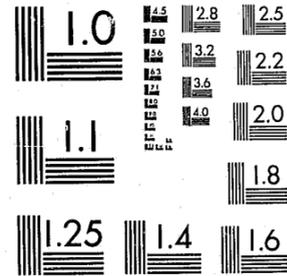


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The Cover: The Newberg, Oreg., Police Department sends a 6'4" sergeant to kindergarten to explain that being a policeman is a big job. Photograph by Bob Ellis, "Oregonian," Portland, Oreg.

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William H. Webster, Director

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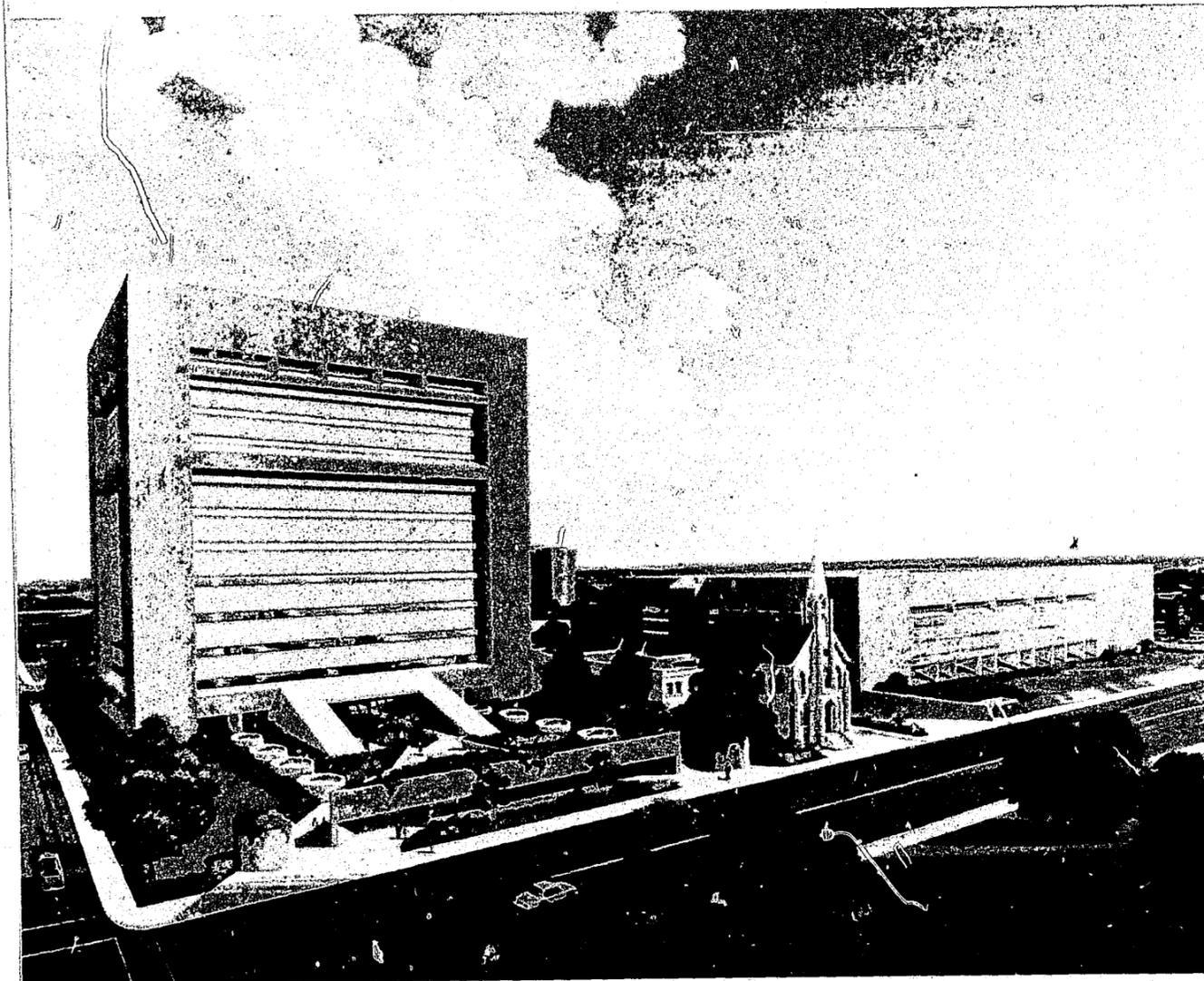
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Facilities

