



# Inmate Behavior Management:

## *Guide to Meeting Basic Needs*



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# Inmate Behavior Management:

*Guide to Meeting Basic Needs*

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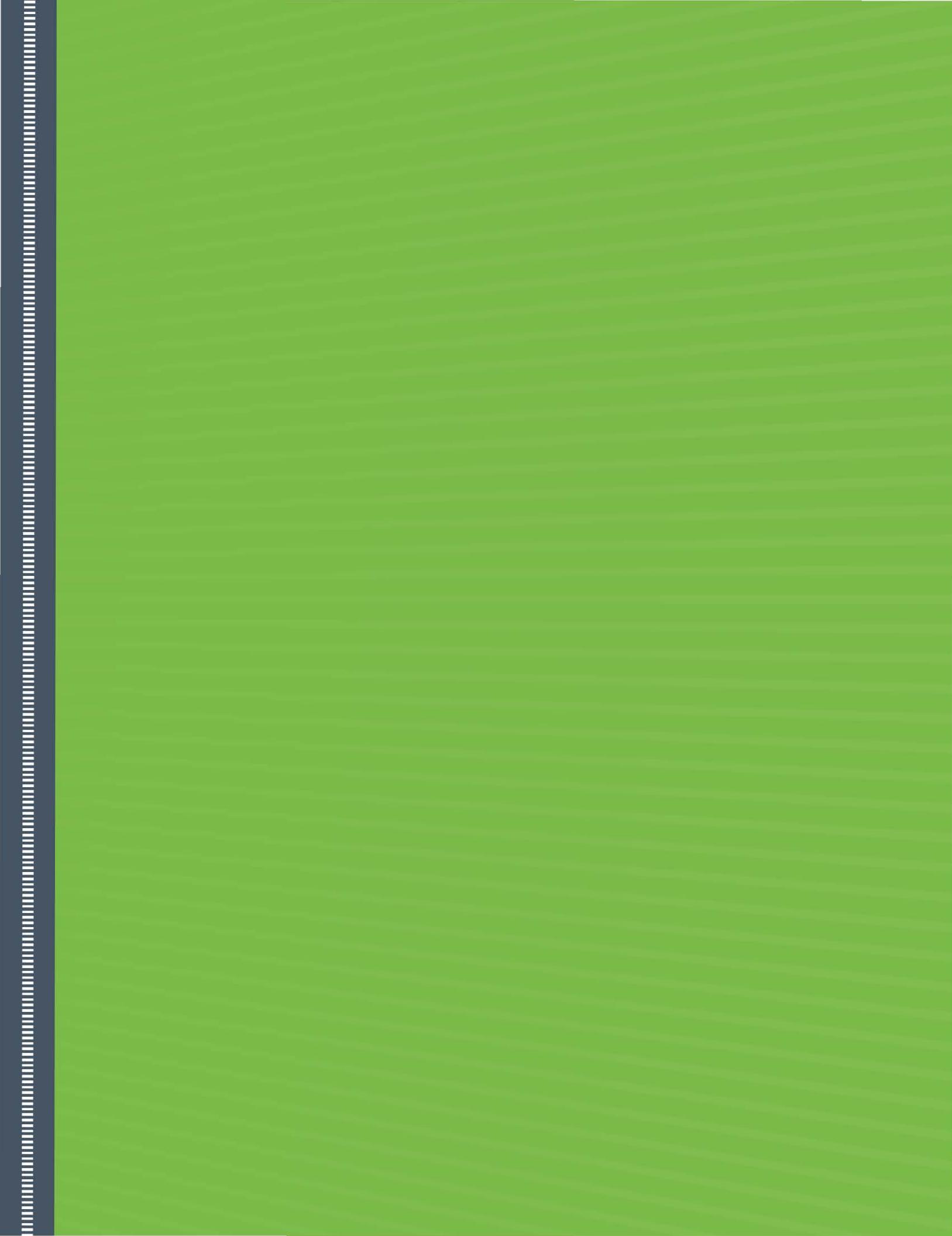
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## **Accession Number**

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## **Message from the Director**

Violence, vandalism, and other unwanted inmate behaviors prevail in many jails nationwide, and they frustrate jail practitioners who must ensure the safety and security of inmates, staff and the public. Jail environments are one of the few environments in our communities where this type of behavior is expected and accepted. The environment created by these behaviors should not be considered acceptable and it is the jail administrators' responsibility to operate their facilities in a way that prevents these behaviors from occurring.

Relatively few resources make it challenging to provide assistance and detailed direction to administrators on how best to operate such a complex organization. National Institute of Corrections (NIC) has introduced an initiative designed to: *teach administrators, managers, and corrections officers the most effective methods to control inmate behavior and optimize operational efficiency.* NIC calls the initiative Inmate Behavior Management or IBM. The comprehensive management system has six identifiable elements that work together to manage inmate behavior and create an efficient and effective organization (Hutchinson, Keller, and Reid 2009):

- 1 Assessing risks and needs
- 2 Assigning inmates to housing
- 3 Meeting inmates' basic needs
- 4 Defining and conveying expectations for inmates
- 5 Supervising inmates
- 6 Keeping inmates productively occupied
- 7 Defining and conveying expectations is one in a series of documents or tools for jails practitioners to use as they implement this management strategy

*A Guide to Meeting Basic Needs* offers practical information and guidance on implementing element three—meeting inmates' basic needs. One important aspect of managing inmate behavior is to understand what motivates human behavior. Experience has shown that if a jail does not meet the basic human needs of inmates, the inmates will find a way to satisfy their needs in ways that may be unfavorable to the orderly operation of the jail. Understanding what motivates human behavior provides jail administrators with a very useful tool for managing inmates since it helps explain both good inmate behavior and bad.

This document not only provides guidance to jail practitioners as they implement this element, but it also provides self-assessment checklists to determine how well the jail is doing in the delivery of basic needs and suggestions for area of improvement. It is our hope that by using these tools corrections professionals will realize the benefits of improved inmate behavior.

Morris L. Thigpen

**Director**

*National Institute of Corrections*





## Chapter 1: The Importance of Meeting Inmates' Basic Needs

*Inmate Lambert has been in jail only a few days, but between the constant noise, the cold cell, and his worries about court procedures, he has been unable to get even one decent night's sleep. Finally, in the middle of another sleepless night he pushes the button on the intercom in his cell. A voice barks, "What's your emergency?" Lambert replies, "If you don't get me out of this cell and put me some place I can sleep, there will be an emergency!" The voice says, "Shut up and press your bunk. You're not going anywhere." Angered, Lambert grabs his thin blanket, stuffs it into the toilet, and begins to flush repeatedly until water is gushing under the cell door and cascading down the block. Within an hour, Lambert is relaxing inside his new, quiet, isolation cell.*

This scenario illustrates the types of jail management problems that may arise from a failure to meet an inmate's basic human needs. Security personnel can continue reacting to specific acts of inmate misbehavior, or they can institute a system for controlling inmate behavior that prevents acts like this from occurring in the first place. Such a system has been developed by the National Institute of Corrections (NIC), which has identified six elements of an inmate behavior management plan:<sup>i</sup>



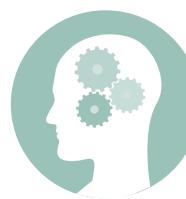
Assessing Risks and Needs



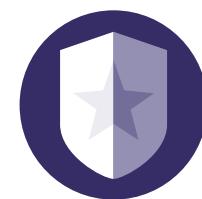
Assigning Inmates to Housing



Meeting Inmates' Basic Needs



Defining and Conveying Expectations for Inmates



Supervising Inmates



Keeping Inmates Productively Occupied

Jail administrators have long recognized the behavioral benefits of some of the individual elements, but taken together, these six elements allow jail administrators to deploy a complete "operating system" that effectively manages the behavior of the inmates in their custody. Implementing these elements puts the control of the jail in the hands of staff, not inmates. A properly implemented inmate behavior management (IBM) plan influences inmates to desist in unwanted behaviors (e.g., assaults, theft, disobeying orders) while at the same time encouraging more appropriate behaviors. With the creation of the IBM initiative, NIC has defined a multifaceted jail management operating system that maximizes the effectiveness of proven practices.

The starting place for IBM is to assess each inmate for risk and needs. "Risk" is defined as how dangerous an inmate is to the institution, and "needs" are defined as the physiological or psychological requirements for well-being. These risk-and-needs assessments help determine whether inmates should be accepted for admittance to jail, how best to manage them in the intake area, and how to manage them later in population. A jail's system of assessing risk and needs is commonly called inmate classification.

## **What Happens When Staff Do Not Manage Inmate Behavior Effectively?**

The following are among the negative inmate behaviors that administrators have identified while attending NIC inmate behavior management training:

- Vandalism of jail property
- Stealing
- Disruptive behavior
- Loudness
- Abusiveness
- Fighting
- Inappropriate sexual behavior
- Manipulation of staff
- Attempts at self-harm
- Intimidation of others
- Contraband
- Hoarding
- Fashioning weapons

Element Two of IBM is assigning inmates to proper housing within the jail, based on a well-defined housing plan. Using the results of the risk-and-needs assessment to make an informed decision about housing placement enables staff to manage inmate behavior effectively.

The third element of IBM involves meeting inmates' basic human needs. One understanding of this topic is based on the categorization of human needs in the work of psychologist Abraham Maslow (1943). His categories included physical needs, safety needs, love needs, and esteem needs. While case law has clearly established a jail's legal obligation to meet basic human needs, IBM acknowledges that if a jail does not meet the basic human needs of inmates, the inmates will find a way to satisfy their needs on terms that may be unfavorable to orderly jail management.

Element Four involves setting positive expectations for inmate behavior, and then successfully conveying those expectations to the inmate population. Positive staff expectations for inmates and how those expectations are conveyed have a powerful influence on inmate behavior. Experience has shown that staff can influence inmate behavior by setting high standards, conveying those expectations, and giving the inmates the means to comply. These positive expectations need to be supported by a system of incentives for desired behavior and disincentives to discourage unwanted inmate behavior.

The fifth element of IBM is supervising inmates to hold them individually accountable for their behavior. Staff presence in inmate-occupied areas and positive staff interaction with inmates will result in desired inmate behavior. Skills such as decision making, problem solving, communication, and motivation contribute to the effectiveness of this element.

This document focuses on Element Three, which is meeting inmates' basic human needs. It is intended to be a resource for jail administrators and others interested in exploring this topic with a view towards improving inmate behavior.

The final element is keeping inmates occupied with productive activities. Productive, staff-directed activities provide a powerful incentive for inmates to behave. When continued access to meaningful and desired activities is tied to appropriate behavior, inmates are motivated to meet the expectations of staff. Providing activities gives staff a means to reward positive inmate behavior.

This document focuses on Element Three, which is meeting inmates' basic human needs. It is intended to be a resource for jail administrators and others interested in exploring this topic with a view towards improving inmate behavior.

This document will:

- Review the concept of basic human needs and relate it to inmate behavior.
- Identify the services and activities in a jail that satisfy inmates' basic human needs.
- Suggest a mechanism for analyzing inmate misconduct related to basic needs.
- Provide a self-assessment checklist to enable administrators to examine where their jail is now in the delivery of basic needs.
- Suggest areas for improvement.

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#### Endnotes

<sup>i</sup> V. Hutchinson, K. Keller and T. Reid, *Inmate Behavior Management: The Key to a Safe and Secure Jail* (Washington DC: U.S. Department of Justice, National Institute of Corrections, 2009).



## What Are the Benefits of Managing Inmate Behavior?

The following are among the benefits that result from improved management of inmate behavior as identified by administrators attending NIC inmate behavior management training:

- Increased cleanliness
- Fewer complaints
- Motivation to work
- Better reentry skills
- Better morale
- Safer jail
- Fewer incidents
- Better risk management
- Increased financial savings
- Better work environment for staff
- Fewer confrontations
- Better consistency
- Better public image
- Less stress





## Chapter 2: Meeting Basic Needs and How the Concept Contributes to Inmate Behavior Management

**One important aspect of managing inmate behavior is understanding what motivates human behavior. Those who study behavior suggest that the drive to satisfy basic human needs is a prime motivator behind what people do and the choices they make. Because inmates are human, an understanding of what motivates human behavior provides jail administrators with a useful tool for managing inmates. It helps explain both good inmate behavior and bad.**

One of the more well-known theories of human motivation is that advanced by Abraham Maslow in his 1943 paper, *A Theory of Human Motivation*, and in his subsequent writings. Maslow states succinctly that "[m]an is a perpetually wanting animal."<sup>i</sup> This means that a human will experience a want or need, such as hunger, become motivated to meet that need, and then act in a manner intended to satisfy it. A hungry inmate, just like a hungry person in the free world, will take actions intended to satisfy his or her hunger, even if it means breaking a jail rule along the way. As Maslow put it, "all capacities are put into the service of hunger-satisfaction,"<sup>ii</sup> meaning that hungry inmates will make it their full-time job to find a way to satisfy that hunger.

Maslow identified five primary needs and arranged them in a hierarchy. These needs, in order of their primacy, are physiological, safety, love, esteem, and self-actualization. These needs have been applied to business, education, and most other manners of human enterprise. They will be defined in greater detail below and their relationship to managing inmate behavior will be explained. Maslow's premise was that the more basic, or more immediate to sustaining life, one's needs are, the more they would command the attention of the person feeling those needs. Meeting those needs would trump all other concerns and activities. As Maslow pointed out, when one cannot breathe, or if one were dangerously hungry, the urge to write poetry or the desire for a new pair of shoes is forgotten, or at least becomes of secondary importance.

For the purposes of inmate behavior management (IBM), we emphasize the concept that needs, not a hierarchy, are what drive behavior. A quick search of the Internet will reveal dozens of lists of "needs." They are arranged in lists of three, seven, nine, or more than fifty. Some lists present needs as primary, some as equal, and others as part of an interconnected system of give and take. Using Element Three to manage inmate behavior does not require acceptance of Maslow's hierarchy, but it does require an acknowledgment that inmates, like other humans, will act to ensure that their basic human needs are met.



**Maslow identified five primary needs and arranged them in a hierarchy.**

These needs, in order of their primacy, are:

- |                   |            |                        |
|-------------------|------------|------------------------|
| 1   Physiological | 3   Love   | 5   Self-Actualization |
| 2   Safety        | 4   Esteem |                        |

The world of advertising is another discipline that understands needs. The easiest way to motivate customers to purchase a product or service is to make them feel a need for it, even if the advertiser has to create a need in the process. To sell smoke alarms, insurance, or elective surgery, the advertiser appeals to the need to feel safe. To sell cosmetics or beauty aids the advertiser tweaks everyone's innate desire for love or to be welcomed socially. Some sports cars or designer labels appeal to our desire to have power and control. The principles behind writing advertising copy and managing inmate behavior are the same—in both cases, an influencer uses an understanding of needs to motivate exactly the kind of human behavior that he or she desires from other people.

## PHYSICAL NEEDS

Physical needs are the things, such as air, food, water, and protection from the elements, that support physical existence. In a broader context, you could also consider things such as adequate warmth, exercise, sanitation, and medical care as physical needs. Like all people in their normal environments, inmates will work to satisfy their physical needs by seeking sufficient food, adequate warmth, physical activity, medical care, clean clothes, and sanitary living quarters.

People in jail are in confinement, meaning that they are totally dependent on corrections officers for meeting their basic physical needs. If the food carts do not arrive, they go hungry. If the sink breaks, they go thirsty. If the heater malfunctions, they get cold. In the free world, people have options and they can generally meet their physical needs without breaking the rules of society. However, even in the free world, if someone's physical needs are dangerously deprived, that person will readily become impolite, then aggressive, next a rule-breaker, and finally a law-breaker if that is what it takes to satisfy a basic human physical need. Although few of us have had the opportunity to see how we would behave in the face of starvation, we can confess to being rude or grouchy if we miss even a meal or two.

How do people who are in jail behave when we don't meet their basic human physical needs? Inmates sometimes find themselves hungry or uncertain about the availability of future nutrition. This could be because they came to jail severely malnourished, because of inadequate food service in the jail, or perhaps because their food is sometimes stolen by other inmates. Their only available response to this need almost always involves breaking a jail rule, because they generally are not permitted to request seconds from the jail kitchen, go to the cupboard for snacks, make a quick run for fast food, or visit the fridge in the middle of the night, all of which are responses that any one of us who are not incarcerated make every day. Those responses being unavailable to inmates, the inmates resort to tricking corrections officers out of additional trays, stealing commissary from cellmates, or strong-arming extra food from weaker inmates. While jails have rules against those sorts of things, need-based theories of motivation predict that humans will forsake obedience to rules when faced with a serious deprivation of a basic human need. With inmates being human, they will act in this predictable manner.

## SAFETY NEEDS

A safety need is the general feeling humans have to protect themselves, or to be protected from anything that can hurt them. Our need for safety is what prompts us away from risky behaviors and causes us to order our lives so that we are generally protected from harm coming either from other people or from our environment. This need for protection from harm does not disappear when someone is incarcerated; in fact, we could argue that inmates are keenly aware of the need to protect themselves from harm.

