

Findings and Recommendations from a Statewide Outcome Evaluation of Ohio Jails

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Executive Summary

Project Goals

In late 2008, the Bureau of Adult Detention approached research staff from the Ohio Department of Rehabilitation and Correction and the Ohio Office of Criminal Justice Services about conducting a comprehensive statewide jail evaluation.

The project was designed to better establish the correlates of high-functioning jails, and to identify a set of best practices for jails that are grounded in empirical research.

The project was also designed to evaluate the existing jail standards and current inspection practices in Ohio.

The information and results produced from this evaluation were to be used by Bureau of Adult Detention management to revise and develop new jail standards for Ohio.

Project Data Sources

Scholars and practitioners have very little systemic knowledge regarding evidence-based practices in jails in Ohio or nationally. Historical information about past inspections and jail characteristics maintained by the Bureau of Adult Detention has been impeded by narrowly focused content, limited time frames, and unreliable data collection techniques.

As a consequence, the current research project draws on multiple methodologies and sources of information as part of an extensive evaluation of the sources of jail best practices.

Data collection activities conducted throughout the project were large in scale and wide-ranging, including focus groups from 6 different stakeholder groups, a correctional officer task survey of 1,005 respondents about training-related needs and deficiencies, statewide facility-level data collection at 86 full service jails, an inmate survey with 979 respondents, a jail administrator survey with 12 respondents, semi-structured interviews of key jail operational personnel at a sample of 12 full service jails, and intensive observational site visits at a sample of 12 full service jails.

Project Deliverables

The results highlight several key themes and important facility-level characteristics that differentiate between levels of functioning and effectiveness in jails.

In particular, we identify a set of recommendations and identified best practices stemming from actual operational procedures and administrative capacity while also assessing the effectiveness of current inspection activities and jail standards in Ohio.

We summarize the set of recommendations and identified best practices for full service jails in Ohio below.

Recommendations and Identified Best Practices for Ohio Full Service Jails

The following recommendations and identified best practices are categorized within general areas of jail operations, jail procedures, jail characteristics, existing jail standards, and data collection and inspection-related activities.

Admission and Booking Operations

- Large jails should assist the court in administering pre-trial risk assessments using validated tools in order to identify potential candidates for pre-trial release to alleviate high concentrations of unsentenced inmates.
- Jails should be required to evaluate their booking and admission procedures annually toward ensuring sufficient booking capacity, safety, and overall efficiency of booking procedures.
- Jails should ensure adequate holding cell capacity (defined in terms of separate cells) not to exceed a ratio of 50:1.
- Time held in booking until bed assignment should be under 90 minutes. Jails should be required to systematically monitor processing and discharge timeliness and develop plans of action to address non-compliance with this best practice.
- Jails should implement the use of validated security risk instruments to classify inmates on objective criteria that include a range of predictive factors.
- Jail orientations should include an emphasis on sexual assault awareness.

Supervision and Surveillance

- Direct, unobstructed camera surveillance capabilities should be installed in all holding cell areas.
- Jails should compensate for physical plant limitations by embedding security staff where possible or otherwise increasing direct line of sight surveillance of housing and dayroom areas. Roving patrols, while important, are insufficient as stand-alone forms of general housing area surveillance.
- In jails operating under mixed forms of supervision and surveillance, adequate staffing plans should be developed and reviewed periodically ensuring that direct supervision posts are staffed at all times.

Bed Management and General Population

- Use of temporary beds (“boats”) reduces overall security and their haphazard placement in general population areas should be avoided. However, the use of temporary beds is preferable to double bunking and/or multiple occupancy cells that exceeds the square footage limits of current standards.
- Jails should implement an incentive system to encourage rule compliance.
- Jails should provide physically separate outdoor recreation spaces at an operational capacity ratio of no more than 150:1.
- All incidents and alleged infractions should be logged, not just critical incidents.

Staffing

- Reliance on clerical and support staff to perform security functions should be prohibited by standard.
- Jails should ensure that inmate to full-time security staff ratios do not exceed 3.5:1.

Healthcare, Mental Health, and Program Delivery

- Jails should provide designated physical space sufficient to accommodate management of pharmaceuticals and all medical and mental health interventions, including emergency health care.
- Jails should provide sufficient cell space for the designated purpose of suicide watch. Suicide watch cells should be subject to direct line of sight surveillance.
- Jails should provide social work and/or on-site program staff at a ratio of no more than 100:1, and provide mental health staff at a ratio of no more than 200:1.
- Jails should provide sufficient capacity to support no fewer than three permanent on-site programs.

Existing Minimum Jail Standards in Ohio

There is moderate to strong evidence in support of existing standards that require the following:

- Classification policies that address separation of inmates by gender, violent/non-violent status, and juvenile status.
- Policies that ensure a safe and secure booking area.

- Assignment of a bed, linens, and hygiene articles for prisoners confined more than 8 hours.
- Sufficient square footage for multiple occupancy areas with stacked bunks.
- Completion of a health appraisal by trained health care personnel within 14 days after arrival.
- Annual inspections by local or state health authorities.
- Completion of in-service training hours by administrators/supervisors and correctional officers at regular intervals.
- Sufficient interior lighting in reading and prisoner accessible spaces.
- Housing area temperatures to be maintained within specified ranges and properly maintained sanitation/lavatory facilities
- Opportunity for a hot shower daily.

Data Collection and Inspection Activities

- Current data collection practices need to gather more detailed information that can be reliably collected across particular jail classifications. The content of this data collection should be reviewed by research personnel. This will facilitate future efforts to evaluate and revise jail standards.
- Jails should invest in training on their current jail management systems to help their staff make better informed operational decisions with actual jail data. Jails also need to pursue new and emerging technologies for managing and storing correctional data if possible.
- Current inspection practices need to be more flexible and move beyond simple pass/fail designations. Some examples of this inspection and compliance flexibility include offering “full” and “substantial” compliance, or offering a tiered system of standards (primary/core versus secondary).

Project Background

The Bureau of Adult Detention (BAD) within the Ohio Department of Rehabilitation and Correction (DRC) has the statutory responsibility to create jail standards in addition to their application through inspection-related activities. As part of this obligation, jails in Ohio are inspected and evaluated in a monolithic fashion against those standards despite wide variation in the function, architecture, inmate population, and classification of these facilities. Additionally, a closer review reveals many of these jail standards to be redundant and generally disconnected from evidence-based performance management.¹ As a result, very few jails are ever compliant with all of the jail standards.

In late 2008, the Bureau approached research staff from the Ohio Department of Rehabilitation and Correction and the Ohio Office of Criminal Justice Services about conducting a comprehensive statewide jail evaluation. As a result of several meetings and discussions, a large-scale research project was developed. The project was designed to better establish the correlates of high-functioning jails, and to identify a set of best practices for jails that are grounded in empirical research. The study was also designed to evaluate the existing jail standards and current inspection practices in Ohio. The information and results produced from this evaluation were to be used by Bureau management to revise and develop new jail standards for Ohio. A moratorium was issued on conducting annual jail audits and inspections in order to allow the jail inspectors to assist the research team with data collection and facility site visits.

Late in the research project, the majority of inspection-related activities and staff positions within the Bureau were eliminated in an agency-wide effort to address a massive budgetary deficit in FY2012-13. This response also included the elimination of management

¹ Many of the issues concerning jail standards and inspection practices were identified by leadership within the Bureau of Adult Detention and the jail community. These original observations provided the impetus to this large-scale project.

positions that were primarily responsible for providing guidance and leadership to the process of revising and developing new jail standards. The broader reorganization of staffing levels and the revision of strategic priorities within the Bureau of Adult Detention essentially made this particular goal of the project unfeasible.

However, the findings of this rigorous, multi-methodological study still provide jail practitioners and community partners a set of recommendations and identified best practices based in jail performance and operational effectiveness that can help inform future standard revision efforts. The evaluation draws on multiple sources of information including focus groups from a wide selection of stakeholder groups, surveys of jail staff that gauge training deficiencies, facility-level data collection on a wide array of operational and incident characteristics, inmate and jail administrator attitudinal surveys, and intensive observational analyses of selected facilities.² An overview of this research effort and portions of the analytical results have been presented to various local, statewide, and national audiences at multiple meetings, presentations, and scholarly conferences. The findings highlight several key themes and important facility-level characteristics that differentiate between levels of functioning and effectiveness in jails. In particular, we identify a set of jail best practices stemming from actual operational procedures and administrative capacity, while also assessing the effectiveness of current inspection activities and jail standards in Ohio. The final report explains these efforts below.

² The methodology of the research project is described more completely in the body of this report. A more detailed timeline of events is located in Appendix A and Appendix B at the end of the report.

Introduction

The State of Ohio has five jail classifications as outlined in the Ohio Administrative Code. In 2008, BAD reported that Ohio had a total of 349 jail facilities including 92 Full Service Jails (FSJs), 13 Minimum Security Jails, 90 12-Day Jails, 18 12-Hour Jails, and 136 Temporary Holding Facilities.³ The Bureau has the statutory responsibility to construct the “Minimum Standards for Jails in Ohio” and apply them through on-site inspections.⁴ The current set of jail standards consist of 285 operational measures derived largely from case law, subject matter expertise, and existing American Correctional Association (ACA) prison-based standards.

An examination of these particular jail standards, an assessment of current BAD inspection practices, and qualitative feedback from the broader jail community highlight some problems with how jails are evaluated in Ohio. Jail standards in Ohio, including those actually selected for inspection activities, are regarded as somewhat arbitrary, redundant, and cumbersome. Most importantly, they were not necessarily derived from evidence-based practices, and yet Ohio jails are rigidly assessed against these standards despite wide variation in function and size of daily population served, age and architecture of facility, and other systemic constraints like local funding and overcrowding.

As a result of these issues, only eight full service jails sought full certification with all 285 jail standards as of 2008. In terms of actual inspection practices, BAD selectively applies a subset of jail standards each year based on the subjective experiences of jail inspectors (i.e., what they felt was most important that year) to apply to their jail facilities.⁵ Despite this reduction, only 35% of FSJs were fully compliant during 2008 inspections. Table 1 displays occurrences of

³ The number of full service jails in the analysis differs from the number reported by the Bureau of Adult Detention due to facility closures or larger county-level jurisdictions being unable to disaggregate information across multiple jail facilities.

⁴ Please see section 5120.10 of the Ohio Revised Code.

⁵ The number of standards actually applied each year is approximately 1/5 of all jail standards.

non-compliance reported on the inspection forms sorted in descending order by the broad areas addressed by the standards. The full service jails inspected in 2008 accounted for nearly 500 failed standards. The most frequently occurring area of noncompliance is housing space (17% of all failed standards) followed by support staff training deficiencies and inadequate security procedures.

The scholarly literature on jail standards is extremely limited. However, research that does exist demonstrates the importance and benefits of the *mere existence* of jail standards (see Martin, 2007; Thompson and Mays, 1988a, 1988b; Zupan and Menke, 1988). This literature indicates that jails utilizing jail standards are more likely to have lower levels of critical incidents such as deaths or emergency room visits compared to jails without enforceable standards. These facilities are also more likely to have actual jail policies and procedures in place. Finally, this research notes that jails inspected on standards are less likely to be under a court order as compared to jails without them.

In addition to the exiguous scholarly literature on jail standards, even less attention has been devoted to actual jail performance and jail best practices.⁶ Indeed, scholars and practitioners have very little systemic knowledge regarding evidence-based practices in jails in Ohio and nationally. Historical information about past inspections and jail characteristics maintained by the Bureau of Adult Detention has been impeded by narrowly focused content, limited time frames, and unreliable data collection techniques. As a result, the current research project needed to draw on multiple methodologies and sources of information to obtain a more comprehensive evaluation of the sources of jail best practices. In particular, we rely on focus

⁶ The American Correctional Association (ACA) has recently developed its own comprehensive set of core jail standards based in case law that are regarded as constitutionally defensible (Miller, 2012). While achievement of the standards is measured against a rich set of outcome indicators, it is not clear that they were originally derived empirically on the basis of those outcomes, and as such, demonstrate only construct validity.

Table 1. Areas of Non-Compliance with Selected Standards. *

Area Addressed by Standard ^a	Counts of Non-Compliance	Percentage
Housing Space	82	16.5%
Staff Training -- Support Staff	77	15.5%
Security Policies and Procedures	33	6.6%
Staff Training -- Officers	25	5.0%
Insufficient Interior Lighting	24	4.8%
Reception/Release Procedures	23	4.6%
Security -- Perimeter, Booking, Weapons, and Equipment	23	4.6%
Seating Accommodation	22	4.4%
Staffing Plan	21	4.2%
Staff Training -- Administrators and Supervisors	21	4.2%
Fire Plan	18	3.6%
Bedding	16	3.2%
Medical Appraisal	14	2.8%
Substance Abuse Treatment Services	12	2.4%
Insufficient Natural Light	11	2.2%
Recreation (1 Hour)	10	2.0%
Sanitation	8	1.6%
Rights and Privileges in Administrative Segregation	7	1.4%
Management of Pharmaceuticals	6	1.2%
IDC Program	6	1.2%
Health Inspections	5	1.0%
Fire Inspections	4	0.8%
Medical/Mental Health Referrals	4	0.8%
Nutritional Plan	4	0.8%
Classification Policy	3	0.6%
Daily Shower	3	0.6%
Suicide Response Plan	3	0.6%
Physical Climate -- Air Circulation, Temperature, and Plumbing	2	0.4%
Medical Complaint Procedures	2	0.4%
Food Regulations	2	0.4%
Recreation (Television)	2	0.4%
Pest Control	1	0.2%
Provisions for Emergency Health Care	1	0.2%
Review of Medical Complaints	1	0.2%
Non-Denial Medical Service	1	0.2%
Designated Jail Physician	0	0.0%
Specific Medical Policies/Procedures for Jail	0	0.0%
Recreation (Reading)	0	0.0%
Religious Accommodation	0	0.0%
Total	497	

* SOURCE: 2008 Full Service Jail Inspection Results, Bureau of Adult Detention.

^a May involve more than one jail standard.

groups from various stakeholder groups, surveys of jail staff about training-related issues, facility-level data collection, surveys of inmates and jail administrators, and intensive observational site visits at a sample of facilities. The next few sections identify the broader research questions that this project seeks to answer, outline the major phases of the overall research effort, and illustrate the multiple methodologies and sources of information used in the various analyses in greater detail.

Research Questions and Project Phases

The original purpose of the current project was to establish the correlates of high-functioning jails to help support the creation, revision, and implementation of an evidence-based set of jail standards in Ohio. Since such scant attention has been directed towards jail performance and best practices in the literature, we developed a series of several questions to help guide our research approach (see Table 2). These questions were instrumental in the design of data collection tools and survey construction that provide the foundation of our analysis.

Table 2. Research Questions from a Statewide Outcome Evaluation of Ohio Jails.

What do key stakeholders in Ohio’s jail community perceive as the elements of a well-functioning jail, the organizational risk factors that increase liability, training deficiencies and effective training strategies, and the strengths and weaknesses of Ohio’s current jail standards and inspection activities?

On which of the current standards are full service jails most non-compliant? Does non-compliance with key standards make jails less secure? Which standards are correlated with conventional measures of jail violence and operational effectiveness?

What are the key characteristics that can be used to describe Ohio’s full-service jails in terms of bookings, population, physical layout, staffing, bed management, violence, and critical incidents? How are these characteristics related to each other? Do the existing standards increase safety net of organizational and population factors?

How do jails vary operationally in terms of security arrangements, healthcare delivery, and service capacity? Are facility-level differences in the way jail inmates perceive their incarceration experience correlated with those operational dimensions?

In order to obtain information to help answer these questions, we took an incremental, multi-methodological approach to data collection. Since the current and historical data available to us were not necessarily useful for our analytical purposes, we needed to collect a broad range of information using a variety of techniques. The overall phases of the research project are formed around these particular methodological techniques and information gathering efforts (see Table 3). Each phase helped inform the subsequent one. The sections that follow describe the methodology, analytical strategy, and results of the Focus Group Research and Pre-Collection Site Visits, the Correctional Officer Task Survey, the Statewide Facility-Level Data Collection, and the Intensive Observational Site Visits at 12 Full Service Jails.

Table 3. Project Phases from a Statewide Outcome Evaluation of Ohio Jails.

1. Focus Group Research and Pre-Collection Site Visits
 2. Correctional Officer Task Survey
 3. Statewide Facility-Level Data Collection
 4. Intensive Observational Site Visits at 12 Full Service Jails
 5. Reporting/Dissemination of Findings
-

Focus Group Research and Pre-Collection Site Visits

A total of 12 focus group sessions were conducted with a wide selection of stakeholder groups in order to collect qualitative information about jail effectiveness, training needs, jail litigation, and attitudes concerning the current jail standards and inspection practices. This information was used to inform research questions, project design, and subsequent data collections. The majority of focus groups took place at the start of the project (late 2008 through early 2009, see Appendix A).⁷ The stakeholder groups included: (1) Ohio Jail Advisory Board,

⁷ The focus group with jail litigation attorneys took place in late 2009.

(2) jail administrators, (3) correctional officers, (4) jail treatment providers, (5) inmates, and (6) jail litigation attorneys.⁸ A total of 11 exploratory visits were made to full service jails to help create, test, and re-test facility-level data collection instruments.

The strategy of convening multiple stakeholder groups was an attempt to gather as varied a range of attitudes and opinions as possible. The majority of jail staff and practitioner focus group participants were asked the same types of questions, with some minor variation necessary to accommodate the different groups represented. The main themes of the questions posed during the focus groups included understanding the perceived purpose and role of the jail, the characteristics of a good jail, the identification of problems or barriers, and the perceptions about current standards and inspection processes. The jail inmate focus group questions were designed to gather perceptual information on the conditions of confinement such as booking and processing, jail services received or utilized, and interactions with jail staff. The jail litigation attorney focus group questions revolved around characteristics, circumstances, and events that led to litigation against jail facilities.

