; it is *not* a *quasi-judicial* or *adversary* process. The inmate in particular should understand this fundamental distinction. The disciplinary officer will do all investigation of the incident and dispense any necessary punishment, and the review process is only to insure that his findings and conclusions are not erroneous.

#### 5. *Forms of Discipline*

Acceptable forms of discipline can include the following:

- a. Loss of privileges, such as access to the inmate canteen, tele-

- vision, visiting, etc.
- b. Loss of "good time" credit which might be earned under Penal Code Section 4019. Such losses may be graduated according to the severity of the violation, ranging from a loss of the one day of the current month's credit to a loss of all credit earned since the beginning of the inmate's confinement.
  - c. Extra work details. As an alternative, the inmate may be taken off work details so he or she will not be able to earn the "work time" credit which is normally granted under Penal Code Section 4018.1. Since five days are deducted from the inmate's sentence for each month worked, the credit equals one day of deduction for each six days worked. Therefore, an inmate may also be taken off work details in multiples of six days, which will deny him the opportunity to earn "work time" credit.
  - d. Disciplinary isolation in a single occupancy cell. The inmate so confined should, however, still have clean clothing and linen, access to personal hygiene items, and a bunk and mattress. Such disciplinary isolation must not exceed 10 days at a time without a finding on a new charge.

Generally, the facility manager and/or a disciplinary committee should review all disciplinary actions taken by the disciplinary officer which result in disciplinary segregation or in the lengthening of an inmate's sentence through loss of "good time" or "work time" credit. These forms of discipline reflect serious violations of facility rules and regulations, and the proceedings should be accordingly thorough and fair.

Inmates held in disciplinary isolation should be closely supervised by the staff to insure that any medical or grave psychological problems are detected promptly. The facility medical staff should check each inmate on a daily basis and keep a written record of such observations to protect both the inmate and the facility management. Any inmates who become uncontrollably violent or self-destructive should be immediately moved to a safety cell (see above, Chapter X) and then to a mental health facility for psychiatric observation and treatment (see above, Chapter XIV).

Correspondence privileges shall not be withheld except in cases where the inmate has violated correspondence regulations, in which case correspondence may be suspended for no longer than 72 hours, without the review and approval of the facility administrator/manager. In no case shall the correspondence privilege with any member of the State Bar, holder of public office, the courts, or facility administrator/manager be suspended.

Section 673 of the Penal Code expressly prohibits all cruel or unusual punishments, including specifically any corporal punishment. Violation of this section is a misdemeanor offense. Furthermore, Section 147 of the Penal Code provides that: "Every officer who is guilty of willful inhumanity or oppression toward any prisoner under his care or in his

custody is punishable by a fine not exceeding two thousand dollars, and by removal from office." Finally, the State Constitution in Article I, Section 6, also prohibits any cruel or unusual punishment.

*6. Limitations on Disciplinary Action*

The disciplinary process must be strictly controlled by the facility management and staff. Penal Code Section 4019.5 expressly prohibits any delegation of such disciplinary authority to inmates. This section also forbids the formation of so-called "kangaroo courts" and "sanitary committees" which exercise any power over inmates and charges the facility administrator and his staff with the duty to eliminate any such groups when they become apparent.

*7. Disciplinary Records*

Penal Code Section 4019.5 requires the maintenance of detailed and complete records of all infractions of facility rules and regulations and the dispositions of such cases. This requirement can be satisfied by keeping copies of rules violation reports filed by staff members and copies of the final reports written by the disciplinary officer investigating the incident and administering the punishment therefor.

## CHAPTER XVI

**CAMP AND FARM PROGRAMS**

Camp and farm programs deserve special mention because they are entirely distinct from other jail-type programs. They offer an additional option to the detention facility administrator in tailoring his system to the needs and abilities of the local inmate population, as well as meeting other needs of the jurisdiction.

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ESSENTIAL ELEMENTS

1. A minimum security camp or farm should be established for work and treatment programs.
2. The choice of sites should be governed by accessibility to community resources and to employment opportunities.
3. The work programs should be designed to benefit both the inmate and the community.
4. *County Classification Committee.* Inmates shall be assigned to the camp or farm (from the county jail) by an inmate classification system. (Penal Code Section 4114)

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ANALYSIS OF ESSENTIAL ELEMENTS*1. Camp or Farm Program*

A camp or farm program is often a desirable adjunct to the programs offered in the main county jail. These type III facilities are generally located in the more rural portions of the county where the necessary land is available to construct minimum security facilities isolated from normal residential housing tracts and to allow the raising of crops and livestock.

There are a number of means by which these camps or farms can be established. Many jurisdictions have set up the farm or camp as a branch of the county jail, using the general authority to establish county jail under Penal Code Section 4000. Others have used the authority granted under Penal Code Section 4100 et seq. for industrial farms or industrial road camps. The board of supervisors may designate any qualified individual to be the superintendent of such an industrial farm or camp under Section 4108; this includes the sheriff, the chief probation officer, and other similarly placed persons.

The costs of constructing and operating type III facilities are generally lower than regular jails of the type II variety because of reduced security requirements and staffing patterns. More importantly, there are the additional benefits of work and treatment programs which might be otherwise unavailable within the main county jail. These additional opportunities for employment, education, recreation, and other rehabilitative activities can thus increase the range of custody and treatment options for the jail administrator.

In terms of the inmates, the camp or farm is a welcome relief from the relatively sterile confines of a male jail. The overriding concern for facility security in a jail often deters effective correctional programming, while the minimum security orientation of camps and farms allows more outdoor employment, more opportunities for athletic activities, and a more flexible housing situation. For the county, there are the equally attractive benefits of a readily available labor force for various public works projects and conservation and ecological programs.

## 2. *Choice of Sites*

Even more than a jail, a county camp or farm may arouse public alarm when a site is to be picked. The impression of the "walk-away" escape is much greater under a minimum security system. However, a proper classification system for inmate assignments can reduce the number of escapes. The facility administrator must point out this fact to present the facility program in its proper perspective.

The site choice should be governed by three factors: the logistical convenience of administrative control and supply, the proximity to community resources (including inmates' families for visiting), and the availability of employment opportunities. On the first point, it should be remembered that inmates will have to be transferred from the main jail, that this will involve staff time and vehicles for transportation, that various supplies must also be moved to the facility, and that aid in the event of emergencies must be readily available. On the second factor, there must be effective community involvement for correctional programming, so that the facility should not be so removed as to make these resources inaccessible. Families and friends, religious and social counselors, community workers, and others must be able to reach the facility without undue difficulty. Public transportation should be evaluated in this respect. As for the third factor, the core of a camp or farm program is the opportunity for vigorous and meaningful public employment. As such, the facility must be located near the type of employment envisioned. This may be a county heavy equipment station, near forests and parks, or in prime agricultural land, depending on the work program.

## 3. *Work Programs*

The work programs of camps and farms are guided by Penal Code Section 4017 et seq. However, the choice of types of work programs is a discretionary matter. Generally, many counties have employed inmates in various public works projects—fire suppression on public land, erosion control, watershed maintenance, road work, etc.—which are fiscally marginal and therefore could not be undertaken if the laborers were paid a full wage. Inmate wages are, of course, regulated by Penal Code Section 4019.5. But these economies can be misleading in that if the work programs fail to contribute to the inmates' rehabilitation, these persons will, in the long run, place a far more expensive burden on the criminal justice system.



It is a long-term economy to insure that whatever work programs are chosen reflect the appropriate correctional orientation. This includes vocational training, job counseling, and academic education in conjunction with the work assigned. The inmates should be able to use the skills and knowledge acquired while in a camp or farm program after their release. This requires a program design which is realistically geared to the various labor markets and to the needs of an increasingly demanding technological society. It simply will not do to have out-moded and irrelevant work programs which contribute nothing to the inmates' resocialization.

In developing the work programs at a camp or farm, there are numerous government and private agencies which can be consulted by the facility administrator. These include the various public works departments, forestry officials, fire suppression officials, departments of parks and recreation, and particularly the state employment agency. Such consultation will insure that the work done by the inmates will be more meaningful in terms of future employment.

#### *4. County Classification Committee*

The main jail's classification program should assign to a camp or farm only those inmates fully capable of living inside the relaxed controls of such a facility. The focus of the program is work and treatment under minimum custody conditions.

Where the county has established an industrial farm or road camp pursuant to Penal Code Section 4100 et seq., there shall be a county classification committee under Section 4114 for the purpose of assigning inmates thereto from the county jail. The sheriff is to appoint all the members of this committee (including the jail physician as an ex officio member), and it shall meet at least once a week to assign all inmates whose sentences are over 30 days to the appropriate degree of custody and treatment.

The classification committee's review should consider the following factors: the inmate's physical abilities and condition, the type of crime or crimes for which he was sentenced, the length of the sentence, previous experiences (if any) as an inmate, apparent ability to abide by rules and to work with his peers and supervisory personnel, and his desire to participate in available treatment programs.

## CHAPTER XVII

**WORK AND EDUCATIONAL FURLOUGH PROGRAMS**

Section 1208 of the Penal Code authorizes the board of supervisors of any county to establish a work or educational furlough program for sentenced male or female county jail inmates. This creates an additional treatment option for local corrections that falls between traditional custody and probation.