Right or wrong, many inmates perceive harm coming to them potentially from other inmates, their environment, and even the security staff—and the inmates will act accordingly. If an inmate feels there is likelihood that he could be attacked by a cellmate, that inmate may fashion a weapon for protection. An inmate who feels unsafe will do this even if he was the type of person who never armed himself in the free world, or even if the jail has rules against fashioning a weapon. A weak or vulnerable inmate may attempt to increase the odds of his personal safety by raising his status among the aggressive inmates. Typical tactics of this sort include provoking a fight or assaulting an even weaker inmate, or threatening or "going off on"

a corrections officer at a moment when his predators are assembled as an audience. Another very common inmate behavior that is evidence of being motivated by the safety need is when a vulnerable inmate gets himself moved from general population into a single segregation cell by threatening to harm himself, or by purposefully committing a rule violation that he knows will lead to his punishment and isolation. All of these are examples of unwanted inmate behavior that we could reduce if we helped inmates feel safe in the jail environment they are confined in.

Interestingly, Maslow pointed out that another indication of our need for safety is the very common human preference for a kind of routine in our lives. He points out that one indicator of a child's need for safety is his preference for "some kind of undisrupted routine or rhythm. He seems to want a predictable, orderly world."<sup>iii</sup> We want to have a predictable, safe, orderly, organized environment in which to live. Anything that jolts us out of the rhythm or routine of our lives makes us feel anxious or unsafe, and we generally characterize that event as unjust or unfair. Maslow said, "the peaceful, smoothly running, 'good' society ordinarily makes its members feel safe enough."<sup>iv</sup> Being humans, inmates also seem to prefer a jail environment that is safe, orderly, and predictable, in which unexpected or dangerous things do not happen. Experienced administrators have learned to establish routines and order in their jails. In fact, "clean, safe, and orderly" are all accepted hallmarks of a well-run jail. It is no accident that the "clean, safe, and orderly" characteristics all refer to basic human needs.

## SOCIAL NEEDS

Maslow said that humans will "hunger for affectionate relations with people in general."<sup>v</sup> We express this need in our desire for social connections of all types, as many different types of interactions satisfy this need. It is easily observed in one's desire to keep connected with family and friends, but it is also expressed and felt in any one of the dozens of ways humans come together socially around activities such as sports, worship, politics, performances, or travel. It is the need expressed in the words of the theme song for the sitcom *Cheers*: "... you wanna go where everybody knows your name." However, in the corrections environment, we sometimes recognize social needs in common "us versus them" manifestations such as gang membership or the other criminal subcultures. In the absence of more normal social interactions, some inmates withdraw and become depressed, which undoubtedly contributes to the high incidences of self-harm or suicidal behavior in jails.

Social needs are keenly felt, and unfortunately the security apparatus that is typical of incarceration has the net effect of disrupting the social connections a person had in place prior to coming to jail. While legal repercussions and family member reactions to one's criminal behavior threaten to unsettle one's pre-existing social relationships, the physical barriers of incarceration literally interrupt normal social intercourse.

Jail inmates react to these interruptions in a predictably human manner; they attempt to re-establish them even though it means struggling against the rules that jail administrators have put in place to protect the security of the institution. For example, if the rules permit only family members to visit, inmates will try to present girlfriends or boyfriends as family members. If inmates have no money to place a phone call, they will manufacture a "family emergency" in an attempt to manipulate a free call, or they will steal a phone card from another inmate (while knowing that if the theft is discovered by the other inmates it will likely jeopardize a safety need in the future).

Jail administrators routinely put rules in place that directly affect the inmates' abilities to meet social needs. Jails have legitimate security concerns that lead them to regulate inmate mail, visiting, or other activities, such as time out of one's cell or how many inmates can be in the recreation yard at any one time. Achieving a balance between security concerns and inmates' basic human social needs is one of the challenges of our profession. It does not help our efforts to manage unwanted inmate behavior if administrators are blind to inmates' social needs when they make security decisions. Humans are social beings, and incarceration does not change or suspend that. Those working in jails would do well to consider how much inmate behavior, both good and bad, is motivated by a hunger to meet social needs.

## EMOTIONAL NEEDS

Maslow and others have indicated the existence of "higher" needs, such as the need for esteem, acceptance, fulfillment, respect, expression, achievement, or any number of so-called "emotional" needs. While the basic human needs of physical needs, safety, and social needs clearly and easily relate to inmate behavior, administrators should also consider how emotional needs influence inmate behavior.

Inmate behavior management plans can take advantage of the fact that even incarcerated persons sense a need to feel good about themselves. Providing legitimate and beneficial activities such as work, programs, self-help classes, arts, or crafts will thwart less desirable attempts by inmates to satisfy their need for reputation, prestige, respect, or esteem at the expense of other inmates or corrections officers. Jail inmates, like other humans, experience pleasure, satisfaction, and self-esteem when they complete an assignment and receive praise or recognition of it, whether it is cleaning a hallway or improving their reading skills. They will want to repeat the pro-social activities that earned them esteem, which makes them easier inmates to manage and leaves them with less time to get into trouble.

Inmates also react when they are deprived of these same emotional needs for esteem, acceptance, dignity, and respect. Their reactions may cause them to be difficult to manage. If an inmate feels he is being "disrespected" by an officer working in a housing unit, then he may act out to either force respect or put the officer down. An officer who gives inmates the impression that there is nothing they can do to earn his respect is an officer who is left with few effective tools for managing inmate behavior.

It is important to understand that although inmates sometimes break jail rules when they attempt to meet their needs, the impulse that is motivating their behavior is at its most fundamental level an impulse that is universal and common to us all. Just like inmates, we have all had occasions when we've acted inappropriately while trying to meet a basic need. How many of us have stomped out of a store when we felt we were being treated rudely or with disrespect? How many of us have broken traffic laws while seeking emergency medical care?

Jail administrators will not be able to take full advantage of the power of meeting the basic human needs of inmates until they understand that inmates who behave badly while attempting to meet basic human needs are still just attempting to meet their needs. Various forms of need-fulfilling behaviors will continue until the needs are satisfied, and a certain proportion of all need-fulfilling behaviors will be against jail rules. The way to reduce the rule-breaking need-fulfilling behavior is to take steps to ensure that inmates' basic human needs are being satisfied legitimately.

For example, suppose a community wanted to reduce the number of homeless people crawling into garbage dumpsters in search of food, thinking that behavior unseemly and unsanitary, not to mention dangerous. They could respond by posting signs warning homeless people not to enter a dumpster, they could require dumpster owners to lock the dumpsters, or they could post guards at the dumpsters; but as long as there were hungry homeless people around, the dumpsters would always be a tempting source of free food. As an alternative, the community leaders could increase other, more sanitary sources of free food, such as food banks or soup kitchens, and thereby reduce or eliminate the need for the hungry homeless people to crawl into a dumpster.

Remember the Inmate Frank Lambert scenario that introduced chapter one. That is only one example of a common type of unwanted inmate behavior that is borne of an inmate attempting to meet a basic human need—in his case, sleep. Because Frank could not sleep, the jail had to make a cell move in the middle of the night, an officer had to write an incident report, a plumber had to unclog a toilet, a cleaning person had to mop water from a flood, another officer had to inform supervisors, and the jail had to use a segregation cell for an otherwise low-custody inmate. Imagine the trouble that the jail could have avoided if only jail staff had other means of ensuring a quiet environment that permitted inmates to sleep. Imagine how many times similar scenes play out in jails—of inmates provoked to rule-breaking, need-fulfilling

behaviors that require an official, albeit very time-consuming, response. In fact, it could be a very illuminating exercise for administrators to examine carefully the next month's incident reports in their jail and see how many of the incidents they could somehow trace back to an inmate attempting to meet a basic human need. Perhaps it would be even more enlightening to conduct a study of inmate grievances from the point of view of unmet basic human needs.

Keep in mind that although some examples of inmates meeting basic needs seem trivial, this sort of unwanted inmate behavior can also become very serious. An inmate stealing an item of commissary from another inmate may be a small matter in many jails, but we are aware of at least one jail where an inmate stole a honey bun from another inmate, and the inmate responded by beating the thief to death. Murder is not a trivial matter in any jail. Another sobering thought to bear in mind is that although the meeting of a basic human need is usually an individual matter, people with similar needs tend to group together to find ways to satisfy that shared need. Suddenly, an individual inmate trying to trick an officer into giving him an extra food tray becomes a riot that involves an entire housing unit or jail facility.

An understanding of basic human needs helps us avoid unwanted inmate behavior on the one hand, while encouraging desired inmate behavior on the other. Abraham Maslow (1954) pointed this out stating, "It is often easy to understand that frustration and hostility result from needs being blocked, but harder to accept that compliant behavior comes from needs being met."<sup>vi</sup> In the following chapter we will consider how all of the various divisions of a jail can work together towards meeting inmate needs.

---

#### Endnotes

<sup>i</sup> Maslow, *A Theory of Human Motivation*, 370.

<sup>ii</sup> Ibid., 373.

<sup>iii</sup> Ibid., 377.

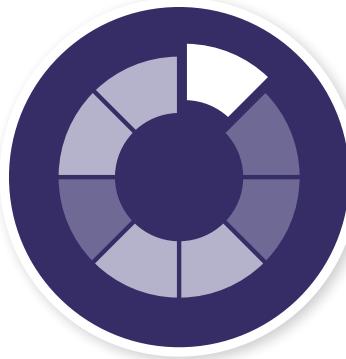
<sup>iv</sup> Ibid., 378.

<sup>v</sup> Ibid., 381.

<sup>vi</sup> Maslow, *Motivation and Personality*, 36.

**Inmate behavior management plans can take advantage of the fact that even incarcerated persons sense a need to feel good about themselves. Providing legitimate and beneficial activities such as work, programs, self-help classes, arts, or crafts will thwart less desirable attempts by inmates to satisfy their need for reputation, prestige, respect, or esteem at the expense of other inmates or corrections officers.**





## **Chapter 3: The Roles of Various Jail Divisions in Meeting Inmate Needs**

**All the divisions in a jail have a role in meeting inmate needs. It is not the sole providence of the medical unit or food service department, although they play key roles. Each division has an effect on inmate behavior, and each staff person's understanding of an inmate's basic human needs will contribute to the goal of successfully managing inmate behavior.**

### **SECURITY DIVISION**

The primary role of the security division is to maintain the safety and security of the jail's operation. Obviously security personnel are very concerned with managing inmate misbehavior that may arise from unmet safety needs. Perhaps security's single greatest responsibility is to provide housing units that are safe for inmates to live in and safe for officers to work in, but there are also other aspects of their jobs that they can enhance and strengthen by having an understanding of basic human needs.

### **Inmate Classification**

Proper inmate classification and a well thought-out housing plan contribute to a safe jail environment. If done properly, a classification system will sort the inmate population and identify those who are more likely to engage in assaultive or predatory behaviors. The function of the housing plan is to identify areas in the jail that are best suited for managing these assaultive or predatory inmates and allow them to be separated from other inmates who are more prone to becoming prey. A housing plan is very important because (1) when inmates are housed with other inmates with similar custody levels, (2) when the housing units are balanced in terms of age and race, and (3) when corrections officers have a high-visibility presence in the housing unit, then inmates have very little reason to fear for their safety. Inmates who feel safe naturally avoid the behaviors that inmates who do not feel safe display. Namely, they do not fashion weapons, align with other inmates, isolate themselves, threaten others, or manipulate their cell location.

### **Cell Searches**

Cell searches can be an important means of revealing which basic human needs are not being met. A search that uncovers one or more weapons in a minimum custody housing unit can reveal that there is at least one predatory inmate misclassified into that unit, and the inmates are taking precautionary actions. Stockpiles of food could mean that the inmates are hungry, and perhaps the kitchen is not paying attention to portion size, or there may be too much time between meals. An abundance of extra blankets or clothing could mean that the inmates are cold, and perhaps a piece of air-handling equipment is malfunctioning, or the vents have become blocked. Homemade craft items fashioned from jail supplies could mean the inmates are bored and need to be given work assignments or productive activities.

## Referrals

Making referrals to other jail divisions is an important function of the security division that people sometimes overlook. Corrections officers must be empowered and encouraged to actively refer maintenance issues to the facilities management division, or to actively refer medical concerns to the medical division, or to contact the food service department when meals appear to be unsatisfactory. In too many jails, line staff ignore routine issues or they evade responsibilities by saying, "That's not my job." Instead of preempting inmates' rule-breaking, need-fulfilling behavior before it can grow, when an officer disregards a minor complaint from one or two inmates, it can blossom into a major need that occupies the attention and energies of every inmate in the housing unit. The postmortem examination of almost every jail riot or critical incident typically reveals that the line staff knew for weeks that inmates were becoming unhappy with the food service, the change in visitation policy, or the cancellation of recreation time, but they did not intervene until the inmates had escalated their attempts to get their basic needs met.

Corrections officers are the first ones to know when an inmate can no longer get hot water, whether the jail is infested with pests, or whether the new sheriff's decision to serve only two meals a day is causing hunger. Jail administrators need to empower corrections officers with the ability to make referrals to other divisions, and then ensure that a line staff's referral carries weight and cannot be ignored. When it comes to defusing future behavior problems, the decision to take inmate needs seriously has to start at the top, but staff need to enforce it daily.

## Rule Violations

Tracking rule violations is something security staff can do to measure the influence that unmet inmate needs is having over inmate behavior. Certain rule violations are dead giveaways that inmates' basic needs are going unmet and are motivating misbehavior. This concept will be examined in some detail in chapter 4, but we introduce it here to highlight that this practice of tracking rule violations is a legitimate and important function of the security division. More is meant by "tracking" than just providing aggregate counts of the numbers of fights or assaults. Tracking implies that at least one security position is watching the daily rule violations to see what those violations reveal about the jail's breakdown in controlling inmate behavior. It is looking to see what is happening, but also why it is happening, since frequently a systemic problem relating to unmet inmate needs is the "why."

## Inmate Programs

Supporting inmate programs is something that security staff are willing to do once they understand the relationship between inmate programs and inmate behavior. Inmate programs are anything that enable inmates to meet their social and emotional needs. These programs include recreation, mail service, access to affordable telephones, visitation, and any number of educational, vocational, or therapeutic programs. These are all pro-social activities that are not against the jail rules and they contribute to the orderly operation of a jail facility. If the jail reduces or overly restricts these activities, inmates will find other ways to express their social and emotional needs. The alternative expressions, such as increased gang behavior, schools of crime, graffiti, inappropriate sexual behavior, and aggression, will likely be unwelcome and difficult to manage.

## Respect

Treating inmates with dignity and respect is one of the most important things corrections officers can do to lay the foundation for compliant and rule-abiding inmate behavior. Part of each human's emotional makeup is the need to feel esteemed by other people. Inmates are no exception to this, and they respond positively when treated with respect. Conversely, if corrections officers treat inmates disrespectfully, it almost certainly will provoke some sort of compensatory behavior as the inmate seeks to avoid looking weak in front of other inmates, or attempts to compel the officer to respect him. Once mutual chest-thumping behavior begins, any officer's ability to influence the behavior of an inmate positively has already quickly diminished.

## MEDICAL DIVISION

A proportion of the population of any jail comprises inmates with medical concerns. It could have been that, while they were on the outside, they neglected attending to their health for various reasons. Now that they are in jail, medical care is free to them, and jails have a constitutional responsibility to deliver at least basic medical treatment. The fact is that as a result of the poverty and lifestyle choices typical of many offenders, inmates as a group are less healthy than the average non-incarcerated population.

Incarceration often creates a situation where at least some inmates will feel a keen need to seek medical care. In most cases inmates are not inventing the ailments, and whether they were treated for it on the outside is a moot point, because now they are in jail. If jail staff do not work together to meet inmates' safety needs, behavioral problems will result.

While the primary role of a jail's medical division is meeting inmates' basic physical and safety needs, the division also arguably has a role in meeting some social needs. In fact, in some jails, inmates feel the nurses are the only people who have an interest in helping them. They seek the care of the medical department, sometimes to the extent of exaggerating symptoms or even self inflicting injuries to be seen by the nurses more often. Nurses and officers can resent and resist that phenomenon, or they can anticipate it and recognize it for what it is—the behavior of occupants of a sometimes hostile environment who are searching for a way to spend some moments with a sympathetic person who at least gives the impression that he or she is concerned about the inmate.

Since medical care is one of the most expensive services that jails provide, it is understandable that administrators and medical providers alike wish to reduce the demands on medical care that they consider frivolous. Jail administrators who suspect inmates of placing too great a demand on the medical division might consider expanding programs that offer cheaper ways for an inmate to meet their social needs. For example, we know the story of an inmate who faked an illness at Christmas time, just so he could enjoy the Christmas lights on the ride to and from the hospital and feel a bit of the seasonal spirit. Perhaps the jail could have hosted holiday events for the inmate housing units at a fraction of the cost of that hospital trip. In another example, a jail experienced significant reductions in suicide attempts and other medical demands after making productive activities available to inmates for the first time.

## MAINTENANCE, HOUSEKEEPING, AND LAUNDRY

A clean jail is one of the hallmarks of a well-managed facility. Clearly, it is important to people living in jails that the toilets work, water runs hot and cold, vermin and insects are controlled, temperature extremes are avoided, cleaning supplies are adequate, and clothing and bedding are reasonably clean. The desire to live in a clean and comfortable environment is a basic human safety need. Anyone who has checked into a substandard hotel room knows the lengths one will go to until the proprietor makes things right. We simply will not willingly live in those conditions.