Table 4 displays the main focus group questions for the broader focus group participant categories. The feedback from focus groups provided a wealth of information, and focus groups are uniquely suited to help shape data collection instruments and provide additional context to the interpretation of analytical findings in the sections that follow (see Singleton and Straits, 2009). The remainder of this section illustrates some of the more compelling responses from the various stakeholder groups.

⁸ The Ohio Jail Advisory Board at the time of the focus group was a diverse body of jail administrators, judges, uniformed law enforcement, Bureau of Adult Detention staff, prosecutors, defense attorneys, and county commissioners.

Table 4. Focus Group Questions by Participant Categories.

Jail Staff and Practitioner Focus Groups

Broadly speaking, what is the main purpose of a local jail? What role does your local jail play in your community?

What kinds of characteristics does a good jail have? What are some of the things that make your own jail work well? What is the role of your local sheriff with respect to the operation of your jail?

What are some of the problems or challenges facing local jails? Do these problems depend on the size of the jail? Do you think jail inspectors and/or your jail administrators see similar problems?

On a scale of 1-5, how knowledgeable are you about current jail standards? What are the most important standards that all jails should be held accountable to? How are the current standards affecting the operation of the jail in your community? How useful are the standards in helping jails avoid litigation or other serious problems? Should jails be assessed in other ways besides the current standards? What are some ways to improve how jail operations are assessed?

Jail Inmate Focus Groups

Please describe your experience when you first arrived at this jail. Is this what you expected?

Which jail services have you had experience or involvement with? Please describe these experiences (for example, medical services, programming, support groups, counseling, court video-conferencing, etc.).

Please describe your experiences with the jail staff (for example, booking procedures, transport, medical services, everyday treatment, discharge, etc.).

Please tell us how well jail staff have responded to any complaints you may have had. Have you ever used the jail grievance process? Was your complaint resolved to your satisfaction?

What's good about the way this jail is run? What things could be improved?

Jail Litigation Attorney Focus Group

What are some of the circumstances/events that generally lead to litigation against jail facilities?

What are some characteristics of jail facilities that have been successfully used in the defense of those jails against the claims of your clients?

Can you cite some specific conditions in jails that have led to judgments in favor your clients?

How familiar are you with current Bureau of Adult Detention (BAD) jail standards?

Do you feel that meeting current BAD jail standards is associated with a well-functioning jail?

The jail staff and practitioner focus groups primarily identified a public safety function as the most important role of a jail. However, staff that actually worked inside jails highlighted the difficulty of providing that function given the strain placed on jail facilities required to hold high-need and nuisance offenders. In all staff and practitioner groups, they observed that jails have become a “default” mental hospital, homeless shelter, and temporary confinement facility for other social service agencies, cities, and municipalities.

The responses from the different focus groups yielded wide variation in the perceived characteristics of what makes a “good” or well-functioning jail. For instance, the Ohio Jail Advisory Board group noted that a well-functioning jail avoids negative media coverage, avoids litigation, avoids facility closure, obtains accreditation, and utilizes sound policies and practices. Jail administrators focused on staff retention, quality staff training, development of sound policies and practices, programming to combat inmate idleness, and staff responsiveness to inmate needs. In contrast, the corrections officer group responses were generally much narrower with a strong focus on personal safety, training issues, and the relative importance of training.⁹ The jail treatment provider information tended to reflect their professional backgrounds. They noted a “good jail” has great communication between the jail administrator/security staff and treatment staff, provides continuity of care, and establishes good relationships with community providers.

The groups were very forthcoming in identifying the problems or challenges that local jails are facing. Most of the groups identified the availability of resources as the primary challenge to most jail operations. They noted that inadequate funding and access to resources

⁹ This group expressed concerns about budget cuts and the subsequent impact on the quality of training provided. In order to adjust to diminishing resources used to support jails and still comply with training standards, some facilities are turning to eLearning methods as an alternative to costly in-service or off-site training classes. The focus group respondents indicated some reservations regarding the adequacy of this online or video conference training in developing the necessary skills to sufficiently perform their expected job duties.

has negative implications for various other issues and problems confronting jails such as overcrowding, facility physical plant and maintenance issues, service delivery, competency of staff, and the ability to retain staff. The size of the jail was another component of the discussion concerning the challenge of having sufficient resources to adequately support jail operations. For instance, staff retention problems and the pressure of staff to assume multiple roles is much more prominent in smaller facilities compared to larger facilities. Additionally, focus groups argued that smaller jails in more rural settings receive less allocation of funding in county budgets than their urban counterparts. Focus groups also highlighted additional management and facility operational concerns such as the provision of services to specialized populations (i.e., mentally ill, females, juvenile bindovers), the performance of tasks not historically the responsibility of jails (i.e., court video conferences), and meeting the overly strict requirements for medical and mental health care. It was suggested that smaller jail facilities could be turned into alternative, less secure facilities.

The correctional officer responses about problems and barriers were limited almost entirely to the inmate population, and more specifically, crowding and custody issues with special needs inmates. These issues, in turn, lead to occupational stress as a function of lack of specialized training.¹⁰ Treatment group responses were complementary, indicating that staff training limitations affect the ability to observe and screen high-risk inmates. Responses emphasized the importance of initial screenings to avoid future problems. The treatment group also suggested that on-site medical care is most effective for curtailing future issues associated with high-risk inmates.

¹⁰ This group noted that stress leads to poor staff morale which is further exacerbated by the perceived non-responsiveness of administrators to the role stress plays in job performance.

In terms of jail standards, all the groups agreed that some standards were necessary for the efficient and successful functioning of jail facilities. There was some mention of the need for flexibility in standards implementation. In particular, several groups noted that this flexibility is needed so that older facilities (or smaller facilities) could comply with the certain standards.¹¹ Suggestions of inspection and compliance flexibility included offering a grandfather clause, offering an exemption for age of the facility, offering “substantial” compliance, offering credit for satisfying the intent of standards, or offering a tiered system of standards (primary/core and secondary). The most important standards identified by OJAB and the jail administrator groups are those that ensure security for both staff and inmates (and the general public).¹² The correction officer group expressed less knowledge of standards, but similarly emphasized the need to ensure safety and security. The treatment group concentrated on the standards that address health care and screening. This group stressed the importance of screenings (and having standards related to medical and mental health screenings) and strong management support in terms of jail effectiveness.¹³

The inmate focus groups were obtained from male and female inmates at several jails across the state. The discussions were designed to gain perceptions and attitudes on jail conditions, jail services, and interactions between corrections officers and inmates. These discussions provided the starting point for a more sophisticated inmate survey conducted during the intensive observational site visits (Phase 4). The jail litigation attorney focus group discussion surrounded circumstances leading to litigation against jail facilities. Since this

¹¹ Current inspection practices assess compliance on a simple pass/fail basis. Many respondents disagreed with this inspection protocol as some facilities will always fail these particular standards due to size or age of facility.

¹² Both OJAB and the jail administrator groups indicated that standards should help reduce liability and help avoid litigation.

¹³ Management support is demonstrated through good staffing plans, having on-site mental health services, medical policies, and involving officers in the inspection process. They also mentioned having a positive social climate and maintaining mutual respect between custody and treatment staff.

particular focus group was conducted after the bulk of the data collection was completed, the attorney focus group findings are used primarily to provide additional context to the interpretation of analytical findings found later in the report.

Correctional Officer Task Survey

The focus groups of jail administrators and correctional officers indicated some concerns about issues related to training with a specific convergence on training quality and content. As such, we developed a correctional officer task survey to collect data pertaining to the perceived importance of various operational activities and self-reported involvement in professional training. This information attempts to assist in identifying and assessing any training deficiencies, make recommendations about training standards, and help inform training curricula for correctional officers working in a jail setting. The correctional officer task survey was a web-based survey modeled after the Ohio Peace Officer Training Commission's Peace Officer Task Analysis conducted through the Ohio Office of Criminal Justice Services. Invitations to participate in the survey were distributed to all 349 jail facilities in 2008. Responses were collected between March and May of 2009. A convenience sample of 1,005 respondents representing corrections officers in 45 of the 88 counties in Ohio was eventually gathered.

The task analysis survey instrument included a series of items that addressed the perceived importance of particular operational activities, where these particular operational activities were learned (i.e., type of training), and the perceived skill competency of these particular operational activities. Respondents were also asked to identify training topics that were not covered in basic/pre-service training that they felt should have been. Unfortunately, the information gleaned from this correctional officer task survey is limited in informing potential jail standard revision because the poor response rate makes the sample non-representative of

corrections officers in Ohio jails. However, these results can still inform training curricula for jail operations by agencies like the Ohio Peace Officer Training Academy (OPOTA) and the Corrections Training Academy (CTA). Table 5 displays an example of some results from the correctional officer task survey. The findings were presented locally to OPOTA and nationally at the annual meeting of the Academy of Criminal Justice Sciences. Both the data and survey have been sent to OPOTA to potentially supplement their training curriculum.

Table 5. Comparison of Self-Assessed Skill Competency Versus Actual Training Type.

Operational Activities ^a	Skill Competency			Actual Training Type		
	Complete with Some Difficulty or Worse	Can Complete	Expert	Basic Training	On the Job Training	Advanced Training
Ability to identify signs of gang activity	59.6%	37.8%	2.6%	20.2%	36.8%	12.1%
Utilize riot equipment or employ riot procedures	57.3%	40.8%	1.9%	27.5%	19.9%	11.6%
Utilize weapon disarming techniques	52.1%	44.5%	3.4%	34.1%	19.4%	22.2%
Ability to recognize illegal or controlled substances	43.5%	52.4%	4.1%	21.8%	43.1%	12.9%
Physically control combative person(s)	34.8%	58.8%	6.4%	30.2%	36.2%	22.4%
Ability to recognize indications of mental illness	31.3%	63.4%	5.3%	16.7%	50.0%	17.7%

^a Staff self-reported that these operational activities are the most challenging.

Analytical Strategy

The next sections describe the methodology, analysis, and findings from the Statewide Facility-Level Data Collection (Phase 3) and the Intensive Observational Site Visits at 12 Full Service Jails (Phase 4). In an effort to increase the overall representativeness of the project and inform any follow-up work that applies research findings to other jail classifications, the scope of the facility data collection effort was expanded to collect some similar information in smaller

facilities. However, the revision of strategic priorities within the Bureau led to the suspension of research activities on this particular aspect of the overall research project. As such, the data and analysis that follow reflect our assessment of full service jails.

Statewide Facility-Level Data Collection

We have discussed at length the challenges of finding suitable data for a large-scale, rigorous analysis of Ohio jails. Again, we found historical information about past inspections and jail characteristics maintained by BAD to be impeded by narrowly focused content, limited time frames, and unreliable data collection techniques. As a consequence, we embarked on a major effort to collect objective facility-level information in Ohio jails. The time period reflects 2008 information, and the majority of data collection was completed onsite by jail inspectors in 2009.¹⁴ We also supplemented the data file with housing area square footage measurements coded from the Bureau's Housing and Holding Summaries.¹⁵

Facility-Level Descriptive Statistics

Table 6 presents the full scope of data elements collected at Ohio full services jails. The content of the collection instrument covered a wide range of areas, including population and booking figures, staffing levels and support service capacity, bed management and staff utilization, and a wide range of conventional incident data. The Bureau of Adult Detention's 2008 jail inspection database was also used to supplement booking and population data if otherwise unavailable on the day of collection. Some of the variables are computed ratios constructed using various population and staffing items.

¹⁴ This information was facilitated through a Microsoft Access database. The paper instrument used to construct this database is located in Appendix C. Despite rigorous pre-testing of our data instruments, we were still faced with the challenge of missing data due to the variation in jail management systems and record keeping across Ohio jails. As such, we were not able to analyze every piece of information located on the data collection instrument.

¹⁵ These figures were most recently updated in 2006.

Table 6. Characteristics of Ohio Full Service Jails in 2008 (n = 86). *

	Mean	Min	Max	Percent Yes
Population and Operational/Physical Plant Characteristics				
Total Bookings	4781.97	380.00	45522.00	--
Ratio of Bookings to Holding Cells	800.66	122.50	3252.00	--
Average Custody Population	191.09	8.00	1945.33	--
Ratio of Bookings to Population	31.73	6.00	140.96	--
Percent Overcapacity (Operational)	0.99	0.31	5.27	--
Percent Holding Cell Population	0.02	0.00	0.09	--
Percent Unsentenced Population	0.45	0.00	0.82	--
Average Square Footage Cell/Sleeping Area (per cell/dorm bed) ^a	54.83	15.50	85.97	--
Facility had both indoor and outdoor recreation space in 2008	--	--	--	0.70
Facility had a formal grievance process in 2008	--	--	--	0.85
Facility had at least one formal accreditation as of 2008	--	--	--	0.22
Facility was under a court-ordered population cap in 2008	--	--	--	0.05
Staff				
Ratio of Inmate Population to Full-Time Security Staff	3.87	0.88	17.17	--
Ratio of Bookings to Full-Time Security Staff	112.94	11.13	537.17	--
Annual Sick Leave (in hours)	69.27	2.67	194.43	--
Total Employee Turnover Rate	12.52	0.00	60.00	--
Tenure of Current Jail Administrator (in months)	70.95	1.00	288.00	--
Tenure of Security Staff (in months)	89.82	36.00	288.00	--
County Employed Medical/MH/Social Work Staff (per 1,000) ^b	0.51	0.00	2.64	--
Contracted Medical/MH/Social Work Staff (per 1,000) ^b	1.75	0.00	12.52	--
Physician available onsite	--	--	--	0.97
Dentist available onsite	--	--	--	0.45
Nurses available onsite	--	--	--	0.86
Mental health personnel available onsite	--	--	--	0.63
Social work and/or program staff available onsite	--	--	--	0.27
Bed Management and Staff Utilization				
Facility separated inmates by security risk in 2008	--	--	--	0.94
Facility used temporary beds in 2008	--	--	--	0.49
Facility governed by emergency overcrowding agreement	--	--	--	0.48
Facility leased bed space in 2008	--	--	--	0.34
Facility has cells designated for medical use	--	--	--	0.79
Facility has cells designated for mental health needs	--	--	--	0.72
Facility has cells designated for suicide watch	--	--	--	0.73
Facility has cells designated for disciplinary segregation	--	--	--	0.84
Facility used cells beyond design capacity in 2008	--	--	--	0.31
Facility used road officers to perform security functions in 2008	--	--	--	0.19
Facility used clerical/support staff for security functions in 2008	--	--	--	0.11

* NOTE: Analysis excludes closed facilities and facilities with substantially missing information.

^a Measurements collected by BAD staff in 2006 and recorded in BRC Housing and Holding Summaries.

^b Population base includes bookings.

Table 6 also displays descriptive statistics for all of the variables collected. It is evident from the population data that Ohio's full service jails are wide-ranging in terms of size and population flow. Average custody populations and booking levels are emphasized throughout the analysis, not just as control factors, but as important sources of variation in how well jails successfully manage inmates. Other important factors considered include booking ratios, crowding, and social density measures. On average, jails were operating right at capacity, but with some jails substantially overcrowded. Social density is measured through the average square footage of cell and general housing areas as an alternative measure of crowding (see Tartaro, 2002 for alternative measures of social density).

The study also collected a focused set of measures about staffing characteristics, with emphasis on distinguishing between county and contracted staff concentrations broken down by service area. Healthcare and program delivery capacity is measured through availability of onsite doctors, nurses, mental health, and social work/program staff. The data show that Ohio full service jails, on average, enjoy favorable security staff ratios with notable longevity among both managerial and custody staff. The importance of these factors is tested later in the analysis. Table 6 also presents mean levels on a series of yes/no bed management and staff utilization measures which were determined to be important during earlier focus group and site visit work. The data reveal a widespread use of designated cell space, though there is considerable more variation on use of temporary beds and reliance on road officers and support staff to perform security functions.

A wide range of outcome measures were collected, including critical incidents, lower level rule infractions, emergency room visits, and use of force incidents. Table 7 presents these incident data, which are expressed in terms of rates per 1,000 inmates and used consistently that

way throughout the analysis. In addition, an overall jail security index was constructed that consists of a weighted combination of serious injury assaults and rule infractions. Two measures relating to use of force are used, the last one of which is a computed measure of the ratio of infractions to the number of use of force incidents that serves to standardize the variable against levels of disorder. The data reveal considerable variation and generally skewed distributions. Some rates are standardized against a base measure including population plus bookings to tap into a more meaningful indicator of total inmates handled. These are conventional measures used throughout jail violence research (Senese, 1997; Tartaro, 2002; for a review see Morgan, Jr., 2009). The study also uses systematically collected inmate survey results as a second set of outcome measures in later phases of the report.

Table 7. Facility-Level Outcomes in Ohio Full Service Jails in 2008 (n = 86). *

	Mean	Min	Max
Critical Incidents, Rule Infractions, and Use of Force			
Overall Jail Security (per 1,000) ^a	538.31	0.00	2390.24
Total Critical Incidents (per 1,000)	37.92	0.00	521.74
Total Serious Injury Assaults (per 1,000)	10.44	0.00	103.44
ER Visits (per 1,000) ^b	10.33	0.00	47.38
Rule Infractions (per 1,000):			
Fighting	145.50	0.00	710.94
Contraband	228.21	0.00	1926.83
Property Damage	62.70	0.00	458.33
Theft	35.84	0.00	345.36
Substance Abuse	41.52	0.00	284.46
Use of Force (per 1,000) ^b	9.10	0.00	55.20
Ratio of Rule Infractions to Use of Force ^c	3.22	1.00	5.00

* NOTE: Analysis excludes closed facilities and facilities with substantially missing information.