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ESSENTIAL ELEMENTS

1. A work and educational furlough program, authorized under Penal Code Section 1208, offers an opportunity for inmates to continue or obtain employment and education.
2. A selective classification system for assigning inmates to work or educational furlough should be developed and implemented.
3. The furlough program may be administered by either the sheriff, the chief probation officer, or the superintendent of a county industrial farm or road camp.
4. Specific rules and regulations for the furlough program should be developed in addition to those for the jail and other detention facilities.
5. A reasonable and equitable fee should be assessed inmates for participation in the program.
6. An appropriate housing design should be used which will provide convenient ingress and egress while maintaining secure separation from the rest of the inmate population.
7. Counties with work furlough programs may exchange inmates to provide more convenient employment opportunities.
8. A limited number of inmates from the California Department of Corrections may be admitted to county work or educational furlough programs under Penal Code Section 2910(c).
9. Failure to return from a day's work or schooling constitutes an escape under Penal Code Section 4532.

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ANALYSIS OF ESSENTIAL ELEMENTS*1. Work and Education*

Providing work and educational opportunities under Penal Code Section 1208 is advantageous in a number of ways for selected inmates. The work furlougher can retain his or her position as provider for a family. This contributes immeasurably to enhancing the self-respect of the inmate and also keeps the family off the county welfare rolls. The social impact of the inmate's confinement—such as the loss of a car, furniture, or even the family dwelling—can be prevented if he or she can continue to earn an income.

The victims of crimes may also receive restitution from inmates

which would be otherwise lost because of confinement and unemployment. Fines can be paid to the government, and in addition, the inmate can pay part of the cost of his or her detention in a work furlough facility.

Even where an inmate is on educational furlough and thus generating no revenues, there are probably long-term benefits in that the vocational and academic education will provide or improve employment skills, so that the individual can obtain meaningful work which will hopefully reduce recidivism.

## 2. *Classification*

Furlough classification should be handled as expeditiously as possible. Facility administrators should delegate the classification authority to staff who are available on a daily basis. This authority should be exercised co-equally with any other formal county classification committee which may be involved in the program and facility placement of inmates. It is urgent to consider immediate assignment of a sentenced inmate to work furlough because any lapse of time may cost that individual several working days' income or even the job due to the absence. One possible mechanism may be for work furlough applications to be made directly to the administrator of the program, who will make the initial assignment, with a review of his decision by the classification committee where it is appropriate.

Administrators should accept applications from all inmates. But there should be very careful scrutiny applied to those with records of the use or sales of narcotics or dangerous drugs, sexual offenses, child molesting, escape, or violence or the potential for violence.

Some failures are inevitably experienced, and the fear of an occasional failure in classification should not be a major factor in selecting candidates for the furlough program. The nature of a possible failure should, of course, be weighed along with other factors in classification, and the high risk applicants should be excluded.

## 3. *Administration*

Successful furlough programs are being administered by sheriffs, chief probation officers, and superintendents of county industrial farms or road camps. It is thus apparent that no special advantage inheres in the choice of program administrator. What is more important seems to be the degree of flexibility and autonomy the administrator is given in administering the program, so that individual inmates' employment and educational problems can be effectively dealt with.

The administrative staff for the program should be carefully chosen. While custody and security are not the primary concerns of a furlough program, some awareness of these needs is desirable. The main consideration for personnel is the ability to relate both to the inmates and to the public, particularly employers and educators of the furlougees.

Administrative functions include field supervision of the furlougees to insure that they are at their assigned places of work or study, classification, orientation, financial counseling and control of inmates, employer liaison, and disciplinary hearings. Due to the considerable

amount of clerical work generated by the work furlough programs, it is highly advisable to have on the staff a clerk-typist and an accounting clerk to handle the inmates' pay checks and the related bookkeeping.

#### 4. *Rules and Regulations*

Rules regarding inmate conduct while in the furlough program should be set forth in clear, understandable language and made available to all inmates who may apply to the program. A copy of the rules should be given to every inmate accepted for placement in the program, and he or she should be required to sign a statement verifying his or her understanding of those rules. The rules should include information on traveling, cash on the person, use of alcohol, narcotics, or drugs, visiting, etc.

The furlougee should be required to carry an identification card which contains information as to his or her inmate status, the hours during which he or she is permitted outside the facility, and the location of the furlough assignment. This identification card should be shown on the request of any authorized official.

#### 5. *Maintenance Fees*

Penal Code Section 1208 authorizes the collection of a maintenance fee for inmates in a furlough program. The charge should not be set in an amount to completely offset the cost of the program, however, since the charge might be so high as to destroy the economic incentive for the inmate's participation. The maintenance fee for furlougees engaging in an educational furlough program should be waived in that no income is being received.

Section 1208 does not set any guidelines for a fee schedule, but it seems some sliding scale, geared to both income and liabilities (family support, fines, restitution, etc.), would be the fairest approach. It is generally advisable to set some upper limit to the fee charged in relation to the income, such as 10 percent of the inmate's income after deductions for family support and other liabilities.

#### 6. *Housing Design*

Depending on the size of the furlough program, it is clearly desirable in most cases to have a separate facility for furlougee housing. The constant ingress and egress of furlougees is contrary to the primary security function of most jails, and contraband problems can jeopardize both the furlough program and jail security. The furlough facility must also be located near public transportation and should probably provide parking spaces for furlougees' vehicles.

The design of the sleeping quarters is very important. Inmates who have evening or night jobs require daytime sleeping accommodations. While individual rooms would be ideal, for reasons of economy the usual type of structure found is a dormitory style which makes it more difficult to provide darkened and quiet areas for the night workers. Single-deck bunks should be used so that bunkmates will not disturb one another.

The furlough facility should contain all the other necessary components of a detention facility: kitchen and dining room, laundry, storage areas, multi-purpose program rooms, etc. It should be remembered that the facility will generally provide the only recreation allowed furloughees, so that adequate space should be allotted for this purpose.

*7. Inter-County Transfers*

Penal Code Section 1208.5 authorizes two or more counties with work furlough programs to set up an inter-county work furloughee transfer agreement. In this manner, an inmate employed in one county but arrested, convicted, and sentenced in another county may be returned to the county of his or her employment to serve the sentence in that county's work furlough program. This preserves the inmate's employment and makes it unnecessary to find another job for that inmate in the county of conviction.

*8. Department of Corrections Inmates*

Under Penal Code Section 2910(c), inmates of the California Department of Corrections may be transferred from a state institution to a local detention facility for community re-entry programming, including work furlough assignments. This transfer is usually made with inmates who are approaching their parole dates, so that the transition to community life is made more gradual by utilizing a work furlough program.

Such transfers are arranged through agreements between the counties and the Department of Corrections, which provide for a mutually satisfactory rate of payment of costs by the Department to the county. The inmates themselves remain in the constructive custody of the Department, but they are subject to the local rules governing the work furlough program.

*9. Escape*

It should be made clear that any willful failure to return to the detention facility as prescribed by the rules or conditions of the furlough program is an escape as defined under Penal Code Section 4532 and is a felony to be punished accordingly. The inmate should also understand that he or she may jeopardize the entire program for other inmates if there is such a failure to return.

## CHAPTER XVIII

**COUNTY PAROLE**

County parole is the conditional release of county jail inmates convicted of misdemeanors before their sentences have been fully served in confinement. Parole itself is based on the theory that it may not require the full service of the sentence to adequately rehabilitate an inmate, so that the parole board can add a greater degree of flexibility to the correctional system in terms of conditional releases from custody.

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ESSENTIAL ELEMENTS

1. *County Parole Commissioners.* Each county shall have a board of parole commissioners, selected according to Penal Code Section 3075.
2. *Eligibility for County Parole.* All convicted misdemeanants are eligible to apply for county parole under Penal Code Section 3076.
3. *Uniform Rules for Parole.* Uniform rules and regulations governing the parole program should be established by the parole board pursuant to Penal Code Section 3078.
4. Parole application hearings should be held on a regular basis with a personal appearance by each applicant whenever feasible.
5. All parole agreements should clearly set forth the conditions of the parole, including supervision by parole officers and the possibility of parole revocation, all authorized under Penal Code Section 3081.

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ANALYSIS OF ESSENTIAL ELEMENTS*1. County Parole Commission*

Under Penal Code Section 3075, each county is to have a county board of parole commissioners. The members are to be the sheriff, the chief probation officer, and one public member appointed by the presiding judge of the county's superior court. In practice, each of these persons can delegate his or her powers to a duly designated deputy who may act as a temporary commissioner whenever one named member is unable to serve; such substitution is authorized under Penal Code Section 3077.

*2. Eligibility for County Parole*

All convicted and sentenced misdemeanants in the county jail are eligible to apply for county parole under the terms of Penal Code Section 3076. The one significant group exceptions to this rule is the class of inmates who are serving a limited sentence in the jail as a condition to probation; these individuals remain in the jurisdiction of the sentencing court and may not have their sentences modified by any other agency such as a parole board.

It is, in essence, a right of the sentenced inmate to apply for parole, so he or she should be fully informed of the parole program as soon

as the sentence is begun. The inmate should be furnished with a copy of the rules and regulations of the program and an application form. No attempts should be made by the custodial personnel to discourage this application of right. However, when the application is duly received by the parole board, the granting of parole still remains completely discretionary in the judgment of that board.

The parole board, as a part of its rule making power (see below), may specify that a minimum sentence must first be served before an inmate may make an effective application for parole. Some jurisdictions make this minimum a certain percentage of the sentence, while others use a fixed period such as 30 or 60 days. The advantages to this limitation include giving the inmate an opportunity to better appreciate the meaning of a parolee's relative freedom and giving the parole board some information regarding the individual through custodial officers' reports and recommendations.