There may be a temptation in the correctional world to cut corners in this area because the jail is not a hotel, and there is a strong feeling in some circles that the jail experience should not be a pleasant one ("If they don't like it, they shouldn't keep coming back," some say). However, you must manage behavior while inmates are in jail, and it makes no sense to condone a set of living conditions that essentially guarantees bad inmate behavior. It is well known that inmates who live with a scarcity of soap or toilet paper will steal it, hoard it, and threaten correctional staff to get it. Inmates who do not have clean sheets or clothing will destroy what they have to get replacements, or they will wash their own laundry and hang it up in the cell blocks to dry, which obscures the vision of the corrections officers and is a rule violation in itself. Inmates forced to live in a room with no functional toilet will very soon resort to a type of unwanted behavior that is unsanitary for them and correctional staff as well.

Wise jail administrators will work very hard to put in place systems that supply inmates with needed cleaning gear, provide them access to needed sanitary items, and allow them to exchange laundry regularly. These jail administrators also understand the wisdom of working closely with the maintenance and housekeeping departments to ensure those entities understand their key position in the plan to control unwanted inmate behavior. In one jail, there was a plumber who just did not like inmates. This plumber would come into a cell to unplug a toilet, and then leave when the job was over with all of the contents of the formerly plugged toilet strewn and splattered around the cell. The plumber would tell the officers that the cell was "good to go" and the unsuspecting officers would move the inmates back into the cell only to have a mini-riot break out. It was all very entertaining for the plumber, but it was not very smart from the point of view of controlling unwanted inmate behavior. The simple job of unplugging a toilet turned into a time-consuming episode of destroyed property, confrontations, writing reports, giving hearings, occupying segregation cells, doing laundry, and cleaning cells.

## FOOD SERVICE

Eating is a physical need and it is quite simply necessary for survival. For that reason, food can be a prime motivator for unwanted inmate behavior. Unpalatable food, excessively small portions, changes in food service routines, or the length of time between meals have been the root cause for a number of jail uprisings ranging from sit-down strikes to full-blown riots. Any changes to food service should always be approached very cautiously with a view towards how it will be perceived by the inmate population. If the inmates' hunger is not satisfied or if they think they are being deprived, they will act out in undesirable ways no matter how many calories a dietitian says they are officially being served.

On the positive side, food is such a powerful need it can readily be used as an incentive, reward, or motivator for desired inmate behavior. Jails have successfully used extra food in return for added work assignments as incentive to motivate inmates to work long hours. In this regard it is frequently the social aspects of eating that motivate in addition to the physical need of food itself. Some jails reward inmates who reach certain goals set by the administration (such as sanitation, cleanliness, or program completion) with a pizza party or a popcorn-and-movie night. Experience shows that inmates will work hard together to achieve the social-need fulfilling experience of a food reward shared with the entire housing unit.

Most jails use inmate workers to help prepare food and deliver it to housing units. In the best of circumstances, this activity contributes to satisfying inmates' emotional or esteem needs. Particularly if participation in food preparation is treated as a way to train for a future career in the food service industry, inmates can gain a great deal of pleasure and satisfaction out of working in the jail kitchen. There are some food service vendors working in jails that allow inmate workers to test for and earn certificates in food prep, baking, or sanitation. Inmates receive these certificates to aid them in their search for work upon their release from jail.

**The benefit for jail administrators is that not only do activities keep inmates occupied, but they also contribute to helping inmates satisfy social and emotional needs. Without that, inmates will find ways to satisfy those needs in ways that may not be conducive to good inmate behavior management.**

## INMATE PROGRAMS

Almost all jails have some types of inmate programs. At the minimum, these programs will include opportunities for recreation and religious services. A growing number of jails understand the role of programs and activities as tools for managing inmate behavior and in fact, Element Six of the Inmate Behavior Management Plan is "keeping inmates productively occupied." The benefit for jail administrators is that not only do activities keep inmates occupied, but they also contribute to helping inmates satisfy social and emotional needs. Without that, inmates will find ways to satisfy those needs in ways that may not be conducive to good inmate behavior management. As noted in chapter 2, when a jail does not meet inmates' social needs, inmates will turn to gangs, criminal subcultures, inappropriate sexual activity, depression, or self-injurious actions, which are all unwanted inmate behaviors.

Any program that brings inmates together around a directed activity, allowing them to interact and accomplish things in a pro-social environment, will meet inmates' social and emotional needs. Self-help, therapeutic, educational, or vocational programs generally have the benefit of meeting social need requirements, but they also help with esteem needs since inmates feel good about learning and improving their chances for future success.<sup>i</sup>

For detailed suggestions about beneficial programs, refer to chapter 4 in *Programs and Activities: Tools for Managing Inmate Behavior*,<sup>ii</sup> a recent National Institute of Corrections publication.

## TRAINING DIVISION

To achieve consistency across the divisions and across the various work shifts and details, a jail's training programs for staff should be reexamined with a view toward conveying the importance of meeting inmates' basic human needs. This is easy because human needs touch every aspect of jail life, and you can reference it in nearly every topic discussed in training. For example, when training cell search techniques, instructors can point out the importance of being able to recognize what it means when an officer finds stockpiles of food, weapons in a minimum custody unit, or medication that an inmate has hoarded. When training in investigation techniques or incident report writing, trainers can teach officers to consider the motive behind an inmate's action, because a pattern of not meeting a given need will continue to provoke incident after incident. When trainers teach officers interpersonal communication skills, they can teach officers to pay attention to inmate statements indicating an unmet need, because that will get at the core of what an inmate is trying to say.

**To achieve consistency across the divisions and across the various work shifts and details, a jail's training programs for staff should be reexamined with a view toward conveying the importance of meeting inmates' basic human needs.**

## ADMINISTRATION

Jail administrators have a central role in meeting inmates' basic needs. One of the first and most basic things an administrator can do is ensure the existence of an inmate request system that works. Some jails still do not have any way for inmates to make requests in writing, and in many jails that do, written inmate requests are ignored or not answered in a timely fashion. From the needy inmate's point of view, if a request takes 7 days to be answered, it means the inmate was ignored for 6 days. The longer the period of being ignored is, the greater the chance that the inmate will decide to escalate his or her rule-breaking behavior to bring attention to the situation. Think of the request protocol as an early warning system. For example, a common act of misbehavior in jails is "flooding." Some inmates flood out of sheer boredom, but many floods occur when inmates are trying to get a supervisor to come to the housing unit because they desperately want to talk to someone with the authority to meet their need. If inmates had had a way to get an answer sooner, floods would be avoided.

Rather than mopping up floods, or mopping up the outcomes of other unwanted inmate behavior, it makes sense for administrators to put a system in place that allows inmates to submit a written request. For the request system to achieve the desired result (avoiding unwanted inmate behavior), it has to be:

- 1 READILY AVAILABLE FOR THE INMATE TO USE
- 2 TAKEN SERIOUSLY BY STAFF
- 3 HONESTLY ANSWERED IN A TIMELY FASHION

Making request forms readily available for inmates to use means that there is always a supply of the forms within the grasp of the inmate population, together with access to a writing instrument. A stack of forms without a pencil is the same as no forms. Some jails require inmates to ask a staff person for a request form, one form at a time. In many cases the rationale behind that policy is a good one, with the thinking being that if you get the inmate talking to the staff person, the staff person in many cases will resolve the issue without the inmate even needing to write a complaint. In other jails, the forms are parsimoniously distributed in hopes of saving money on printing the forms or cutting down on the number of requests. In some cases, staff are reluctant to hand out the forms for their own reasons. The end results in all of these situations: an early warning system that is short-circuited and nullified.

Staff also have to take the request system seriously, meaning that they need to see it as a useful tool for helping them do their jobs or even relieve part of their workload, instead of seeing it as an unwarranted additional chore for them to perform. The obligation to train staff in this regard falls to the administrator. This training can include formal training in the academy that explains the entire philosophy behind the request system. It can be on-the-job training, but unfortunately that can degenerate to, "Here is what we call a kite; throw one or two in the cell if somebody asks for one, and then pick it up later when you are good and ready." An effective training method is to lead by example. Administrators can underscore the importance of the request system by consistently demonstrating to their subordinates that they process an inmate request just as expeditiously as they do a request coming from a member of the public. On the other hand, several weeks' worth of inmate request forms piled up on an administrator's desk, or overflowing into the trash can, also speaks volumes to staff.

The request forms also need to be honestly answered in a timely fashion. To have the desired effect on moderating unwanted inmate behavior, requests need to be answered before the frustrated inmate acts out. An instant answer is ideal, which is why administrators should encourage officers to read the requests as inmates turn them in and deal with the ones that are within their power to resolve. That is why it is better to have inmates hand request forms to an officer instead of placing them in a box for later collection. An inmate who can't sleep because his cell is extremely cold is more likely to act out quickly than an

inmate who has not been able to access the recreation yard for a week. Administrators should enforce reasonable guidelines for how quickly certain types of requests need to be answered, such as asking that requests to the medical department are answered the next day while requests to the chaplains are answered within one week.

Grievance systems are like request systems although they generally are more formal and sometimes their use is limited to certain topics. For a grievance system to become an effective tool in managing inmate behavior, it has to have the characteristics of a good request system in that it is (1) readily available to inmates to use, (2) taken seriously by staff, and (3) honestly answered in a timely fashion. A facility whose policy says that classification decisions or cell moves cannot be grieved makes it impossible for an inmate to use that avenue to get relocated into a safer housing unit, so perhaps the inmate will believe that he has no option but to act out to get moved.

A more common drawback to grievance systems is the fact that due to their formality, the compliant is seldom resolved in a timely enough fashion to affect inmate behavior positively. Sometimes it appears as if grievance systems are designed to purposely delay a response from being given. Other grievance systems have been accused of being needlessly complex in order to discourage inmates from using them. Such systems may serve some dubious administrative purpose, but they are essentially useless when it comes to having a positive effect on inmate behavior.

Another thing an administrator can do is evaluate all policies and procedures for their effect on inmates' basic human needs. A particular policy or procedure may be having the unintended consequence of reducing a facility's ability to meet the basic human needs of its inmate population. It is a useful exercise for administrators to identify the various ways their facility meets inmate needs and then review the policies surrounding those needs.

For example, an administrator may determine that providing access to an outdoor recreation area is one good way to help address inmates' physical and social needs. In reality, it may be that the inmate population severely underuses the recreation area, thereby depriving it of any efficacious effect on behavior. In this case it could be that certain policies within the administrator's ability to control are contributing to the recreation area's underuse. Perhaps the only times inmates are permitted into the recreation area are when they don't want to go, such as early in the morning. Perhaps it is the policy of the facility that if a visitor comes while the inmate is at recreation, he forfeits his visit that week. Perhaps the inmates are not permitted to shower when returning from recreation, and they don't want to be sweaty for the rest of the day. There are any number of policy-driven factors that could be contributing to the recreation area becoming an ineffective tool for moderating unwanted inmate behavior.

The example above is just one of many that could be given. Administrators should look for others. Topics ripe for examination, along with the policies governing them, are dayroom periods, phone or visitation restrictions, laundry, bedding and clothing practices, access to medical care, food service, commissary, and cell assignments or housing plans. Each of these are areas that have something to do with meeting needs and they are typically surrounded by a multitude of policies, standard operating procedures, routines, or just plain old traditional practices that could be robbing the effectiveness of what should be a useful tool for controlling behavior.

Administrators should keep the connection between needs and behavior in mind when they are doing advance planning or contemplating about making a change or bringing in something new. New policies, practices, buildings, or technologies should not be adopted without first analyzing their effect on meeting basic needs. Meeting basic needs does not have to become a driving force that trumps every other consideration when arriving at a decision, but it at least should be kept in mind and inform the decisionmaking process.

For example, suppose an administrator was considering introducing electronic kiosks into the dayrooms of each of the housing units and the inmates would be required to use these kiosks to order commissary, schedule visits, check their fund balance, find out their court date, and enter requests. The administrator had just been visited by a vendor whose sales demonstration did a good job listing all of the benefits, with the chief among them being that kiosks would free up the officers for their "other duties." When deciding something like this, all administrators are accustomed to balancing out all of the normal considerations, like cost, security, logistics, training, and even how it would look to the public. Meeting basic needs is just another consideration to add to the mix. Would this sort of kiosk help or hinder meeting basic inmate needs or would it somehow frustrate an inmate and provoke unwanted behavior?

After consideration, the administrator may decide to proceed with the kiosks but only with some added caveats. The administrator may like the idea of using the kiosk to allow the inmates to order their own commissary but is concerned about what the alternate system would be if the kiosk happened to be out of service when commissary is routinely ordered. To guard against inmates missing their commissary and acting out because of that, permission to proceed with the kiosk is given only after a paper backup system is provided for, or a support agreement that guarantees no kiosk will be out of service for more than one business day. The administrator may also decide to implement the kiosks but not deploy the ability to do electronic requests, out of fear that the electronic request system might not meet the requirements that a request system be (1) readily available to the inmate to use, (2) taken seriously by staff, and (3) honestly answered in a timely fashion. Other administrators may decide that in their facilities an electronic request system would provide a vast improvement in their ability to meet these three requirements. The important thing is that the concept of avoiding unwanted inmate behavior by meeting basic human needs informs the decisionmaking process.

Another example would be the decision to adopt video visitation instead of a current system of visitation through glass partitions. Video visitation usually brings significant advantages, such as reducing inmate movement through facilities or savings in staffing resources. The downside may be a concern that if inmates don't think it is a "real visit," it might affect their social needs and provoke unrest. Wise administrators are alert to this, and they will steer away from low-quality video visitation systems with poor sound, poor video quality or smaller than live-size screens. They may also search for ways to use this new technology to actually improve upon meeting inmates' social needs, such as using the efficiencies of video visitation to expand the number of visiting opportunities or the length of time an inmate could visit, or perhaps even taking advantage of the technology's ability to permit people to visit from their homes.

**Administrators should keep the connection between needs and behavior in mind when they are doing advance planning or contemplating about making a change or bringing in something new. New policies, practices, buildings, or technologies should not be adopted without first analyzing their effect on meeting basic needs.**

Jail administrators make literally countless decisions that affect the lives of inmates. Every decision should be accompanied by a consideration of whether the change will help control inmate behavior. All six of the elements of Inmate Behavior Management need to be used to inform decisionmaking, but sometimes the topic of meeting basic human needs is the "forgotten one." Administrators seldom apply it to the decision process, but it should be applied and present in the minds of administrators as they consider the whole realm of their responsibilities, from jail construction or renovation, to adding or reducing inmate programs, to contracts for inmate phone service, commissary, or food service. Everything in the jail environment can either accidentally prevent inmates from meeting basic needs or enhance their abilities, with the corresponding effect on inmate behavior.

It should be plain that if all of the divisions of a jail do not work together to meet inmates' basic human needs, the jail will likely not be a safe place for either inmates or staff. Staff who work in a place where their own safety is at risk will also respond in ways to meet that basic need, such as by avoiding the workplace through absenteeism or resignation, or avoiding inmates when they do come to work. The compounding effect of ignoring inmates' basic needs has serious results that are manifested not only in the life of the inmates, but in the experience of the staff and administrators as well.

Because this is so important, the next chapter will discuss methods of measuring how well a jail is doing in meeting basic human needs. It will examine more closely the connection between unmet needs and inmate misconduct, and it will delineate the relationship between certain needs and certain patterns of misconduct.

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#### Endnotes

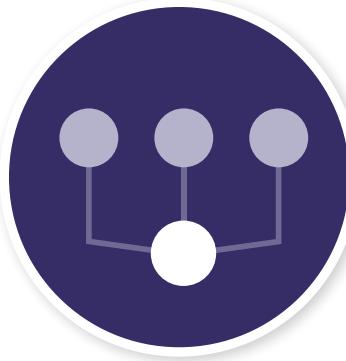
<sup>i</sup> For detailed suggestions about beneficial programs, refer to chapter 4 in *Programs and Activities: Tools for Managing Inmate Behavior*, a National Institute of Corrections publication.

<sup>ii</sup> Martin and Kaledas, *Programs and Activities*

**The compounding effect of ignoring inmate basic needs has serious results that are manifested not only in the life of the inmates, but in the experience of the staff and administrators as well.**







## Chapter 4: The Connection Between Basic Needs, Inmate Misconducts, and Grievances

**As has been mentioned in earlier chapters, there is a connection between inmates seeking to meet their basic human needs and inmate misbehavior. Due to the nature of confinement itself, incarcerated people have few options for meeting their needs in the instances when they are going unmet. Inmates have a lack of options that are within the rules of a facility. When they exhaust those options, they must either become content with the unmet need or resort to an alternative plan of action that violates the rules.**

Take the sleepless Frank Lambert, whose case introduced chapter 1, for example. He is stuck in a housing unit that is loud, but what rule-abiding options does he have for quieting it down, aside from asking an officer to intercede? He is cold, but clearly he has no access to the thermostat, and he was not issued extra sweaters or quilts, so he is back to the one option of asking an officer for help. His attempts to engage an officer's help over the intercom are rebuffed. At this point he can probably think of a number of options, but all of them would break one jailhouse rule or another.