Problems of Today— Solutions for Tomorrow:



Cities within Cities

By

SHERIFF GENE BARKSDALE

And LT. W. LEE FORBES

*Sheriff's Planning Unit
Shelby County, Tenn.*

A new city is being completed in Shelby County, Tenn., to be populated initially from a list of approximately 600 eligibles. It will contain all the services provided by any other city in any State in the Union, including public works, trash pickup, and fire and police protection. Essential services will be carried out by a permanent staff ranging from an initial 450 to over 700 when the population reaches the maximum 1,200 residents.

The design and construction cost in excess of \$22 million and will be completed next year. Planning for staffing patterns, service delivery, operations, and training continues to focus on the relocation of the first residents during the summer of 1981. Average projected costs for all personnel, services, and programs exceed \$10 million a year.

Imagine the impact to the local economy in the initial hiring of a staff of 450. Their duties will include the maintenance of over 7 acres with over 1,220 single residences and 41 semi-private recreation areas and the supervision of various recreational programs, including basketball, volleyball, shuffleboard, and stickball.

Free services provided the participants, who pay no rent, taxes, or fees, include food from six centrally located kitchens, a bakery, the use of multiple dining areas, handling up to 62,000 meals a month, two libraries, two beauty shops, three barbershops, and laundry and drycleaning facilities. Other free services include medical and dental care, chaplains, and counselors. Reserved for the residents' sole use are recreation fields and courts. Also available are private visitation areas and secure property storage. Top this off with a system capable of handling over 50,000 housing assignments per year and complete the scenario by convincing the local taxpayers to fund

the city totally and guarantee its operation in the future, no matter what costs are involved.

Reservations are now being considered for the first group of occupants, but there is a catch to qualifying for occupancy. Prime consideration will be given to persons whose address is, at the time of the city's dedication, 150 Washington Ave., Memphis, Tenn.—the current Shelby County Jail.

Since the late 1960's, it has been apparent that the courts were moving in a direction that would preclude the continued use of the current county jails. The use of two jails requiring dual staffing and many transfers was an inefficient and costly way of handling arrested persons. The majority of arrested persons were housed in the city jail until bound to the State court system. At the time of bindover, transfers involving outprocessing from the city jail, mittimus papers issued from the city courts, and intake processing at the county jail were required, placing a tremendous load on all concerned.

The jails were overcrowded and out-of-date, both in size and type, and did not provide adequate housing, treatment programs, or recreational activities for the inmates. Completed in 1926, the current county jail was designed for a maximum 290 inmates. Over the years, an additional facility of 250 beds was built to accommodate the overflow of the downtown jail. The city jail has a capacity of 335, but weekend counts generally exceed that figure, sometimes reaching 500.

The time had come for concerned officials to come up with long term solutions. After a study by outside consultants, a planning grant from the Law Enforcement Assistance Administration was secured to provide a base for future decisionmaking. A local architectural firm was selected to oversee

this phase of the needs study, as well as to provide alternatives from which local government could select the most viable plan.

One option discussed at length in this stage was total consolidation of all jails under the Sheriff of Shelby County. However, the courts would not tolerate for long the conditions present in the local jails. Advantages to the consolidation included economy, efficiency, program fulfillment, and the refocusing of community resources to one inmate installation. After several years, the only viable plan appeared to be the construction of a new jail in the downtown area, adjacent to the existing county, State, and Federal courts.

Scheduled to open in early 1981, the pretrial detention facility has now become part of a \$45 million complex. The 13-floor administration building will house all lower courts for both the City of Memphis and Shelby County, as well as the eight resident divisions of criminal court. The administration building will also contain the clerks of the various courts, the public defender, the attorney general, and the administrative divisions for both the Shelby County Sheriff's Department and the Memphis Police Department.