^a Weighted combination of serious injury assaults and rule infractions.

^b Population base includes bookings.

^c Rate collapsed into 5 categories.

Overview of Facility Layout and Supervision/Surveillance Coding

The facility-level information was next merged with detailed categorical measures related to physical layout and supervision arrangement. Both are often cited as major physical plant

limitations that affect both standards compliance and overall jail safety (Senese, 1997). We therefore developed systematic definitions for analytical purposes. In some cases, self reported layout types were cross-checked against actual facility architectural floor plans. The coding scheme for the facility layout measures produced five categories that represent a combination of pure/majority or mixed designs (see Table 8). The two main categories are linear and pod-style designs. Pod designs are further subdivided into celled or dorm housing arrangements.

Supervision/surveillance was also collapsed into five categories, but required a more complex set of groupings (see Table 9). The main elements used to define supervision include embedded security, control centers, and line of sight surveillance. This produced three pure/majority categories (embedded security, control centers with direct line of sight surveillance, or control centers without direct line of sight surveillance), and two mixed categories (combinations of embedded security and control centers with direct line of sight surveillance, or combinations of direct and indirect surveillance).

Mean Comparisons of Outcomes Across Dimensions of Layout and Supervision/Surveillance

Tables 8 and 9 begin to explore the relationship between these two important dimensions and the various outcomes variables considered throughout the study. Both tables present mean levels of critical incidents, rule infractions, and use of force across the categories defined above. Jail security is scaled in the same direction as the other incident measures, such that higher values imply less secure conditions. Average population levels are also shown. Considering layout (see Table 8), the results show that mixed podular jails are the predominant form of facility layout among full service jails in Ohio. This category consists of jails that are among the largest, along with the majority podular-cell designs. In contrast, pure linear layouts represent the smallest jails on average.

Table 8. Mean Levels of Critical Incidents, Rule Infractions, and Use of Force by Facility Layout in Full Service Jails (n = 86). *

	Facility Layout				
	Pure/Majority Linear	Pure/Majority Pod -- Cells	Pure/Majority Pod -- Dorm	Mixed Pod	Mixed Linear/Pod
Total Jail Facilities	21	21	10	28	6
Average Daily Population (in 2008)	103.6	248.8	119.3	246.8	155.2
Critical Incidents, Rule Infractions, and Use of Force					
Overall Jail Security (per 1,000) ^a	539.7	619.7	359.4	538.2	562.0
Total Critical Incidents (per 1,000)	48.0	53.0	21.8	26.6	29.7
Total Serious Injury Assaults (per 1,000)	13.1	10.4	7.7	8.0	17.5
ER Visits (per 1,000) ^b	14.9	7.1	10.8	10.1	6.9
Rule Infractions (per 1,000):					
Fighting	141.0	117.3	129.0	154.9	231.4
Contraband	226.1	328.7	135.3	213.3	122.9
Property Damage	61.5	75.6	28.3	62.3	80.6
Theft	49.6	25.2	30.9	37.7	16.5
Substance Abuse	35.4	43.2	21.8	48.8	53.2
Use of Force (per 1,000) ^b	7.0	9.4	5.1	11.4	9.1
Ratio of Rule Infractions to Use of Force ^c	3.0	3.3	3.0	3.4	3.6

* NOTE: Analysis excludes closed facilities and facilities with substantially missing information.

^a Weighted combination of serious injury assaults and rule infractions.

^b Population base includes bookings.

^c Rate collapsed into 5 categories.

Table 9. Mean Levels of Critical Incidents, Rule Infractions, and Use of Force by Supervision/Surveillance in Full Service Jails (n = 86). *

	Supervision/Surveillance				
	Pure/Majority Embedded	Pure/Majority CC with Direct LOS	Pure/Majority with No Direct LOS	Mixed Embedded/CC with Direct LOS	Mixed Direct LOS/No Direct LOS
Total Jail Facilities	10	38	22	8	8
Average Daily Population (in 2008)	552.6	163.6	99.5	155.4	157.4
Critical Incidents, Rule Infractions, and Use of Force					
Overall Jail Security (per 1,000) ^a	562.4	466.8	518.9	772.6	648.2
Total Critical Incidents (per 1,000)	15.9	42.9	49.5	25.8	22.3
Total Serious Injury Assaults (per 1,000)	7.1	8.7	12.5	14.7	13.1
ER Visits (per 1,000) ^b	6.5	9.6	14.3	13.1	5.3
Rule Infractions (per 1,000):					
Fighting	118.9	125.2	134.6	236.9	206.2
Contraband	278.3	195.9	219.6	340.9	219.1
Property Damage	55.3	55.8	58.7	73.6	109.1
Theft	39.7	30.3	47.4	29.8	28.7
Substance Abuse	45.7	39.0	33.8	61.9	48.3
Use of Force (per 1,000) ^b	11.2	10.2	6.7	9.2	7.7
Ratio of Rule Infractions to Use of Force ^c	3.8	3.4	2.9	2.8	3.3

* NOTE: Analysis excludes closed facilities and facilities with substantially missing information.

^a Weighted combination of serious injury assaults and rule infractions.

^b Population base includes bookings.

^c Rate collapsed into 5 categories.

The larger, mostly celled facilities (second column of Table 8) are the least secure jails as measured by critical incidents and the jail security index. While partly a function of confining greater numbers of higher-risk, pre-trial inmates, the sheer scale of larger, multi-tier podular units makes them especially prone to contraband and property damage incidents. In contrast, podular dorm-style jails (middle column of Table 8) are among the safest, as indicated by their comparatively low infraction, incident, and assault rates. These facilities are characterized by minimal use of force, but also tend to be the newest jails in Ohio and are generally more likely to confine less serious inmates. Importantly, podular dorm-style arrangements facilitate more direct surveillance, increase contact between staff and inmates, and allow for more efficient staffing patterns.

The third mostly homogenous category, pure/majority linear designs, represents the oldest jails, predating the movement towards designs that facilitate direct supervision. As such, they sometimes reflect broader problems associated with resource-poor smaller rural jails and are often ill-equipped to function as default providers of special need inmates (Ruddell and Mays, 2007). Table 8 shows that these designs, while not especially violence-prone, are more likely to experience higher rates of critical incident and emergency room trips. They are especially prone to theft incidents, all of which reflects design limitations that obstruct surveillance and flow of natural light.

Table 9 presents mean levels for the same outcomes variables by supervision arrangement according to the categorical scheme outlined above. This study uses the terms supervision and surveillance interchangeably, although supervision has been traditionally discussed in the context of “direct supervision” to refer more narrowly to what is termed here as “embedded supervision/surveillance.” The approach used here has the advantage of extending

the concept of direct surveillance to include both surveillance involving direct contact between inmates and officers (first column of Table 9) and command-control center surveillance with direct visual line of sight capabilities (second column of Table 9). Some jails rely mostly on surveillance arrangements with no direct visual lines (third column of Table 9), while others have mixed arrangements (fourth and fifth columns of Table 9).

Pure direct supervision jails are widely cited as being objectively and perceptually safer, having fewer incidents and violations, higher levels of staff satisfaction, and more cost efficiency in terms of operations (Senese, 1997; for a review see Wener, 2006). The findings from Table 9 are consistent with past generalizations regarding organizational effectiveness and levels of disorder. Jails with embedded security and direct contact have substantially lower critical incident, emergency room, assault, and fighting rates compared to other supervision arrangements, though they do not enjoy the best overall security levels. This is partially due to having elevated contraband problems, which may result from increased detection through direct contact within inmate housing units. These jails are also more likely to employ force more frequently relative to the overall number of infractions. However, the findings here provide initial support for the use of more direct forms of supervision in linear jails as a way to mitigate their effects on critical incidents.

As a secondary form of direct surveillance, jails that employ command-control centers with direct line of sight have the most secure environments as measured by the jail security index. This reflects the effectiveness of jails that are better designed and have more efficient staffing with better defined tasks. However, their security is potentially compromised by relatively high critical incident levels (in this case non-assaultive) that likely stem from less frequent direct contact between custody staff and inmates and therefore fewer opportunities to

engage in deescalating strategies that help mitigate tension and conflict. The jails represented in the third column of Table 9 overlap in large part with the linear jails described above and thus reflect similar outcome patterns.

Finally, the results in Table 9 further show that jails with mixed surveillance arrangements are the least secure, both overall and with regard to serious injury assaults. Mixed jails with direct observation command-control centers (fourth column in Table 9), despite relying partly on embedded security, have security index rates that are 60% higher than the pure forms of direct surveillance. The last column of Table 9 indicates that a combination of direct and obstructed line of sight arrangements yields property damage rates that are twice that of the pure/majority forms. These findings suggest that the overall security of mixed surveillance style jails is undermined by the relatively unique staffing challenges they face. Since they are smaller on average, embedded command posts in these jails may be less efficient to staff, leading to underfunded positions or perhaps drawing officers away from more critical areas. Shared posts could lead to increased stress levels and lower levels of job satisfaction. Indeed, in separate analyses (not shown), these jails reported higher levels of sick leave usage, while also being staffed by less experienced officers and jail administrators.

Bivariate Relationships Between Outcomes and Full Service Jail Characteristics

Bivariate relationships between the outcome variables and facility-level characteristics are further explored in Tables 10-12. Positive signs for the jail security, critical incident, and misconduct variables indicate that a given factor has a worsening effect on that outcome. The correlations displayed do not always suggest intuitive or meaningful relationships. Instead, any relationship that attains minimal statistical significance is shown in order to facilitate the broadest understanding of the data as possible, even if the association is likely spurious. In Table

Table 10. Bivariate Relationships: Facility-Level Population/Operational Characteristics and Facility-Level Outcomes in Full Service Jails. *

Population/Operational Characteristics		Facility-Level Outcomes
Ratio of Bookings to Holding Cells	+	Thefts
Ratio of Bookings to Population	+	Contraband Critical Incidents
Percent Overcapacity	+	Property Damage Thefts
Percent Holding Cell Population	+	Contraband Critical Incidents Overall Jail Security Property Damage
Percent Unsentenced Population	+	Fighting Overall Jail Security Serious Injury Assaults Thefts
Average Square Footage	-	Contraband Overall Jail Security
Indoor and Outdoor Recreation Areas	-	ER Visits Infractions to Use of Force Ratio
Formal Grievance Process	+	Use of Force
Jail Accredited	+	Infractions to Use of Force Ratio

* Only significant relationships are identified ($p \leq .05$ or lower).

Table 11. Bivariate Relationships: Facility-Level Staff Characteristics and Facility-Level Outcomes in Full Service Jails. *

Staff Characteristics		Facility-Level Outcomes
Full-Time Security Staff to Inmate Ratio	+	Substance Abuse
Total Employee Turnover Rate	-	Infractions to Use of Force Ratio
Tenure of Security Staff	-	Critical Incidents
	+	Thefts
County Employed Medical/Mental Health Staff	+	Infractions to Use of Force Ratio
Contracted Medical/Mental Health Staff	-	Infractions to Use of Force Ratio
Dentist Onsite	-	ER Visits
Nurses Onsite	+	Contraband
	+	Fighting
	+	Overall Jail Security
	+	Property Damage

* Only significant relationships are identified ($p \leq .05$ or lower).

Table 12. Bivariate Relationships: Facility-Level Bed Management/Staff Utilization and Facility-Level Outcomes in Full Service Jails. *

Bed Management/Staff Utilization	Facility-Level Outcomes
Temporary Beds	- Infractions to Use of Force Ratio + Overall Jail Security - Use of Force
Emergency Overcrowding Agreement	- Drugs/Alcohol
Lease Beds	- Contraband
Designated Cells for Medical Use	- ER Visits + Infractions to Use of Force Ratio
Designated Cells for Mental Health Needs	+ Infractions to Use of Force Ratio + Overall Jail Security + Property Damage
Designated Suicide Watch Cells	- Critical Incidents
Designated Cells for Disciplinary Segregation	+ Infractions to Use of Force Ratio - Thefts
Road Officers Performing Security Functions	+ Critical Incidents + ER Visits - Infractions to Use of Force Ratio
Clerical/Support Staff Performing Security Functions	+ Contraband + Critical Incidents + Drugs/Alcohol - Infractions to Use of Force Ratio + Overall Jail Security

* Only significant relationships are identified ($p \leq .05$ or lower).

10, we consider bivariate effects among the wide range of population measures described in Table 6. These measures are similar to those used in Tartaro's (2002) work on jail violence, though our definition of overcrowding is based on operational, not rated capacity. As discussed above and in contrast to Tartaro, we define social density in terms of average square footage per bed, which can lead to negative perceptions of crowding even when a jail is actually operating within its capacity.

The findings from Table 10 indicate that jails with large booking inflow relative to holding cell capacity, and jails where operations are concentrated on bookings have larger security problems. In terms of composition, larger percentages of the overall population detained in holding cells or incarcerated pre-trial tend to produce a variety of negative outcomes, suggesting that these circumstances create harder to monitor and less manageable facilities. The overcapacity measure is more narrowly related to specific infraction rates, but still points to the potentially disruptive effects that crowding has on effective supervision. On the other hand, jails providing more space per bed have lesser overall levels of violence, infractions, and contraband. In sum, the results underscore the importance of including these factors in more sophisticated multivariate analyses of jail outcomes.

Table 11 reveals no consistent patterns in how staffing characteristics relate to jail security, suggesting that the effects may be due to insufficient variation and thus should be interpreted with caution. The apparent worsening effects of onsite nurse availability on several outcomes are likely spurious and reflective of other underlying problems associated with larger jails. Nonetheless, these are important organizational capacity factors that may help shape a jail's social climate and so are further considered below in multivariate analyses.

Table 12 presents bivariate relationships among the bed management and staff utilization measures, and like the population factors, reveals more consistent and intuitive patterns. Reliance on temporary beds and support staff to perform security functions increases overall misconduct and violence, while use of road staff in that capacity increases incident rates. Jails that enjoy the flexibility to lease beds and those that limit overcrowding emergencies through formal agreements experience reduced levels of contraband and drug/alcohol violations, respectively. Among all the various specialized cell accommodations, having designated space for suicide watch is the only arrangement that significantly lowers the critical incident rate at the bivariate level.

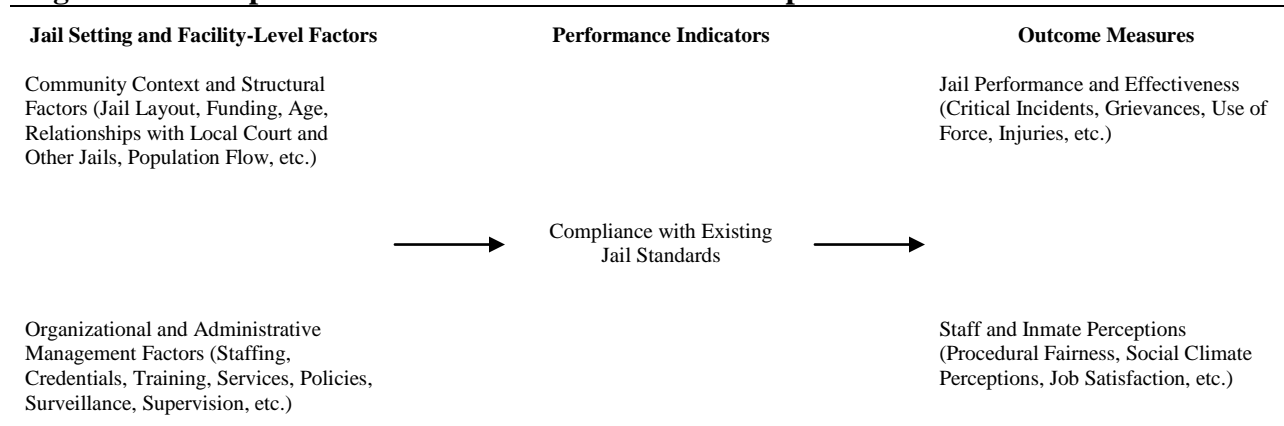
Conceptual Model of Jail Performance and Operational Effectiveness

The facility-level characteristics examined so far were also merged with a separate file containing results from the 2008 jail inspections, including each instance of non-compliance. Since the specific standard in question was sometimes not ascertainable, instances of non-compliance were collapsed into broader substantive areas, as reported in Table 1. The inspection results were coded in dichotomous fashion to indicate full compliance (coded as 0) or non-compliance (coded 1) on at least one standard in a given area.

This combined database was constructed in order to establish which of the existing standards, as measured through BAD inspection activities, are important in explaining variation in jail outcomes. The combined file allows for more sophisticated tests of the standards, controlling for the key characteristics discussed above. To facilitate discussion of the multivariate analysis below, Figure 1 presents a conceptual overview of the key relationships explored throughout the study. Operational effectiveness is a theoretical construct, defined here in terms of two broad sets of jail outcomes that include incidents and aggregate perceptions of

social climate. These outcomes can be considered a function of structural factors (e.g., physical plant, layout, age of facility) and community context, as well as administrative capacity and managerial factors, as suggested in the analyses presented above. The relationship between performance standards and any meaningful jail outcome must be considered in the context of these broader structural factors. Jails with the most favorable outcomes should also be those most compliant with the standards, assuming they are true representations of optimal practices. But any association between a standard and outcome should also be independent of other facility characteristics in order to isolate the effectiveness of the desired practice.

Figure 1. Conceptual Model of Jail Performance and Operational Effectiveness.