It is true that not every rule violation is a result of a breakdown of meeting inmate basic needs. It is also true that inmates must be held accountable for their poor behavior, even when that poor behavior is motivated by a desire to meet a basic need. The premise of the element of meeting basic needs under inmate behavior management (IBM) is that if jail staff (from top to bottom) pay attention to meeting inmate basic needs, it will eliminate a factor that contributes to at least a portion of the rule violations that the inmates in their custody commit.

To further illustrate this, below is a partial list of the sorts of inmate rules that are common to most jail facilities. Along with each rule is a brief description of how in some cases, the violation could be prompted by an inmate attempting to meet a basic human need. Again, an unmet need may not be the sole explanation, or a legitimate excuse for the behavior, but it could be one contributing factor that if reduced, a corresponding reduction in unwanted inmate behavior would follow.

**RULE 1** “**You will not have extra clothing, towels, or bedding in your possession.”**

One reason for accumulating extra clothing or bedding is because inmates are cold and they are meeting a basic need for warmth. If the heat in the housing unit could be regulated successfully, that particular reason for hoarding bedding would go away. If the facility cannot regulate the heat, it should consider increasing its standard issue of bedding to the inmates, so at least the lying, stealing, threatening, and manipulation that the inmates engage in to procure extra clothing and bedding will be reduced.

Another reason for accumulating extra clothing, towels, and bedding is because the length of time between laundry exchange is too long, and inmates are being expected to use dirty towels, sheets, or clothing. Sanitation is a basic human need, although clearly some inmates have different tolerance levels as it relates to cleanliness. If this is the need that is prompting the misbehavior, then more frequent laundry exchanges is the solution.

**RULE 2** "You will not have food that is not sold in commissary in your cell."

This is a simple example of hoarding behavior that is usually a response to inadequate food service. This is frequently seen if there is too long a time between the evening meal and breakfast or if the total number of calories is not evenly distributed between the meals. Taking the food served at meal time back to one's cell is a behavior that sometimes occurs if an inmate does not feel safe in the lunchroom or dayroom where the meal is served. If predator inmates are stealing food from other inmates' trays, some inmates will fill their pockets and bring the food back to their cells where they can eat in safety.

**RULE 3** "You will not hang pictures, towels, bedding, clothing, or personal items from the walls, beds, doors, or bars."

At times inmates will hang bedding in an attempt to obscure vision into their cells. There are many reasons for this. They may be attempting to create a zone of privacy in order to permit them to violate another rule in secret. Other times they may simply be attempting to dry sheets or bedding that they washed themselves in their sinks or showers because the jail's bedding exchange system was infrequent or nonexistent. In such cases the behavior is being motivated by a basic need for hygiene. In other cases they are attempting to darken the cell because after-hours noise has made it impossible for them to sleep at night.

**RULE 4** "When you come out of your cell you are to be wearing your full jail uniform. You will not wear any linens, blankets, or towels anywhere on the uniform."

While it may be a statement of individual style for an inmate to wear a towel or pillowcase on his head, this rule violation also uncovers behavior that is motivated by an attempt to keep warm. Infrequently inmates also wear blankets wrapped around their torsos under their shirts as armor, because they fear being attacked. In that instance, the rule-breaking behavior is motivated from the need for safety.

**RULE 5** "You will hang up the phone immediately when an officer tells you to, and you will not monopolize the phone when others are waiting to use it."

Inmates have social needs and in the isolated conditions of confinement they crave contact with their families and friends on the outside. Just like the officers who work in the jails, sometimes all is well at home but other times there are problems, illnesses, or perhaps celebrations they'd like to be part of. And just like the officers have sometimes been known to leave their posts to place a personal phone call home or take a sick day to attend a family function, inmates are known to manipulate the system to increase their contact with their loved ones in the free world.

**Inmates have social needs and in the isolated conditions of confinement they crave contact with their families and friends on the outside. Just like the officers who work in the jails, sometimes all is well at home but other times there are problems, illnesses, or perhaps celebrations they'd like to be part of.**

**RULE 6** "You will not plug or block the air vents in your cell."

This is a nearly universal problem in jails with cells that have vents within tampering range. It may be because of the hot or cold air blowing from them, or because of the noise the air movement creates, but inmates block them in an attempt to control their environment and address the basic need of proper temperature and sleeping conditions. Being humans ourselves, we know how we react when our office, home, or hotel room is too cold, and we are not even confined to those spaces.

**RULE 7** "You will not misuse medication. You will not store, trade, or sell any medication."

A good portion of the violations of this rule can be chalked up to drug-seeking behavior, and no attempt will be made here to discuss whether addiction is a need that jails should be concerned with. There are numerous other misuses of medication in jail that relate to much simpler needs. Some inmates palm their medications and give them away because other inmates are threatening them, so it is in response to a safety need. Some inmates store their medication so they can take it at bedtime to sleep, so it is in response to a physical need. Some inmates sell their medications for food or commissary, so it is in response to hunger.

**RULE 8** "You will obey any order from a staff person."

Inmates will disobey an order because they are willful, headstrong, and stubborn but also when they are attempting to meet a basic need and they see no other way around it. For example, an inmate who is afraid of being assaulted in the recreation yard will refuse an order to go from his cell to the

**Below is a partial list of the sorts of inmate rules that are common to most jail facilities.**

- 1 "You will not have extra clothing, towels, or bedding in your possession."
- 2 "You will not have food that is not sold in commissary in your cell."
- 3 "You will not hang pictures, towels, bedding, clothing, or personal items from the walls, beds, doors, or bars."
- 4 "When you come out of your cell you are to be wearing your full jail uniform. You will not wear any linens, blankets, or towels anywhere on the uniform."
- 5 "You will hang up the phone immediately when an officer tells you to, and you will not monopolize the phone when others are waiting to use it."
- 6 "You will not plug or block the air vents in your cell."
- 7 "You will not misuse medication. You will not store, trade, or sell any medication."
- 8 "You will obey any order from a staff person."
- 9 "You will not possess or make a sharpened instrument or anything else that can be used as a weapon."

yard. Security staff should receive training on what to look at behind an inmate refusing to obey an order, and not simply have staff write inmates up and hand out a sanction. If an inmate is being ordered to lock up into a cell in which he does not feel safe, he will refuse to lock up. There are multiple reasons why inmates refuse to return to their cells, but unmet needs is certainly one of them. Inmates may feel safe in the cell but be frustrated by another sort of unmet need, such as an inability to see a nurse, or failure to get their reports of commissary theft taken seriously. In these situations it is not uncommon for an inmate to disobey an order in an attempt to speak to a ranking officer who will look into his complaint.

**RULE 9** "You will not possess or make a sharpened instrument or anything else that can be used as a weapon."

Not all inmates who fashion a weapon are predators. In many situations they are making the weapon for defensive purposes because they are incorrectly classified or housed and they fear for their personal safety. If a weapon or weapons are found in a minimum custody housing unit, it is frequently a signal that a predator inmate has been moved into their midst.

A very useful exercise for any jail administrator would be to read the incident reports from their facility for a period of time and note how many incidents were prompted, at least in part, by an inmate's misguided attempt to meet a basic human need. Studying the incidents from this point of view will allow administrators to develop insights that they can use to reduce unwanted inmate behavior. Perhaps it will reveal a need for staff training, better orientation for inmates, or policy changes.

The incident report reproduced below is a good example of this. It is an actual narrative of an incident report from a Midwestern jail, and it appears word-for-word as the officer actually wrote it, with nothing changed except the inmate's name. The inmate was charged with "Failure to Obey an Order." Read this report with a view towards identifying any possible inmate need that may have prompted the misbehavior, and pay attention to any details, including the fact that Inmate Morton was first in line to get his meal tray.

*INCIDENT: At the time of this incident, I was passing out the lunch trays to the "C" pod. Inmate Morton was first in line to receive a tray. I noticed inmate Morton had a diet tray on the cart; however, he was taking a regular tray. Before he could walk away, I told inmate Morton that I had a diet tray for him and to put the regular tray back on the cart. Inmate Morton stated, "I don't want that tray, I want this one." I told inmate Morton that if the kitchen sends up a diet tray for him then he is required to take the diet tray. Inmate Morton still refused. I then looked at the diet tray and informed inmate Morton that the trays were nearly identical. I again instructed inmate Morton to set the regular tray down and take his diet tray. Inmate Morton again refused and stated, "I'm hungry and I'm going to eat this tray." Inmate Morton began to walk away and stated, "I'm not eating that and you can't make me. Take me to the hole if you have to." To avoid further delay, I finished passing trays to the remaining inmates.*

Clearly the inmate was hungry. He was first in line for his food tray, and he declined his diet tray in favor of the regular meal tray presumably because the quantity of food was greater. He told the officer that he was hungry and he was going to satisfy that hunger no matter what the consequences were. The officer ordered him to put the tray back and he clearly refused to obey that order. It is an open and shut case, and while it is not being suggested that the inmate be excused from his behavior, perhaps the jail could learn something from this report that would prevent similar encounters in the future.

The administrator of this jail asked himself, "Why didn't Mr. Morton simply follow the procedure for opting out of receiving diet trays?" The administrator then checked to see if that procedure for opting out was in the inmate handbook, and he discovered that it was not. The administrator then wondered why the officer did not inform Mr. Morton of the proper way to opt out of receiving diet trays, but then he discovered that the procedure was not in the jail's policy manual and the officer likely had no way of knowing himself how to do it. At this moment it dawned on the administrator that he didn't even know what the procedure would be.

He called his medical department and learned that in some situations, such as for diabetics, the inmates are automatically placed on special diets without the inmate even being told in advance, and there is no protocol in place for informing inmates how to get off of the diet. Even if Mr. Morton had known the protocol, he may not have resorted to it, because it is a time consuming practice requiring the inmate to write a request to medical, get on the list to see a doctor, see the doctor, wait while the doctor writes the order, wait while the order goes to a medical secretary, who will notify the kitchen in writing, and once the written order change makes it to the kitchen, the kitchen will take the inmate off the list for receiving special diets. It could easily take a week for an inmate to take himself off the list.

Even if the hungry Mr. Morton had known this protocol, would he have followed it or would he still have broken the rule? We will never know, but studying this incident from the point of view of unmet inmate needs provided the administrator with some much needed insights into how to prevent future problems with inmates in this situation. He first made sure that future editions of the inmate handbook would explain the protocol and that it would be included in policy and procedure. He ordered his food service company to work with their dietitian to make sure special diet trays have the quantity of food that will satisfy an inmate's hunger. He is also working with his medical service provider to simplify and speed up the process of an inmate opting out of diet trays.

Not all incidents that are motivated by basic human needs are as easy to unravel, particularly when combined with inmate behavior that is rude and unacceptable. The incident report narrative reproduced below from the same Midwestern jail is an example of this. Again, it appears word-for-word as it was written, with only the names being changed.

*INCIDENT: Inmate Battles wrote a kite stating that she needed soap and toothpaste because she wanted to take a shower and ran out. I checked Inmate Battles account balance and saw that she had ordered commissary just recently. So I spoke with Inmate Battles and told her that she had just ordered almost \$20.00 worth of commissary and that she should have purchased those items at that time. Inmate Battles stated that she placed an order for those items but put in the wrong numbers for the order. I checked her account again and saw that she only had \$20.00 commissary and she spent \$18.66 on an order of food items. So she did not even have enough money to have placed those hygiene items on her order form.*

*At this time Deputy Givens and I were in the middle of feeding and Inmate Battles was yelling that she needs more toothpaste and soap over and over again. I did not answer her at this time due to being busy with feeding and Inmate Battles yells out, "that Deputy is staring right at me and acting stupid." Inmate Battles was told to lock down at this time due to being disruptive during feeding.*

*Inmate Battles was told that there was no way that she could have had any toothpaste or soap on her order form due to how much she had spent. Inmate Battles changed her story and stated over and over again that she really needs soap and toothpaste. Deputy Givens and this Deputy pat searched Inmate Battles and completed a shakedown to her cell B3F 125 where we found 3 bars of soap and toothpaste.*

**Inmate behavior management plans can take advantage of the fact that even incarcerated persons sense a need to feel good about themselves. Providing legitimate and beneficial activities such as work, programs, self-help classes, arts, or crafts will thwart less desirable attempts by inmates to satisfy their need for reputation, prestige, respect, or esteem at the expense of other inmates or corrections officers.**

**When attempting to reduce unwanted inmate behavior, the default position of many correctional staff is to increase the penalty or sanction for violating a rule, rather than attempting to remove the incentive or motivation for breaking the rule. If the inmate attempt to meet a basic need is truly causing misbehavior, increased sanctions may only extend the amount of time before the inmate resorts to more misbehavior. Unless the need goes away, the misbehavior will not go away. Jail administrators will want to develop mechanisms for tracking rule violations to determine how successful their facilities have been in meeting inmates' basic human needs.**

This incident report tells of the story of an inmate who is attempting to manipulate free toiletries so she can maximize her commissary order on food items. It is also possible that she was attempting to achieve a stockpile of hygiene items that she could use to trade for more food items. The officers invest a good deal of effort investigating this and making sure that the jail is not defrauded out of a couple of extra hygiene items. The inmate's comments and behavior cannot be permitted and they were correct to write this incident report. This example was included here to illustrate the point that unmet needs motivate behavior, but in the jail environment it is not always easy to convert this knowledge directly into compliant inmates. Some inmates will simply never get enough to eat, or have enough money to spend on commissary. However, just because some incidents (such as Ms. Battles' incident) are more difficult to preempt, administrators should not lose sight of the fact that there are solutions for others (such as Mr. Morton's incident).

Dividing inmate rules into categories is a helpful tool for identifying the motivation for unwanted inmate behavior. Administrators then can look back over several months of reports and perhaps identify some systemic problems that they could address. If inmates are repeatedly asking to be moved from a housing unit because they do not feel safe, then perhaps the jail administrator needs to examine whether there is, in fact, a safety problem in that housing unit. Or consider the example of the two incident reports presented above. Both of those incidents could be traced back to hungry inmates whose physical needs were not being satisfied by the jail's food service. In fact, in the months preceding those incidents, the jail had given up its own food service and switched to a private food service vendor in an attempt to save money. The incidents in that jail need to be examined closely to determine whether the new food service is actually insufficient. Perhaps the calories need to be increased, or it could be that the vendor is not placing the proper portion size on the meal trays, but unwanted behavior motivated by hungry inmates will continue until the jail finds a solution.

In this same vein, it is also helpful to track inmate requests or grievances by categories of different needs. Inmates will frequently write requests for things that reveal their concerns for meeting basic needs, and monitoring the request slips will help administrators discover things that may need to improve. For example, the following inmate request was turned

in by one jail inmate who was concerned about hygiene in the housing unit. The request appears just as it was written, with only one word changed.

*Is there an inexpensive way to test bodily fluid waste for DNA? I ask this pertaining to those inmates who regularly blow their noses on the walls, floors, and curtains of the shower stalls. (And today someone s\*\*\* in a towel and left it in the shower.)*

*Also, is there anything more that the "pods" can get to attempt to clean up such matters. As I doubt the cleaners we are given now clean all that much as you can still feel a slimy [sic] residue on the walls and floors.*

*I realize we are "criminals" and "prisoners" though could you look into some form of rectifying this matter.*

*Thank you for your time.*

The request was signed by the inmate who wrote it, and it indicated that there was at least one inmate in that housing unit who was concerned about cleanliness and willing to do something about it that was within the rules. This inmate happened to live in a direct supervision housing unit, so the administrator contacted an officer who was working in that pod and reminded him that he has the authority to take care of requests like this. He then directed him to secure additional cleaning supplies, organize a cleaning detail, and put this inmate in charge. Ideally, this written request should have never made it into the hands of the jail administrator, but it went from the inmate to a deputy, who gave it to a sergeant, who gave it to a lieutenant, who gave it to the administrator.

Part of the supplemental resources available with this document are examples of spreadsheets that administrators can use to track incidents and grievances. Screenshots of these spreadsheets appear in Appendix A, and the last chapter of this document will explain the use of these tools.

In this chapter, we made the connection between inmate needs and inmate rule violations. Taken together with the earlier chapters on how needs motivate behavior and on how all of the divisions of a jail can work together to meet inmate needs, you should be beginning to understand how this information can be used strategically to manage a jail facility better, reduce unwanted inmate behavior, and make the jail a better place to work.

**Part of the supplemental resources available with this document are examples of spreadsheets that administrators can use to track incidents and grievances. Screenshots of these spreadsheets appear in Appendix A, and the last chapter of this document will explain the use of these tools.**





## Chapter 5: Self-Assessment of Basic Need

*The people in the custody of jails have been accused of or convicted of crimes. Some of them have committed serious or violent offenses. They have been legitimately deprived of liberty, but the United States Constitution does not allow us to neglect their basic human needs. Several landmark cases have spelled out the obligation of corrections officials to meet inmates' physical and safety needs under the Eighth Amendment's prohibition against cruel and unusual punishment.*

"Having stripped them of virtually every means of self-protection and foreclosed their access to outside aid, the government and its officials are not free to let the state of nature take its course." (Farmer v. Brennan) In Farmer, the Supreme Court asserted that "the Constitution does not mandate comfortable prisons, but neither does it permit inhumane ones."