### *3. Uniform Rules for Parole*

Penal Code Section 3078 authorizes the parole board to make and enforce all necessary rules and regulations to implement the parole program. These rules should be clear, concise, and easily understood by all potential applicants. If appropriate due to the inmate population, the rules should be made available in languages other than English.

Undue rigidity in the rules makes for an inflexible and ineffective system of parole. By its nature, parole is a highly discretionary form of sentence modification. The rules should reflect this discretion and allow for modifications in unusual situations where inmates would benefit.

### *4. Parole Application Hearings*

The parole board should schedule and hold regular meetings, at least once a month, to hear parole applications from eligible inmates. The parole board should be assisted by a designated investigator who will provide the members with such supplemental inmate background material as arrest reports, court documents, probation department reports, employment records, educational records, opinions from law enforcement and prosecutorial officials, family information and interviews, etc.

The inmate applicant should be interviewed by the investigator and be given an opportunity to supply favorable background material in his or her own behalf. Such material should, of course, be independently verified by the investigator to insure its accuracy. Furthermore, the inmate should be present at the hearing if feasible and allowed to make a statement to the parole board. This also permits the board members to better understand the individual inmate by asking questions of him or her.

### *5. Parole Agreement*

If parole is granted, the board should explicitly set forth the terms of that parole, as authorized under Penal Code Section 3081. The

parole board has the authority to set these terms for up to two years, and generally the terms should apply for not less than six months to insure that the inmate is properly rehabilitated. However, the parole period should be flexible, and the parole board may release any parolee from its supervision as soon as it is satisfied that such supervision is no longer necessary or beneficial to that person.

The parole agreement should also set forth the other conditions of the parole such as family support, retention of gainful employment, continuation of education, etc. However, these terms should be realistic and restricted to those forms of behavior most likely to keep the parolee out of the criminal justice system. Unnecessary attempts to regulate all aspects of the parolee's life simply invite failures and lessen the effectiveness of parole.

The agreement should specify that the parolee will be subject to the supervision of the board's designated investigators, usually either from the sheriff's department or the probation department. Effective supervision and concomitant counseling are the two keys to making parole work.

Finally, the agreement should make quite clear that Penal Code Section 3081 makes violation of any of the terms of the agreement grounds for an order by the board to reconfine the parolee in the county jail for the remainder of his or her sentence.



## CHAPTER XIX

**COMMUNITY RESOURCES**

Community resources may be defined as those agencies and individuals providing services, including planning of future services, to the community. Many of these services are needed to make jails and other local detention facilities safe, humane places of confinement; others make it possible to offer a variety of correctional services during confinement and afterwards. In addition, the public contact with both the correctional personnel and inmates of jails can foster a better public understanding of the needs and problems of the correctional process.

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ESSENTIAL ELEMENTS

1. The facility administrator should establish an inventory of available community resources which can aid in the treatment of inmates.
2. All relevant city, county, state, and federal agencies should be utilized in focusing community resources on the various needs of inmates.
3. Private organizations and individuals—labor groups, employers, religious groups, social service groups, and fraternal organizations—can be of assistance in individual and family counseling, job placement, and limited emergency aid for food, shelter, and clothing.
4. A locally appointed group of citizens should be established for better public understanding of correctional problems. This may be an Advisory Committee for Adult Detention Facilities as prescribed by Penal Code Section 4300 et seq.

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ANALYSIS OF ESSENTIAL ELEMENTS*1. Inventory of Community Resources*

For a facility administrator to use community resources fully and properly, he must first know what resources are available and whom to contact when those resources are needed. To that end, he should establish a complete inventory of all community resources which might be of use to him in meeting the needs of his facility and of the inmates.

The administrator should begin by assembling a list of all appropriate government agencies and their personnel which could assist in the operation of the facility and in aiding inmates after release. Then, he should compile a list of all the private social service agencies and groups in the area. Finally, he should consider using the assistance of all those individual persons who could provide various types of help. These would include employers, educators, physicians and other medical personnel, attorneys, community leaders, and others.

Each listing should include a name, address, appropriate titles and references, telephone number, and a succinct description of the resource to be provided. These listings should then be arranged by the

type of resource so that they will be readily accessible in time of need.

## 2. *Government Agencies*

There are numerous government agencies whose areas of concern overlap with those jail administrators. Since a jail is in fact a microcosm of the larger world, it faces all of the problems of that world—health, education, welfare, labor, etc. There are too many such agencies to list here, and in any event the list would vary from jurisdiction to jurisdiction. However, a few agencies are almost universally available to the jail administrator.

City, county, and state health officials can lend a good deal of assistance in the areas of health, sanitation, and community medical problems. Health and Safety Code Section 459 requires a health inspection of each local detention facility at least annually, and these inspections should be used as a management tool by the administrator. Budgetary requests for many health-related items can be supplemented by advisory letters from these health departments. In addition, there are numerous medical problems, such as insect infestations and communicable diseases, which can be dealt with very effectively in cooperation with local public health officials.

The State Fire Marshal's office and local fire departments can assist in the development of fire and life safety emergency plans for each facility. Due to the inherent difficulties of evacuating a security facility, there should be careful preplanning of fire suppression techniques to be employed and the equipment to be used in the event of a jail fire. The custodial personnel should be given a proper orientation by the local fire department in emergency fire procedures, and in return, the fire department personnel should be made aware of the problems of firefighting in a jail.

The State Board of Corrections provides a complete range of advisory and consultative services to local detention facilities as prescribed by Penal Code Section 6029 et seq. These include facility design, training of personnel, administration, correctional programming, and other related areas. The Board is also authorized to promulgate minimum standards in the various areas of jail administration by Section 6031 et seq. and to perform inspections of such facilities under Section 6030 of the Penal Code.

The State Department of Employment Development provides job placement and employment counseling, individual job development for hard-to-place applicants, promotion of job opportunities and special counseling for the handicapped, youth, older workers, veterans, and parolees. Each branch office of the Department has a special placement interviewer and counselor who specifically assists persons released from jail with employment problems. The Department of Employment Development also has special services for farm labor placement and for retraining those displaced from their jobs because of industrial relocation, technological changes, and other similar causes. It also administers the unemployment insurance program.

The State Department of Rehabilitation is usually associated with

aid to the deaf, the blind, and of the physically handicapped persons, but it also maintains a vocational rehabilitation agency which supplies services to any potentially employable California resident over 16 years of age who is vocationally handicapped by reason of a physical or mental disability. This department also has a program specifically designed to provide a full range of rehabilitation services to eligible inmates and parolees who are vocationally handicapped by virtue of a physical or mental disability.

The State Department of Education, through its Bureau of Adult Education, and local high school districts can provide educational services to inmates desiring to complete their high school educations. In addition, community colleges and state universities and colleges can provide educational resources for both inmates and staff personnel. In regard to staff training, the Peace Officer Standards and Training Commission of the State Department of Justice has developed and certified various courses given at community colleges and other institutions of higher education.

The State Department of Health operates a system of state mental hospitals throughout the state and also approves various local hospitals for the confinement and treatment of the mentally ill. This department and local mental health program administrators can advise jail personnel on the most effective methods for dealing with mentally ill inmates and, under the Lanterman-Petris-Short Act (Section 5000 et seq. of the Welfare and Institutions Code), can provide diagnosis, evaluation, and treatment services to such inmates when transferred from jails pursuant to Penal Code Section 4011.6.

### 3. *Private Groups*

There are numerous private groups and individuals who are capable of furnishing assistance to a jail administrator and to his inmates. These include religious organizations, labor unions, employers, fraternal organizations, social service groups, and service clubs.

Many of these groups have volunteers who will come to the jail and perform both individual and group counseling. Some will actively engage the families of inmates in these counseling efforts. Others can assist in post-release job placement, educational opportunities, and vocational training. At times, there may also be a need for emergency aid to inmates and their families in the form of food, shelter, and clothing. Such occasions offer opportunities for these social service organizations to assist inmates directly and tangibly.

Every effort should be made by the jail administrator to utilize these particular community resources for the benefit of the inmates. Such acts of service can demonstrate to the inmates that society does care about them while also showing the public that inmates have the same problems and needs as other citizens and deserve society's concern. The policy of the facility should be to diagnose these problems and needs of inmates as early as possible before the inmate's frustration and perhaps anger manifests itself in other anti-social acts, including severe disciplinary problems within the facility. The facility thus

serves itself in reducing the level of inmate tension and in preventing inmate incidents while serving the inmates in providing these social services.

#### 4. *Public Advisory Group*

To marshal public support for better facilities and correctional programs, the jail administrator should seek to establish a public advisory group of concerned public officials and citizens. One mechanism provided by law is the Advisory Committee for Adult Detention Facilities, as authorized by Penal Code Section 4300 et seq. This committee can be established by a resolution passed by the board of supervisors and has thereafter a clear official status to advise the administrator on various policy questions.

Another means of gaining better public understanding of the needs and problems of the local correctional system is the "citizen-jailer" program. Analogous to the "ride-along" programs of many law enforcement agencies where citizens are invited to accompany patrolmen on their assignments to see how a peace officer functions, these programs allow citizens to assume for a day or more the role of custodial officers in jails and to work alongside other jail personnel to see for themselves how a jail functions. The usual precautions of careful screening and liability waivers, of course, should be applied to such programs.

Every avenue should be utilized to improve community relations by public contacts. Involvement of various community resources facilitates such contacts, and the interchange of ideas and efforts can materially assist the jail administrator and his staff in operating the facility and in assisting the inmates toward useful, constructive lives following their release.

