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Attachment 1

Housing System, St. Louis County Jail

New Housing System

St. Louis County Jail

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ATTACHMENT (1)

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Introduction

This paper reports the outcome of data analysis to ascertain whether or not a significant change has been made in the area of inmate security from the custody and social service points of view. As everyone knows, the fundamental objectives of jail operations are the safekeeping of inmates, the protection of society, and the safety of jail personnel. In the performance of their duties and responsibilities the jail staff has attempted to develop its system and function with the cooperation of the various areas on social science. As a result, these facilities are presently operating in both the aspects of custody and social service.

In spite of a well-functioning staff, we have been faced or challenged with operational difficulty due to the special internal characteristics of these facilities. Mainly our job deals with socio-psychologically deviated identities. This has been a traditional phenomenon in the history of jail administration.

The above-mentioned characteristics of the internal jail subsystems plus the constitutional concept that an inmate who is awaiting trial is "innocent until proven guilty" brings about the problem of the technical difficulty in the method of inmate treatment, especially by the custody staff. Along with this situation, currently confronted challenges are brought about, especially by the problem of sentencing disparity, which may be viewed as related to a lack of devices available to inmates, the extension of rights and remedies available to inmates, plea bargaining, and delaying trials of recidivists, etc. These increased inmate human rights and their unlimited demands could have not been reached in a jail environment under the present court system and legal procedures. Therefore, the eventual feedback was the emotional and physical

conflict among inmates and also staff. Thus the inmates' reflective behavior from the above-described determinants was in direct correlation to jail disturbances, riots, fights, etc.

As a problem-solving strategy with regard to these facts, our social service staff has developed a new housing system with the application of a new racking method in order to reach the main goal of jail operation, namely overall security in this institution.

Problem

Fighting has been observed and diagnosed as one of the most immediate and attention-needing areas of problems in our institution. As long as fights among inmates consistently happened, the secure jail environment could not be maintained and also various side effects from these tensions occurred and resulted in other unexpected problems which led toward jail disturbances. Those dependent side effects usually started from general complaints, such as food, sanitation, treatment, etc. The influences of fights also drove the inmates to abnormal psychic behavior. In this sense, fights are considered as important as the food, sanitation, and treatment are. It has been diagnosed that they stem from racial bias, individual hatred, depressed tension, and mistreatment by staff, etc.

Therefore, we thought that the elimination of fighting in our institution would be a great contributing factor in terms of fulfilling our objectives of jail operation.

Thus it was the belief of the social service staff that a new procedure for housing inmates should be applied to implement proper and effective classification in the general dorm area. For instance: (1) Major fights usually have occurred in the dayroom between inmates of different cells. Cell-versus-cell confrontation had been increasing. (2) Direct observation indicated that it was usually the same inmates who occupied the dayroom on a daily basis. Most of the inmates did not venture into the dayroom. (3) Many inmates had stated that they were afraid to go into the dayroom to watch television, take showers, or even eat.

On the basis of the aforementioned indications, it had been demonstrated that the system before January 14, 1976, of controlled access and extended use

of the dayroom upon request (which was designed to provide the inmates with as much freedom of movement as possible in each dorm) was the detrimental factor causing problems.

Methodology

In order to correct the above-described problems, the following proposals were suggested:

1. A system be established regulating the use of the dayroom by only one cell at a time, including mealtime.
2. A system of recording and evaluation be implemented for on-line correctional officers in order to aid in the classification process.

The following is the inmate dayroom activity count sheet. Each corrections officer is supposed to check the time "out" and "in" on the schedule. Also, grading is supposed to be given on a 1 through 10 point scale of measurement.