Conditions-of-confinement lawsuits have clearly established our responsibility to provide for inmates' medical care, food, shelter, clothing, exercise, sanitary conditions, and other health- and safety-threatening conditions. In case after case, the logic has held that since inmates are not in a position to meet their own needs, it is the legal obligation of the prison or jail officials to meet their needs. "An inmate must rely on prison authorities to treat his medical needs; if the authorities fail to do so, their needs will not be met... The infliction of such unnecessary suffering is inconsistent with contemporary standards of decency... [I]t is but just that the public be required to care for the prisoner who cannot by reason of the deprivation of liberty care for himself." (Estelle v. Gamble)

Jails must create safe and humane conditions of confinement, not only because it is the right thing to do, and not only because it contributes to the health and safety of the people working there, but because, quite simply, it is a better way to run a facility and manage inmate behavior. Administrators who are interested in leading their jails to do a better job addressing basic inmate needs have several tools available. Aside from the ideas found elsewhere in this document, suggestions of some additional means of improvement appear below.

**"An inmate must rely on prison authorities to treat his medical needs; if the authorities fail to do so, their needs will not be met... The infliction of such unnecessary suffering is inconsistent with contemporary standards of decency... [I]t is but just that the public be required to care for the prisoner who cannot by reason of the deprivation of liberty care for himself." (Estelle v. Gamble)**

## SELF-ASSESSMENT

A helpful way for administrators to evaluate their jail's ability to meet inmate basic needs is to conduct a self-assessment. The first step in accomplishing a self-assessment is to design or adapt a tool or checklist for this use. Exhibit I is an example of a checklist you can use gauge how well a facility may be doing at meeting physical needs.

### **Exhibit 1: Sample Checklist for Meeting Physical Needs**

1.	Does our food service operation meet inmates' nutritional needs?	<input type="checkbox"/> Yes <input type="checkbox"/> No
2.	Do inmates frequently complain about the quality of the food?	<input type="checkbox"/> Yes <input type="checkbox"/> No
3.	Do inmates frequently complain about the quantity of the food?	<input type="checkbox"/> Yes <input type="checkbox"/> No
4.	Do you frequently find hoarded food during cell searches?	<input type="checkbox"/> Yes <input type="checkbox"/> No
5.	Do inmates fight over food or steal food from each other?	<input type="checkbox"/> Yes <input type="checkbox"/> No
6.	Does our medical service meet inmates' medical needs?	<input type="checkbox"/> Yes <input type="checkbox"/> No
7.	When you call the medical unit, are they quick to respond in most cases?	<input type="checkbox"/> Yes <input type="checkbox"/> No
8.	Do you sometimes see inmates getting angry about their medical care?	<input type="checkbox"/> Yes <input type="checkbox"/> No
9.	Do you find inmates hoarding medications or selling them to others?	<input type="checkbox"/> Yes <input type="checkbox"/> No
10.	Has our medical service been better at times in the past?	<input type="checkbox"/> Yes <input type="checkbox"/> No
11.	Are there times you think an inmate who is not on medication should be on medication?	<input type="checkbox"/> Yes <input type="checkbox"/> No
12.	Could we do a better job meeting our inmates' mental health needs?	<input type="checkbox"/> Yes <input type="checkbox"/> No
13.	Do you ever see inmates living in unclean or unsanitary conditions?	<input type="checkbox"/> Yes <input type="checkbox"/> No
14.	Do you think we provide inmates with enough cleaning supplies?	<input type="checkbox"/> Yes <input type="checkbox"/> No
15.	Have you seen an inmate going without soap or toothpaste?	<input type="checkbox"/> Yes <input type="checkbox"/> No
16.	Are you frequently cold when you go into the housing units?	<input type="checkbox"/> Yes <input type="checkbox"/> No
17.	Are there conditions that make it hard for inmates to sleep at night?	<input type="checkbox"/> Yes <input type="checkbox"/> No
18.	Do you frequently see plugged vents in the housing units?	<input type="checkbox"/> Yes <input type="checkbox"/> No
19.	Have you seen inmates wearing layers of clothing or wearing blankets?	<input type="checkbox"/> Yes <input type="checkbox"/> No
20.	If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his physical needs?	<input type="checkbox"/> Yes <input type="checkbox"/> No

It is also important to assess your ability to meet safety needs. Exhibit 2 is an example of one way to estimate how well a jail is doing at meeting inmates' safety needs.

### **Exhibit 2: Sample Checklist for Meeting Safety Needs**

1.	Does our facility have a high rate of fights?	<input type="checkbox"/> Yes <input type="checkbox"/> No
2.	Do you frequently find homemade weapons during cell searches?	Yes <input type="checkbox"/> No
3.	Do you ever discover assaults or fights that inmates didn't report?	<input type="checkbox"/> Yes <input type="checkbox"/> No
4.	Do you sometimes have to take inmates to the hospital after fights?	Yes <input type="checkbox"/> No
5.	Are any inmates afraid to go to the dayrooms or other areas without officers?	<input type="checkbox"/> Yes <input type="checkbox"/> No
6.	Do you find inmates paying other inmates their meals or commissary?	Yes <input type="checkbox"/> No
7.	Do inmates frequently request to be moved to other areas of the jail?	<input type="checkbox"/> Yes <input type="checkbox"/> No
8.	Do some inmates prefer segregation to general population?	Yes <input type="checkbox"/> No
9.	Do you have fights that involve more than two inmates?	<input type="checkbox"/> Yes <input type="checkbox"/> No
10.	Does our facility have a high rate of assaults?	Yes <input type="checkbox"/> No
11.	Do you have ways to keep inmates from hurting themselves?	<input type="checkbox"/> Yes <input type="checkbox"/> No
12.	Do our inmates ever claim to be afraid of the security staff?	Yes <input type="checkbox"/> No
13.	Are there a number of blind spots in our facility?	<input type="checkbox"/> Yes <input type="checkbox"/> No
14.	Are there some locations that are more prone to fights or assaults?	Yes <input type="checkbox"/> No
15.	Is there an officer in each housing unit at all times?	<input type="checkbox"/> Yes <input type="checkbox"/> No
16.	Are the video monitors always watched?	Yes <input type="checkbox"/> No
17.	Are inmates ever hurt by falling in showers or out of bunk beds?	<input type="checkbox"/> Yes <input type="checkbox"/> No
18.	Does your classification separate violent inmates from non-violent ones?	Yes <input type="checkbox"/> No
19.	Can inmates report predatory behavior without fear of retaliation?	<input type="checkbox"/> Yes <input type="checkbox"/> No
20.	If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his safety needs?	Yes <input type="checkbox"/> No



Facilities also need to examine how well they meet inmates' social needs. Exhibit 3 is the type of tool that you could use to help with a self-examination relating to inmates' social needs.

### **Exhibit 3: Sample Checklist for Meeting Social Needs**

1.	Do inmates have access to everything they need to write a letter?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
2.	Is incoming mail delivered to the inmates on the same day as it arrives?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
3.	Can inmates make phone calls at an affordable rate?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
4.	Can inmates successfully connect on the phone with their families?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
5.	Is phone card theft or fraud a problem in our facility?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
6.	Can inmates use the phone throughout the day and evening hours?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
7.	Could our policy allow more visits than what we presently provide?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
8.	Do we make exceptions to our visitation policy for inmates who ask?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
9.	Do we frequently have to cancel visits because of technology failures?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
10.	Can some inmates earn additional or extra visits?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
11.	Are many of our inmates isolated in single cells for much of the day?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
12.	Could we offer more dayroom hours if we wanted to?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
13.	Are inmates given recreational activities to do together as a group?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
14.	Are inmates allowed to gather together to watch special events on TV?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
15.	Are inmate workers allowed to earn certificates or praise for their work?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
16.	Is inmate idleness a problem in our facility?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
17.	Do our programs involve a large proportion of the inmate population?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
18.	Can our inmates earn rewards like movie nights or pizza parties?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
19.	Do we have programs that teach new skills that inmates can be proud of?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
20.	If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his social needs?	<input type="checkbox"/> Yes	<input type="checkbox"/> No

The second step in accomplishing a self-assessment is to give the assessment checklist to a wide variety of staff to complete. They should not be completed by ranking officers only, but also by line staff and non-security staff as well. Instruct staff not to think about their answers, but rather to answer "yes or no" quickly to each question without any deliberation.

The third step is to tabulate the number of yes and no responses, and what the percentages were for each question. These compiled numbers will probably give you something closer to the truth than looking at any single answer. A number of the questions call for "judgment calls," they do not provide directions for what qualifies as "frequently" or other words open to interpretation. Compiling the results together is a way of achieving the norm and avoiding the extremes.

The final step is to analyze the results. It could be that in some areas where the command staff think there is no problem, the line staff believe that there is. Go over the results and then develop an action plan for correcting the areas that fell short of your expectations.

Part of the supplemental resources available with this document are examples of spreadsheets that contain the self-assessment forms that appear above. Screenshots of these spreadsheets appear in appendix B, and the last chapter of this document will explain how to use these tools.

## OUTSIDE INDEPENDENT ASSESSMENTS

Another way for administrators to evaluate their jail's ability to meet inmates' basic human needs is to invite outside independent inspections and monitoring. Jails are sometimes certified by outside entities, such as the American Correctional Association or the National Conference on Correctional Health Care. Jails are more frequently inspected by state officials or certified to be in compliance with their state's jail standards. Jails that hold inmates for federal entities or for other correctional systems are sometimes inspected by those groups as well.

All of these certifications and inspections will address in some fashion the jail's performance at meeting some basic needs. The jail administrator may also ask the inspectors to pay special attention to inmate needs and to make recommendations at an exit interview even if the actual inspection or certification form normally used does not address them specifically. It may be even more effective for a jail administrator to invite an administrator from a neighboring jail to visit and inspect a jail specifically to evaluate how well it meets inmates' basic human needs. The inspectors could review incident reports, talk to employees, interview inmates, and develop an informal opinion that would be a helpful measuring stick.

## INMATE SATISFACTION SURVEYS

An inmate satisfaction survey is another tool that has been successfully used by a number of jurisdictions to measure how they are doing in meeting inmates' basic human needs. These surveys can have other purposes as well, such as assessing the competence of staff, improving the quality of services that the jail provides, or using it as a public relations tool or affirmative defense in case of litigation. Inmates are generally asked to complete the survey just before they are released, and the completed forms are placed in a sealed collection box for confidentiality. The results can be tabulated monthly, quarterly, or yearly.

While the surveys should be short to be able to get inmates to complete more of them, they can still contain some data elements that allow the jail to evaluate the results. Aside from a few questions about basic human needs, the survey form should ask the date, inmate's age, race, housing unit(s) and number of days in jail. There should also be a comments section that allows the inmates to write whatever they want. The questions about needs could be designed to answer either "yes or no" or to permit inmates to indicate their degree of agreement with a statement. The sample questions in exhibit 4 follow the latter form.

**While the surveys should be short to be able to get inmates to complete more of them, they can still contain some data elements that allow the jail to evaluate the results. Aside from a few questions about basic human needs, the survey form should ask the date, inmate's age, race, housing unit(s) and number of days in jail.**

#### **Exhibit 4: Sample Inmate Survey**

Please answer by circling any number from 1 to 5:

- 1 – if you **strongly disagree** with the statement
- 2 – if you **disagree** with the statement
- 3 – if you have no opinion

- 4 – if you **agree** with the statement
- 5 – if you **strongly agree** with the statement

<b>1.</b>	I felt like the officers were there to protect me.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>2.</b>	I felt safe while I was in jail.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>3.</b>	I was not too cold.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>4.</b>	I was not hungry.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>5.</b>	My medical needs were met while I was in jail.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>6.</b>	I was treated with dignity and respect by the staff.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>7.</b>	I was allowed to participate in programs that helped me.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>8.</b>	Where I stayed, the housing units were clean and sanitary.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>9.</b>	Clothing and bedding exchanges were adequate.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
<b>10.</b>	I was able to sleep at night.	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>

Part of the supplemental resources available with this document are examples of spreadsheets that contain the inmate survey form that appears in exhibit 4. Screenshots of it appear in appendix C, and the last chapter of this document will explain how to use these tools.

## **TRAINING SCENARIOS**

Another helpful way to improve your facility's performance at meeting inmates' basic human needs is to include in your training protocol various training scenarios that focus on needs. You can introduce these scenarios in the basic academy, during in-service refresher training, or for remedial training. They are short enough that you can even use them in briefing periods or during roll-call.

The National Institute of Corrections uses the five scenarios below for training in inmate behavior management. They are provided here as examples, but you can adapt or modify them to fit the individual characteristics of your facility.

### **SCENARIO #1**

As the jail administrator, you are reviewing disciplinary reports. During the last 4 days, one inmate has received eight minor rule violations, including the following:

- Inmate had paper blocking the vent in her cell
- Inmate had three extra pairs of socks, two extra shirts, and one extra blanket
- Inmate was in bed at 1500 hours, in violation of the rules
- Inmate switched to a lower bunk without authorization
- Inmate had paper blocking the vent in her cell
- Inmate was wearing her t-shirt on her head
- Inmate was in bed at 1130 hours, in violation of the rules
- Inmate had paper blocking the vent in her cell

*What basic need might be contributing to the inmate's negative behavior? What actions will you take to meet the basic need?*

## **SCENARIO #2**

As the jail administrator, you are reviewing disciplinary reports. One inmate has been written up for possession of contraband. During a routine cell search, the following contraband was found:

- 1 toothbrush, sharpened to a point
- 1 piece of metal, apparently from a chair in the law library

A review of the inmate's file shows that he is 55 years old, a diabetic, and has a prosthetic leg and a cane. He has been housed in the general population area for several months with no problems; however the officers have noted that he has been "hanging around" the officer's station for the last several days.

*What basic need might be contributing to the inmate's negative behavior? What actions will you take to meet the basic need?*

## **SCENARIO #3**

As the jail administrator, you are reviewing disciplinary reports. An inmate worker has been written up for misusing county property and being in an unauthorized area. The inmate is the "Overlap Kitchen Worker." An officer making rounds through the kitchen observed the inmate in the staff office, using the telephone, while the kitchen staff and other inmate workers were outside the kitchen emptying trash. A review of policy shows that the "Overlap Kitchen Worker" works 6 days a week between 0930–1730 hours. Telephones are turned on in the housing units between 1000–1600 hours.

*What basic need might be contributing to the inmate's negative behavior? What actions will you take to meet the basic need?*

## **SCENARIO #4**

As the jail administrator, you are reviewing disciplinary reports and grievances. Over the last 3 days, one inmate has received three minor rule violations:

- Inmate's roommate accused him of eating his Ramen noodles.
- Inmate had orange from breakfast tray hidden under his mattress.
- During court transport, inmate was found to have a hard-boiled egg hidden in his sock.

The inmate has also submitted a grievance, claiming that his rights are being violated because he has not received a dinner tray for several days. A review of the inmate's file shows that he has been going to court for trial each day from 1330–1830. The dinner meal is served at 1700 hours.

*What basic need might be contributing to the inmate's negative behavior? What actions will you take to meet the basic need?*

## **SCENARIO #5**

As the jail administrator, you are reviewing disciplinary reports. One inmate has been written up for possession of contraband. During a routine cell search, the following contraband was found:

- 1 broken razor
- 10 pills

A review of the inmate's file shows that he is 36 years old and is in jail for the first time on vehicular homicide charges. The inmate has no history of mental health issues, but he came into the jail exhibiting signs of severe depression, indicating thoughts of suicide, extreme guilt over the death of the other driver, and repeatedly told the arresting officer that he should have died, too. Officer comments indicate that the inmate receives 2 pills per day from medical for depression, but apparently he has not been taking them. The inmate has not been seen by the mental health staff since he was booked 3 weeks ago.

*What basic need might be contributing to the inmate's negative behavior? What actions will you take to meet the basic need?*





## Chapter 6: Monitoring Implementation

*This chapter will discuss the importance of monitoring outcomes and processes to ensure proper implementation of not just Element Three, but all of the elements of inmate behavior management (IBM). Monitoring or auditing your progress requires that you understand the importance of data collection, analysis, and response. Almost all agencies collect a great deal of data, but the more efficient agencies understand what they can do with it. Data is important to any agency because you can use it to define your agency's purpose, answer questions, and solve problems.*

### DATA COLLECTION

Data comes in two forms: quantitative and qualitative. Quantitative data is most often thought of as numerical data. It is information collected that can be made into a count; such as the number of assaults in a given month, the number of grievances in a month, or the number of medical requests in a given month. It can also be spoken data that is put into numerical form using some type of scale. For example, the results of asking your staff where they would place morale on a scale of 1–10, with one being the worst morale and ten being the best, is a form of quantitative data.

### QUANTITATIVE DATA

Quantitative data is easy for most professionals to understand because it is commonly cited. Most administrators can tell you what their average daily populations is; what percentage of the population is white, black, Hispanic, etc.; and what the average age is of a typical inmate. Many of the jail management processes, including booking, classification, medical, and discipline are designed to collect a great deal of information for the primary purpose of identifying trends or changes in the profession.