Bivariate Relationships Between Outcomes and Current Jail Standards

Before testing the efficacy of the current existing standards net of controls, we first consider whether any relationships exist at the bivariate level, similar to the strategy used to explore the effects of basic facility characteristics. Table 13 presents correlations between each standards grouping inspected on in 2008 and the full range of outcomes (use of force not shown). Significant positive relationships are shown in bold, along with the direction of the effect. The findings indicate that only half of the standards are correlated with any of the outcome measures, though many have insufficient variation to yield a statistical effect. The top two most frequently

Table 13. Bivariate Relationships: Current Jail Standards and Facility-Level Outcomes in Full Service Jails. *

Area Addressed by Standard ^a		Facility-Level Outcomes
Housing Space		
Staff Training -- Support Staff		
Security Policies and Procedures	+	Thefts
Staff Training -- Officers	+	Contraband
Insufficient Interior Lighting	+	Overall Jail Security, Critical Incidents, ER Visits, Serious Injury Assaults, Thefts
Reception/Release Procedures	+	ER Visits
Security -- Perimeter, Booking, Weapons, and Equipment	+	ER Visits, Thefts
Seating Accommodation	+	ER Visits
Staffing Plan	+	Drugs/Alcohol, ER Visits
Staff Training -- Administrators and Supervisors	+	Overall Jail Security, Contraband, Drugs/Alcohol, Theft
Fire Plan	+	ER Visits
Bedding	+	ER Visits
Medical Appraisal	+	Drugs/Alcohol
Substance Abuse Treatment Services		
Insufficient Natural Light		
Recreation (1 Hour)	+	ER Visits
Sanitation		
Rights and Privileges in Administrative Segregation		
Management of Pharmaceuticals	+	ER Visits
IDC Program	+	ER Visits
Health Inspections	+	Overall Jail Security, Drugs/Alcohol, ER Visits, Property Damage
Fire Inspections		
Medical/Mental Health Referrals		
Nutritional Plan		
Classification Policy	+	Overall Jail Security, ER Visits, Theft
Daily Shower		
Suicide Response Plan		
Physical Climate -- Air Circulation, Temperature, and Plumbing		
Medical Complaint Procedures		
Food Regulations	+	ER Visits
Recreation (Television)		
Pest Control		
Provisions for Emergency Health Care	+	ER Visits
Review of Medical Complaints		
Non-Denial Medical Service	+	ER Visits
Designated Jail Physician		
Specific Medical Policies/Procedures for Jail		
Recreation (Reading)		
Religious Accommodation		

* SOURCE: 2008 Full-Service Jail Inspection Results, Bureau of Adult Detention. Significant relationships are noted in bold ($p \leq .05$).

occurring areas of non-compliance, space violations and support staff training deficiencies, bear no relationship to any of the outcomes considered in the study. Several of the areas are related only to emergency room visitation rates, suggesting that non-compliance is concentrated among underfunded jails with physical plant limitations. The more substantively important effects shown in Table 13 include interior lighting deficiencies and administrator/custody staff training violations, both of which are associated with higher incident and misconduct rates.

Table 14. Bivariate Relationships: Dimensions of Non-Compliance and Facility-Level Outcomes in Full Service Jails.

Facility-Level Outcomes	Operational Integrity	Healthcare Delivery	Facility Sanitation	Housing/Living Conditions
Overall Jail Security (per 1,000) ^a	--	0.19*	--	--
Total Critical Incidents (per 1,000)	--	--	--	--
Total Serious Injury Assaults (per 1,000)	--	--	--	--
ER Visits (per 1,000) ^b	0.19*	0.22*	--	--
Rule Infractions (per 1,000):				
Fighting	--	--	--	--
Contraband	--	--	--	--
Property Damage	--	--	--	--
Theft	--	--	--	0.19*
Substance Abuse	--	0.25*	--	--
Use of Force (per 1,000) ^b	--	--	--	--
Ratio of Infractions to Use of Force ^c	-0.23*	-0.27*	--	--

* Significant at $p \leq .05$ or lower.

^a Weighted combination of serious injury assaults and rule infractions.

^b Population base includes bookings.

^c Rate collapsed into 5 categories.

Bivariate relationships between the standards and jail outcomes are explored further in Table 14 using factor analysis techniques. The standards on which jails were inspected in 2008 are wide-ranging, but with only minimal variation on non-compliance in some areas. We

therefore factor analyzed the standards to test for underlying dimensionality, which revealed four distinct constructs relating to operational integrity, healthcare delivery, facility sanitation, and housing/living conditions. These dimensions consist of scaled subsets of inter-correlated areas of non-compliance that allow us to more fully explore the standards data.

Table 14 displays correlations between these dimensions and the outcome variables. The results show inconsistent relationships, as in Table 13, but also that non-compliance with a broad set of healthcare-related standards has negative implications for overall jail security, substance abuse violations, and elevated emergency room visits. The healthcare dimension consists of standards related to health department inspections, 14-day medical appraisals, and medical/mental health referrals. These particular results provide limited support for ongoing inspection of jails in those areas.

Multivariate Analysis of Jail Performance

In the final set of analyses based on the statewide full service jail data, we test through multivariate methods the relationships conceptualized in Figure 1. The basic strategy is to first estimate a series of parsimonious baseline models of jail performance using the same facility-level outcomes considered throughout the study. This is followed by a series of tests that attempt to establish whether any of the existing standards (among those last inspected on in 2008) are predictive of those outcomes, controlling for baseline effects. This approach accomplishes two major analytic objectives. First, the baseline models show which structural and organizational factors are most important in explaining differences in jail effectiveness, defined here in terms of safety and security. In doing so, we identify best practices that are grounded empirically in these models, as well extend and refine an emerging literature that addresses the sources of disorder in American jails. Second, these highly controlled tests, in the context of entire evaluation, will

help inform the work of standards writers about which of the existing standards are most important, and which ones should be further considered for possible elimination.

The results from these prediction models are displayed in Tables 15 and 16. Two alternative baseline models are specified in Table 15, one predicting overall jail security (as measured through the index described above) and a second predicting the overall critical incident rate. Only the final best-fitting models are presented. In the initial steps (not shown), groups of theoretically related variables (e.g, population, staffing, etc.) from the facility-level data were tested through a series of forced entry linear regression models, which yielded a set of initially significant factors that were then tested together to produce a final model. Only those factors that retained significance in this final step are shown. Jails with missing data on any of the variables included in the models were dropped from the analysis, which caused some of the largest jails to be underrepresented in the jail security equations.

Model I in Table 15 reveal statistically significant relationships between jail security and surveillance arrangement, two population measures, social density, and employee turnover rates. More specifically, mixed forms of supervision and higher concentrations of pre-trial and holding cell populations worsen jail violence and misconduct, while increases in average square footage per bed tend to improve security. Total employee turnover is the only staffing-related variable that retained a statistically significant effect in the final model, such that increases in the turnover rate are positively related to violence and rule infraction rates. To control for skewness in the distribution of values on the jail security index, Model I was reestimated using a log transformation of the index so that the values would better approximate a normal distribution. The results of this process are shown in Model II, in which the percent unsentenced and square footage variables are rendered non-significant. This suggests that the results in Model I should

Table 15. Multivariate Analysis of Jail Performance. #

	Model I	Model II	Model III
	Overall Jail Security^a	Overall Jail Security (normalized)^a	Critical Incident Rate^b
Surveillance			
Mixed -- Direct and/or Non-Direct Majority Embedded or Majority CC (reference)	268.98 *	1.15 *	
Percent Unsentenced	539.34 †	1.37	
Percent in Holding Cells	5081.38 *	17.77 †	
General Housing Square Footage	-7.33 **	-0.01	
Employee Turnover	7.95 †	0.03 †	
Surveillance			
Pure/Majority Embedded Majority CC/Mixed (reference)			-13.80 †
Percent in Holding Cells			250.61 *
Tenure of Security Staff			-0.21 **
Facility Leased Bed Space in 2008			
Yes No (reference)			-12.67 *
Designated Suicide Watch Cells			
Yes No (reference)			-13.57 *

Unstandardized OLS regression coefficients presented.

^a n=72.

^b n=80.

** $p \leq .01$, * $p \leq .05$, † $p \leq .10$.

be interpreted with caution since the effects of these factors may be especially sensitive to outlying observations, and perhaps only weakly related to jail outcomes in other settings with additional cases.

In Model III, we switch to considering the overall critical incident rate as the dependent variable and present final results following the same model-building strategy described above. These results also adjust for the influence of extreme outlying observations by excluding those cases with the four highest critical incident rates based on percentile scores in the distribution. In contrast to Model I, the critical incident model reveals an almost entirely different set of baseline determinants. Surveillance arrangement and the percent in holding cells are the two factors on which jail security and critical incidents are both dependent. In this model, however, we test directly for the effects of embedded supervision, finding that the presence of embedded staff significantly reduces incident levels, net of controls. No other population-related measures, however, retained statistical significance in the final model predicting critical incident rates. Unlike the jail security models, the remaining significant predictors in this case include security staff tenure, leased bed arrangements, and the utilization of designated suicide watch cells, all of which reduce the rate of critical incidents.

Overall, the results underscore the advantages of not only direct supervision, but also efficiently designed supervision, even if conducted indirectly through command centers. They also reveal how processing inefficiencies, as measured through holding cell backups, may create staffing imbalances that negatively affect overall jail security. Although not examined in this evaluation, operational inefficiencies could potentially increase employee stress and reduce job satisfaction, which in turn may lead to higher turnover rates. Turnover rates, as shown in Model I, are positively associated with less secure jails. On the other hand, the effect of security staff

tenure is strongly significant in Model III, such that increases in tenure on average reduce the rate of critical incidents, reflecting an enhanced ability of experienced staff to intervene effectively and defuse crisis situations. Finally, jails that designate cell space for suicide watch tend to have more effective prevention policies, stronger watch protocols, and thus fewer critical incidents, as reflected in the significant negative effect shown in Model III.

Table 16. Multivariate Analysis of Jail Performance and Existing Jail Standards. #

Areas of Standards Non-Compliance	Overall Jail Security	Critical Incidents
Security Classification	†	
14 Day Medical Appraisal	†	
Health Department Inspection	†	
Training -- Administrator	**	
Training -- Officers	†	
Training -- Support Staff	†	
Interior Lighting		**
Physical Climate -- Air Circulation, Temperature, and Plumbing		*
Daily Shower Provided		*

Effects shown are net of baseline models presented in Table 15.

** $p \leq .01$, * $p \leq .05$, † $p \leq .10$.

Table 16 presents results from the second stage of the multivariate analysis in which the effects of non-compliance reported in the 2008 inspections are assessed after controlling for the baseline effects shown in Table 15. Significance levels are reported for all standards that retained significance after estimating a series of jail security and critical incident models that considered the effects of each term separately. Similar to Table 15, we relax probability thresholds in order to allow a broader consideration of the standards, including those with less robust effects. Despite this, the results show that only a small subset of the current standards exerts independent effects on our two main outcome variables. But they do serve to highlight

key areas related to policy, training, and environmental conditions. In terms of jail security, non-compliance in the areas of security classification, medical appraisals, health inspections, and training all have worsening effects on violence and rule violations. Critical incident rates, in contrast, are higher among jails that are non-compliant in the areas of interior lighting, physical climate, and providing daily showers. The findings from Table 16 therefore lend strong support for the effectiveness of these important, but narrow, set of existing standards.

Intensive Observational Site Visits at 12 Full Service Jails

The preceding set of analyses are not necessarily definitive enough to completely assess the more subtle nuances of jail operational practices, jail managerial practices, and ultimately, jail best practices. To address this shortcoming, we conducted a series of focused site visits at selected full service jails combining interview data and observational data to capture a more comprehensive assessment of jail functions and procedures. The 12 full service jails chosen for the intensive observational site visits were sampled on key dimensions of crowding, physical facility layout, and compliance with current standards. The observational sample provides a good representation of full service jails in Ohio. Table 17 compares the distribution of the observational sample against the distribution of full service jails in Ohio based on the sample selection criteria noted above.

The intensive observational site visits generally lasted an entire day, and typically involved multiple members of the research team, some administrators from the Bureau of Adult Detention, staff members from the facility, and inmates currently incarcerated from the jail. The day started with a brief meeting designed around introductions and providing information about the purpose of the visit. In particular, the data collection at each site included a jail administrator survey, an inmate survey, semi-structured interviews of key personnel covering all aspects of jail

Table 17. Distribution of Ohio Full Service Jails and Observational Sample Across Key Dimensions of Crowding, Physical Layout, and Compliance on Current Standards.

Physical Layout	Full Service Jails (n = 86)				Observational Sample (n = 12)			
	Under Capacity		Over Capacity		Under Capacity		Over Capacity	
	Fully or Mostly Compliant	Substantially Not Compliant	Fully or Mostly Compliant	Substantially Not Compliant	Fully or Mostly Compliant	Substantially Not Compliant	Fully or Mostly Compliant	Substantially Not Compliant
Pure/Majority Linear	2	4	6	9	0	1	1	3
Pure/Majority Pod -- Cells	11	2	5	3	1	1	0	0
Pure/Majority Pod -- Dorm	7	3	0	0	1	0	0	0
Mixed Pod	17	2	6	3	1	0	2	1
Mixed Linear/Pod	3	0	2	1	0	0	0	0

operations, and observational data collection of all aspects of facility layout and supervision strategy. We discuss each of these dimensions of the intensive site visit data collection in greater detail below.

Jail Administrator Survey

The jail administrator survey was conducted one-on-one with the jail administrator in a private setting. They were provided with an informed consent statement advising of their right of refusal to participate and guarantee of confidentiality. The purpose of this survey was to collect information to investigate ways to improve the process by which jails in Ohio are audited and inspected. The survey itself was not an audit or an evaluation of performance, but instead was intended to gather the potentially diverse opinions and operational practices from jail administrators across the state. The survey items were closed-ended and focused on isolating the significance of particular challenges faced in operating an effective jail, identifying perceptions of compliance and importance of a selected set of 25 current jail standards and operational policies, and illustrating the administrator's background and role in various facility operations and procedures.

The jail administrator survey did not necessarily play a large role in the overall analysis since the survey was only implemented at each observational site. A much wider distribution was initially planned for the entire population of full service jails in Ohio, but this particular research goal was reprioritized pending the reorganization of BAD under current budgetary constraints. Nonetheless, Table 18 displays respondent perceptions of compliance and importance of a set of selected jail standards and operational policies. Results suggest that the majority of standards and operational practices perceived to have the least compliance were also

Table 18. Jail Administrator Perceptions of Compliance and Importance of Selected Jail Standards and Operational Policies (n = 12). *

Selected Jail Standards and Operational Policies	Full Compliance		Very or More Important		Less or Not Important	
	n	%	n	%	n	%
Providing access to legal counsel	12	100.0	11	91.7	1	8.3
Providing offenders with visitation 30 minutes per week	12	100.0	11	91.7	1	8.3
Conducting initial exam to check for untreated injury prior to admission	12	100.0	12	100.0	0	0.0
Ensuring procedures for prisoners to report medical complaints to qualified medical care professionals	12	100.0	12	100.0	0	0.0
Ensuring administration of medication is conducted by health trained personnel	11	91.7	11	91.7	1	8.3
Conducting hourly personal observational checks of housing	11	91.7	12	100.0	0	0.0
Having policies specifying requirements for strip search	10	83.3	12	100.0	0	0.0
Conducting routine health and fire safety inspections	10	83.3	12	100.0	0	0.0
Documenting change of bedding, linen, and clothing	10	83.3	11	91.7	1	8.3
Establishing a formal means to submit grievances	10	83.3	12	100.0	0	0.0
Having a plan for identifying and responding to suicidal prisoners	10	83.3	12	100.0	0	0.0
Having policies specifying requirements for use of force	9	75.0	12	100.0	0	0.0
Having written prisoner classification policies	9	75.0	12	100.0	0	0.0
Providing preliminary health screening	9	75.0	12	100.0	0	0.0
Providing health appraisals within 14 days	8	66.7	11	91.7	1	8.3
Conducting regular performance reviews of healthcare providers	8	66.7	11	91.7	1	8.3
Requiring a staffing plan that reflects the use of specialized staffing	7	58.3	10	83.3	2	16.7
Providing opportunity to access substance abuse treatment or psychological/community services	7	58.3	10	83.3	2	16.7
Conducting periodic self audits of security and operational procedures	6	50.0	12	100.0	0	0.0
Ensuring minimum natural light	6	50.0	8	66.7	4	33.3
Providing access to recreational time	6	50.0	9	75.0	3	25.0
Ensuring custody staff receive appropriate number of in-service training hours	5	41.7	11	91.7	1	8.3
Obtaining statement from the arresting officer	4	33.3	12	100.0	0	0.0
Ensuring administrative staff receive appropriate number of inservice training hours	4	33.3	12	100.0	0	0.0
Ensuring minimum space requirements for housing, holding, dormitory, and day space	3	25.0	7	58.3	5	41.7

* Observational Site Visit Sample.

perceived to be the least important among this group of jail administrators.¹⁶ For example, respondents perceived the least compliance with minimum space standards, which was also perceived to be least important standard of the group (in this limited sample 41.7% indicated this standard was less or not important).¹⁷

Inmate Survey

The inmate survey was a paper instrument designed to learn more about how inmates perceive their incarceration in the selected jail settings. The survey covered general perceptions only, and did not ask about sensitive issues like specific incidents of alleged victimization, specific grievances, or specific complaints involving other inmates or staff members.¹⁸ All participants were provided with an informed consent statement advising of their right of refusal to participate (or right to stop participating once they started) and guarantee of confidentiality.