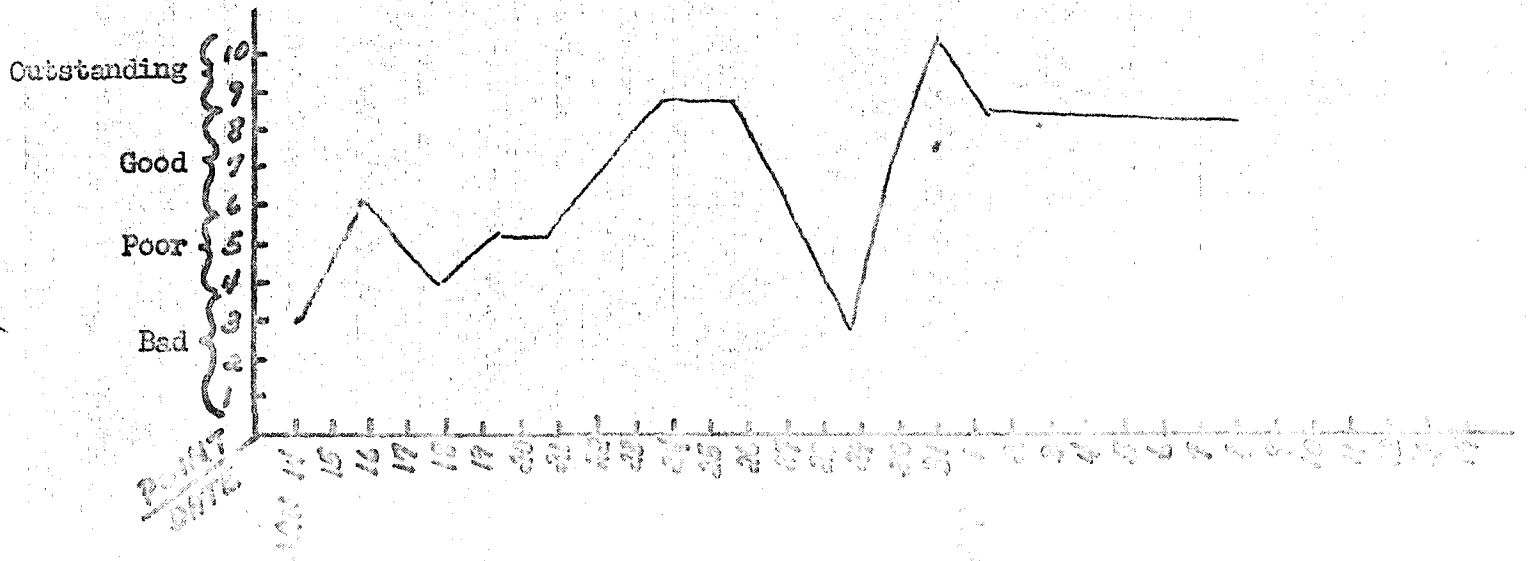
Analysis of Data

The main objectives of this new housing procedure with the employment of a rating-scale point system are the full facilitation and effective classification through the following sub-objectives:

1. To detect the general tendency of inmate behavioral conduct on a daily basis.
2. To avoid biased opinions and to make fair judgments on the inmates' behavioral patterns.
3. To use as referral data in the discipline committee and in the institutional evaluations for court and other social agencies.

The findings from this procedure indicate a remarkable change in the jail environment since we utilized the new racking system. For instance, we used to have three or four incidents (fights) everyday. However, a total decrease in fights among inmates has been made through the new housing system.

For the one-month period of the new operation from January 14 to February 13, 1976, the inmates' dayroom activities generally remained in good standing. The following are the percentages of the inmates' dayroom activities based on four categories of "bad", "poor", "good", and "outstanding". The points between 1 and 3 are bad, 4 through 5 are poor, 6 through 8 are good, and 9 and above are outstanding.



Rating Percentages for Inmate Dayroom Activities

	Cell	Bad				Poor				Good				Outstanding				Total			
		A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D	A	B	C	D
2nd Shift	1	0	0	0	0	10	16.5	0	0	83.4	80.2	90	96.7	6.6	3.3	10	3.3	100	100	100	100
	2	0	0	3.3	0	13.3	10	3.3	0	80.1	86.7	83.4	93.4	6.6	3.3	10	6.6	100	100	100	100
	3	3.3	0	0	0	46	10	0	0	47.1	86.7	83.4	90	3.3	3.3	6.6	10	100	100	100	100
3rd Shift	1	30	0	0	6.6	23.1	19.8	10	0	57.1	70.2	80	76.9	16.5	10	10	16.5	100	100	100	100
	2	3.3	0	13.2	3.3	23.1	26.4	10	0	60.4	63.6	70.2	54.7	16.5	10	6.6	42	100	100	100	100
	3	3.3	0	6.6	6.6	23.1	29.7	6.6	0	503	60.3	69.9	83.4	23.1	10	16.5	10	100	100	100	100

Points below 4 were considered as incidents, and incident reports were required to be written by corrections officers. From the data for the 30-day period, it was indicated that there were only two incidents during the 2nd shift (8:00 a.m. through 4:00 p.m.) and eleven incidents occurred during the 3rd shift counts (4:00 p.m. through midnight). It revealed that the inmates were more active in the evening than in the daytime. Dorm A, Cell 3 was indicated as the least cooperative cell by the 2nd shift corrections officers during the first 30-day period. This finding has been proved as accurate information because some of the inmates in this cell were always aggressive and behaved negatively. In the above table Dorm A, Cell 3 shows 3.3% of bad activities, 46% of poor attitudes, i.e., almost 50% of this cell's dayroom activities were poorly performed during the 2nd shift (8:00 a.m. to 4:00 p.m.) Also, 47.1% of good and 3.3% of outstanding were calculated for Dorm A, Cell 3.