Knowing what data are available to your agency is important, but knowing what the data can tell you about your organization is equally important. Consider how the following three types of data can assist in developing an understanding of how well you are meeting inmates' basic human needs:

**INMATE MISCONDUCT DATA** Because a great deal of inmate misbehavior is prompted by unmet basic needs, it is important to track misconduct data from a number of different angles.

- **Know who is committing misconduct.** It is important to know who is committing misconduct, what the classification of the inmate is, and his or her status (inmate worker, work release, protective custody, etc.). Knowing who is committing misconduct may assist in determining if your facility is doing a spotty job delivering services.
- **Know what type of misconduct inmates are committing.** It is often beneficial to create larger categories of behavior such as nuisance, disrespectful, or predatory behavior. Do not, however, overgeneralize behavior. If you are inclined to create behavioral categories, make sure the items in each category make sense. Do not create categories that are so broad that they mix behaviors that should be tracked independent of one another. One of the reasons it is important to track specific behaviors is to assess the effectiveness of your current ability to meet basic needs.
- **Know where misconduct occurs.** It is also important to track where the behavior occurred, with respect to both the inmate's housing location and the location of the incident. Knowing where misconduct occurs helps jails develop strategies to prevent future occurrences.

- **Know who writes misconduct reports.** With respect to inmate misconduct data, it is important to track officer information. Knowing who writes misconduct reports, for what violations, and on which shift is valuable information in determining whether some officers are not being proactive in meeting inmates' basic human needs uniformly and consistently. Many jail administrators recognize that shifts tend to take on a personality of their own. That personality needs to be managed to ensure that staff recognize the importance of meeting basic needs. They must also know that it will be enforced according to the philosophy of the organization.

## Overgeneralization

*The following is an example of overgeneralization:*

A jail decides to create a category for behavior it considers to be "sex offenses." In this category are misconduct violations for consensual sexual contact, inappropriate sexual language, exposing or flashing, and rape. Although each of the behaviors detailed in this category are unwanted by the administration, the challenge to the category is that some types of behavior are overtly predatory (what is considered "hands-on") and some are not. If the quarterly statistics show that 10 misconducts occurred in this category, is there not value in knowing how many of those were actual rapes and how many were for inappropriate language? After greater reflection, the jail decides that the charges within the broader category really do not have that much in common.

**CRITICAL INCIDENTS** Because a great deal of inmate misbehavior is prompted by unmet basic needs, it is important to track misconduct data from a number of different angles.

Tracking critical incidents is more involved than simply using misconduct information as the sole source of data because the behaviors included in an organization's critical incidents is more diverse. It includes issues such as use of force, suicide attempts, inmate injury, staff injury, fire, etc. A critical incident can be anything that disrupts the orderly running of the institution. As is the case with inmate misconduct, it is important to know who is involved in the incident, what the incident entails, and where the incident occurred, because this information could shape the delivery of critical services in your jail.

**INMATE GRIEVANCES** Inmate grievances can be a useful source of information from which you can determine whether your system of meeting inmates' basic human needs is functioning the way you expect. Consider evaluating grievances under the following conditions:

Know who is submitting grievances. Are grievances dominated by a certain classification (e.g., medium custody) or designation of inmate (e.g., inmate worker)? If so, are there conditions that exist that could require changes to the behavioral expectations that have been established for that type of inmate. Also, knowing who writes grievances can help avoid unnecessary organizational changes. For example, if you have an inmate who simply likes to write grievances to pass the time of day, that may be more a reflection of the inmate's personality than your operational system.

- Create categories of grievances so they can be tracked easily. Categories include those that involve officers, medical, food service, discipline, commissary, etc. With respect to meeting basic human needs, you can use those grievances that involve maintenance, medical, and food service to evaluate the quality of your system. Grievances against officers could suggest a lack of uniformity and consistency, or it could highlight an officer-inmate relationship that is not based on respect.
- Track the number of legitimate or founded grievances and their category. Grievances that have merit can be helpful in determining weaknesses in the delivery of your system of behavioral expectations.
- With respect to grievances, track officer-based information. Are there officers who have grievances written against them more often and for what? Are there shifts or platoons that have more grievances written against them? This information could suggest some inconsistencies in the uniform and consistent delivery of behavioral expectations.

## QUALITATIVE DATA

The less familiar form of data to many corrections professionals is qualitative data. This type of data takes the form of spoken or observed information. The purpose of this type of data is to better understand the meaning an individual gives to a certain phenomenon. It can take the form of personal observation, in-depth interviewing, and group discussion. The perception your staff holds of inmate behavior is a form of qualitative data, as is the perception of safety inmates and staff have of your facility.

This type of data is more difficult for many jail administrators to understand because it is not readily collected nor is it necessarily easy to gather. Administrators must make a concerted effort to collect qualitative data, and it usually requires a detailed understanding of what one is looking for in advance of the collection. Although qualitative data is less readily available, it is certainly not less valuable or insightful, and, if one hopes to assess the implementation process accurately or audit the stage of development, it is an essential tool in the administrator's toolkit.

## PERSONAL OBSERVATION

Suggesting that personal observation is a form of data collection might seem as if it is an attempt to over-complicate a simple process, but it is a very important part of evaluating or auditing the implementation process. In its simplest form, there are three ways to collect information. One can measure, ask, or observe. Quantitative data covers measurement, and qualitative methods cover asking and observing.

The fact is that there are jail functions that are easier to evaluate or audit through observation. What is the best way to determine if your officers are answering inmate requests? The easiest way is to watch the process. Are your officers attending to the inmates' needs? Simply observe the various processes and find out. Here are things to look for each time you enter a housing unit:

- Are the inmates getting access to cleaning supplies?
- Are the food portions adequate?
- What is the temperature in the housing units?
- Are there adequate supplies of toilet paper?
- Are the living units in good repair?
- Are the inmates excessively idle?

These are all simple observational cues but ones that could be meaningful in determining whether you have developed an efficient system of meeting inmate needs.

## IN-DEPTH INTERVIEWING

In-depth interviewing simply means speaking with, or formally interviewing, members of your staff. There are three types of interviews: standardized, often referred to as formal or structured; unstandardized, often referred to as informal or nondirective; and semi-standardized, often referred to as guided or focused. The difference between the three is the amount of preparation and structure. Standardized interviews have a predetermined set of questions that are scripted, with the interviewer seldom straying from the script. Unstandardized interviews are just the opposite, where the interviewer has an idea of where he or she would like the conversation to go but has no pre-determined script. And finally, semi-standardized is a compromise between the two, where the interviewer has a series of scripted questions but is free to respond to answers and stray from the script should an issue be raised that needs to be evaluated and explored. In correctional settings, the latter two seem to be more appropriate for the environment. Keep in mind that the goal of this type of data collection is to learn from the person being interviewed and, when the subject is inmate behavior, the discussion is often difficult to script and requires that answers be explored in greater length. In fact, some of the answers may be unexpected and require a significant amount of inquiry. For these reasons, either have a general idea of the direction you want the conversation to head, or better yet, create a list of several pre-scripted questions that will help guide the conversation.

## GROUP DISCUSSION

Engaging your staff through group discussion is an excellent way to develop a feel for their opinions on a certain topic. Researchers refer to group discussions as focus groups. These groups typically consist of between 4–10 participants who share a common characteristic. The purpose of a focus group is to listen and gather information in order to develop a better understanding of how people think and feel about a certain subject or topic.

Focus groups work best when those involved feel free to express their opinions without being judged or criticized. The point is to encourage self-disclosure so you can create a better understanding of how your staff really thinks and feels. Focus group discussions should not be used when you want your staff to come to a consensus on an issue, want to provide training on a topic, or want to engage in a topic that is too sensitive or emotional for group discussion. Remember, focus groups are designed so the participants teach or inform the moderator, not the other way around.

## TRIANGULATION

Perhaps the most important reason to collect both quantitative and qualitative data is because of a concept called triangulation. Triangulation is the process of collecting different but complimentary data on the same topic to understand the topic better and to check the integrity or validity of the inferences you draw from the data. Perhaps the best way to explain the topic is to use the following example:

*The administrator of a jail is motivated to implement IBM in her facility because she has seen a sharp increase in the number of serious assaults. She operates a facility that is a combination of linear and podular remote design. Her officers seldom have contact with inmates and, in the linear sections of the jail the officers are prohibited from entering inmate housing units. Each inmate is given an inmate handbook upon admission but, because of the limited contact, there is no attempt to judge comprehension and there are no officer-directed orientations.*

*Early in her training in IBM, the administrator realizes that she must increase the amount of contact her officers have with inmates. In addition to a number of other IBM-related policy and procedure changes, she changes the policies that prohibit contact between officers and inmates and institutes a procedure that allows officers to set and convey behavioral expectations. With the changes being well received, she decides to collect and analyze data on the number of assaults that have occurred in the first 60 days after implementation of the changes. To her dismay, she notices that the number of assaults has increased dramatically. She feels dejected and is concerned that if she discusses the results of her data she will lose the confidence her staff have in the new operating system.*

In an attempt to determine what went wrong, she tells one of her supervisors to hold a series of focus groups with the staff who are working the housing units. She asks the supervisor to find out what the perception of inmate behavior is among the staff and what might be the explanation for the spike in misconduct. One week later the supervisor reports that the staff feel that they have better control of the housing units, feels as if the inmates are better behaved, and feel that there is less misconduct occurring in the units.

When she tries to make sense of the conflicting results, she and the supervisor discuss that under the system of limited contact, the officers had no idea what was going on in the housing units. There were no behavioral expectations and very little contact. Thus, there was no inmate accountability. The misconduct numbers they saw after implementation are a more accurate reflection of behavior and are a result of expectations being set and enforced where none had previously existed. The increase in the number of misconducts meant the officers were trying to identify and control unwanted behavior better. The satisfactory comments made by the officers during the focus group interviews demonstrated that the officers felt they were making a difference and behavior was improving.

This example demonstrates the value of comparing data collected from a number of different sources. Often, it may be easier to rely on the one form of data, most often numerical data, which can lead to a misinterpretation of the results. Analyzing data because it is simple to collect often leads to the simplest conclusions. Complex problems often require a complex evaluation of data.



## IN-DEPTH INTERVIEWING

In-depth interviewing simply means speaking with, or formally interviewing, members of your staff. There are three types of interviews: standardized, often referred to as formal or structured; unstandardized, often referred to as informal or nondirective; and semi-standardized, often referred to as guided or focused.



## FOCUS GROUPS

These groups typically consist of between 4–10 participants who share a common characteristic. The purpose of a focus group is to listen and gather information in order to develop a better understanding of how people think and feel about a certain subject or topic.



## TRIANGULATION

Triangulation is the process of collecting different but complimentary data on the same topic to understand the topic better and to check the integrity or validity of the inferences you draw from the data.

## DATA ANALYSIS

The example in the section on triangulation also highlights the importance of using data for purposes other than the analysis of population trends. Jails collect a great deal of information, but often that information is used for only the simplest purpose. There is power in information and successful agencies need to figure out how to harness that power. Data can be used to answer important questions you may have about your agency and to solve problems as they arise. Look beyond simple trend analysis and challenge your staff to use data to evaluate behavior, assess the conditions of your jail, and solve complex problems. Here is an example of how data can be used to answer a question:

*Upon reading the monthly report to the sheriff, the jail administrator notices that the number of inmates removed from the work release facility and returned to the main detention facility has doubled over the past 3 months. The jail administrator wants to know why discharges have increased. She asks the work release coordinator to prepare a report and provide a viable explanation that she can give to the sheriff. The coordinator asks for the following information:*

- A detailed list of the number of misconduct reports written each month on work release inmates for the past 24 months
- A breakdown of the number of individual infractions committed in each month over the past 24 months
- A copy of every written misconduct report for which an inmate was returned to the facility for the past 3 months
- A summary of the type of misdemeanor or felony charge for each inmate returned to the detention facility for the past 6 months
- A breakdown of the names and shifts of the officers who have written misconducts on inmates in the past 6 months

When the work release coordinator first receives the data he requested, he is alarmed to find that the increase in the number of misconduct reports seems largely to be a result of an increase in contraband violations. Of all the misconduct codes an inmate can receive a written infraction for, contraband violations have more than doubled from what they were one year prior. This causes him great concern as he now wonders if the safety and security of the facility is at risk. He notices no change in the type of offender that is being placed on work release either by the severity of the offense, misdemeanor or felony, or by the type of offender (e.g., driving under the influence versus burglary).

Next, he reviews every written report for contraband that occurred over the past 3 months. Much to his surprise, the use of the contraband code is being applied to inmates who are in possession of food upon their return to the facility. The rules clearly state that no food may be brought into the facility and that rule has been in existence for the past several years. He considers issuing a memo to the inmate population re-emphasizing the existence and importance of the rule, but decides to check further first.

He begins to evaluate the staff issues next. The facility is removed from the main jail and the officers are assigned to the work release facility on a 1-year rotation. He notices that the majority of inmates who have received misconduct violations for contraband (food) over the past 3 months have been written by officers who have been working an overtime post, all on second shift. As a result, he begins to speak to second shift officers. During his discussion he learns that the second shift, as a whole, has been lenient with the issue of food being brought back into the facility. Being sympathetic that an inmate has returned after the evening meal has ended, the officers have been allowing food items to be brought in. However, when the normally scheduled officer is out on leave, the replacement officer is unaware of the practice and issues a written misconduct.

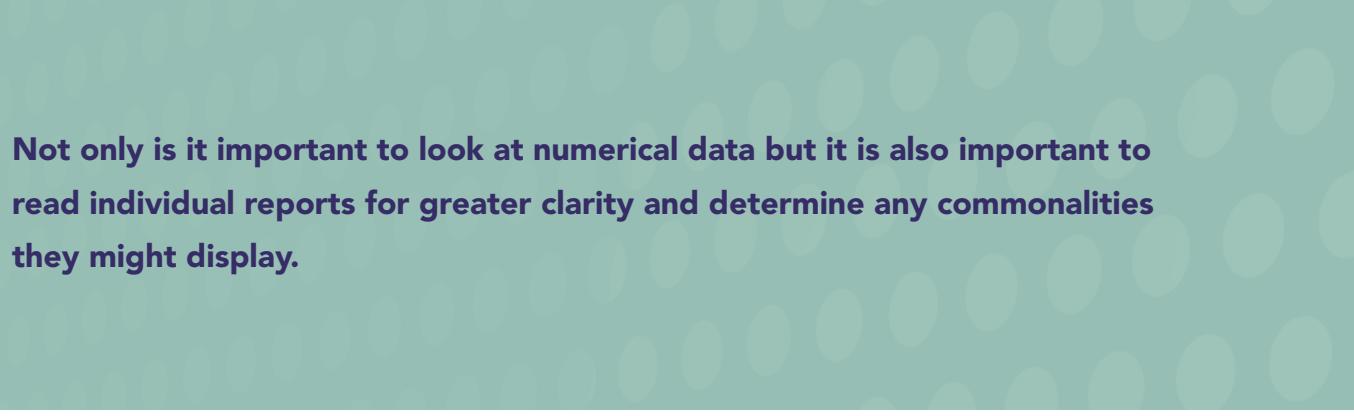
The work release coordinator reports back to the superintendent that the increase in the rate of work release dismissals is a result of a lack of uniform and consistent rule enforcement. The coordinator has two suggestions: either allow food to be brought into the facility after a certain hour to address the concerns of the staff better or enforce the existing rule in a uniform and consistent manner.

As one can see from the example, the answer to the question and the solution to the problem become clearer by examining a variety of data. Not only is it important to look at numerical data but it is also important to read individual reports for greater clarity and determine any commonalities they might display. The coordinator made a wise decision by asking for information about individual officers. He may not have gotten to the true cause of the problem if he had not noticed a pattern in shift and relief. Having simply looked at the data that indicated there was an increase in the instances of contraband found on the inmates returning from work to the facility, policy changes could have been recommended that were not responsive to the problem.

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#### Endnotes

- <sup>i</sup> Creswell and Clark, *Designing and Conducting Mixed Methods Research*, 8.
- <sup>ii</sup> Snape and Spenser, *The Foundations of Qualitative Research*, 3.
- <sup>iii</sup> Berg, *Qualitative Research Methods for the Social Sciences*, 68.
- <sup>iv</sup> Ibid, 68-70.
- <sup>v</sup> Krueger and Casey, *Focus Groups: A Practical Guide for Applied Research*, 6.
- <sup>vi</sup> Ibid, 20.
- <sup>vii</sup> Creswell and Clark, *Designing and Conducting Mixed Methods Research*, 62.