## CHAPTER XX

## FOOD

All persons confined in jails and other local detention facilities should be provided with a nutritionally adequate diet. This requirement extends to all inmates, regardless of their custodial status. It must be remembered, however, that inmates are usually less concerned with nutrition than with the food's quantity, taste, appearance and variety. These factors play a large role in the inmate morale because meals represent a high point in the daily routine of jail life, so that food service personnel and facility administrators should work towards making the food appetizing as well as nutritious.

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 ESSENTIAL ELEMENTS

1. The State Board of Corrections shall prescribe the minimum standards for feeding inmates pursuant to Penal Code Section 4015. In addition, the Board of Corrections is empowered by Penal Code Section 6030 to promulgate minimum standards for health and sanitation in jails.
2. *Minimum Diet.* There shall be at least a minimum number of servings of each of the four food groups—meats, milk and milk products, vegetables and fruits, and breads and cereals—served to each inmate in a 24-hour period of confinement. (15 Cal. Adm. Code 1181)
3. *Menus.* Menus shall be planned one month in advance of their use where kitchen facilities are a part of the detention facility. Such menus shall be planned to provide a variety of foods thus preventing repetitive, monotonous meals. (15 Cal. Adm. 1182)  
*Frequency of Serving.* In Type I facilities, food shall be served a minimum of two times in any 24 hour period; provided that any person being held for more than 48 hours, excluding weekends and holidays, is served three meals in any 24 hour period. In Type II and Type III facilities, food shall be served three times in any 24 hour period. If more than 14 hours pass between these meals, supplemental food must be served. (15 Cal. Adm. Code 1180)
4. *Food Manager.* A qualified food manager, capable of menu planning, kitchen supervision, and training of food service personnel, shall be employed when the average daily population of the facility exceeds one hundred inmates. (15 Cal. Adm. 1183)
5. *Sanitation.* Properly washed and sanitized eating utensils and flatware shall be used. (15 Cal. Adm. 1184)
6. *Food Serving.* Food shall be served only under the immediate supervision of a staff member, and care shall be taken that hot foods are served reasonably warm and that cold foods are served reasonably cool. (15 Cal. Adm. Code 1185)
7. *Sanitation and Food Storage.* Sanitation and food storage shall comply to standards set forth in Health and Safety Code Section 28520 et seq., otherwise known as the California Restaurant Act. (15 Cal. Adm.

Code 1184)

8. *Special Disciplinary Isolation Diet.* A special disciplinary isolation diet, which is nutritionally balanced, may be served to an inmate. (15 Cal. Adm. Code 1186)
9. *Medical Diets.* Provision shall be made to comply with any special medical diet prescribed for an inmate by the facility physician or other physician designated to provide medical care to inmates. (15 Cal. Adm. Code 1187)
10. *Food Cost Accounting System.* A food and cost accounting system shall be established which shall include, but not be limited to, the following:
  - (a) Cost per meal for ingredients and materials
  - (b) Cost per meal for labor
  - (c) Total cost per meal (15 Cal. Adm. Code 1188)
11. Because the volume and timing of meals in type I facilities is relatively unpredictable, convenience foods or other ready prepared foods may be used to advantage.

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ANALYSIS OF ESSENTIAL ELEMENTS

1. *Board of Corrections*

Penal Code Section 4015 requires that all local detention facilities provide food to inmates of a quality and quantity at least equal to those standards prescribed by the Board of Corrections. Furthermore, Penal Code Section 6030 also authorized the Board to promulgate minimum standards for the health and sanitation of local detention facilities.

The Board has adopted the minimum standards listed below for the feeding of inmates. As for health and sanitation, the Board has also adopted the requirements of the California Restaurant Act, Division 21, Chapter 11, of the Health and Safety Code. It should be noted that under Section 459 of the Health and Safety Code, the county health officer is required to inspect all local detention facilities for compliance with these food and health standards.

2. *Minimum Diet*

In type I facilities the minimum diet in every 24 hour period shall consist of one-half the number of servings specified from each of the four food groups below; provided that any person being held for more than 48 hours, excluding weekends and holidays, is served the full number of servings specified below. In type II and type III facilities the minimum diet in every 24 hour period shall consist of the full number of servings specified from each of the four food groups below:

- (a) *Meat Group.* This includes beef, veal, lamb, pork, poultry, fish, eggs, beans, peas, lentils, nuts, and peanut butter. The daily requirements shall be two servings selected from the combinations listed below:

3-oz. (without bone) lean, cooked  
meat, poultry or fish ..... = 1 serving

- 2 medium eggs ..... = 1 serving  
 1 cup dry beans, peas or lentils ..... = 1 serving  
 4 tbsp. peanut butter ..... = 1 serving

- (b) Milk Group. This shall include milk—fluid, evaporated, skim, dry, or buttermilk. Also cheese—cottage, cream, cheddar, etc., and ice cream or ice milk. The daily requirements shall be:

For youth 15–17 years, pregnant

women and nursing mothers ..... = 32 fl. oz.

All others ..... = 16 fl. oz.

The equivalencies shall be:

- 1 inch cube cheddar-type cheese = 4 fl. oz. milk equivalent  
 $\frac{2}{3}$  oz. cheddar-type cheese = 4 fl. oz. milk equivalent  
 $\frac{1}{2}$  cup cottage cheese =  $2\frac{2}{3}$  oz. milk equivalent  
 $\frac{1}{2}$  cup ice cream =  $2\frac{2}{3}$  oz. milk equivalent  
 $\frac{1}{2}$  cup ice milk =  $3\frac{2}{3}$  oz. milk equivalent  
 1 oz. dry skim milk =  $8\frac{2}{3}$  oz. milk equivalent  
 $\frac{1}{2}$  pint fluid milk (any kind) =  $8\frac{2}{3}$  oz. milk equivalent  
 1 oz. evaporated milk =  $2\frac{1}{4}$  oz. milk equivalent

- (c) Vegetable-Fruit Group. This shall include all vegetables and fruits, canned, frozen or fresh. The daily requirements shall be six servings at least one of which must be a “good” or “fair” source of Vitamin C as listed below:

- $\frac{1}{2}$  cup vegetable or fruit ..... = 1 serving  
 1 medium apple, banana,  
 orange, or potato ..... = 1 serving

*Good Source Vitamin C*

Orange-Orange Juice  
 Grapefruit-Grapefruit Juice  
 Broccoli  
 Brussels Sprouts  
 Green Pepper  
 Raw Cabbage  
 Raw Tomatoes  
 Lemons

*Fair Source Vitamin C*

Mustard Greens  
 Potatoes (all kinds)  
 Spinach  
 Turnip Greens  
 Tomato Juice  
 Canned Tomatoes

- (d) Bread-Cereal Group. This shall include bread, rolls, pancakes, sweet rolls, ready-to-eat cereals, cooked cereals, cornmeal, and any source of food containing flour. The daily requirements shall be:

- Youth 15–17 years, Female ..... 8 servings  
 Male ..... 15 servings  
 Adult Females ..... 8 servings  
 Males ..... 12 servings

Equivalencies shall be:

- 1 slice bread ..... = 1 serving  
 1 oz. ready-to-eat cereal ..... = 1 serving  
 $\frac{3}{4}$  cup cooked cereal ..... = 1 serving  
 $\frac{3}{4}$  cup cornmeal, paste, etc. .... = 1 serving  
 Any source of food containing  
 .7 oz. of flour ..... = 1 serving

### 3. *Menus*

Menus shall be planned one month in advance of their use. This advance preparation insures that the purchasing agent for the facility or jurisdiction may make the necessary purchases beforehand and may make them in quantity to obtain bulk discounts. Moreover, the use of a 30-day planning cycle reduces the repetition in the menu, which facilitates the provision of all necessary nutritional values and also makes inmate dissatisfaction less likely. The inmate factor must be taken into account when planning the menu, so that frequent repetition of items or general monotony is avoided.

The other factor which must be considered is the availability of preparation equipment and serving utensils and methods. Often the menu is prepared by a nutritionist or dietitian who is not directly connected to the jail and so who is not familiar with the particular institutional equipment and practices of that facility. There is thus a tendency to plan for items which cannot be feasibly prepared or served. The menu planner should therefore consult with the kitchen staff and the serving personnel to insure that any item specified in the menu can be properly prepared and served to the inmates as intended.

The menu planner should also be aware of the latest developments in the field of prepared and convenience foods. Often both time and money can be saved by selective buying of these new items of food, particularly when compared with menu items prepared entirely in the kitchen. Consideration should also be made of the new protein substitutes from various vegetable sources which can be used to bolster the protein content of foods while holding down the cost of meals. Generally speaking, the modern institutional menu should reflect both traditional items and convenience foods in a reasonable combination, with the choice being guided by cost per serving, preparation time, and acceptance by inmates.

Meal planning should be done according to a pattern menu, such as the one suggested below, to insure that there is both adequate nutrition and variety in the diet. A pattern menu establishes the general categories of items which can then be filled with specific foods for the actual serving menu.

#### PATTERN MENU

##### Breakfast:

- 1) fruit—any form, fresh, frozen, canned or dried; whole, sliced, diced, stewed, or as juice.
- 2) cereal—cooked or prepared dry; minimum of five times per week.
- 3) bread—toast, coffee cake, pancakes, waffles, or french toast.
- 4) eggs—fried, scrambled, boiled, or poached; minimum of four times per week but may be served at other meals.