Surveys were usually administered in day room areas with minimal disruption to the jail's normal operational protocols.¹⁹ We recruited inmates from each housing unit by having jail staff or the research team announce the purpose of the survey. We then assembled all volunteers who for the most part had been incarcerated at this time for at least a week. Our team then distributed consent forms and surveys, and provided more details to those participating. The survey took about 30 minutes to complete. Our plan rotated researchers in groups from

¹⁶ The full instructions for this part of the jail administrator survey are: "Now I'm going to read you a list of common standards and practices that you may or may not have been recently assessed on or consider important to running a jail. Thinking about your jail in particular, please tell us about: (1) your compliance with this practice/standard; (2) how important the standard is; and (3) whether ensuring full compliance with the standard would impose additional costs on your jail."

¹⁷ This particular standard is: "Ensuring minimum space requirements for holding cells, housing cells, dormitory sleeping space, and dayroom space."

¹⁸ The survey includes a series of questions surrounding perceptions of corrections officers, perceptions of personal safety and privacy, perceptions of jail procedures and operations, and use and satisfaction of jail services.

¹⁹ In order to ensure smooth administration of surveys, we initially requested the jail's assistance in arranging one or two rooms that could accommodate approximately 30 inmates at one time. However, we eventually determined that surveys could be more efficiently administered in the day room areas where possible, despite the potential for distraction. In some cases, we also administered surveys in cells, chapels, program rooms, classrooms, and multi-purpose rooms due to logistical concerns.

different pods/housing areas throughout the day as time permitted. Our final sample included 979 respondents across the 12 observational sites. Table 19 displays the descriptive statistics for inmate sample. The majority of the sample across all sites are unsentenced inmates with felony charges that had been in jail for over a month at the time of our site visit.

Table 19. Descriptive Statistics for Inmate Survey Respondents at Observational Sample Facilities (n = 979).

Respondent Characteristics	n	%
Age (at Time of Survey)		
18-25	329	33.6
26-35	307	31.4
36-50	244	24.9
50 and above	45	4.6
Missing	54	5.5
Gender		
Male	690	70.5
Female	274	28.0
Missing	15	1.5
Race		
African American	382	39.0
Latino	32	3.3
Other	27	2.8
White	500	51.1
Missing	38	3.9
Incarceration Reason		
Awaiting trial or completion of trial	347	35.4
Guilty and awaiting sentence	70	7.2
Guilty and serving sentence	249	25.4
Convicted and awaiting prison transfer	54	5.5
Probation, parole, or PRC violator	187	19.1
Prison inmate with court appearance	19	1.9
Missing	53	5.4
Original Charges		
One or more misdemeanors	311	31.8
One or more felonies	435	44.4
Both (one or more misdemeanors and felonies)	93	9.5
Probation, parole, or PRC violator only	103	10.5
Missing	37	3.8
Admission Date		
Within the last week	150	15.3
Over a week but less than a month	234	23.9
Over a month	528	53.9
Missing	67	6.8

Semi-Structured Staff Interviews and Qualitative Observational Study of Jail Operations

The final component of our observational site visits included semi-structured staff interviews, and qualitative observational study of jail operations.²⁰ The particular staff members involved in these interviews were quite diverse. These positions included: (1) the jail administrator; (2) a staff member with an intimate knowledge of booking policies and procedures; (3) a staff member with a good sense of facility operations; (4) a staff member that works in the general housing area; (5) a staff member that works in the medical and mental health area; (6) a staff member with knowledge of facility staffing levels and staff training requirements; and (7) a staff member with knowledge of programming, treatment, and services.²¹ These interviews generally took about 4-6 hours. In addition to the interviews, this process also included a thorough tour of the facility for further qualitative observational study. These tours provided an opportunity to provide context and visually confirm some of the operational procedures and policies being discussed, while offering unique circumstances to ask follow-up questions and engage in further dialogue with line staff.

The greatest advantage of the semi-structured interview process is to allow for more expansive data collection surrounding particular jail procedures, policies, and practices. For instance, the statewide facility-level data collection effort in Phase 3 gathered information on whether the facility has cells/pods (or certain areas) specifically designated for medical concerns, medical staffing levels, and whether these employees worked directly for the county/municipality or through a private contract (see Appendix C). This is a very limited amount of information for a such a multifaceted area of operations like medical services. In

²⁰ The interview guide for these semi-structured interviews is located in Appendix D.

²¹ At some of the smaller jails, the same staff member covered multiple areas. Some of the basic facility operations in question included inmate orientation, kites/grievances, inmate workers, dining, recreation, visitation, court/transportation, prisoner rules, and various jail policies.

contrast, the protocol of our observational site visits allowed us to ask multiple questions with the opportunity for follow-up questions. For example, we more thoroughly examined the issue of medical screenings during the booking process by asking: “Do you conduct an initial health screening upon reception to the facility?” (if yes) “Please indicate who conducts this initial health screening” (if yes) “Are the employees doing these screenings health-trained personnel?” (if yes) “Please indicate the particular qualifications/training” (if yes) “How soon is the initial health screening administered?” (if yes) “How long does it take?” (see Appendix D).²² As the illustration above indicates, the data from our observational site visits allow us to analyze more nuanced jail operational and managerial practices.

Qualitative Comparative Analysis Design

The analysis in Phase 4 uses an approach that is a general variation of a qualitative comparative analysis in which both explanatory and outcome measures are dichotomized.²³ In general, we looked for instances where the best performing jails, as defined through inmate survey responses, all have in common a particular practice that is not present in the worst performing jails on those particular measures. This approach is an extension of the methodology used in the Prison Rape Elimination Act (PREA) report on sexual assault in jails, except that we consider more sites, and link inmate perceptual data to obtain a broader range of jail performance measures (see National Prison Rape Elimination Commission, 2009).

The qualitative responses to each of the semi-structured interview questions asked during the intensive observational site visits were generally operationalized into two, three, or four

²² In addition to any follow-up questions, further questions about medical services during booking process include how the jail ensures continuity of care upon arrival, if the jail refuses to admit arrestees with certain pre-existing conditions, if the jail refuses to admit arrestees with signs of untreated injury, and how the jail handles arrestees with prescribed medication on their person upon admission. The entire scope of medical services questions can be seen in Appendix D.

²³ See the seminal work of Ragin (1987) for the development and framework of applying qualitative comparative analysis to the study of cross-national social phenomena.

category response sets.²⁴ The various items were selected for further analysis based on those that showed maximum variation across the coded distribution of responses. Those items were then regrouped into four general areas of jail practices and characteristics relating to: (1) *safety and security*; (2) *operational effectiveness*; (3) *healthcare delivery and responsiveness*; and (4) *administrative and support service capacity*. The coded responses were further collapsed into dichotomies with favorable/positive responses assigned a value of 1. Those jails where the condition or practice was not present or considered unfavorable were assigned values of 0.

The aggregated inmate surveys, as part of this variation of a qualitative classification approach, are also dichotomized into high and low categories and are compared against the operational characteristics of the jails. For example, survey items that tap perceptions about jail safety have the potential to differentiate high and low performing jails by way of their association with best practices relating to security. The technique is based on the premise that perceptual data can serve as an independent outcome measure of jail effectiveness.

To simplify the mechanics of the analysis, two to three survey items were selected per category on the basis of having the best face validity. To differentiate jails on *safety and security*, the survey items used included: (1) perceptions of feeling safe most of the time; (2) perceived security of the booking area; and (3) whether fighting between inmates is perceived as common. For *operational effectiveness*, the relevant items included: (1) whether the officers ensure orderly operations/procedures; (2) having a well functioning grievance process; and (3) cleanliness of the housing areas. For *healthcare delivery and responsiveness*, the items included: (1) whether inmates perceive difficult access to treatment; and (2) perceived delays in seeing a doctor. For *administrative and support service capacity*, the items tapped perceptions about: (1)

²⁴ For instance, the question regarding credentials and qualifications to dispense medication were coded as: (1) RN/LPN qualifications, (2) paramedic qualifications, and (3) in-service training qualifications.

difficulty in finding support staff with whom to discuss problems; (2) the availability of programs and services; and (3) the responsiveness of social work staff.

The inmate survey items were based mostly on Likert-style response sets in which respondents were asked to rate the extent of agreement or disagreement with each item. For the purposes of this analysis, the basic strategy was to determine the overall level of agreement for a given item (i.e., percent responding strongly agree or agree), then collapse the jails into favorable (assigned a value of 1) and unfavorable (assigned a value of 0) categories based on the extent of that agreement above and below various thresholds. Threshold levels were assigned based on natural breaking points in the distribution and were specific to each outcome measure. High and low performing jails on each item were typically clustered within 0.5 to 1.5 standard deviation units above and below the mean level, respectively. These 1/0 scores were then merged with the file of jail characteristics coded from the semi-structured interview and observational data.

This combined dataset was further analyzed for the presence of associations among all of the dichotomized measures. Within each operational category, jails were defined as effective if flagged as highly favorable on two out of three perceptual criteria if three items were applied, or in both perceptual criteria if two items were applied. In contrast, jails were defined as ineffective within each category if flagged as unfavorable on two out of three perceptual criteria if three items were applied, or in both perceptual criteria if two items were applied.²⁵ Cases were then assigned a value of 1 or *effective* in the combined dataset if at least two out of three of these levels were achieved within each operational category. Cases with responses falling at or below

²⁵ For example, jails were considered effective on safety and security if inmate respondents reported levels of agreement at 75% or higher (mean level=71%) on feelings of overall safety, 80% or higher (mean level=78%) for booking safety, and/or 35% or less (mean level=48%) on the perceived fighting item. In contrast, the lower end thresholds for these same items were set at 50% or lower (overall safety), 70% or lower (booking safety), and 65% or higher (fighting).

those levels on at least two levels per category were defined as *least effective* and assigned a value of 0.

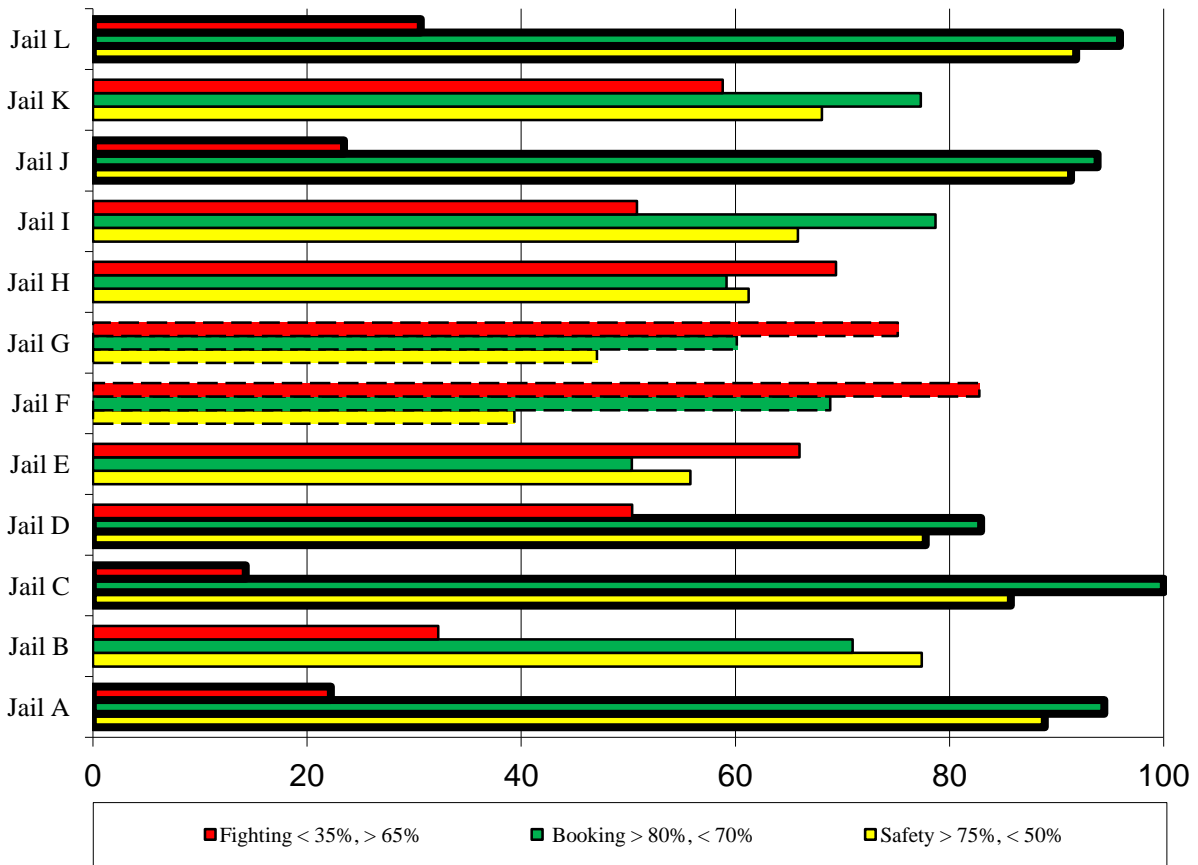
Best practices were determined through a comparative analysis using the following criteria. Any jail practice, protocol, or security arrangement that was present in all of the facilities considered as effective on the survey measures, but absent in all of those jails considered least effective was considered to produce the most robust outcomes and therefore identified in the study as a strongly supported best practice, unless contradicted by the quantitative facility-level analysis. Arrangements having moderate support were defined as approximating the pure contrast described above, as long as the total number of cases that deviated from the pattern did not exceed three. These arrangements would be considered as candidates for best practices, contingent on substantiating evidence from other findings from the various alternative analyses in the study.

Qualitative Comparative Analysis Results

Figures 2, 3, 4, and 5 present the results of this qualitative comparative analysis. Each chart shows the jail-level distribution of responses (percent agreement) for each item used as a criterion for identifying best practices observed in these facilities. Following the methods described above, favorable response levels that reflect high performing jails are outlined in bold, while unfavorable responses capturing less effective jails have bars outlined with a broken border.

Four best practices were identified in the area of *safety and security* (see Figure 2). All of the high-performing facilities defined by the survey evidence reported favorable population to holding-cell ratios that did not exceed 50:1. Since neither of the least effective jails even approached this ratio, the comparative analysis yielded strong support for this arrangement.

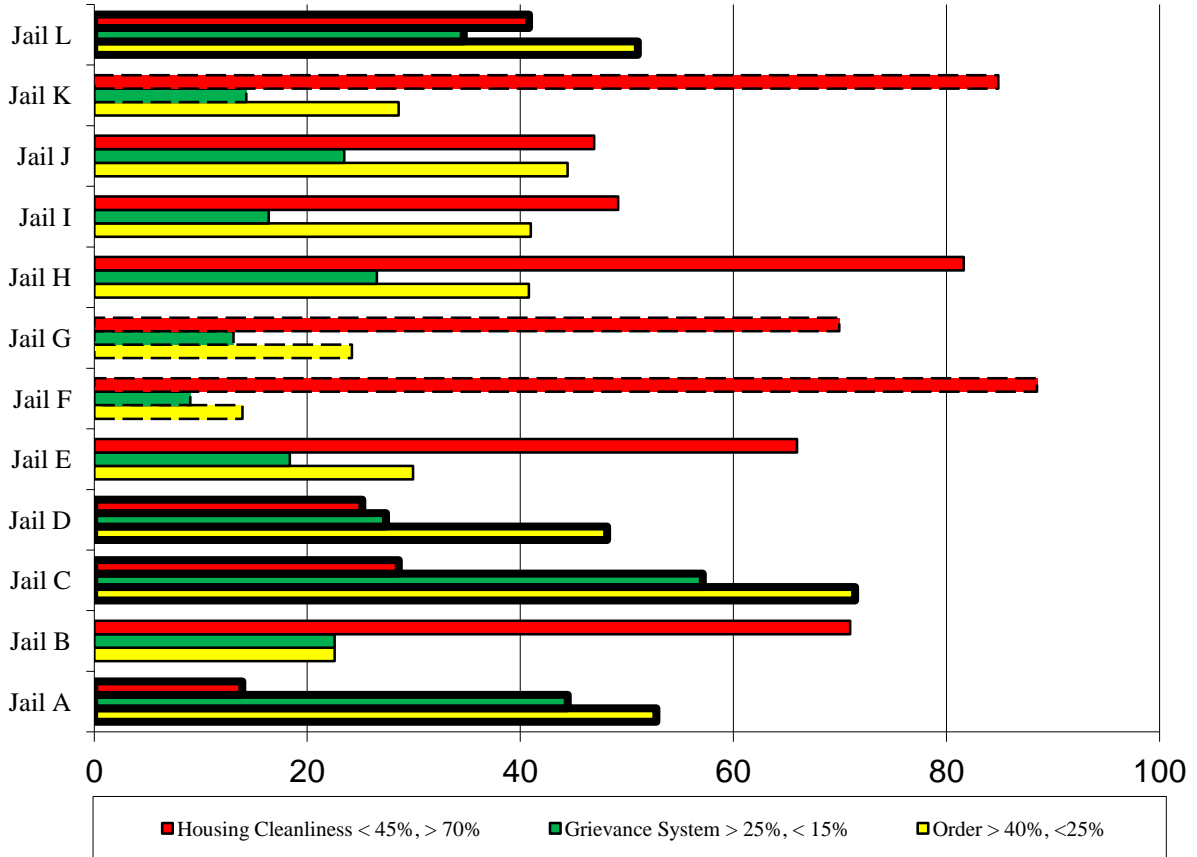
Figure 2. Qualitative Comparative Analysis of Safety and Security. * #



* NOTE: Favorable survey response percentages are outlined in bold and unfavorable survey response percentages are outlined with a broken border.

NOTE: Best practices in safety and security include: (1) Favorable population to holding cell ratios (strong support); (2) Incentives for good behavior (moderate support); (3) Direct camera surveillance (strong support); and (4) Favorable security staff ratios (moderate support).