The criminal justice system in Memphis/Shelby County will revolve around the pretrial detention facility. This will totally replace both the county jail and the jail located at the county penal farm. The new facility will also handle the city prisoners now held by the police department, thus relieving them of jail responsibilities effecting a totally consolidated jail operation.

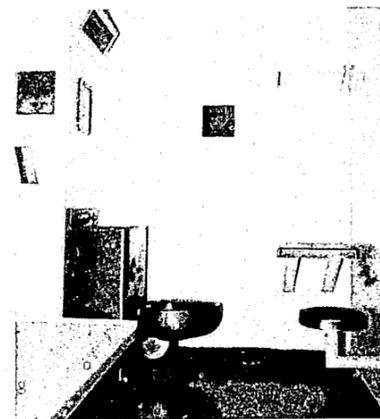
One major concern of those involved from the earliest stages through final approval was the rather loosely defined and ever-changing scope of the phrase "a constitutional jail." Through years of litigation and court suits, the conditions, services, and comforts provided to those incarcerated in jails throughout the United States were being defined and settled, but on a piecemeal basis, with little overall guidance for those faced with the task of building, staffing, and operating these facilities. Couple these

ever-changing and ever-broadening guidelines with a local suit relating to jail conditions, and one realizes the tumultuous situation faced by the sheriff's department and local governing bodies attempting to define the final design for the detention facility.

Prior to accepting the design, several basic decisions had to be made concerning size, layout, services, and operations, and each had to be reviewed and weighed in light of recent court decisions. A large part of the time spent was used for research in an attempt to anticipate where the courts were going in the future.

Judicial review of jail conditions spanned periods ranging from the prisoner having no rights to today's standards in new jails, with all the attendant services and programs. An early judicial review in this area revealed that prisoners had little or no constitutional rights. In *Ruffin v. Commonwealth*, 62 Va. (21 Gratt.) 790 (1871), the court stated: "He has, as a consequence of his crime, not only forfeited his liberty, but all his personal rights except those which the law in its humanity accords him. He is for the time being the slave of the State."

By 1944, the courts decided that a prisoner retained all the rights of any other citizen, except those taken from



Typical cell, 9' x 6', grouped around a common day room. With the addition of a mattress and locker, this cell is ready for occupancy.

him by law. The idea of rights being retained was accepted by the U.S. Supreme Court in a 1974 case and has colored the further application of suits involving the use of the Federal Civil Rights Act.

By 1974, the rights of convicted inmates and pretrial detainees appeared to diverge again—the rights of pretrial detainees were expanded to allow only limitations necessary to guarantee their appearance at the trial, taking into account the security needs of the institution. Basically, an unconvicted person is treated as a convict only in areas where security, health, and discipline are concerned. This ruling initiated questions in the areas of training and staffing of a mixed institution serving the needs of both pretrial and sentenced individuals.

Further problems arose in the area of existing construction standards available for use as guidelines in designing the physical plant. At the time of finalization, the State of Tennessee and the Federal Bureau of Prisons had no minimum construction standards for jails. The policy standards of the Bureau of Prisons and the recommended minimum standards for jails in Tennessee did not address the size or type of facility envisioned by local agencies and recommended by the consultants.

The development of basic policy and studies in the areas of long term housing, short term detention, and service delivery to inmates dictated a design that would meet the needs of all concerned, both now and in the future. The design included three separate housing areas and several different flow patterns depending upon the conditions surrounding the inmates' arrest, his court status, or the need for long term housing.

The pretrial detention facility contains six floors, each consisting of slightly over 1.22 acres, with a total area of approximately 7.35 acres in which prisoners will be housed. The basic design is that of single cells grouped into pods ranging from 5 to 24 inmates, surrounding a common day-room. Trust dormitories adjacent to the

kitchen and hesitation holding areas in the booking section are the only exceptions. This type of housing will most easily meet any requirements for classification, separation by charges, or types of protective custody or security that the courts might decide in the future.