**Not only is it important to look at numerical data but it is also important to read individual reports for greater clarity and determine any commonalities they might display.**





## Chapter 7: Conclusion

**All administrators should be aware of the constitutional requirements to maintain conditions of confinement that provide for the basic human rights of every inmate for safety, sanitation, exercise, nutrition, daylight, and the like. Most administrators are also committed to maintaining certain levels of services that meet inmates' basic human needs because they recognize that it is just the right thing to do. The point of this publication has been to establish the connection between managing inmate behavior and meeting basic needs. We began in chapter 1 with the Lambert scenario:**

Inmate Lambert has been in jail only a few days, but between the constant noise, the cold cell, and his worries about court procedures, he has been unable to get even one decent night's sleep. Finally, in the middle of another sleepless night he engages the intercom in his cell. A voice barks, "What is your emergency?" Lambert replies, "If you don't get me out of this cell and put me some place I can sleep, there will be an emergency!" The voice says, "Shut up and press your bunk. You're not going anywhere." Angered, Lambert grabs his thin blanket, stuffs it into the toilet and begins to repeatedly flush until water is gushing under the cell door and cascading down the block. Within an hour, he is relaxing inside his new, quiet isolation cell.

You should now quickly recognize that Mr. Lambert's poor behavior was prompted by his unmet physical needs, and some remedies to these types of reactive behaviors should now be apparent.

The connection between unmet human needs and inmate behavior has been illustrated in a number of ways in the preceding chapters, though it might be helpful to conclude with one other illustration of the importance of meeting these needs. If inmates' basic needs are not met, they complain to anyone who will listen. The recipients of these complaints go beyond the employees and leaders of the correctional facility. They include family members, friends, elected officials, news media, ministers, lawyers, and other professional groups. Inmate claims are nearly always exaggerated, but they frequently have at least a germ of truth. For example, the correspondence copied in exhibit 5 is an actual letter directed to the administrator of a large jail. It was edited for length but is otherwise unchanged.

**If inmates' basic needs are not met, they complain to anyone who will listen. The recipients of these complaints go beyond the employees and leaders of the correctional facility. They include family members, friends, elected officials, news media, ministers, lawyers, and other professional groups. Inmate claims are nearly always exaggerated, but they frequently have at least a germ of truth.**

### **Exhibit 5: Citizen Letter to a Large Jail Administrator**

I am writing to express concerns about conditions in the \_\_\_\_ County Jail. I have a friend that is there due to some very unfortunate circumstances, and his calls and correspondence are a great concern to me. He has reported to me several incidents of rude treatment by those in authority, lack of opportunity to exercise, lack of access to the library, very poor nutritional quality of the meals and my greatest concern, unbearable temperature conditions. He is only one of over a thousand at this facility and therefore, not the only one experiencing these conditions. My concern is that the poor meal quality and the temperature extremes, combined with a lack of exercise are going to make the population of the facility susceptible to illness, if they are not already experiencing this.

They are apparently not allowed more than one thin blanket, and that was not nearly enough to stay warm. This condition apparently lasted several days, and they were huddled in their beds trying to stay warm most of the day. It was too cold to try and sit and write letters or even to read unless they could do it while keeping their hands under the blanket and flexible enough to turn pages.

I also have concerns about the diet they are being given. I have had reports of some type of beans being 2/3 of the meals in a day and for breakfast giving them oatmeal with no sugar or milk to put in it. In addition, they get a two-hour period sometime during the day to visit the "day room," to socialize and watch television, play games, etc. Apparently the television quit working nearly 5 weeks ago and nothing has been done to fix it. I realize it isn't the end of the world, but for some, it is their only form of getting news about what is going on in the world.

Clearly this citizen was troubled with what she understood to be a failure of her local jail to meet the basic human needs of her incarcerated friend. She was concerned that these unmet needs, taken together, would contribute to an unhealthy environment. She was also objecting to these alleged conditions of confinement based on her understanding of what minimum standards should be for her tax-payer supported jail. Her letter touched upon physical needs, safety needs, social needs, and esteem needs.

Meeting inmates' basic needs is element three of inmate behavior management (IBM). It should be taken together with the other five elements to obtain its maximum benefit.

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There are a number of other National Institute of Corrections (NIC) resources available to people who are interested in learning more about inmate behavior management (IBM). Contact NIC's Information Center or visit [www.nicic.gov](http://www.nicic.gov) to learn more about IBM and all of its component parts.

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## Chapter 8: Using the Resource Materials

A Microsoft Excel workbook that contains the sample spreadsheets discussed in chapters 4 and 5 is being made available by the National Institute of Corrections. A list of the individual spreadsheets and an explanation of how to use them appears below.

### INCIDENT SPREADSHEET

The incident spreadsheet is an example of the type of spreadsheet that a jail could use to track numbers of incidents over time. A facility wishing to use this sheet should enter its own rule violations in column B. The sample document intends for the incident totals to be entered by each quarter of 2011, but you could easily add columns to display the results by month instead of by quarter. Columns G and H and row 46 contain the formulas to sum the totals and create a monthly average.

### INCIDENT SUMMARY

The incident summary is just like the incident spreadsheet, but it has some sample numbers entered.

### GRIEVANCE SPREADSHEET

The grievance spreadsheet is an example of the type of spreadsheet that you could use to track numbers of grievances over time. Row 2 contains codes that describe the type of grievance. Each one of those code fields has a comment added that explains what the code means. One can view the hidden codes by moving the cursor over that individual field. Column N converts the number of grievances to a number indexed to the jail's population. For this to work, a facility wishing to use this sheet will need to enter its own average daily population numbers into column M.

Incidents by Quarter with Monthly Average										
Rule Violation	1st - 2011	2nd - 2011	3rd - 2011	4th - 2011	Total - 2011	Average				
abuse of authority	0	0	0	0	0	0.00				
destruction of county property	0	0	0	0	0	0.00				
disorderly cell or bunk area	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
gambling	0	0	0	0	0	0.00				
hazing	0	0	0	0	0	0.00				
inadequate personal hygiene	0	0	0	0	0	0.00				
indecent exposure	0	0	0	0	0	0.00				
insufficient clothing	0	0	0	0	0	0.00				
possession of contraband	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
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tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
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failure to give name	0	0	0	0	0	0.00				
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failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				
tampering with locking device	0	0	0	0	0	0.00				
failure to give name	0	0	0	0	0	0.00				
possession of tobacco property	0	0	0	0	0	0.00				

## GRIEVANCE SUMMARY

The grievance summary is just like the grievance spreadsheet, but it has some sample numbers entered. It also has all the comments unhidden so they can be seen easily.

## SELF-ASSESSMENT—PHYSICAL NEEDS

This spreadsheet is one of three self-assessments. In this example, the self-assessment checklist covers the topic of physical needs. It can be printed and distributed to staff participating in the assessment. After the assessments are complete, you can enter the results into spreadsheet number 8, which is titled Self-Assessment Results Totaled.

## SELF-ASSESSMENT—SAFETY NEEDS

This spreadsheet is the second of three self-assessments. In this example, the self-assessment checklist covers safety needs. It can be printed and distributed to staff participating in the assessment. After the assessments are complete, you can enter the results into the spreadsheet titled Self-Assessment Results Totaled.

## SELF-ASSESSMENT—SOCIAL NEEDS

This spreadsheet is last of three self-assessments. In this example, the self-assessment checklist covers the topic of social needs. It can be printed and distributed to the staff members participating in the assessment. After the assessments are complete, you can enter the results into the spreadsheet titled Self-Assessment Results Totaled.

## SELF-ASSESSMENT RESULTS

The Self-Assessment Results spreadsheet provides a place to enter the total number of "No" responses and the total number of "Yes" responses for each of the three self-assessment checklists. This sample has some example numbers entered in, so each facility wishing to use this tool should clear the numbers in columns C and E. Columns D and F convert the numbers into the percentages of the responses. Do not clear the formulas in those columns.

## INMATE SATISFACTION SURVEY

The inmate satisfaction survey can be printed and distributed to those inmates participating in the survey. Jurisdictions using this survey are free to change the questions being asked. After the surveys are complete, you can enter the results into the spreadsheet titled Inmate Satisfaction Survey Results Totaled.

## INMATE SURVEY RESULTS

The Inmate Survey Results spreadsheet provides fields to tabulate the results of the inmate satisfaction survey. It converts the totals into percentages. This sample contains numbers as an example. A facility wishing to use this tool should clear the example numbers without losing the formulas in the total and percentage fields.

Summary of Grievances												
	PRO	COM	DIS	FS	MNT	MED	MISC	OFC	VIS	Total	ADP	PER 100
Jan-10	1	3	5	7	1	4	4	7	0	31	1155	2.68
Feb-10	0	2	3	8	0	3	5	2	0	23	1124	2.05
Mar-10	0	1	4	5	0	5	4	5	1	25	1143	2.16
Apr-10	1	2	5	4	1	4	5	6	0	28	1129	2.48
May-10	1	3	5	2	4	4	7	3	0	31	1098	2.82
Jun-10	0	2	3	6	0	3	2	0	0	23	1075	2.14
Jul-10	0	1	4	5	0	5	4	5	1	25	1108	2.26
Aug-10	1	2	5	4	1	4	9	6	0	28	1137	2.46
Sep-10	1	3	5	7	1	4	7	8	0	31	1150	2.70
Oct-10	0	2	8	6	0	3	5	2	0	23	1167	2.97
Nov-10	0	1	4	5	0	5	4	5	1	25	1149	2.18
Dec-10	1	2	5	4	1	4	5	6	0	28	1135	2.48
Total	6	24	51	72	6	48	63	48	3	321		
Average	0.5	2.0	4.3	6.0	0.5	4.0	5.3	4.0	0.3	26.8	1130.5	2.4

Programming  
Commissary  
Disciplinary  
Food Service  
Maintenance  
Medical  
Miscellaneous  
Officer  
Visitation

Enter the monthly Average Daily Population for your jail (required to make the calculation of Grievances per 100 inmates).

Grievances per 100 inmates in the Average Daily Population.

## Grievance Summary

### Summary of Grievances

Self Assessment Questions - Physical Needs			
	Meeting Physical Needs	Yes	No
1	Does our food service operation meet inmates' nutritional needs?		
2	Do inmates frequently complain about the quality of the food?		
3	Do inmates frequently complain about the quantity of the food?		
4	Is hoarded food frequently found during cell searches?		
5	Do inmates fight over food, or steal food from each other?		
6	Does our medical service meet the inmates' medical needs?		
7	When you call our medical unit, are they quick to respond in most cases?		
8	Do you sometimes see inmates getting angry about their medical care?		
9	Do you find inmates hoarding medications or selling them to others?		
10	Has our medical service been better at times in the past?		
11	Are there times you think an inmate should be on meds who isn't?		
12	Could we do a better job meeting our inmates' mental health needs?		
13	Do you ever see inmates living in unclean or unsanitary conditions?		
14	Do you think we provide inmates with enough cleaning supplies?		
15	Have you seen an inmate going without soap or toothpaste?		
16	Are there conditions that makes it hard for inmates to sleep at night?		
17	Are there frequently cold times in the housing units?		
18	Are you frequently cold when you go into the housing units?		
19	Are there conditions that make it hard for inmates to sleep at night?		
20	Do you frequently see plugged vents in the housing units?		
21	Have you seen inmates wearing layers of clothing or wearing blankets?		
22	If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his physical needs?		

## Self Assessment–Physical Needs

### Self Assessment Questions Physical Needs

Self Assessment Questions - Safety Needs			
	Meeting Safety Needs	Yes	No
1	Does our facility have a high rate of fights?		
2	Do you frequently find home-made weapons during cell searches?		
3	Do you ever discover assaults or fights that the inmates didn't report?		
4	Do you sometimes have to take inmates to the hospital after fights?		
5	Are any inmates afraid to go to the dayrooms or areas without officers?		
6	Do you find inmates paying other inmates their meals or commissary?		
7	Do inmates frequently request to be moved to other areas of the jail?		
8	Do some inmates prefer segregation to general population?		
9	Do you see fights that involve more than two inmates?		
10	Does our facility have a high rate of assaults?		
11	Do you have ways to keep inmates from hurting themselves?		
12	Do our inmates every claim to be afraid of the security staff?		
13	Are there a number of blind spots in our facility?		
14	Are there some locations that are more prone to fights or assaults?		
15	Is there an officer in each housing unit at all times?		
16	Are the video monitors always watched?		
17	Are inmates ever hurt by falling in showers or out of bunk beds?		
18	Does our classification separate violent inmates from non-violent?		
19	Can inmates report predatory behavior without fear of retaliation?		
20	If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his safety needs?		

## Self Assessment–Safety Needs

### Self Assessment Questions Safety Needs

Self-Assessment Results Totaled		
	Meeting Physical Needs	Yes % Yes No % No
1	Does our food service operation meet inmates' nutritional needs?	16 80% 3 16%
2	Do inmates frequently complain about the quality of the food?	16 80% 3 16%
3	Do inmates frequently complain about the quantity of the food?	16 80% 3 16%
4	Is hoarded food frequently found during cell searches?	19 100% 0 0%
5	Do inmates fight over food, or steal food from each other?	11 58% 8 42%
6	Does our medical service meet the inmates' medical needs?	16 80% 3 16%
7	When you call our medical unit, are they quick to respond in most cases?	16 80% 3 16%
8	Do you sometimes see inmates getting angry about their medical care?	16 80% 3 16%
9	Do you find inmates hoarding medications or selling them to others?	19 100% 0 0%
10	Has our medical service been better at times in the past?	11 58% 9 42%
11	Are there times you think an inmate should be on meds who isn't?	11 58% 9 42%
12	Could we do a better job meeting our inmates' mental health needs?	8 42% 11 58%
13	Do you ever see inmates living in unclean or unsanitary conditions?	11 58% 8 42%
14	Do you think we provide inmates with enough cleaning supplies?	14 74% 5 26%
15	Have you seen an inmate going without soap or toothpaste?	14 74% 5 26%
16	Are there conditions that makes it hard for inmates to sleep at night?	8 42% 11 58%
17	Are there frequently cold times in the housing units?	19 100% 0 0%
18	Are you frequently cold when you go into the housing units?	11 58% 8 42%
19	Are there conditions that make it hard for inmates to sleep at night?	11 58% 8 42%
20	Do you frequently see plugged vents in the housing units?	8 42% 11 58%
21	Have you seen inmates wearing layers of clothing or wearing blankets?	18 95% 1 5%
22	If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his physical needs?	Totals 266 70% 114 30%

## Self Assessment Results

### Self Assessment Results Totaled

Meeting Safety Needs		
	Yes % Yes No % No	
1	Does our facility have a high rate of fights?	11 58% 8 42%
2	Do you frequently find home-made weapons during cell searches?	12 63% 7 37%
3	Do you ever discover assaults or fights that the inmates didn't report?	12 63% 11 37%
4	Do you sometimes have to take inmates to the hospital after fights?	10 53% 9 47%
5	Are any inmates afraid to go to the dayrooms or areas without officers?	11 58% 8 42%
6	Do you find inmates paying other inmates their meals or commissary?	10 53% 9 47%
7	Do inmates frequently request to be moved to other areas of the jail?	17 89% 2 11%
8	Do some inmates prefer segregation to general population?	11 60% 6 40%
9	Do we ever see inmates living in unclean or unsanitary conditions?	13 72% 5 28%
10	Does our facility have a high rate of assaults?	18 95% 1 5%
11	Do you have ways to keep inmates from hurting themselves?	14 74% 5 26%
12	Do our inmates every claim to be afraid of the security staff?	12 63% 7 37%
13	Are there a number of blind spots in our facility?	11 58% 8 42%
14	Are there some locations that are more prone to fights or assaults?	10 53% 9 47%
15	Is there an officer in each housing unit at all times?	11 58% 8 42%
16	Are the video monitors always watched?	13 68% 6 32%
17	Are inmates ever hurt by falling in showers or out of bunk beds?	9 47% 10 53%
18	Does our classification separate violent inmates from non-violent?	12 63% 7 37%
19	Can inmates report predatory behavior without fear of retaliation?	10 53% 9 47%
20	If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his safety needs?	Totals 258 68% 120 32%

### Inmate Satisfaction Survey Results Totaled

	1	2	3	4	5	Total Responses
1	I felt like the officers were there to protect me.	12 1% 8 4% 1 1% 27 1% 50 5%				
2	I felt safe while I was in jail.	11 6% 1 1% 26 63% 63 107				
3	I was not too cold.	14 5% 3 2% 21 52% 54 107				
4	I was not hungry.	13 1% 14 0% 2 8% 19 6% 50 5% 100 0%				
5	My medical needs were met while I was in jail.	2 5% 3 2% 38 5% 59 107				
6	I was treated with dignity and respect by the staff.	1 1% 17 5% 21 56% 50 107				
7	I was allowed to participate in programs that helped me.	19 5% 20 8% 8 4% 12 1% 29 0% 100 0%				
8	Where I stayed the housing units were clean and sanitary.	2 1% 41 5% 56 107				
9	Clothing and bedding exchanges were adequate.	14 1% 15 3% 21 54 107				
10	I was able to sleep at night.	16 1% 37 0% 2 3% 107				
	Total responses by category	183 190 23 227 447				
	Percentages by category	17 1% 17 8% 2 1% 21 2% 41 8%				

## Inmate Satisfaction Survey

### Inmate Satisfaction Survey Results Totaled

Self Assessment Questions - Social Needs		
	Meeting Social Needs	Yes % Yes No % No
1	Do inmates have access to everything they need to write a letter?	12 63% 7 37%
2	Is incoming mail delivered to the inmates on the same day as it arrives?	12 63% 7 37%
3	Can inmates make phone calls on an affordable rate?	12 63% 7 37%
4	Can inmates successfully connect on the phone with their families?	12 63% 7 37%
5	Is phone card theft or fraud a problem in our facility?	12 63% 7 37%
6	Can inmates use the phone throughout the day and evening hours?	12 63% 7 37%
7	Could our policy allow more visits than what we presently provide?	12 63% 7 37%
8	Do we make exceptions to our visitation policy for inmates who ask?	12 63% 7 37%
9	Do we frequently have to cancel visits because of technology failures?	12 63% 7 37%
10	Can some inmates earn additional or extra visits?	12 63% 7 37%
11	Are many of our inmates isolated in single cells for much of the day?	12 63% 7 37%
12	Could we offer more dayroom hours if we wanted too?	12 63% 7 37%
13	Are inmates given recreational activities to do together as a group?	12 63% 7 37%
14	Are inmates allowed to gather together to watch special events on TV?	12 63% 7 37%
15	Are inmate workers allowed to earn certificates or praise for their work?	12 63% 7 37%
16	Is inmate idleness a problem in our facility?	12 63% 7 37%
17	Do our programs involve a large proportion of the inmate population?	12 63% 7 37%
18	Can our inmates earn rewards like movie nights or pizza parties?	12 63% 7 37%
19	Do we have programs that teach new skills inmates can be proud of?	12 63% 7 37%
20	If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his social needs?	Totals 222 63% 137 37%

## Self Assessment–Social Needs

### Self Assessment Questions Social Needs



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## Appendices



## APPENDIX A

Screenshots of the sample Excel spreadsheets used to track incidents and grievances and compile the results.