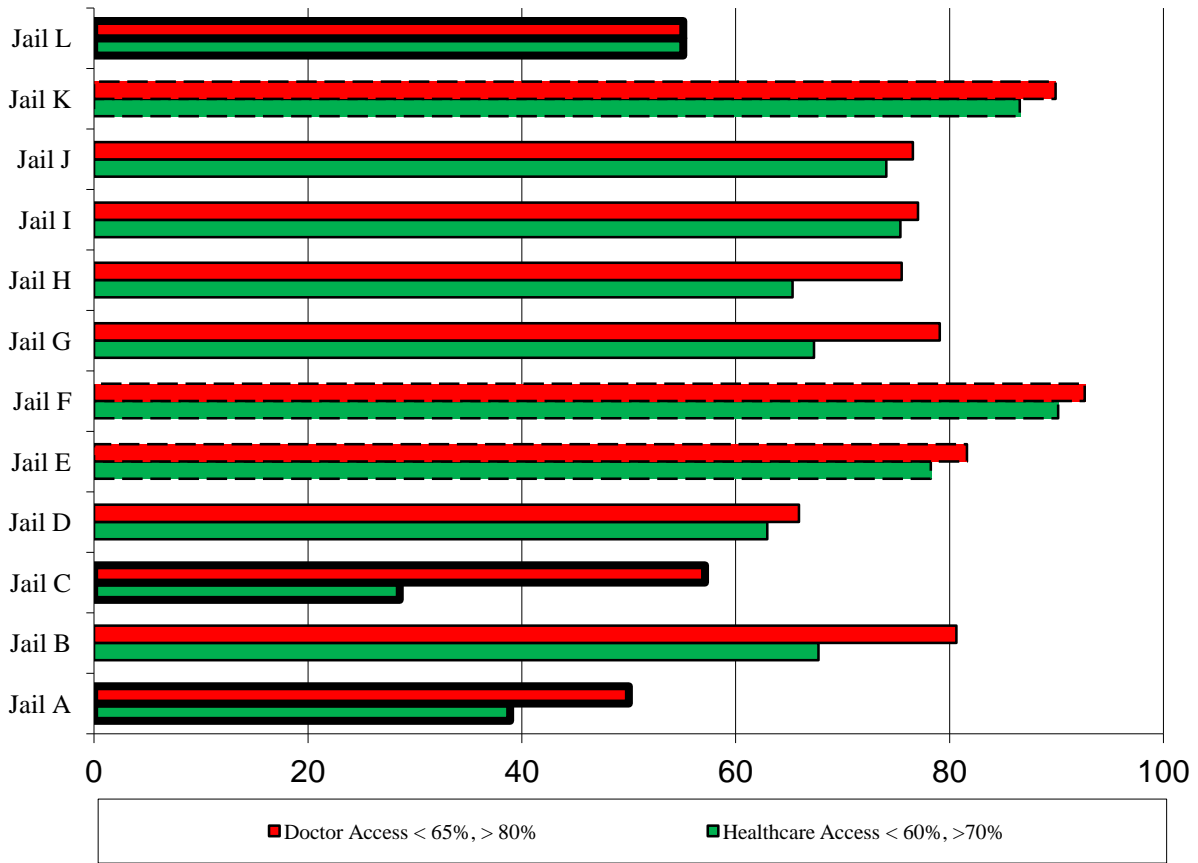
Figure 3. Qualitative Comparative Analysis of Operational Effectiveness. * #



* NOTE: Favorable survey response percentages are outlined in bold and unfavorable survey response percentages are outlined with a broken border.

NOTE: Best practices in operational effectiveness include: (1) Time in booking (moderate support); (2) Validated security classification instrument (moderate support); (3) Sexual assault awareness orientation (moderate support); (4) Favorable beds to outdoor recreation area ratio (moderate support); and (5) Comprehensive log books (moderate support).

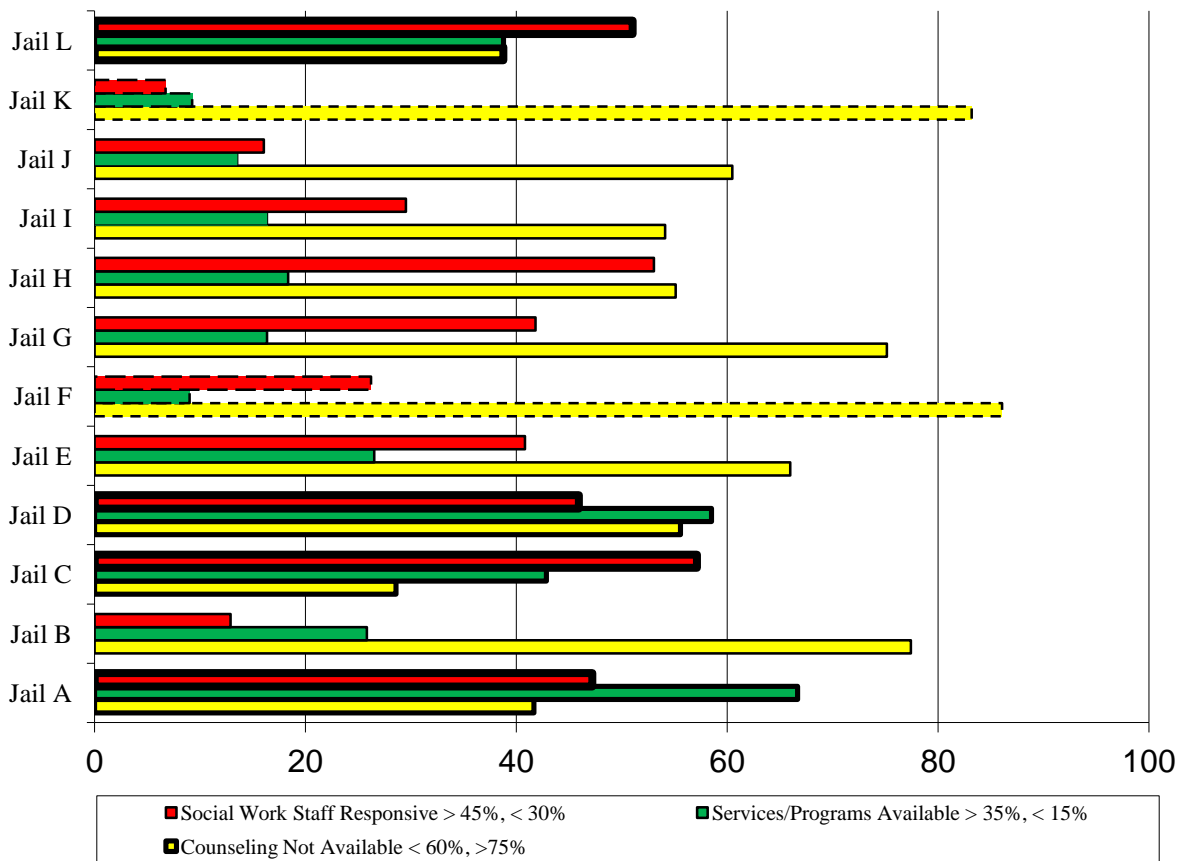
Figure 4. Qualitative Comparative Analysis of Healthcare Delivery and Responsiveness. * #



* NOTE: Favorable survey response percentages are outlined in bold and unfavorable survey response percentages are outlined with a broken border.

NOTE: Best practices in healthcare delivery include: (1) Dedicated medical space (moderate support); and (2) Dedicated mental health space (moderate support).

Figure 5. Qualitative Comparative Analysis of Administrative and Support Service Capacity. * #



* NOTE: Favorable survey response percentages are outlined in bold and unfavorable survey response percentages are outlined with a broken border.

NOTE: Best practices in support service capacity include: (1) Favorable mental health and program staff ratios (moderate support); and (2) Having 3 or more non-volunteer services/programs available onsite (moderate support).

High-performing jails also used direct camera surveillance within all housing areas, while the least effective jails relied partially on indirect or obstructed surveillance, pointing to a second security practice strongly supported by the study. Next, jails with effective safety and security arrangements also mostly employ behavioral incentive systems (in 3 out of 5 sites), though this was also true in one of low performing jails. The findings therefore lend moderate support to this practice, though it is important to note that its potential effectiveness is not undermined by other results from the study. Finally, moderate support was found for a practice ensuring that inmate to full-time security staff ratios do not exceed 3.5:1.

Five best practices were prevalent in the area of *operational effectiveness* (see Figure 3). All of the best practices in this area received moderate support. In terms of admission and booking operations, highly effective jails kept the time held in the booking area before bed assignment under 90 minutes, while utilizing a validated security classification instrument to appropriately house inmates by security risk. This again points to the need to effectively manage the booking area. During the admission process, jails should also emphasize a sexual assault awareness orientation. Support for best practices in general population operations was found as well. In particular, well-functioning jails provided physically separate outdoor recreation spaces at an operational capacity ratio of no more than 150:1, and staff from more effective jails documented all incidents (e.g., pod movement, medical pass, etc.) and alleged infractions in log books as compared to lower-functioning jails that just recorded critical incidents.

Two best practices were evident in the area of *healthcare delivery and responsiveness* (see Figure 4). In both cases, the most effective jails provided designated physical space to sufficiently accommodate all medical and mental health interventions. In particular, key personnel in medical and mental health services were asked whether their facility had adequate

space to handle medical and mental health concerns that face their facility on a daily basis. The comparative analysis yielded moderate support indicating effective jails have enough space to respond to their medical and mental health caseloads.

Finally, two best practices were found in the area of *administrative and support service capacity* (see Figure 5). Both characteristics of well-functioning jails received moderate support from the qualitative comparative analysis. Highly effective jails were found to provide favorable mental health and program staff ratios, and non-volunteer services or programs available onsite. More specifically, jails should provide social work/on-site program staff at a ratio of no more than 100:1, and provide mental health staff at a ratio of no more than 200:1. And lastly, jails should provide sufficient capacity to support no fewer than three permanent on-site programs.

Summary of Major Findings and Implications for Jail Standards

We have outlined how scholars and practitioners have very little systemic knowledge regarding evidence-based practices in jails at the local, state, and national levels. In Ohio, historical information about past inspections and jail characteristics maintained by the Bureau of Adult Detention has been impeded by narrowly focused content, limited time frames, and unreliable data collection techniques. As such, we embarked on a large-scale research project that draws on multiple methodologies and sources of information to conduct an extensive evaluation of the sources of jail best practices. Data collection activities were large in scale and wide-ranging, including focus groups from 6 different stakeholder groups, a correctional officer task survey of 1,005 respondents, statewide facility-level data collection at 86 full service jails, an inmate survey with 979 respondents, a jail administrator survey with 12 respondents, semi-structured interviews of key jail operational personnel at a sample of 12 full service jails, and intensive observational site visits at a sample of 12 full service jails.

Limitations

This statewide outcome evaluation, like all research projects, is not without its limitations. This particular section details the limitations of our research approach and methodological decision-making, and as such, offers avenues for future evidenced-based jail research. It is important to point out that we were not able to collect data from all full service jails in Ohio. These omissions stemmed from facilities closing during data collection (or the year prior), or larger jurisdictions being unable to disaggregate information across multiple jail facilities. Data collection processes were constrained by missing data problems, different reporting practices, and varied jail management systems. As a consequence, our data was limited only to information we could reliably collect across Ohio jails. The entire scope of data collected was somewhat less than we originally envisioned despite our many pre-collection site visits and testing.

It is also important to acknowledge that our findings and recommendations are based in analyses of full service jails, and as such, are not directly generalizable to other jail classifications and smaller facilities. As noted above, the scope of the facility data collection effort was expanded to collect similar information in the other jail classifications. However, the revision of strategic priorities within the Bureau suspended research progress on this particular portion of the analysis. The study is also limited to our security-based outcome measures (e.g., critical incidents, lower level rule infractions, emergency room visits, and use of force incidents). Although these are important and conventional outcome measures (Senese, 1997; Tartaro, 2002; for a review see Morgan, Jr., 2009), other outcome variables are likely appropriate especially in more specialized areas of jail operations like medical, mental health, and programming capacity. Time and staffing constraints also restricted our intensive observational sample to 12 jails. This

phase of the project provided a wealth of information concerning jail operational and managerial practices, but the small number of facilities also limits generalizability of the findings. Finally, our assessment of the existing jail standards and current inspection practices relates only to the limited subset of standards actually inspected upon by the Bureau of Adult Detention in 2008. We could not test the other remaining standards because jail were not inspected on them.

Nonetheless, our results highlight several key themes and important facility-level characteristics that differentiate between levels of functioning and effectiveness in jails. In particular, we identify a set of recommendations and identified best practices stemming from actual operational procedures and administrative capacity while also assessing the effectiveness of current inspection activities and jail standards in Ohio. We summarize these findings, recommendations, and identified best practices for full service jails in Ohio below.

Population and Overcrowding

Both correlational and statistical modeling evidence support the importance of population factors in shaping jail outcomes, but exceeding operational capacity, as a conventional measure of crowding, is not predictive once other controls are introduced. Instead, the study highlights the role of social density, defined here as available square footage per bed, in determining how a secure a jail is. While related to aggregate crowding ratios, interval-level square footage measures are likely more sensitive to tapping the subjective effects of density, especially when multiple-occupancy housing areas increasingly compromise space standards through stacking and double-bunking arrangements. In fact, it is possible for jails to operate at less than capacity, but at the same time provide socially dense living arrangements that may promote altercations and obstruct surveillance. The findings here reveal that increased space accommodations per bed reduce contraband infractions and enhance overall security.

The non-significant effects of aggregate crowding in the multivariate models (population divided by capacity) reported here add to a body of literature with inconsistent or counter intuitive results on the effects of this more conventional measure (see also Tartaro, 2002). Yet jails in Ohio are typically found to be non-compliant when inspected against this standard. Jail administrators reported substantial non-compliance on space-related standards in general, even though nearly half considered it less or not important for operational effectiveness. The major implication of these findings is that jails should be given the flexibility to deviate from overall rated capacity, while greater emphasis is placed on the destabilizing effects of certain multiple-occupancy spaces that dramatically reduce available square footage per bed.

Jails are also rendered less stable wherever they incarcerate higher concentrations of unsentenced inmates, or detain inmates for longer periods in holding cells. The findings are especially strong with regard to the percent of a jail's population in holding areas, which is positively related to both disruption and critical incident levels. They are further substantiated by results from the observational data analysis that point to the importance of low population to holding cell ratios and fast processing times for favorable inmate perceptions of jail security. Jails that rate low on these attributes are typically hindered by the inefficiencies that come with managing less stable, pre-trial detainees and chaotic, backed-up booking environments. The findings support standards that emphasize the coordination of pre-trial assessment and diversion, booking security, and aggressive time limits on reception and discharge processing.

Layout and Supervision

The final multivariate results from the study found no problematic effect of older, linear range style layouts on safety and security net of control factors. Instead, supervision and surveillance arrangements appear to be the more important factors, suggesting that the initial,

simpler associations between linear layout and incidents, including emergency room transfer rates, are less important in jails characterized by more direct supervision practices and more experienced staff. For example, results from the intensive site visit analysis point to the importance of simple direct camera surveillance in all dayroom areas in enhancing perceptions of security (for less conclusive findings based on a single site, see La Vigne et al., 2011). The bivariate relationship between linear designs and critical incidents could also be entirely spurious to the extent that these jails are underfunded with capacity problems that undermine all facets of facility operations, including perhaps sufficient staffing to properly supervise these kinds of security arrangements.

On the other hand, the simple bivariate relationships revealed in comparisons across different supervision types remain robust in the final multivariate models, which point to the problematic effects of mixed supervision on overall jail security. These arrangements appear to undermine surveillance efficiency, perhaps by drawing officers away from the performance of dedicated tasks required in effectively managing command and control centers. Mixed supervision jails are especially prone to higher levels of fighting and contraband incidents, which, based on our statewide facility data, is associated with increased sick leave usage and shortened staff tenures.

The most direct form of supervision, use of embedded officers within housing units, appears to provide the most favorable security arrangement, as evidenced in both the bivariate results and independent effects on critical incidents. While our study shows that these jails experience elevated use of force levels, the potential benefits of this practice are both theoretically and empirically supported (see Wener, 2006). Supervision arrangements that facilitate direct contact with offenders in housing units reduce the likelihood of critical incidents

by encouraging deescalation strategies and by helping officers to better align responses to known behavioral patterns once rapport is established with inmates. However, it should be noted that routine roving officer patrols, while important, are insufficient as a way of compensating for less direct forms of supervision. There was no evidence from the intensive site analysis that this was a discriminating feature of operational effectiveness, nor is there clear evidence from other current jail research that electronically monitored officer tour systems help reduce violence (La Vigne et al., 2011). Inspection activities should enforce regular patrols, but not recommend implementation of electronic tracking systems.

Staffing Characteristics

Findings from the Phase 3 analysis found minimal or inconsistent support for relationships between our outcome variables and sick leave usage, overall levels of county employed or contracted support staff, medical, mental health, or program staff availability, and two measures of security staff to inmate ratios. While there was more consistent bivariate evidence for the worsening effects of reliance on non-custody staff to perform jail security functions and observational support for favorable staff to inmate ratios, the strongest findings pertaining to staff characteristics were present in the multivariate models. These findings showed that increases in overall turnover increase infraction and assault rates, while jails with more experienced custody staff have fewer critical incidents.