As much as possible, functions within the facility are divided by floor in order to handle the differing status of inmates and to preserve a series of continual flows in several areas of the building. To preserve security and to prevent the mixing of inmates with differing classifications, it is extremely important that these flows are maintained. The floors' functions are:

- 1) Lower Level—intake processing, hesitation holding, booking and property control, ID/fingerprinting, medical screening, crisis counseling, pretrial release interviews, male short term housing (168 cells), female short term housing (42 cells), dressing areas, property storage, laundry, visitation and interview rooms, and release processing;
- 2) First Floor—female long term housing (103 cells), classrooms, counseling, kitchen and food storage areas, trust dormitory, jail administrative offices, visitation and interview rooms, detective workrooms, pretrial release offices and probation offices;
- 3) Second Floor—admissions and orientation, medical facilities, counseling and classification offices, chaplains' offices, chapel, libraries, female housing (30 cells), male housing (164 cells), kitchens, and dining areas (male and female);
- 4) Third Floor—male long term housing (346 cells), counseling offices, classrooms, kitchen, and dining area;
- 5) Fourth Floor—male long term housing, counseling offices, classrooms, kitchen, and dining area;
- 6) Fifth Floor—outdoor recreation areas (male & female), indoor gymnasium, and minigym.

Security for the jail includes closed-circuit monitors on the perimeters, in the tunnel between the jail and the court building, and in all elevators carrying inmates. Floor security is based on total observation and control of an inmate while he is moving in the vertical transport systems and excluding personal contact with prisoners from other floors. If an inmate leaves his assigned floor, a search for contraband will be made upon his return, before the inmate can contact others on the floor.

Each floor is color-coded, and inmates are issued clothing to match their floor and classification. This calls attention to all persons off their regularly assigned floors. Floor security is further strengthened by the housing pod concept which allows no more than 24 inmates to congregate in an area, except during scheduled feeding or recreation periods. Each housing pod, no matter what its location, allows observation by jail personnel from all sides by means of walkways. The separation of inmates by felony and misdemeanor charges, as well as by repeat or first offenders, is easily accomplished by using the housing pod concept. Further classification allows grouping by security risk factors and determines all assignments or transfers in housing areas. All door controls, escalators, and elevators are operated by remote control from 20 secured control centers throughout the building. Each control center is connected to all others by a system of in-house intercoms and telephones and serves as the traffic management point for all areas under its control. Multiple intercom points allow swift response to requests for assistance by other staff members.

Operational flows are separated to go with necessary functions and generally concern the overall activity on one floor.

The lower level of the building acts as the central intake and release point for all prisoner traffic, as well as serving as a replacement for the current city jail. Traffic is routed through one vehicular sallyport, and male and female prisoners are separated prior to



Sheriff Barksdale.

entering the jail. Intake processing and booking is segregated according to sex, with separate facilities provided throughout. If intake processing overloads the booking process, individual hesitation holding cells are provided to allow the continued acceptance of prisoners without delaying the arresting officers' return to duties.

After a preliminary search and a complete inventory of personal property and money, the prisoner is allowed two phone calls before the completion of the booking process. Steps at ID/fingerprint and medical screening precede the cell assignment on this level for short term housing. These short term housing areas contain 168 male and 42 female cells with no dayrooms and house the inmate for a period of 24 to 72 hours, depending on the date of arrest and first scheduled court appearance. Statistical studies indicate that by using the various methods of pretrial release, two-thirds of all arrested persons are released during the first 24 hours of detention, with most staying for 6 hours or less.

Until the prisoners either arrange release or make a first court appearance, they remain in their street clothes and continue to be housed on this level. After a first appearance in court or upon commitment to jail, they are included in a regular "dress out" session. After being issued jail clothing, the inmates are moved through the vertical transport systems to the second floor, where they stay for a period not exceeding 13 days.