Dorm A, Cell 2 has no indications of incidents, and 13.3% figured as poor performance; but 80.1% was good and 6.6% was outstanding. For Cell 1, similar indications were revealed as with Cell 2. There were only 3.3% differences in the poor and good categories.

For Dorm B, Cell 1, there were no indications of an incident and 10.5% of poor dayroom activities. 83.4% was good, and 6.6% was outstanding. Activities in Cells 2 and 3 were the same, with no incidents recorded and 10% poor behavior. 86.7% was good and 3.3% of outstanding was computed.

For Dorm C, Cell 2, 3.3% was indicated as incidents (one day). 80.1% was good behavior. For Cells 1 and 3, there were no indications of bad or poor activities, and over 85% was good behavior, and 10% was outstanding.

For Dorm D, no indications of bad or poor activities were found in all cells, and over 94% was good behavior during the 2nd shift.

On the 3rd shift, Dorm A, both Cells 2 and 3 appear to have 3.3% of bad and 23.1% of poor dayroom activities. Over 50% of good and over 16% of outstanding behavior were calculated. Cell 1 has no indication of incidents, and 23.1% of poor activities were recorded. 57.1% of good and 10% of outstanding performances were counted.

For Dorm B, all cells had no incidents for this first 30-day testing period, but poor activities were indicated, i.e., 19.6% for Cell 1, 26.4% for Cell 2, and 29.7% for Cell 3. Over 60% of good and over 16% of outstanding performances were recorded.

For Dorm C, Cell 1 had no indications of bad points, but 10% of poor were recorded. 80% good and 10% outstanding were counted. Cells 2 and 3 have [illegible] indications of incidents, i.e., 13.2% for Cell 2 and 6.6% for Cell 3. In the poor category 26.4% for Cell 2 and 29.7% for Cell 3 were shown. Over 70% of good and 10% of outstanding were indicated respectively.

For Dorm D, each cell has indications of incidents: 6.6% for Cell 1, 3.3% for Cell 2, and 6.6% for Cell 3. But there was no evidence of poor conduct in inmate dayroom activities from Cells 1, 2, or 3. In the good category the inmates in Cell 1 showed 76.9%; Cell 2, 54.7%; and Cell 3, 83.4%. In the outstanding column, Cell 2 indicates 42% high performance, Cell 1, 16.5%; and Cell 3, 10%.

On the 2nd shift all Dorms A, B, C, and D were generally well-behaved in their dayroom activities except Cell 3 of Dorm A and Cell 2 of Dorm C. Dorm A, Cell 3 had 3.3% bad points due to the refusal of dayroom use with serious noisy attitudes; and Dorm C, Cell 2 had one incident report (3.3% of bad) because Cell 2 refused to clean up in the morning.

We set the 5-point level as the critical point (below 5 points is un-

can join them on the one hand; but, on the other hand, being locked in a cell with as many as seven or eight others under the presently restricted and deplorable conditions for as long as 20 hours per day for months on end causes tension and a continual feeling of depression.

In order for us to relieve this above-described tension and some of the possible depression (which has not been diagnosed so far during this test period), the following alternative diversionary methods are recommended by social worker Claude Woodson:

1. Weekly periodicals, i.e., newspapers, magazines;
2. Weekly haircut;
3. Use of Law Library;
4. Monthly showing of latest movie;
5. Schedule of TV and radio stations (allowing Friday midnight special programs, etc.)

Thus far this report has described the new system's influence and its importance in terms of secure jail operations. The outlined findings for this new racking system are:

1. The inmates' dayroom activities were generally well-performed. Over 90% of good behavior was counted by corrections officers.
2. The fundamental cause of incidents (below 4 points) was the factor of antisocial personality disordered types of inmates present in the cell.
3. The entire secure jail operation can be maintained in the utilization of this formula.

This data interpretation strongly suggests that the new housing system be needed to be operated on a continual basis until an alternative method is developed for the secure jail operation.