These results are intuitive, but they are also made more remarkable in the context of our conservatively specified statistical models. It should be noted, however, that the simplicity of these measures obscures the inherent complexity of causal relationships among retention, stress, and work cultures found in any correctional setting, all of which affect disorder and other organizational outcomes. The fact that the effect of tenure is specific to critical incidents and

does not extend to administrator tenure likely reflects the crisis intervention effects of job-specific skills and abilities that accrue with years of experience. Since other studies have shown that correctional officer tenure increases stress and decreases job satisfaction (Armstrong and Griffen, 2004; Lambert et al., 2009; for a review see Saylor and Wright, 1992), the finding is probably less reflective of an organizational climate effect. On the other hand, the more generalized effects of turnover on overall jail security are suggestive of broader influences like low institutional commitment, poor job satisfaction, and lack of personal efficacy in managerial decision making (Lambert and Hogan, 2009; Minor et al., 2009), and as such, highlight the role of a jail's social climate in determining wide-ranging institutional misconduct.

Taken together, the findings validate the concerns of jail administrators reported in past research about the role of staff professionalization and retention strategies in enhancing the effective functioning of their jails (Ruddell and Mays, 2007). These concerns are well-placed, and our more qualitative observations suggest that the best jails embrace professionalism by involving line staff in decision-making, maintaining a visible presence of the administrator in general population areas, using critical incident stress debriefing strategies, and using video recordings of incidents as training opportunities.

Retention goals are often compromised, however, by inadequate and/or ineffective staff and administrator in-service training requirements, which in turn can increase a jail's exposure to liability. The final stage of our Phase 3 analysis provided strong support to current in-service training standards, such that non-compliance on those standards significantly worsens a jail's overall level of security. Furthermore, results from our administrator survey suggest that non-compliance is widespread among full service jails in Ohio, even though respondents almost universally affirmed the importance of such standards for both administrative and custody staff.

Unfortunately however, as demonstrated through our focus group research, attainment of a minimal number of training hours annually is usually insufficient to meet the full intent of greater professionalization envisioned by this practice. We therefore maintain that redesigned training curricula, based on our task analysis findings and emphasizing crisis intervention along with day-to-day management of special needs inmates, would be effective in enhancing personal efficacy and ultimately improving staff retention.

Healthcare, Mental Health, and Support Service Delivery

As noted above, findings from Phase 3 analyses showed that on-site availability of medical and mental health staff did not differentiate high and low performing jails on jail security or critical incident outcomes, nor did favorable support staff to officer ratios. While most jails provide at least minimal on-site access to these services, our inmate survey results suggest widespread dissatisfaction in using various services. The observational analysis showed that favorable perceptions of health care and mental health delivery did not vary by level of credentialing among various health care or mental health staff (including those administering medical services or dispensing medications), availability of a health care administrator, or protocols for requesting medical access. It is important to emphasize, however, that the study did not examine objective health-related outcomes as measures of jail performance and thus may be masking important facility-level differences with respect to these factors.

There is inconsistent evidence from the study regarding levels of support service staffing. While the statewide facility models found no relationship between support staff to officer ratios and incidents, there were more discernible threshold effects evident from the intensive observational work. Specifically, those findings indicate that providing mental health staffing and social work/programming staffing at ratios of less than 200:1 and 100:1 inmates,

respectively, is important in providing accessible and responsive services. We recommend these ratios as best practices since they are grounded in more relevant perceptual data and because they are generally consistent with IACFP standards that recommend at least one licensed psychologist per 125 inmates in larger jails (International Association for Correctional and Forensic Psychology, 2010).

In terms of Ohio's jail standards, the correlational analysis suggested that non-compliance on several medical service-related standards is associated with increased use of emergency room transfers, including for example, timely completion of medical appraisals, management of pharmaceuticals, infectious disease control, provisions for emergency medical response, and ensuring access to medical services. However, only one of these standards, administering 14-day medical appraisals, was predictive of jail security in our final multivariate models. The fact that non-compliance on this standard was especially associated with drug and alcohol rule infractions suggests that inefficiencies with respect to basic healthcare assessment and delivery may lead to self-medicating behavior among inmates with substance abuse needs.

We contend that the associations in our study between broad non-compliance on medical service standards and high reliance on off-site emergency room transfers reflect inefficiencies that stem from physical plant and funding-related resource limitations. These problems are well documented, have been highlighted as special challenges that face smaller, rural jails (Ruddell and Mays, 2007), and are consistent with findings presented early in our analysis regarding the relatively higher critical incident and emergency room visitation rates found in older, linear range style jails. They are also consistent with two additional findings from our study that underscore the importance of physical plant limitations: (1) Jails that provide for physical separation of suicidal inmates in designated cells with direct unobstructed surveillance

significantly reduce their critical incident rates, as shown in our multivariate results; and (2) Jails that rate highest on our perceptual data are those that provide sufficient physical space to address a wide range of medical and mental health interventions, as shown in our observational analyses. This includes having available space to conduct more detailed mental health evaluations, available space to provide non-psychiatric treatment for less severe disorders, work space for health care administrators, adequate security for administration and storage of pharmaceuticals, and organization of confidential record keeping and policy manuals. Jail inspection activities should emphasize technical assistance and plans of action to address deficiencies in these areas.

Recommendations and Identified Best Practices

Jail standards are intended to help professionalize local detention facilities, ensure implementation of legally defensible policies and procedures within those facilities, and facilitate inspection activities that address deficiencies in operations and conditions (Martin, 2007). The widespread adoption of standards and efforts to achieve compliance has undoubtedly helped reduce exposure to liability while enhancing safety and security for both correctional staff and jail detainees. Recent developments have focused on evaluating existing state standards more comprehensively against a large body of case law, creating specialized standards around key operational domains, or judging compliance with standards by using more nuanced performance measures (Performance-Based National Detention Standards, 2011; Miller, 2012). Future jail reform efforts should embrace these developments, but remain cognizant of those practices that are most strongly grounded in empirical research. The results of this project have helped to build that awareness by identifying those practices in a truly evidence-based manner, thereby providing an organizing framework for ongoing efforts to improve existing standards. Below,

we enumerate those identified practices and encourage similar research efforts in other jurisdictions.

The following recommendations and identified best practices are categorized within general areas of jail operations, jail procedures, jail characteristics, existing jail standards, and data collection and inspection-related activities. It is also important to remember that our assessment of the existing jail standards relates only to the limited subset of standards inspected upon by the Bureau of Adult Detention in 2008. Nonetheless, the existing standards below did receive moderate to strong support from our analyses.

Admission and Booking Operations

- Large jails should assist the court in administering pre-trial risk assessments using validated tools in order to identify potential candidates for pre-trial release to alleviate high concentrations of unsentenced inmates.
- Jails should be required to evaluate their booking and admission procedures annually toward ensuring sufficient booking capacity, safety, and overall efficiency of booking procedures.
- Jails should ensure adequate holding cell capacity (defined in terms of separate cells) not to exceed a ratio of 50:1.
- Time held in booking until bed assignment should be under 90 minutes. Jails should be required to systematically monitor processing and discharge timeliness and develop plans of action to address non-compliance with this best practice.
- Jails should implement the use of validated security risk instruments to classify inmates on objective criteria that include a range of predictive factors.
- Jail orientations should include an emphasis on sexual assault awareness.

Supervision and Surveillance

- Direct, unobstructed camera surveillance capabilities should be installed in all holding cell areas.

- Jails should compensate for physical plant limitations by embedding security staff where possible or otherwise increasing direct line of sight surveillance of housing and dayroom areas. Roving patrols, while important, are insufficient as stand-alone forms of general housing area surveillance.
- In jails operating under mixed forms of supervision and surveillance, adequate staffing plans should be developed and reviewed periodically ensuring that direct supervision posts are staffed at all times.

Bed Management and General Population

- Use of temporary beds (“boats”) reduces overall security and their haphazard placement in general population areas should be avoided. However, the use of temporary beds is preferable to double bunking and/or multiple occupancy cells that exceeds the square footage limits of current standards.
- Jails should implement an incentive system to encourage rule compliance.
- Jails should provide physically separate outdoor recreation spaces at an operational capacity ratio of no more than 150:1.
- All incidents and alleged infractions should be logged, not just critical incidents.

Staffing

- Reliance on clerical and support staff to perform security functions should be prohibited by standard.
- Jails should ensure that inmate to full-time security staff ratios do not exceed 3.5:1.

Healthcare, Mental Health, and Program Delivery

- Jails should provide designated physical space sufficient to accommodate management of pharmaceuticals and all medical and mental health interventions, including emergency health care.
- Jails should provide sufficient cell space for the designated purpose of suicide watch. Suicide watch cells should be subject to direct line of sight surveillance.
- Jails should provide social work and/or on-site program staff at a ratio of no more than 100:1, and provide mental health staff at a ratio of no more than 200:1.
- Jails should provide sufficient capacity to support no fewer than three permanent on-site programs.

Existing Minimum Jail Standards in Ohio

- Classification policies that address separation of inmates by gender, violent/non-violent status, and juvenile status.
- Policies that ensure a safe and secure booking area.
- Assignment of a bed, linens, and hygiene articles for prisoners confined more than 8 hours.
- Sufficient square footage for multiple occupancy areas with stacked bunks.
- Completion of a health appraisal by trained health care personnel within 14 days after arrival.
- Annual inspections by local or state health authorities.
- Completion of in-service training hours by administrators/supervisors and correctional officers at regular intervals.
- Sufficient interior lighting in reading and prisoner accessible spaces.
- Housing area temperatures to be maintained within specified ranges and properly maintained sanitation/lavatory facilities
- Opportunity for a hot shower daily.

Data Collection and Inspection Activities

- Current data collection practices need to gather more detailed information that can be reliably collected across particular jail classifications. The content of this data collection should be reviewed by research personnel. This will facilitate future efforts to evaluate and revise jail standards.
- Jails should invest in training on their current jail management systems to help their staff make better informed operational decisions with actual jail data. Jails also need to pursue new and emerging technologies for managing and storing correctional data if possible.
- Current inspection practices need to be more flexible and move beyond simple pass/fail designations. Some examples of this inspection and compliance flexibility include offering “full” and “substantial” compliance, or offering a tiered system of standards (primary/core versus secondary).

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Appendix A. Research Project Timeline (December 2008 to May 2010)

Phase 1:		CY08					CY09					CY10							
Focus Group Research and Pre-Collection Site Visits		12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5
1.1	Planning, Protocol Design, and Site Selection	█	█	█															
1.2	Focus Group Sessions: Administrators	█	█																
1.3	Focus Group Sessions: Officers	█																	
1.4	Focus Group Sessions: Treatment Providers	█		█															
1.5	Focus Group Sessions: Inmates		█	█															
1.6	Focus Group Sessions: Attorneys											█	█						
1.7	Pre-Collection Site Visits at 11 Full Service Jails	█	█	█		█		█		█									
1.8	Analysis of Focus Group Data: Jail Staff			█	█														
1.9	Presentation of Focus Group Results to Ohio Jail Advisory Board				█														
Phase 2:		CY08					CY09					CY10							
Correctional Officer Task Survey		12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5
2.1	Planning and Design of Survey		█																
2.2	Web-based Survey Data Collection			█	█	█													
2.3	Preliminary Analysis						█	█	█										
2.4	Presentation of Preliminary Results to OPOTA									█									
2.5	Aggregate Jail-Level and Follow-up Analyses														█				
2.6	Presentation of Findings at ACJS Conference																█		
Phase 3:		CY08					CY09					CY10							
Statewide Facility-Level Data Collection		12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5
3.1	Design: Scope, Content/Data Elements, Collection Protocol		█	█															
3.2	Collection Tool Design, Formatting and Training				█	█													
3.3	On Site Collection at all Full Service Jails						█	█	█										
3.4	Database Development: Facility Data and Historical Inspection Data									█	█								
3.5	Preliminary Analysis of Critical Incidents and Inspection Data											█							
3.6	Presentation of Preliminary Study Findings at ASC												█						
3.7	Adapted Tool Design for Collection Activities in non-FSJ Facilities													█	█				
3.8	Design of Jail Administrator Survey for non-FSJ Facilities													█	█				
3.9	On Site Collection at non-FSJ Facilities														█	█	█	█	█
3.10	Data Cleaning of Facility-Level and non-FSJ Survey Data											█							█

Appendix C. Data Collection Instrument for Statewide Facility-Level Data Collection

Section 1: Basic Facility Information

Date: _____ Inspector: _____ Region: _____

Facility Name: _____

Address: _____

City: _____ Zip: _____ County: _____

FAX #: _____ Phone #: _____ Alt Phone #: _____

Email Address: _____

Operating Authority: County City Village
 Township Regional Other: _____

Sheriff: _____

Jail Administrator: _____

Year Jail Opened: _____ Major Renovation Date(s): _____

Section 2: Facility Layout and Surveillance Type

Please best describe the layout and supervision/surveillance type of the facility. If further description is needed, please explain below.

Facility Layout:

Please note that multiple boxes may be checked for facility layout.

- Rectangular-style, celled housing units with linear or perimeter corridors that require moving patrols.
- Dorm-style housing units arranged along linear or perimeter corridors that require moving patrols.
- Pod-style housing area with celled housing units and common dayroom area(s). This area can be single or multi-tiered.
- Pod-style housing area with dorm-style housing units and common dayroom area(s). This area can be single or multi-tiered.

Supervision/Surveillance Type:

Please note that multiple boxes may be checked for supervision/surveillance type.

- Embedded surveillance with direct contact. The corrections officer is assigned permanently in the housing area with the inmate population.
- Control center with camera/video surveillance with direct visual capability.
- Control center with camera/video surveillance with no direct visual capability.
- Command post with no surveillance capability.
- Roving, periodic checks by corrections officers.

If the facility cannot be captured by these categories, or more description is needed please explain below. If more space is needed, please use the back of this page. **Please explain below:**

Section 3: Facility Capacity and Facility Description

Facility Capacity:

Please list the operational capacity of the facility on December 31, 2008. This is the what the facility considers its capacity, and NOT necessarily the BAD recommended capacity: _____

Yes No Did the capacity of the facility change at all during 2008?

If yes, **please explain below:**

Please count the number of Holding Cells on December 31, 2008: _____

If more description is needed concerning the Facility Capacity, **please explain below:**

Facility Description:

Yes No In 2008, did the facility house federal offenders? This would be a contract to house federal offenders (not for transport or court purposes).

Yes No In 2008, did the facility house offenders from other jurisdictions? An example of this would be a county facility holding offenders from the city jail or other smaller sized facilities.

Yes No In 2008, did the facility ever use temporary beds (or “boats”) to accommodate a crowding emergency?

Yes No In 2008, did the facility have a formal mechanism, agreement, or protocol in place to release inmates in a crowding emergency?

Yes No In 2008, did the facility lease out bed space to other jurisdictions/facilities?

For the following questions, we are attempting to describe the facility. These questions gauge whether the facility can or does “accommodate” particular populations.

Yes No Does the facility have cells/pods (or certain areas) specifically designated to house juvenile offenders?

Yes No Does the facility have cells/pods (or certain areas) specifically designated for medical concerns?

Yes No Does the facility have cells/pods (or certain areas) specifically designated for mental health concerns?

Yes No Does the facility have cells/pods (or certain areas) specifically designated for suicide watch?

Yes No Does the facility have cells/pods (or certain areas) specifically designated for discipline/segregation?

Additional Facility Description:

Yes No In 2008, did any of the housing areas rely on borrowed, indirect, or filtered light?

If yes, please estimate the percentage or explain the prevalence of borrowed, indirect, or filtered light in the housing areas. Please **explain below:**

Yes No In 2008, did the facility ever house inmates in a celled environment beyond the design capacity of the cell? An example of this would be putting 2 inmates in a single occupancy cell.

Yes No In 2008, does the facility segregate inmates based on security risk using classification procedures?

Please count the number of indoor recreation areas in the facility in 2008: _____

Please count the number of outdoor recreation areas in the facility in 2008: _____

Section 4: 2008 Total Bookings and Facility Snapshot Populations

Please indicate the average length of stay at the facility in 2008: _____

2008 Total Bookings: Please collect the information from January 1, 2008 to December 31, 2008. Please count all bookings in each category, but DO NOT COUNT returns to the facility for court appearances, escape, work release, or weekend sentences. DO NOT COUNT inmates from DRC being held for court appearances.

	Male	Female	Total
Race			
White (non Hispanic)	_____	_____	_____
Black (non Hispanic)	_____	_____	_____
Hispanic/Latino	_____	_____	_____
Other (non Hispanic)	_____	_____	_____
Age			
Under 18	_____	_____	_____
18-29	_____	_____	_____
30-49	_____	_____	_____
50 and over	_____	_____	_____
Charges			
Most serious charge -- Felony	_____	_____	_____
Most serious charge -- Misdemeanor	_____	_____	_____
Other Admissions			
APA holder	_____	_____	_____
Federal inmate	_____	_____	_____
Undocumented aliens	_____	_____	_____

2008 Facility Snapshot Populations: Please collect the following information on the confined population. Please count the number of inmates in each particular category on four specific dates: (1) March 29, 2008; (2) June 28, 2008; (3) September 30, 2008; and (4) December 31, 2008.

Confinement Status	Male Confinement Status			
	03/29/2008	06/28/2008	09/30/2008	12/31/2008
Awaiting sentence or unsentenced	_____	_____	_____	_____
Sentenced (confined at facility)	_____	_____	_____	_____
Sentenced (weekends only)	_____	_____	_____	_____
Sentenced (awaiting transfer to DRC/other facility)	_____	_____	_____	_____
APA holder	_____	_____	_____	_____
Federal inmate	_____	_____	_____	_____
Juvenile offenders	_____	_____	_____	_____
DRC offender (out to court, new charges, etc.)	_____	_____	_____	_____
Confinement Status	Female Confinement Status			
	03/29/2008	06/28/2008	09/30/2008	12/31/2008
Awaiting sentence or unsentenced	_____	_____	_____	_____
Sentenced (confined at facility)	_____	_____	_____	_____
Sentenced (weekends only)	_____	_____	_____	_____
Sentenced (awaiting transfer to DRC/other facility)	_____	_____	_____	_____
APA holder	_____	_____	_____	_____
Federal inmate	_____	_____	_____	_____
Juvenile offenders	_____	_____	_____	_____
DRC offender (out to court, new charges, etc.)	_____	_____	_____	_____

Section 5: Facility Operations and Staff Characteristics

Please count the total amount of time the current jail administrator has been in his/her current position: _____

Security Staffing Levels: Please count the number of security staff at the facility on December 31, 2008.