The second floor, Admissions and Orientation (A & O), houses both male and female prisoners and is set up to allow inmate participation in various resident programs. Each person is interviewed by counselors and classification personnel, medical practitioners, dentist, and if requested, chaplains. During their stay on this floor, each inmate is classified as to security risk, and an estimation is made of their future needs for special counseling and treatment programs during their stay. Testing, personal meetings, interviews, staff observations, review of pri-

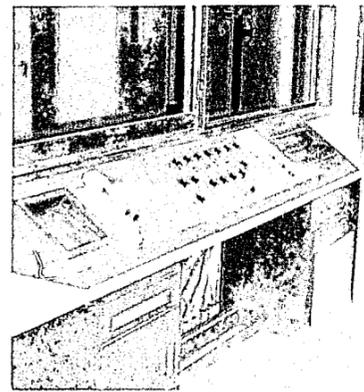
or criminal history, and a full medical screening contribute to the inmates final assignment in a regular housing area.

Due to the nature of admissions and orientation tasks, the ratio of staff to inmates is higher here than in any other area. The typical housing area is a 16-person pod, clustered around an activities area or dayroom. Counseling offices serving two pods and an audio-visual classroom provide the staff with enough space to implement the comprehensive admissions and orientation programs.

Security for A & O remains maximum, since the staff is unfamiliar with the inmates. Each is considered potentially dangerous until full classification is completed.

Inmates are introduced to the rules and regulations as soon as possible after their move to A & O. A rules and policy booklet is given to each inmate and a comprehensive orientation to the methods and means of getting around the jail is presented. By using the proper pass and coding systems, a prisoner may move around the building without the need of personal escort.

Once an inmate has completed all sessions in A & O, he is moved into regular long term housing areas. Generally about 80 to 85 percent of all



Typical control panel is operated by one officer. Some control rooms contain up to seven officer stations of this type.

admitted persons secure a release prior to this time. Based on evaluations, all others are assigned to a housing area appropriate to their security risk profile. Female inmates are moved down to the appropriate areas on the first floor, while males proceed to either the third or fourth floors.

Each long term housing area is divided into minimum, medium, and maximum security levels. The floors consist of a series of 23-man pods surrounding an activities area or dayroom. The different levels of custody entail a reduction in floor space and pod size and an increase in staff observation and activities totally segregated from other prisoners.

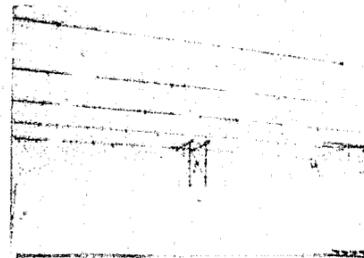
Programs in the long term housing areas are setup so that the staff moves into the inmate areas, cutting down on inmate traffic in the vertical transport systems and reducing the time needed to search prisoners who are returning to the floors. Counselors and program personnel have offices and classrooms on all levels of the building, further aiding in building security.

The fifth floor provides the space for recreational activities which are an integral part of an rehabilitation program. A structured series of activities, both in and out of doors, does much to combat boredom and release pent-up energies that could be destructive if expended in other ways. The main outdoor areas are divided so that both male and female prisoners can exercise at the same time. When the female areas are not in use, male inmates may use the unoccupied areas. A covered gymnasium and a minigym are used during inclement weather. Structured programs in basketball, volleyball, shuffleboard, ping pong, and stickball afford all inmates the opportunity to remain active.

To supplement the planning of physical design and operations, the sheriff's department audited its paper flow and information needs. This led to a further look at the information needs of other agencies who would be using the facility, especially the courts who would draw daily case dockets from the jail.

A review of all areas involving paperwork or transfer of information to other agencies revealed two areas of concern to the planning staff—the old computer system appeared inadequate to handle the projected caseload when the jail began handling all arrested persons, and records needed to document the systems were scattered through several divisions of the department.

Studies were undertaken to determine the projected information needs of the combined facility. The jail and Bureau of Identification records systems in the sheriff's department were to be combined into one jacket file system, using microfiche history storage. During the move into the new records and information area in the administration building, this new jacket setup will be loaded into a mechanical filing system and gradually converted to a total microfiche file based on a "day-one" booking flow. It is anticipated that this system, based totally on fingerprint identification of all prisoners booked into the jail, will gradually phase out the need for maintaining the majority of the old Bureau of Identification records now kept by various law enforcement agencies. Using the "day-one" booking approach, approximately



Covered gymnasium provides a recreation area for prisoners.