- 5) beverage—coffee, milk, cocoa, etc.
- 6) meat—bacon, ham, side meat, sausage, etc.
- 7) milk for cereal.
- 8) sugar for cereal plus syrup, jam, or jelly as appropriate for other bread products.
- 9) butter or margarine.

Lunch:

- 1) vegetable—one green or yellow vegetable or a tomato plus one additional vegetable or a thick vegetable soup.
- 2) bread—bread in any form with butter, margarine, or other appropriate spread.
- 3) beverage—coffee, tea, milk, fruit drink.
- 4) protein source—only for inmates doing hard physical labor, meat or other high protein item.

Dinner:

- 1) protein source—meat, poultry, fish, eggs, or cheese.
- 2) side dish—potato, rice, macaroni, paste product, or dried beans.
- 3) vegetable—green or yellow vegetable (cabbage, spinach or other greens, green peas, green beans, squash, carrots, corn, etc.), tomatoes, sweet potatoes, etc.; some should be served raw.
- 4) bread—bread in any form with butter, margarine, or other appropriate spread.
- 5) dessert—fruit, gelatin, pastry, etc.
- 6) beverage—coffee, tea, milk, or fruit drink.

#### 4. *Food Manager*

The food preparation and service program of a detention facility is a major undertaking and requires specialized knowledge skills. A food manager with the ability to plan menus, supervise the kitchen, and train the food service personnel should be employed in jails and shall be so employed in any facility with an average daily population of 100 or more inmates.

The food manager must be given the necessary flexibility and resources to perform his or her assignments. The food manager should be directly responsible to the facility administrator and should have a clear line of authority over all other food service personnel. Logistical support is also critical to the food manager, so that purchasing agents and warehouse operators must also be responsive to the food manager's concerns and needs.

In terms of material resources, the food manager should be given adequate office space, institutional cooking manuals and recipe books, and other appropriate clerical support. Producing a consistently high quality product requires the use of standardized quantity recipes such as those of the Armed Forces Recipe Service of the U.S. Department of Defense or those of the U.S. Department of Agriculture.

### 5. Sanitization

Eating utensils and flatware of a quality which can be properly washed and sanitized shall be provided. Utensils shall be replaced when they become chipped, cracked, stained, or otherwise mutilated. The washing and sanitization shall be according to the standards set forth in Health and Safety Code Sections 28554 through 28563, and storage of such utensils shall be according to Section 28564.

Meals which are well planned and appetizing when prepared can nonetheless be made unpalatable by the manner of serving. The type of eating utensils has much to do with the attractiveness of the meal. These must be appropriate to both the foods and beverages served and the dining situation, i.e., cell feeding, day room feeding, or dining room feeding. Generally speaking, the material of choice is stainless steel for all eating utensils and flatware. While there is a higher initial cost, stainless steel is immune to rust, chipping, and breakage while being exceptionally easy to clean and sterilize. Some high impact plastics also have these desirable institutional qualities.

All appropriate utensils should be used. Compartmented trays or pans should be used to keep various foods separated. Bowls should be used for soups, cereals, and desserts. Cups should be used for all beverages. The size of these utensils must be carefully determined in conjunction with the serving situation. Trays must not exceed the dimensions of available tables or of food slots in barred cells, and this also applies to cups of beverages which must be passed through the separation between bars. Moreover, if such cup-by-cup cell service is anticipated, there should be a cup slot of a proper size and location to accommodate the pouring of such hot liquids as coffee and cocoa by serving personnel.

In type I facilities where inmates are not generally detained longer than 48 hours and where the inmate population is relatively low, disposable paper and plastic utensils and flatware may be used. Such disposable materials may also be used with inmates who are ill with contagious diseases and with inmates who are in administrative segregation and likely to abuse normal serviceware.

### 6. Food Serving

Comprehensive meal planning requires consideration of the actual serving of the meals. It is very important that food be kept hot or cold as appropriate until it reaches the inmate's tray. If the kitchen is located some distance from the dining area, food should be transported in insulated, heated, or cooled food carts. These may be loaded with pre-served trays or with bulk food containers and all necessary eating utensils and then taken directly to the dining area.

The food should be served only under the immediate supervision of a food service employee or custodial officer. This will insure that fair and equal portions are given out to each inmate and that the service is efficient and cheerful.

As was noted above, it is critical to think out the serving implications of any menu item being contemplated. There must be a feasible

method of kitchen preparation, adequate serving and eating utensils and, above all, a practical method of actual service to the inmates at meal times in the desired quantity and quality. Each step of preparation and service must be worked out in detail to insure that the desired result can be practically attained.

#### 7. *Sanitation and Food Storage*

Food storage shall be of a capacity and quality to insure against food spoilage or contamination. The specific standards are set forth in Health and Safety Code Section 28520 et seq., all under the California Restaurant Act.

Careful attention shall be given to the proper refrigeration and freezer storage of meats and other perishable items. Leftovers which are to be used at subsequent meals shall be spread out in a shallow covered pan and refrigerated or frozen. The refrigerator and freezer shall be clean and inspected daily to insure proper temperature control.

The food storeroom shall be dry, light, well ventilated, free from vermin of any sort, and otherwise spotlessly clean. Food supplies shall be stored in an orderly manner and protected from dust and dirt by appropriate covered or sealed containers. Insecticides and other poisonous or odorous materials shall never be stored near food.

Kitchen waste materials shall be kept in tightly covered receptacles and separately from any food storage. These waste materials shall be disposed of promptly and regularly to prevent any contamination of the kitchen or its food storage area.

Inmates should be required to finish their meals in the dining area and not allowed to store any food in their living quarters. Besides being unsanitary, such storage encourages pilfering, brings disciplinary problems, and invites infestation of those quarters by vermin. Moreover, such storage is expressly prohibited by Health and Safety Code.

#### 8. *Special Disciplinary Isolation Diet*

Normally, an inmate placed in administrative segregation should be given the same meals as the rest of the inmate population. However, an inmate who persists in wasting food or in otherwise being disorderly while in administrative segregation may be given a special diet. Such a diet shall be served twice in each 24-hour period and shall consist of a half loaf of the meatloaf described below along with two slices of whole wheat bread at each meal. The inmate must also be given at least two quarts of drinking water in each 24-hour period.

The special diet consists of a single, nutritionally-balanced meatloaf. The ingredients listed below are well blended, shaped into a loaf, and baked at 350°-375° for 50-70 minutes. The meatloaf should be moist after baking, and some variation of the temperature and/or time may be necessary to achieve this moistness. The loaf is then sliced, and half a loaf is to be served at each meal with two slices of bread. The ingredients are:

- 2 oz. powdered milk
- 3½ oz. raw, grated potato
- 3½ oz. carrots, chopped finely
- 1 oz. tomato juice or puree
- 3½ oz. cabbage, chopped finely
- 4 oz. lean ground beef
- 2 oz. lard or shortening
- 1 oz. white or whole wheat flour
- ½ oz. salt
- 1 tbsp. onion, chopped
- 1 egg
- 5 oz. dry red beans, precooked before baking
- ½ oz. chili powder

This special diet must not be maintained for more than 72 hours without the special written approval of the jail physician. When appropriate, these meals may be served on plastic or single-service disposable plates. No other utensils are necessary, so that the inmate may not injure himself or others. However, the inmate should be given soap and water or disposable, chemically-impregnated paper towels in foil packets so that he may wash his hands before and after the meals.

#### 9. *Medical Diets*

Occasionally an inmate may be suffering from some physical condition or illness which requires a therapeutic or other special diet. When this occurs, the facility physician or dietitian should determine the specific dietary needs of the inmate and prescribe a special diet accordingly. The food service personnel should be prepared to meet these special diets, using a recognized therapeutic diet manual.

#### 10. *Food Cost Accounting System*

A food cost accounting system shall be established. The system should be able to provide detailed information as to the cost per meal served (including materials, labor, and equipment costs) and also as to the nutrition provided each inmate at each meal. Such information is essential for sound food management and for inspection purposes to insure that the inmates are receiving an adequate diet according to the minimum standards listed above.

In those jails where it is necessary to purchase meals for inmates from a private vendor, a contract should be carefully drawn to meet the above minimum standards and to provide for an equivalent food cost accounting system. It must be possible for an inspector to determine the cost per meal and the nutritional content thereof.

#### 11. *Meals in Type I Facilities*

Type I facilities must serve to each inmate at least *two* meals during each 24-hour period of confinement. Any inmate being held in excess of this guideline shall be served three meals in each 24 hour period of confinement.

Because the volume and the timing of meals in type I facilities is relatively unpredictable, it is often unfeasible to employ a cook therein. The traditional solution has been to contract with a local

vendor to provide meals as necessary and with the growth of the take-out food industry in most places, this offers a convenient and inexpensive means of meeting the meal requirement. Another method which is finding increasing acceptance in type I facilities is to install a small kitchenette with an oven capable of preparing any number of convenience foods. These may be entrees only or complete dinners and may be in canned, dehydrated, or frozen form. With small numbers of inmates, these meals can be prepared and served with a minimum of expense and effort. The use of disposable, single-service utensils and flatware for serving meals eliminates the need for dishwashing equipment.

## CHAPTER XXI

**INMATE CLOTHING AND PERSONAL HYGIENE**

Whenever large numbers of people congregate in confined areas, sanitation is a problem. Bodily cleanliness and control of vermin are two means of maintaining sanitary conditions, and both of these are dependent upon careful control of inmate clothing.

Persons from all walks of life and all strata of society are confined together immediately upon their admission to the jail. With them they bring personal clothing which may be infested with all sorts of vermin or with the germs of diseases. In some cases, the personal clothing may also hide contraband or even dangerous weapons. For these reasons, institutional clothing should be issued to the inmates at the time they are being admitted to the jail.