Security Staffing	Full Time	Part Time
Male Correctional Officers	_____	_____
Female Correctional Officers	_____	_____
Male Correctional Supervisors	_____	_____
Female Correctional Supervisors	_____	_____

Please indicate the average tenure of the security staff counted above on December 31, 2008: _____

Yes No Did the facility lose or gain any funded security staff positions in 2008?
If yes, **please explain below:**

Yes No Did the facility have road officers help out with security functions in the jail in 2008? Do not count transport functions to court, hospital, other facilities, etc.

Medical, Program, and Other Staffing Levels: Please indicate whether particular staff work at the facility and count the number of particular staff working at the facility on December 31, 2008. These are paid employees (by the jail or contracts) and do not include volunteers groups.

Medical/Service Staffing	Jail Employees		On Site Contract Employees		Sent to Other Facilities
	Yes or No	Number	Yes or No	Number	Yes or No
Doctor	_____	_____	_____	_____	_____
Dentist	_____	_____	_____	_____	_____
Nurse	_____	_____	_____	_____	_____
Other Medical Staff	_____	_____	_____	_____	_____
Mental Health Staff	_____	_____	_____	_____	_____
Social Work/Program Staff	_____	_____	_____	_____	_____
Food Service Staff	_____	_____	_____	_____	_____

Please count the number of Clerical/Support staff on December 31, 2008: _____

Yes No Did the Clerical/Support staff ever have to perform security functions in 2008?

Please count the number of Maintenance staff on December 31, 2008: _____

Yes No Did the Maintenance staff ever have to perform security functions in 2008?

Please list the total number of Staff Sick Time in 2008 (please indicate either days or hours): _____

Please list the total number of employees that left employment during 2008. Please note below whether these employees left voluntarily (retired, disability, new job, etc.) or were terminated: _____

Please list all Contracted Services in 2008. If more space is needed, please use the back of this page. **Please explain below:**

Please count the number of Volunteer Groups (AA, ministry, or other non-jail staff, etc.) at the facility in 2008: _____

Please list these particular volunteer groups. If more space is needed, please use the back of this page. **Please explain below:**

Please list all offender programs offered in 2008. If more space is needed, please use the back of this page. **Please explain below:**

Section 6: Critical Incidents During 2008

Please count all critical incidents for each category that occurred during 2008.

- _____ Inmate Emergency Room visits.
- _____ Completed suicide(s), including anyone that subsequently dies at the hospital, etc.
- _____ Serious suicide attempt(s) where medical treatment is administered.
- _____ Other deaths, including anyone still under jail custody who dies at the hospital, etc.
- _____ Escapes or attempted escapes from inside the facility perimeter.
- _____ Escapes or attempted escapes from jail custody outside the facility perimeter.
- _____ Serious fires where inmates were moved or evacuated because of fire or smoke.
- _____ Sexual misconduct (substantiated inmate sexual assault on another inmate).
- _____ Sexual misconduct (substantiated staff sexual assault on an inmate).
- _____ Inmate assaults on other inmates resulting in serious injury.
- _____ Inmate assaults on staff resulting in serious injury.
- _____ Inmate assaults on other persons within the jail resulting in serious injury.
- _____ Throwing any liquid or bodily substance on or at another.
- _____ Any other Critical Incidents (e.g., jail security compromised, weapon inside perimeter, creating a large scale disturbance, etc.).

If any other Critical Incidents, **please explain:**

Please count all inmate rule infractions for each category that occurred during 2008. These rule infractions are reflective of the official rules of the facility and should only be counted if a ruling of guilt is obtained and a specific disposition is imposed.

- _____ Fighting between inmates (not the serious assaults counted above)
- _____ Drug or alcohol use
- _____ Contraband (non drug-related)
- _____ Property damage
- _____ Gambling-related activity
- _____ Theft of property (both from facility and from other offenders)

Yes No In 2008, did the facility have a formal inmate grievance procedure in place that is independent from the kite system?

If yes, please count all formal inmate grievances in 2008: _____

Please indicate the total dollar amount of property damage to the facility in 2008: _____

Please count the total number of Use of Force incidents during 2008: _____

Section 7: Miscellaneous

Please list all Facility Accreditation(s) in 2008. **Please explain below:**

Yes No In 2008, did the facility have a Court Ordered Population Capacity?
If yes, **please explain below:**

List any pending Civil Law Suits in 2008 (please give brief description). **Please explain below:**

List any active Court Orders/Decrees in 2008 (please give brief description). **Please explain below:**

Please use this last area if you have any further observations or issues that you would like to clarify or document. As before, if more space is needed, please use the back of this page. **Please explain below:**

Appendix D. Intensive Observation Site Visit Scoring Tool

Facility Name: _____ Date: _____

Jail Administrator: _____ Completed by: _____

I. Booking and Admittance to the Facility

This area should be scored while talking with a staff member with an intimate knowledge of booking policies and procedures. Preferably, this staff member works in the booking area and has experience booking prisoners into the facility.

1.1 Please indicate the total number of holding cells: _____

1.2 Are these cells under direct visual surveillance by reception staff? If yes, please indicate either direct contact or video/camera surveillance.

Yes or No

1.3 Is there usually adequate seating for prisoners in the booking area upon reception to the facility?

Yes or No

1.4 Is this seating for prisoners in the booking area under direct visual surveillance by reception staff? If yes, please indicate either direct contact or video/camera surveillance.

Yes or No

1.5 Does the facility ever house prisoners in a holding cell beyond the design capacity of the holding cell?

Yes or No

1.6 What is the maximum amount of time prisoners are to be held in the booking area upon reception to the facility?

1.7 Does the reception staff consult the arrest report or talk with the arresting officer to identify potential security risk indicators?

Yes or No

1.8a Do you conduct an initial health screening upon reception to the facility? And please indicate who conducts this initial health screening.

Yes or No

1.8b If yes, are the employees doing these screenings health-trained personnel? And please indicate the particular qualifications/training.

Yes or No or Not Applicable

- 1.8c If yes, how soon is the initial health screening administered? How long does it take?
- 1.9 How does the facility ensure continuity of care upon arrival to the facility (i.e., a prisoner that needs insulin injections 4 times a day)?
- 1.10 Do you refuse to admit arrestees with certain pre-existing conditions?
Yes or No
- 1.11 Are prisoners with signs of untreated injury not admitted prior to examination and/or treatment by qualified health care personnel?
Yes or No
- 1.12 How do you handle arrestees with prescribed medication on their person upon admission?
- 1.13a Do you conduct a mental health screening upon reception to the facility? And please indicate who conducts this mental health screening.
Yes or No
- 1.13b If yes, does this mental health screening particularly address suicide risk?
Yes or No or Not Applicable
- 1.13c If yes, are the employees doing these screenings mental health-trained personnel? And please indicate the particular qualifications/training.
Yes or No or Not Applicable
- 1.13d If yes, how soon is the mental health screening administered? How long does it take?

1.14a Does the facility have cells/pods/area designated for suicide watch?

Yes or No

1.14b If yes, is this area under surveillance with direct visual capability? If yes, please indicate either direct contact or video/camera surveillance.

Yes or No

1.14c Please describe how often suicidal prisoners are monitored. How are prisoners removed from suicide watch?

1.15a Do you conduct a security screening/use a security instrument upon reception to place prisoners into particular housing units? Please explain the details of this security screening/instrument/process. Has this screening/instrument been validated by research or an evaluation?

Yes or No

1.15b If yes, how soon is the security screening/instrument administered? How long does it take?

1.16 Are special needs prisoners immediately separated from other prisoners upon reception?

Yes or No

1.17a Do you conduct any other risk/needs screenings or tools to assess others factors such as education deficiencies, substance abuse issues, etc. Please explain the details of these screenings/tools.

Yes or No

1.17b If yes, how soon are these other risk/needs screenings or tools administered? How long does they take?

1.18 Can the facility admit juvenile prisoners to the facility. Please describe the protocol if an arresting officer brings a juvenile offender to the facility.

Yes or No

1.19 On average, how long does the entire booking process take? This would be from the moment of arrival to placement into the general housing area.

1.20 Are prisoners discharged from the facility in the booking area?

Yes or No

II. Facility Description and Operations

This area should be scored while talking with staff members with a good sense of facility operations. Some of these basic facility operations include prisoner orientation, kites/grievances, prisoner workers, dining, recreation, visitation, court/transportation, prisoner rules, and various jail policies.

2.1 Please list the operational capacity of the facility (this is the what the facility considers its capacity, and NOT necessarily the BAD recommended capacity): _____

2.2 Please list the actual population in the facility today: _____

2.3a Do you conduct an prisoner orientation upon arrival at the facility? Please describe the content of this prisoner orientation?

Yes or No

2.3b If yes, does the prisoner orientation have an emphasis on sexual assault?

Yes or No or Not Applicable

2.3c If yes, does the prisoner orientation have an emphasis on personal safety?

Yes or No or Not Applicable

2.4 Are prisoners given the facility rules/code of conduct upon arrival at the facility?

Yes or No or Not Applicable

2.5 Are prisoners informed of the grievance and/or kite protocols upon arrival at the facility?

Yes or No or Not Applicable

2.6 Does the facility have a formal grievance procedure in place that is independent from the kite system?

Yes or No or Not Applicable

2.7 Please describe the protocol for prisoners to utilize the formal grievance procedure at the facility. Does the prisoner receive a copy of the grievance? Who responds to the grievance? How is the prisoner notified of the resolution of the grievance?

2.8 Please describe the protocol for prisoners to utilize the kite system at the facility. Does the prisoner receive a copy of the kite? Who responds to the kite? How is the prisoner notified of the resolution of the kite?

2.9 Is the general housing population separated into housing units by security risk? Please describe how this separation is done.

Yes or No

2.10a Does the facility have a cadre of prisoners that work within the perimeter of the jail?

Yes or No

2.10b If yes, are these prisoners housed separately from prisoners housed in the general population?

Yes or No

- 2.11a Does the facility have a cadre of prisoners that work outside the perimeter of the jail within the local community?
Yes or No
- 2.11b If yes, are these prisoners housed separately from prisoners housed in the general population?
Yes or No
- 2.12 Are the prisoners required to clean their own living quarters (mop, showers, etc.) in the general housing areas?
Yes or No
- 2.13 Please describe the process in which prisoners are fed their meals (cells versus dining area). Does this process differ for special needs populations? If so, please describe.
- 2.14 Please count the number of indoor recreation areas in the facility: _____
- 2.15 Please count the number of outdoor recreation areas in the facility: _____
- 2.16 Please describe supervision/surveillance type utilized during recreation.
- 2.17 Please describe prisoner access to recreation (i.e., number of days, reasonable times, participation criteria).
- 2.18 Does the facility have a space/area designated for visitation?
Yes or No
- 2.19 Please describe prisoner access to visitation (i.e., number of days, reasonable times, participation criteria).
- 2.20 Do prisoners have access to the jail administrator? If yes, please indicate how this is accomplished.
Yes or No

2.21a Does the facility utilize video conferencing for court hearings/sessions?

Yes or No

2.21b If no, please describe the transportation process for prisoners for court hearings that are not video conferences.

2.22 Does the facility have a space/area designated for attorney conferences/meetings?

Yes or No

2.23 Does the facility have onsite library services?

Yes or No

2.24a Does the facility have a standardized rule infraction system (i.e., rules, hearing, and disposition)?

Yes or No

2.24b If yes, please describe the standardized rule infraction system. Does this system include hearings, due process for prisoners, and various dispositions? Is this information collected in logs/reports?

2.25a Does the facility have cells/pods/areas specifically designated for discipline/segregation?

Yes or No

2.25b If yes, does the facility have policies governing the use of segregation?

Yes or No

2.25c If yes, please describe the layout and supervision/surveillance type of the segregation area.

2.26 Does the facility provide incentives to prisoners for good behavior? Please explain.

Yes or No

2.27 Does the facility have policies governing use of force against prisoners?

Yes or No

2.28 Does the facility have policies governing the use of restraints within the jail perimeter?

Yes or No

2.29 Does the facility have policies governing cell extractions?

Yes or No

2.30 What types of information/procedures/events are compiled in log books? What is the maximum amount of time between when the information/procedures/events occurred to when the log should be recorded?

2.31 Does the facility have policies governing strip/body cavity searches?

Yes or No

2.32 Does the facility videotape particular high-risk situations/procedures (i.e., cell extractions)? If yes, please list these particular situations/procedures. Where are copies of these videotapes stored (and for how long)?

Yes or No

III. General Housing Area

This area should be scored while talking with a staff member that works in the general housing area.

- 3.1a Please describe the facility layout and supervision/surveillance type of the general housing area. Please note potential camera surveillance of the general housing area. Does the facility employ a control center with camera surveillance? Is this control center surveillance 24 hours-a-day?
- 3.1b Based on the facility layout and supervision/surveillance type of the general housing area, please describe any blind spots where staff has to physically enter the general housing area to get an unobstructed view.
- 3.2 How often are roving surveillance checks performed?: _____
- 3.3a Does the facility utilize a celled environment in the general housing area?
Yes or No
- 3.3b If yes, please indicate how many prisoners reside in each cell (i.e., single, double, triple celling, etc.).
- 3.3c If yes, does the facility ever house prisoners in the general housing area beyond the design capacity of the cells?
Yes or No or Not Applicable
- 3.4a Does the facility have day room space available to inmates?
Yes or No
- 3.4b If yes, are prisoners allowed in their cells/dorms/housing area during day room hours? Please explain.
Yes or No
- 3.4c If yes, has day room space ever been converted to sleeping areas/beds?
Yes or No

3.5 Did the facility ever use temporary beds (or “boats”) in the general housing area?

Yes or No

3.6 Are prisoners with severe mental health problems removed from the general housing area?

Yes or No

IV. Medical and Mental Health Services

This area should be scored while talking with a staff member that works in the medical and mental health area.

4.1 Does the facility have a healthcare administrator? If yes, please list the administrator’s qualifications/training. Is the administrator onsite?

Yes or No

4.2 Please describe the layout and supervision/surveillance type of the medical area.

4.3 Does the facility have adequate space to handle medical issues/concerns that face the facility on a daily basis?

Yes or No

4.4 Please describe the protocol for prisoners to request medical care at the facility. Does this protocol ensure confidentiality? Please also describe how staff responds to the initial request (confirmation of sick call, etc.).

4.5 Please describe the process in which medication is dispensed to prisoners.

4.6 Are the employees dispensing medication health-trained personnel? And please indicate their particular qualifications/training. Are there instances where staff with no medical training (i.e., security staff) must dispense medication?

Yes or No

- 4.7 Describe the protocol (including potential transportation process) for prisoners for medical emergencies.
- 4.8 Does the facility have a defibrillator onsite?
Yes or No
- 4.9 Is the security staff required to be trained in first aid and CPR?
Yes or No
- 4.10 Please describe the protocol for dealing with prisoners who may require non-emergency mental health care or treatment. Does this protocol ensure confidentiality? Please also describe how staff responds to the initial request/diagnosis.
- 4.11 Are prisoners with severe mental health problems placed in the medical area? Please describe this process. If not, please describe where these prisoners are placed.
Yes or No
- 4.12 Does the facility have adequate space to handle mental health concerns that face the facility on a daily basis?
Yes or No
- 4.13 Does the facility refer prisoners to medical or mental health service providers in the community upon release?
Yes or No

V. Staffing Levels and Staff Training

This area should be scored while talking with a staff member with knowledge of staffing levels and staff training requirements.

5.1 Please indicate the total number of full-time staff: _____

5.2 Please place these full-time staff members into staff categories.

Security staff: _____

Doctor: _____

Dentist: _____

Nursing staff: _____

Mental Health staff: _____

Administrative staff: _____

Clerical staff: _____

Social Work/Program staff: _____

Food Service staff: _____

Other (please explain): _____

5.3 Please explain the availability of the doctors, dentists, nursing staff, and mental health staff. Are these staff members considered jail employees or contracted services?

5.4 Does the medical/mental health staff share information about prisoners with the security staff? Please explain.

Yes or No

5.5a Please describe the annual training requirements for both security and non-security staff.

5.5b Are security and non-security staff compliant with annual training requirements? If not, please explain why.

Yes or No

5.6a Does the facility employ case managers?

Yes or No

5.6b Is the case manager's work station embedded within the housing units?

Yes or No or Not Applicable

5.7 Do the staff participate in the development of jail policies and procedures?

Yes or No

VI. Other Services and Program Information

This area should be scored while talking with a staff member with knowledge of programming, treatment, and services.

6.1 Please describe the nature of programming, treatment, and services available to prisoners (i.e., type, availability, and frequency). Are the staff members providing these programs/services considered jail employees or contracted services?

6.2 Does the social work/program staff share information about prisoners with the security staff? Please explain.

Yes or No

6.3 Please describe the dedicated space for these programs, treatment, and services (i.e., where these programs are taking place).

6.4 Please describe all volunteer groups and the nature and frequency of their activity.

6.5 Are contractors and volunteers provided jail-specific training?

Yes or No

6.6 Does the facility provide prisoners with release/reentry preparation before discharge from the facility? If yes, please describe this preparation.

Yes or No