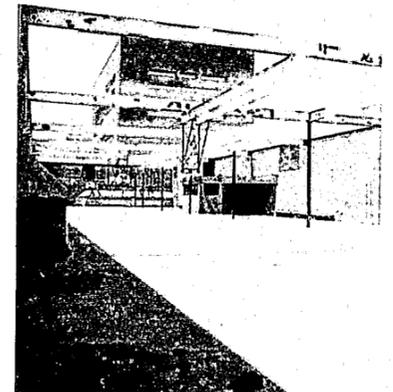
90 percent of those persons now involved in the local criminal justice system will, within 24 months, have their records updated and converted to the new, "on-line" system.

The paper records used for booking, ID/fingerprint, release, and general operations in the jail will be forwarded to records by a system of pneumatic tubes connecting the two buildings. They will remain in the jacket system until the case is disposed of by the courts. Upon receipt of the disposition, all paper concerning that arrest and booking cycle will be microfiched and returned to the file jacket which is subfiled by booking number.

Based on the sheriff's department's prior studies of the Records & Information section, the computerized record system being developed on Shelby County government's computer will provide "real time" access to all information needed to operate the jail and courts systems. By using a concept of total processing of all prisoners booked into the jail, including fingerprints, the basic information collected will be used to generate a series of reports and statistical data for all authorized and interested parties.

Booking data will be made available to the various courts for docketing purposes and will also serve as the generator for several management systems concerned with the efficient operation of the jail. Other areas of responsibility for the sheriff will be supported by data and statistics generated from the jail & records systems through various management reports and performance indexes based on arrests by division, bureau, or unit levels. The same type of information will be available for other agencies as requested. Billings for board charges will be produced for the State and county governments, as well as local and Federal authorities.

In order to provide the up-to-date information necessary to schedule activities, assign and reassign cells, and respond to requests for an inmate's presence in other areas, a subsystem was developed to maintain and monitor the inmates' location at all times. The "inmate tracking system" is based on the assumption that one cannot arrive unless he was sent. Any exceptions to this sequence will cause a security printer to record the event in the main control center. Corrective action by the shift commander can be taken immediately to locate the inmate and update the appropriate records. By requiring that checkouts be made from the control centers in the jail, the system can be used to provide a complete listing of all service areas, medical calls, etc., involving a particular inmate. Upon completion of an arrest cycle, these listings and the paper files can be checked against each other for completeness and accuracy prior to placing on microfiche. Running on a dual system, with full redundancy in the terminal net and backed with emergency generators, the system should provide 95 percent plus up-time, allowing the jail to operate without the need for much of the paperwork required to support the old systems. By fully processing all persons and properly using



Outside male recreation area.

73777

the inmate tracking system, many of the lists and reports now completed and maintained manually can be eliminated, and daily system generated listings can be used in case of unscheduled computer down-time.

The staffing and training for the complex brought about another series of studies and discussions concerning the relative merits involved in using commissioned or noncommissioned personnel. The overriding argument that ultimately decided the question was that of the dissatisfaction generated by placing commissioned personnel trained as law enforcement officers in detention duties. A secondary consideration was the difference in personnel costs. It was decided that a new career program would be developed for non-commissioned personnel in the sheriff's department.

The deputy jailer program spans a series of 5 grades with 19 pay steps in each. From entry on duty as a Deputy Jailer I through the Deputy Jailer V, there are both longevity and educational requirements. Individuals who choose not to compete for an increased level of responsibility can advance through merit steps.

This program should allow the sheriff's department to hire and maintain a professional staff that will be trained for the needs of a pretrial detention facility without suffering loss of morale by using commissioned officers for these jobs.

Today's problems in Shelby County reflect those faced by many agencies throughout the United States. Correctional institutions are involved in lawsuits dealing with physical conditions, space allocations, overcrowding, staff competency, staff/inmate ratios, inmate security, and program delivery. We have attempted to meet the required standards and to anticipate future requirements. Single cells, classification groupings, specialized staff requirements, and complete service delivery combine to give the responsible jurisdiction enough flexibility to continue to change with the mandates of the courts and society as a whole.

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