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**ESSENTIAL ELEMENTS**

1. *Standard Institutional Clothing Issue Defined.* A standard institutional issue of clothing for both males and females shall consist of, but not be limited to, clean socks, clean undergarments, clean outer garments, and footwear. (15 Cal. Adm. Code 1200)  
*Issue of Institutional Clothing.* A standard issue of clothing shall be issued to all inmates held over 48 hours, excluding weekends and holidays, and, excepting footwear, outer garments shall be exchanged at least once each week unless work, climatic conditions, or illness necessitates more frequent exchange. Undergarments and socks shall be exchanged at least twice weekly. (15 Cal. Adm. Code 1201)
  2. *Personal Clothing Storage.* Two cubic feet of storage space per inmate shall be provided for personal inmate clothing storage and, prior to storage, all personal clothing shall be cleaned or disinfected. (15 Cal. Adm. Code 1082(j), 1202)
  3. *Storage Rooms.* Two cubic feet of storage space per inmate shall be provided for the storage of institutional issue clothing. (15 Cal. Adm. Code 1082(j))
  4. Laundry facilities should be maintained to provide adequate cleaning of both personal and institutional clothing. A facility may contract with a private vendor for such laundry services.
  5. *Issue of Personal Care Items.* Inmates who are unable to supply themselves with personal care items, either because of indigency or the absence of an inmate canteen, shall be issued a toothbrush, dentifrice, soap, comb, shaving implements, and for females, sanitary napkins. (15 Cal. Adm. Code 1203)
  6. *Showering.* Each inmate shall be given the opportunity to shower at least every other day or more often if possible. Inmates on work assignments and those making court appearances shall be given an opportunity to shower daily. (15 Cal. Adm. Code 1204)
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## ANALYSIS OF ESSENTIAL ELEMENTS

*1. Standard Institutional Clothing Issue*

Penal Code Section 4015 grants the authority to the Board of Corrections to establish minimum standards for institutional clothing issued to all county jail inmates. The regulations adopted by the Board define a standard clothing issue as clean socks, clean undergarments, clean outer garments, and footwear. The inmates personal undergarments may be substituted for the institutional issue whenever the number of persons being processed makes it impractical to launder and store personal underwear. It is preferable, however, for both security and sanitary reasons, that the facility issue its own undergarments to inmates as part of the standard institutional clothing. This eliminates the danger of hidden contraband, reduces the chances of vermin infestation of the facility, and facilitates the complete exchange of linen and laundry.

A standard issue of clothing should be issued in all type II facilities at the time of booking or when it becomes apparent that the inmate will remain in the facility for more than 24 hours. The regulations specify that an inmate must be issued standard jail clothing if held more than 48 hours, excluding weekends and holidays.

Generally, inmates should be provided with footwear other than their own shoes to eliminate the possibility of contraband and weapons being brought into the jail. Rubber sandals or tennis shoes are practical footwear for the non-working inmates. These are inexpensive, washable, and will suffice to fit the entire facility population with a few sizes. Working inmates, however, should wear appropriate shoes or boots for their own protection.

Clothing items may be of inexpensive but serviceable materials, easily washed and dried, and adequate for the needs of seasonal comfort, health, and protection. California Correctional Industries of the State Department of Corrections can provide a wide variety of such institutional clothing designed specifically for jail use. As a precaution against escapes, the facility, at its discretion, may either stencil the name of the facility prominently on the clothing or order the clothing in colors which will attract immediate attention.

Institutional clothing shall be exchanged at least once a week and more often if necessary due to work, climatic conditions, or illness. The clothing issue should be timed with the bathing cycle so that inmates will be issued clean clothing at the time of bathing.

The facility should maintain an inventory of four complete sets of institutional clothing per inmate at capacity population if the clothing is laundered outside the facility, either at another public institution or at a private vendor. This allows one set on the inmate, one on the shelf, one enroute to or from the laundry, and one at the laundry. If the facility has its own laundry, three complete sets will suffice. The facility administrator should consult an experienced clothing specialist to determine the appropriate range of sizes of items of clothing to maintain on hand. This should be supplemented by a periodic survey of the

inventory to determine if there is any substantial deviation from normal experience in clothing issue.

## 2. *Personal Clothing Storage*

As noted in Chapter IX, ample storage space should be allowed for the storage of inmates' personal clothing. A minimum of two cubic feet per inmate at peak population shall be provided. This space allotment is exclusive of shelving, bins, baskets, etc. The room used for this purpose should be secure and access thereto limited to custodial personnel. This is necessary to prevent thefts and possible escapes by inmates using stolen clothing.

The personal clothing shall be thoroughly cleaned and disinfected before storage. Otherwise a single garment may carry enough vermin to infest the entire storage room and its contents.

## 3. *Storage Room*

Also as noted above in Chapter IX, there must be adequate storage space for the inmates' institutional clothing. A minimum of two cubic feet per inmate at peak population shall be provided, exclusive of storage equipment such as shelving, bins, racks, or baskets.

It is often convenient to combine the institutional clothing with the linen storage because both may be issued or exchanged at the same point. In such cases, the space allowance should be two cubic feet for clothing and two cubic feet for linen, giving a total of four cubic feet per inmate at peak population, exclusive of the volume occupied by the storage equipment.

## 4. *Laundry*

The laundry of the facility should be designed to handle 20 pounds of wash per inmate per week. This will cover the weekly exchange of institutional clothing and linen plus such additional wash as work clothes, some personal clothing, and kitchen linen. As noted in Chapter X, it may be more economically realistic to use a private vendor or another nearby institutional laundry for these purposes.

Where the facility will provide its own laundry services, space for the following must be allocated: soiled clothing storage, washer, extractor, dryer, clean laundry storage, and laundry supplies storage (soaps, bleaches, etc.). All of these basic elements are essential regardless of the size of the laundry planned.

As noted in Chapter XX, dry cleaning equipment may also have to be installed to clean inmate personal clothing before it is to be stored for any length of time. An alternative is to contract out this cleaning to a qualified private vendor.

## 5. *Issue of Personal Care Items*

All inmates who are unable to supply themselves with personal care items, either because of lack of funds or absence of an inmate canteen, shall be issued a toothbrush, dentrifice, soap, comb, shaving implements and for female inmates, sanitary napkins. These articles are necessary for the maintenance of an acceptable level of personal cleanliness.



There should be a system of issue and control of personal care items so that they are not wasted or used for nefarious purposes. Toothbrushes, for example, can be used for a number of undesirable purposes, such as a key for security type razors and sharpened as a stabbing instrument. In maximum or medium security, therefore, the staff may want to reduce the length of the toothbrush handle so it cannot be used for other purposes but will still be useable as a toothbrush.

6. *Showering*

Daily bathing is desirable and is in fact available to most inmates at anytime in minimum security facilities or where showers are a part of the day room toilet areas in medium or higher security facilities.

Regulations are that each inmate shall be given the opportunity to shower at least every other day or more often if possible. Inmates on work assignments and those making court appearances shall be given an opportunity to shower daily.

## CHAPTER XXII

**BEDDING, LINENS AND FACILITY SANITATION**

Bedding and linen standards are essential to sound jail management because they affect both inmate morale and inmate health. Clean and comfortable bedding and linen will contribute markedly to a reduction in inmate incidents relative to living conditions. However, care must be taken in the choice of materials because they represent a jail's greatest fire hazard and because they are also subject to repeated cleaning.

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ESSENTIAL ELEMENTS

1. *Standard Bedding and Linen.* A standard issue of bedding and linens shall include the following: one clean plasticized fire retardant mattress which shall meet the requirements set forth in the Business and Professions Code Section 19161, one clean sheet or clean mattress cover, one towel, and one blanket or more depending on climatic conditions. (15 Cal. Adm. Code 1210)  
*Issue of Bedding and Linens.* A standard issue of bedding and linens, freshly laundered and sanitized, shall be issued to each inmate at booking and washable items such as sheets, mattress covers, and towels, shall be exchanged for clean replacement at least once each week. Blankets shall be laundered at least every three months or more often if necessary. (15 Cal. Adm. Code 1211)
2. Adequate space shall be provided to store mattresses and all linen.
3. *Facility Sanitation.* The facility manager shall develop and implement a plan for the maintenance of an acceptable level of cleanliness and sanitation throughout the facility. Such a plan shall provide for a regular schedule of housekeeping tasks and inspections. (15 Cal. Adm. Code 1220)

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ANALYSIS OF ESSENTIAL ELEMENTS1. *Standard Bedding and Linen*

Standard jail bedding and linen shall be issued to each inmate at booking. The standard issue shall consist of a mattress, one clean sheet or a mattress cover, a towel, and sufficient blankets to provide comfort under existing temperature conditions. The number of blankets will vary with the geographical location, the season of the year, and the presence or absence of climate control equipment in the facility.

All bedding materials and linen shall be issued in clean condition, freshly laundered and vermin-free. All washable items such as sheets, mattress covers, and towels shall be exchanged at least once per week for clean replacements. Blankets shall be laundered at least once every three months and more often if necessary.

Pillows and pillow cases may be issued. While unnecessary from a medical standpoint, they are usually desirable for maintaining inmate morale and facilitating inmate sleeping.

Mattresses are among a jail's foremost storage and handling problems. They are often difficult to clean, bulky to store, and prone to abuse by inmates, particularly by fire. But a facility administrator must insure that all mattresses issued are vermin-free and clean. This responsibility is eased considerably by the use of plasticized mattresses and ticking, mattress covers, and/or sheets. Each of these makes the mattress easier to keep clean and to clean when soiled, especially due to the problems of enuresis (bed-wetting).

In addition, under Business and Professions Code Section 19161, the Bureau of Furniture and Bedding Inspection of the State Department of Consumer Affairs has promulgated new mandatory standards for fire-retardant mattresses. These are listed in the California Administrative Code, Title 4, Article 18, Chapter 3, Section 1350 et seq. In effect, the requirement is that all mattresses will have to be of a fire-retardant material which will be self-extinguishing if the source of fire has been removed. This is definitely helpful to the jail administrator, since mattresses are the chief combustible material at hand during inmate disturbances.

It may be necessary to sleep inmates on the floor during periods of overcrowding, although this practice should not be continued over long periods of time. When this does occur, additional sanitary measures relative to mattresses are necessary. The mattress covers should be changed more frequently, and if feasible, the mattresses should be moved during the day to prevent inmates from walking or eating on them.

## *2. Mattress and Linen Storage*

Adequate space shall be provided to store jail mattresses in a safe, sanitary manner. A standard jail mattress is 4" x 30" x 76" in size, so that 5.25 cubic feet must be allotted per mattress stored, exclusive of walking area and shelves. The mattress store room should have the capacity to hold 25 percent of the mattresses at capacity population. Care should be taken to insure that all stored mattresses are clean and vermin-free prior to storage so that other clean mattresses will not be contaminated.

Adequate space shall be provided to store jail linen. Linen and blankets normally require two cubic feet of storage space per inmate at capacity population. Often jail linen and jail clothing are stored together for convenience of issuance. In that case, four cubic feet of storage space should be allotted, two for clothing and two for linen, all exclusive of storage equipment and aisle space.

## *3. Facility Sanitation*

A plan for the maintenance of an acceptable level of cleanliness and sanitation shall be developed and implemented in all detention and correctional facilities.

Although all facility staff should be aware of the need to maintain clean and sanitary surroundings, prime responsibility should be delegated to one person. It should be his responsibility to recruit and maintain an inmate work crew and to establish a systematic schedule

of cleaning tasks for the crew. Additional duties would include maintaining a full compliment of cleaning equipment, controlling the issue of caustic cleaning chemicals and abrasives, and conducting regular inspections.

While occupants of housing units should be responsible for keeping their own living areas clean, work crews should be assigned to clean areas such as corridors, lobbies, toilets, booking cells, et c. Unsentenced inmates should be allowed to volunteer for such work assignments.

There are specialized tasks such as changing air filters and cleaning ventilation ducts which may be more appropriately handled by the maintenance department or through contract with a private firm because of security risks or the technical nature of the task. Pest control is one function best handled by experts in the field, and most counties contract with private pest control firms for this service.

In facilities with large and relatively stable populations, it may be possible to establish a vocational training course in janitorial skills with the assistance of the local school district and the appropriate union.

Cleanliness and sanitation requirements for food preparation and dining areas are specified in the California Restaurant Act (Health and Safety Code Section 28520 et seq.).

## CHAPTER XXIII

**FEMALE INMATES**

Due to their relatively small numbers in the county jail population, female inmates do not receive a great amount of attention. Yet these women need as full a range of services and programs as do the male inmates. Moreover, there are a host of problems and needs which are unique to women and which have to be considered in the facility's design and policies.

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**ESSENTIAL ELEMENTS**

1. Female deputy sheriffs or matrons should have the same qualifications as male jail staff members.
  2. Female inmates should be subject to a custodial classification system and housed accordingly.
  3. The physical facilities and administration program should provide for the segregation of certain female inmates.
  4. The booking of women should be accomplished within the women's jail area and separate from the male booking area.
  5. The detention area of a women's jail should reflect the differing needs of female inmates in terms of privacy, furnishings, and activity space.
  6. Female inmates should be given an opportunity to participate in inmate employment programs.
  7. Female inmates should be given an opportunity to participate in inmate academic and vocational education programs.
  8. Female inmates should have a range of leisure activities comparable to that provided male inmates.
  9. The forms and application of an inmate disciplinary policy should conform to the unique psychological makeup of female inmates.
  10. Female inmates should be given an opportunity to participate in work and educational furlough programs.
  11. Female inmates should be provided with an adequate supply of toiletries, cosmetics, personal hygiene equipment, and other similar materials. Female inmate institutional clothing should also reflect and encourage good grooming.
  12. Proper medical attention should be directed to continuing birth control measures and to distinctly feminine health problems and concerns.
  13. A social worker or other social service representative should be utilized for liaison between female inmates, their families, and various social service organizations and agencies.
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## ANALYSIS OF ESSENTIAL ELEMENTS

*1. Staff*

Historically, matrons have been employed for the care and treatment of female inmates. More recently, Penal Code Section 4020.4 has required the appointment of female deputy sheriffs to handle female inmates in all counties with a population in excess of 275,000.

Regardless of title, the duties and responsibilities of these female officers are the same as those of their male counterparts. They should therefore have the same basic qualifications in terms of education, experience, emotional stability, and conditions should be matched with equivalent salary ranges and opportunities for promotional advancement. Furthermore, administrative staff positions should be open to both male and female candidates who are qualified by their rank, experience, and education.

*2. Classification*

As with male inmates, female inmates can and should be subject to a comprehensive classification process upon sentencing to the jail. While historically female inmates, as a group, have been less violent than their male counterparts, there seems to be a growing trend toward violence among the women as well. This factor must be taken into consideration in a classification system. The other salient factor which should be noted is the past history of escapes.

The same general factors and criteria for classification should be used with men and women. The only difference may be in the availability of rehabilitation programs for women (see below).

*3. Segregation*

There is a range of types of female inmates, some of whom require special segregation. The extremely combative or assaultive individual, the person in danger from attack or molesting from other inmates, the weaker and younger inmates, and the assaultive homosexual are among those most in need of physical segregation. Such needs must be met with an adequate range of housing designs, including cells, rooms, and dormitories. The women's detention area should have the capability for administrative segregation of troublesome inmates in at least one special use cell which is padded according to the specifications listed in Chapter X.

*4. Booking*

Female inmates should be booked separately from male inmates. Women tend to be much more emotional and demonstrative at booking, which can create the climate for a disturbance in the booking area if men are present. Furthermore, women have far more property and personal items to be inventoried and stored at booking. This requires a distinct booking procedure which takes much more time per individual and also a proportionately larger storage area for the women's personal things. Finally, the dressing and body searches of women at booking require more privacy.

The storeroom itself must be capable of holding dresses, shoes, un-

degarments, purses, wigs, suitcases and handbags, coats, and a host of other items unique to women. There is also a tendency for women to have more jewelry to be checked and inventoried at booking.

The booking process also requires that the women be disrobed for a body search and for an exchange of their personal clothing for institutional clothing. The booking officers should carefully explain that a body search is a routine procedure uniformly administered for the security of the facility and should attempt to minimize the embarrassment of the situation. Such a body search should be conducted only by the female booking officers, pursuant to Penal Code Section 4020.7. Only a nurse or physician should perform a pelvic examination into any female body cavities when there is a reasonable suspicion of contraband being secreted therein. Other common places for hiding contraband are under wigs, in shoes, and in various undergarments (especially bras and girdles); all of those items should be carefully searched. After the search, the inmate should be issued a complete set of institutional clothing as listed in Chapter XXI.

#### 5. *Detention Area*

Women appear to place a higher value on personal privacy within institutions than men, and the detention area should be designed to accommodate this need to the extent consistent with facility security. The residence area should stress cells and small rooms with up to four women per room. Toilets and showers should be in stalls for the sake of privacy when used.

Furnishings for the detention area usually differ from those in the men's jail. Common additions to the women's area include curtains, bedspreads, pillows, chairs instead of stools, and individual nightstands for the storage of personal possessions. The nightstands should be locked to protect such possessions from theft. Another feature conducive to female inmate morale is the provision of small, individual bulletin boards for the women to decorate to suit themselves and on which may be displayed greeting cards and family pictures.

In terms of activity space, it should not be forgotten that various rehabilitational programs may also be instituted for the women in the jail. This requires a large, multi-purpose room. In addition, rooms should be designed and used for sewing, exercise (unless the female inmates will be allowed to use the men's exercise area), and cosmetology. A cosmetology room is essential to allow the women to maintain good grooming habits, to prepare for court appearances, and to hold the various cosmetics and toiletries used for these purposes under secure and controlled access. The lighting, electrical outlets, sinks, and other fixtures should be designed accordingly to accommodate this special usage.

#### 6. *Employment*

Women need as much as men to find some meaningful employment even while in jail. In addition to bolstering inmate morale, it preserves personal dignity and helps in the retention of such work habits as punctuality, responsibility, and neatness. Due to their smaller num-

bers and other problems, it may be more difficult to plan employment for female inmates, but the effort can and should be made.

There are a number of work projects in which female inmates may participate for the public good and for their personal benefit. These may include such building maintenance as housekeeping and painting, making clothes for themselves and other institutions (such as a local children's home), and other light labor which may be done by women without excessive physical effort. Female inmates with a minimum security classification may be placed in projects outside the jail. These would include working at children's homes, the county hospital, and nearby mental hospitals.

#### *7. Educational Programs*

The women in jails may benefit from academic educational programs as much as their male counterparts. From a correctional standpoint, there is much to be gained by allowing those ready and willing to complete their elementary or secondary educations to do so. Where the female inmate population is too low to justify separate classes for women as prescribed by Penal Code Sections 4018.5 and 4021, consideration should be given to housing eligible female inmates in a county jail with a sufficiently high population to support educational programming. Such an inter-county transfer could be accomplished under the provisions of Penal Code Section 4111.5.

In many respects, it should be easier to provide vocational training programs for the female inmates than for the male inmates. There are a number of more traditional programs and courses which require relatively little space or equipment. These include cosmetology, hair-dressing, typing, shorthand and dictation, business machines, sewing, and home economics. In addition, more modern programs can include computer keypunch, electronics, commercial art, and practical nursing. Other courses are always possible with the proper space, equipment, and personnel.

Another educational alternative is to provide access and, in some cases, funding for correspondence courses as described in Chapter XII. This mechanism should definitely be considered when no other means of providing instruction are available.

#### *8. Leisure Activities*

In some of the older facilities, female inmates do not have their own separate recreational facilities. Where this occurs, the facility administrator should arrange the scheduling of the male recreational facilities so that the women are given an opportunity to use them regularly. This applies particularly to outdoor exercise areas where the inmates may enjoy some sunshine and fresh air. However, the ideal situation is to have separate facilities for men and women to facilitate their use and to minimize the inmate movement problems.

Visiting, particularly with their children, is a critical factor in female inmate morale. Adequate visiting facilities should be provided to allow frequent visits by families and friends. Where the classification program and security arrangements will permit it, contact visiting with



inmates' children may be allowed. It is desirable to have an attorney visiting area for females separate from the attorney visiting area for males.

Female inmates are generally found to have attained a higher educational level than their male counterparts, and this usually indicates a higher rate of literacy. This in turn fosters a definite need for a good supply of books and magazines in the women's library. These reading materials should include newspapers, books of general literature (both fiction and nonfiction), and an ample supply of current news and women's magazines.

Additional activities for women can include various table games, correspondence, television and radio, painting, hobby crafts, sewing, knitting, crocheting, and embroidery. Adequate supplies should be furnished for these activities.

Finally, it should be noted that the relative inactivity of confinement results in a great deal of excess energy in the female inmates. Seldom given the opportunity to engage in any strenuous labor, they have a definite need for an outlet for this energy, a need which can and should be met by access to a gymnasium or exercise room. The women should be issued proper clothing for such activities and allowed to shower afterwards. The exercise, in addition to releasing pent-up energy, has an influence on the inmates' health and will also aid in any personal efforts at weight control and dieting.

#### *9. Discipline*

Any disciplinary policy, to be successful in attaining its ultimate goal of reinforcing correct social behavior, must be sensitive to the psychological make-up of the disciplined population and individual. What may be a proper method of discipline with one group or one person may not be in another case. This appears to apply to the psychological differences between male and female inmates.

In general, women will respond better to verbal coaxing and informal disciplinary warnings than any overt displays of physical force. Both for cultural and social reasons, female inmates are less likely than male inmates to resort to violence, although female violence can be as dangerous to life and limb once it breaks out. Therefore, inmate disciplinary control measures should be accordingly tempered. Emotional outbursts and crying are common among female inmates, and these do not necessarily indicate the need for disciplinary measures. They do indicate that whatever emotions are felt by women are more likely to find direct and immediate expression in some form of behavior, particularly with regard to such problems as depression, menopause, and pre-menstrual irritability. The staff should attempt to determine the cause or causes of unusual behavior before deciding to implement disciplinary proceedings against a female inmate.

Furthermore, the small size of the female population in most jails is apt to be a factor to consider in handling an inmate incident. The female inmates, regardless of social or economic background, tend to coalesce in critical situations, giving mutual reinforcement to one

another. A disciplinary measure taken therefore tends to affect not only the individual inmate subject to the discipline but also the entire women's population. This makes it all the more important to handle the incident sensitively and tactfully as well as firmly.

However, when an incident reaches the point of physical confrontation and all efforts at verbal solutions have been exhausted, quick, firm action should be taken. Women tend to be exceedingly stubborn and unreasonable when on the verge of physical violence, and the only way to avert actual violence is to quickly isolate the individuals concerned and to place them in administrative segregation until tempers have cooled. Experience has shown that the best method of isolating the troublesome female inmate and quelling a possible incident is to call in at least two male custodial officers. Generally, the resistance of the inmate will then cease because she recognizes the futility of further insubordination. With only female officers or with only one male officer, the inmate may be tempted to actual violent resistance, even if only as a face-saving gesture. However, the male officers should be closely supervised and directed in their efforts by a female officer to comply with the requirements of Penal Code Section 4021.

In all other respects, formal disciplinary proceedings should comply with the requirements listed above in Chapter XV and as prescribed in Penal Code Section 4019.5.

#### *10. Work and Educational Furlough*

Women today make up an increasingly large percentage of the labor force in the United States, and many women who are confined in jail have or could have jobs at the time of their confinement. Under such circumstances, female inmates who meet the criteria laid down under a county work furlough program should be allowed to participate as a furlougee. The benefits to the women are the same as those described in Chapter XVII above, as are the benefits to the county.

By the same token, where an educational furlough program is available and where a female inmate meets all reasonable eligibility criteria, she should be allowed to attend classes along with the other furlougees. Again, the long-term benefits will hopefully accrue to both the inmate and society in terms of rehabilitation.

As with male furlougees, female furlougees should be segregated from the rest of the jail population for security reasons. Where feasible, this should be done by housing the female furlougees in a separate furlough facility. At the very least, these furlougees should be housed in a separate wing or area of the main women's detention area. The primary problem met by this segregation, of course, is the smuggling of contraband to other inmates by the furlougees.

#### *11. Grooming*

Women require, by custom, far more equipment and supplies for good grooming than men. Their toiletries should include combs, hair brushes, hair dryers, rollers, shampoo, and other hair care articles. The commissary should provide a supply of such basic cosmetics as lipstick, rouge, liquid makeup foundation, eyebrow pencil and other eye make-

up, deodorant, and skin lotions and creams. It should be noted that a variety of makeup is necessary to accommodate the variety and range of skin and complexion types. The facility should provide these supplies for indigent inmates. Other grooming supplies include nail care items, depilatories and security razors, and sun tan lotion. All of these supplies should be kept in secure lockers, either with the individual inmates or in a central cosmetology room.

Women also require various feminine supplies. All female inmates should be issued sanitary napkins and belts or tampons. Douche bags and douching solution should be given only upon a medical prescription and administered only by the female medical staff. Douching is medically unnecessary, and individual douche bags can be mixed up, thereby spreading a number of female diseases.

Because of the frequency of wigs and other hairpieces among women today, it is desirable to establish a firm policy on their use by female inmates. While they do represent a potential place for secret- ing contraband, they are generally easy to search. Allowing inmates to retain their wigs can facilitate good grooming and improve inmate morale.

Institutional clothing for women can be monotonous and depressing, particularly if they are accustomed to a much wider wardrobe. This effect can be lessened by varying the color scheme of the three or four sets used by the facility. The climate in California also allows some seasonal variation in the institutional garb so that pants suits might be issued in the winter while a blouse or top and shorts could be used in the summer. Another comforting addition to the institutional wardrobe is some sort of nightwear, such as pajamas or night- gowns. In conjunction with the vocational education program or as a recreational activity, the women may also be permitted to sew their own clothing from a variety of patterns and using different materials.

With regard to clothing, it should be noted that hand laundry facilities should be provided for the women to do the washing of such finer articles as undergarments and sweaters. An appropriate type of soap should also be provided, along with an area for drying.

## *12. Health and Medical Services*

The distinctive medical problems of women are discussed in Chapter XIV above. A number of additional daily health-related problems are also frequently encountered. The pain of menstrual cramps can be extremely discomforting, and often common aspirin seems inadequate. The facility physician should be consulted about allowing the dispensing of a stronger pain reliever for this purpose.

A pelvic examination upon booking can also be a traumatic experience for many women. This should be understood by the staff and briefly explained to the woman before it is done. The examination itself shall be conducted by a physician or a nurse. Also connected with medical examinations are the tests for venereal diseases as outlined in Chapter XIV above. These should be administered whenever possible. The medical personnel may also examine the inmates for various

forms of vaginitis at this time.

Provisions must be made to comply with Penal Code Section 3409 regarding feminine hygiene and continuation of prescribed birth control measures.

The menu for the women should be planned with two differences in mind. Women tend to be more weight and diet conscious, so that there tends to be more complaints concerning overly-starchy menus which are conducive to weight gains. There are also usually a number of pregnant women in various stages of pregnancy in the women's population in a jail, and their special dietary needs, particularly with regard to milk, must be met.

Where needed, the full range of obstetric and gynecological medical care should be made available to female inmates including counseling and services for therapeutic abortions. The special expertise may be obtained by contracting with an appropriate physician or with a nearby hospital.

### *13. Social Worker*

A social worker or other representative of a social service agency should be available regularly to female inmates for the purposes of family counseling and liaison. Such a worker may also serve to inform the inmate about other social services for the inmate's welfare, such as family planning, employment and educational opportunities, and financial assistance.

Adequate space should be planned for social worker offices and interviews with representatives from social service agencies.



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## GUIDELINES

### NOTE

This section of "Laws and Guidelines" will be prepared and distributed in late 1975. It will be in loose leaf form to provide for easy updating as the laws change.

Meanwhile, you may use the July, 1971 edition of *California Laws Pertaining to County and City Adult Detention Facilities*, reproduced by the State Board of Corrections.

**END**