The screenshot shows an Excel spreadsheet titled "Incidents by Quarter with Monthly Average". The table has columns for Rule Violation, 1st - 2011, 2nd - 2011, 3rd - 2011, 4th - 2011, Total - 2011, and Average. The rows list various rule violations, each with a count of 0 and an average of 0.00. The table includes a "Totals" row at the bottom.

Rule Violation	1st - 2011	2nd - 2011	3rd - 2011	4th - 2011	Total - 2011	Average
abuse of intercom	0	0	0	0	0	0.00
destruction of county property	0	0	0	0	0	0.00
disorderly cell or bunk area	0	0	0	0	0	0.00
feigning injury or illness	0	0	0	0	0	0.00
gambling	0	0	0	0	0	0.00
horseplay	0	0	0	0	0	0.00
inadequate personal hygiene	0	0	0	0	0	0.00
indecent exposure	0	0	0	0	0	0.00
inmate self-harm	0	0	0	0	0	0.00
possession of contraband	0	0	0	0	0	0.00
possession of stolen property	0	0	0	0	0	0.00
tampering with locking device	0	0	0	0	0	0.00
failure to give name	0	0	0	0	0	0.00
vulgar or obscene language	0	0	0	0	0	0.00
lying	0	0	0	0	0	0.00
possess tobacco or matches	0	0	0	0	0	0.00
spit on another inmate	0	0	0	0	0	0.00
going into another's cell	0	0	0	0	0	0.00
interfering with headcount	0	0	0	0	0	0.00
making intoxicants	0	0	0	0	0	0.00
stealing	0	0	0	0	0	0.00
misuse of medication	0	0	0	0	0	0.00
making sexual threats	0	0	0	0	0	0.00
sexual proposals to staff	0	0	0	0	0	0.00
consensual sexual acts	0	0	0	0	0	0.00
threatening another inmate	0	0	0	0	0	0.00
racketeering	0	0	0	0	0	0.00
failure to proceed as directed	0	0	0	0	0	0.00
fighting with another inmate	0	0	0	0	0	0.00
failure to move	0	0	0	0	0	0.00
hinder or oppose staff	0	0	0	0	0	0.00
tampering with razor	0	0	0	0	0	0.00
assaulting another inmate	0	0	0	0	0	0.00
assaulting inmate with weapon	0	0	0	0	0	0.00
possess or fashion a weapon	0	0	0	0	0	0.00
sexual assault another inmate	0	0	0	0	0	0.00
failure to obey an order	0	0	0	0	0	0.00
failure to lock up	0	0	0	0	0	0.00
arson or setting a fire	0	0	0	0	0	0.00
assaulting a staff person	0	0	0	0	0	0.00
threatening a staff person	0	0	0	0	0	0.00
causing damage to facility	0	0	0	0	0	0.00
causing a flood	0	0	0	0	0	0.00
manipulate cell assignment	0	0	0	0	0	0.00
Totals	0	0	0	0	0	0.00

		B	C	D	E	F	G	H
1	Rule Violation	1st - 2011	2nd - 2011	3rd - 2011	4th - 2011	Total - 2011	Average	
2	abuse of intercom	14	4	12	8	38	3.17	
3	destruction of county property	5	6	4	9	24	2.00	
4	disorderly cell or bunk area	34	23	51	42	150	12.50	
5	feigning injury or illness	2	1	1	3	7	0.58	
6	gambling	1	1	2	1	5	0.42	
7	horseplay	17	11	3	16	47	3.92	
8	inadequate personal hygiene	8	9	6	10	33	2.75	
9	indecent exposure	1	0	1	2	4	0.33	
10	inmate self-harm	4	3	7	2	16	1.33	
11	possession of contraband	3	3	6	3	15	1.25	
12	possession of stolen property	1	1	0	0	2	0.17	
13	tampering with locking device	0	0	2	0	2	0.17	
14	failure to give name	1	1	1	1	4	0.33	
15	vulgar or obscene language	21	12	18	19	70	5.83	
16	lying	2	3	2	2	9	0.75	
17	possess tobacco or matches	1	0	0	0	1	0.08	
18	spit on another inmate	0	3	2	1	6	0.50	
19	going into another's cell	0	0	0	0	0	0.00	
20	interfering with headcount	0	1	1	0	2	0.17	
21	making intoxicants	0	0	3	2	5	0.42	
22	stealing	2	2	1	5	10	0.83	
23	misuse of medication	0	0	1	2	3	0.25	
24	making sexual threats	0	0	0	1	1	0.08	
25	sexual proposals to staff	0	0	0	0	0	0.00	
26	consensual sexual acts	0	1	1	1	3	0.25	
27	threatening another inmate	3	4	5	2	14	1.17	
28	racketeering	0	0	0	0	0	0.00	
29	failure to proceed as directed	4	3	8	5	20	1.67	
30	fighting with another inmate	21	17	16	11	65	5.42	
31	failure to move	3	5	4	0	12	1.00	
32	hinder or oppose staff	1	2	1	2	6	0.50	
33	tampering with razor	0	0	0	0	0	0.00	
34	assaulting another inmate	6	3	2	5	16	1.33	
35	assaulting inmate with weapon	0	1	1	0	2	0.17	
36	possess or fashion a weapon	2	2	3	1	8	0.67	
37	sexual assault another inmate	0	0	0	0	0	0.00	
38	failure to obey an order	6	7	8	9	30	2.50	
39	failure to lock up	21	17	16	11	65	5.42	
40	arson or setting a fire	0	0	0	0	0	0.00	
41	assaulting a staff person	2	0	0	2	4	0.33	
42	threatening a staff person	0	2	3	0	5	0.42	
43	causing damage to facility	5	9	7	6	27	2.25	
44	causing a flood	4	4	3	2	13	1.08	
45	manipulate cell assignment	10	11	11	7	39	3.25	
46	<b>Totals</b>	<b>205</b>	<b>172</b>	<b>213</b>	<b>193</b>	<b>783</b>	<b>65.25</b>	
47								

	PRO	COM	DIS	FS	MNT	MED	MISC	OFC	VIS	Total	ADP	PER 100
Jan-10										0		#DIV/0!
Feb-10										0		#DIV/0!
Mar-10										0		#DIV/0!
Apr-10										0		#DIV/0!
May-10										0		#DIV/0!
Jun-10										0		#DIV/0!
Jul-10										0		#DIV/0!
Aug-10										0		#DIV/0!
Sep-10										0		#DIV/0!
Oct-10										0		#DIV/0!
Nov-10										0		#DIV/0!
Dec-10										0		#DIV/0!
<b>Total</b>	<b>0</b>											
<b>Average</b>	#####	#####	#####	#####	#####	#####	#####	#####	#####	0.0	#DIV/0!	#DIV/0!



	PRO	COM	DIS	FS	MNT	MED	MISC	OFC	VIS	Total	ADP	PER 100
Jan-10	1	3	5	7	1	4	7	3	0	31	1155	2.68
Feb-10	0	2	3	8	0	3	5	2	0	23	1121	2.05
Mar-10	0	1	4	5	0	5	4	5	1	25	1143	2.19
Apr-10	1	2	5	4	1	4	5	6	0	28	1129	2.48
May-10	1	3	5	7	1	4	7	3	0	31	1098	2.82
Jun-10	0	2	3	8	0	3	5	2	0	23	1076	2.14
Jul-10	0	1	4	5	0	5	4	5	1	25	1108	2.26
Aug-10	1	2	5	4	1	4	5	6	0	28	1137	2.46
Sep-10	1	3	5	7	1	4	7	3	0	31	1150	2.70
Oct-10	0	2	3	8	0	3	5	2	0	23	1167	1.97
Nov-10	0	1	4	5	0	5	4	5	1	25	1149	2.18
Dec-10	1	2	5	4	1	4	5	6	0	28	1130	2.48
<b>Total</b>	<b>6</b>	<b>24</b>	<b>51</b>	<b>72</b>	<b>6</b>	<b>48</b>	<b>63</b>	<b>48</b>	<b>3</b>	<b>321</b>		
<b>Average</b>	0.5	2.0	4.3	6.0	0.5	4.0	5.3	4.0	0.3	26.8	1130.3	2.4

Programming

Commissary

Disciplinary

Food Service

Maintenance

Medical

Miscellaneous

Officer

Visitation

Enter the monthly Average Daily Population for your jail (required to make the calculation of Grievances per 100 inmates).

Grievances per 100 inmates in the Average Daily Population.



## APPENDIX B

Screenshots of the sample Excel spreadsheets used to create the self-assessment checklists and compile the results.

Self Assessment Questions - Physical Needs		Yes	No
	Meeting Physical Needs		
1	1 Does our food service operation meet inmates' nutritional needs?		
2	2 Do inmates frequently complain about the quality of the food?		
3	3 Do inmates frequently complain about the quantity of the food?		
4	4 Is hoarded food frequently found during cell searches?		
5	5 Do inmates fight over food, or steal food from each other?		
6	6 Does our medical service meet the inmates' medical needs?		
7	7 When you call our medical unit, are they quick to respond in most cases?		
8	8 Do you sometimes see inmates getting angry about their medical care?		
9	9 Do you find inmates hoarding medications or selling them to others?		
10	10 Has our medical service been better at times in the past?		
11	11 Are there times you think an inmate should be on meds who isn't?		
12	12 Could we do a better job meeting our inmates' mental health needs?		
13	13 Do you ever see inmates living in unclean or unsanitary conditions?		
14	14 Do you think we provide inmates with enough cleaning supplies?		
15	15 Have you seen an inmate going without soap or toothpaste?		
16	16 Are you frequently cold when you go into the housing units?		
17	17 Are there conditions that make it hard for inmates to sleep at night?		
18	18 Do you frequently see plugged vents in the housing units?		
19	19 Have you seen inmates wearing layers of clothing or wearing blankets?		
20	20 If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his physical needs?		

Self Assessment Questions - Safety Needs			
	Meeting Safety Needs	Yes	No
1	1 Does our facility have a high rate of fights?		
2	2 Do you frequently find home-made weapons during cell searches?		
3	3 Do you ever discover assaults or fights that the inmates didn't report?		
4	4 Do you sometimes have to take inmates to the hospital after fights?		
5	5 Are any inmates afraid to go the dayrooms or areas without officers?		
6	6 Do you find inmates paying other inmates their meals or commissary?		
7	7 Do inmates frequently request to be moved to other areas of the jail?		
8	8 Do some inmates prefer segregation to general population?		
9	9 Do you have fights that involve more than two inmates?		
10	10 Does our facility have a high rate of assaults?		
11	11 Do you have ways to keep inmates from hurting themselves?		
12	12 Do our inmates every claim to be afraid of the security staff?		
13	13 Are there a number of blind spots in our facility?		
14	14 Are there some locations that are more prone to fights or assaults?		
15	15 Is there an officer in each housing unit at all times?		
16	16 Are the video monitors always watched?		
17	17 Are inmates ever hurt by falling in showers or out of bunk beds?		
18	18 Does our classification separate violent inmates from non-violent?		
19	19 Can inmates report predatory behavior without fear of retaliation?		
20	20 If your brother was an inmate here, would you feel good about our treatment relates to meeting his safety needs?		

Self Assessment Questions - Social Needs			
	Meeting Social Needs	Yes	No
1	1 Do inmates have access to everything they need to write a letter?		
2	2 Is incoming mail delivered to the inmates on the same day as it arrives?		
3	3 Can inmates make phone calls at an affordable rate?		
4	4 Can inmates successfully connect on the phone with their families?		
5	5 Is phone card theft or fraud a problem in our facility?		
6	6 Can inmates use the phone throughout the day and evening hours?		
7	7 Could our policy allow more visits than what we presently provide?		
8	8 Do we make exceptions to our visitation policy for inmates who ask?		
9	9 Do we frequently have to cancel visits because of technology failures?		
10	10 Can some inmates earn additional or extra visits?		
11	11 Are many of our inmates isolated in single cells for much of the day?		
12	12 Could we offer more dayroom hours if we wanted too?		
13	13 Are inmates given recreational activities to do together as a group?		
14	14 Are inmates allowed to gather together to watch special events on TV?		
15	15 Are inmate workers allowed to earn certificates or praise for their work?		
16	16 Is inmate idleness a problem in our facility?		
17	17 Do our programs involve a large proportion of the inmate population?		
18	18 Can our inmates earn rewards like movie nights or pizza parties?		
19	19 Do we have programs that teach new skills inmates can be proud of?		
20	20 If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his social needs?		

	A	B	C	D	E	F	G	H	I
<b>Self-Assessment Results Totaled</b>									
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### Meeting Physical Needs

	Yes	% Yes	No	% No
1 Does our food-service operation meet inmates' nutritional needs?	14	74%	5	26%
2 Do inmates frequently complain about the quality of the food?	16	84%	3	16%
3 Do inmates frequently complain about the quantity of the food?	8	42%	11	58%
4 Is hoarded food frequently found during cell-searches?	19	100%	0	0%
5 Do inmates fight over food, or steal food from each other?	11	58%	8	42%
6 Does our medical service meet the inmates' medical needs?	14	74%	5	26%
7 When you call our medical unit, are they quick to respond in most cases?	16	84%	3	16%
8 Do you sometimes see inmates getting angry about their medical care?	8	42%	11	58%
9 Do you find inmates hoarding medications or selling them to others?	19	100%	0	0%
10 Has our medical service been better at times in the past?	11	58%	8	42%
11 Are there times you think an inmate should be on meds who isn't?	16	84%	3	16%
12 Could we do a better job meeting our inmates' mental health needs?	8	42%	11	58%
13 Do you ever see inmates living in unclean or unsanitary conditions?	19	100%	0	0%
14 Do you think we provide inmates with enough cleaning supplies?	11	58%	8	42%
15 Have you seen an inmate going without soap or toothpaste?	14	74%	5	26%
16 Are you frequently cold when you go into the housing units?	16	84%	3	16%
17 Are there conditions that make it hard for inmates to sleep at night?	8	42%	11	58%
18 Do you frequently see plugged vents in the housing units?	19	100%	0	0%
19 Have you seen inmates wearing layers of clothing or wearing blankets?	1	5%	18	95%
20 If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his physical needs?	18	95%	1	5%
Totals	266	70%	114	30%

Enter your assessment's cumulative NO results in this column.

Enter your assessment's cumulative YES results in this column.

This is an example of tabulating the results of individual survey forms.

### Meeting Safety Needs

	Yes	% Yes	No	% No
1 Does our facility have a high rate of fights?	10	53%	9	47%
2 Do you frequently find home-made weapons during cell searches?	12	63%	7	37%
3 Do you ever discover assaults or fights that the inmates didn't report?	8	42%	11	58%
4 Do you sometimes have to take inmates to the hospital after fights?	15	79%	4	21%
5 Are any inmates afraid to go the dayrooms or areas without officers?	11	58%	8	42%
6 Do you find inmates paying other inmates their meals or commissary?	16	84%	3	16%
7 Do inmates frequently request to be moved to other areas of the jail?	17	89%	2	11%
8 Do some inmates prefer segregation to general population?	11	65%	6	35%
9 Do you have fights that involve more than two inmates?	10	53%	9	47%
10 Does our facility have a high rate of assaults?	18	95%	1	5%
11 Do you have ways to keep inmates from hurting themselves?	14	74%	5	26%
12 Do our inmates every claim to be afraid of the security staff?	16	84%	3	16%
13 Are there a number of blind spots in our facility?	12	63%	7	37%
14 Are there some locations that are more prone to fights or assaults?	19	100%	0	0%
15 Is there an officer in each housing unit at all times?	11	58%	8	42%
16 Are the video monitors always watched?	12	63%	7	37%
17 Are inmates ever hurt by falling in showers or out of bunk beds?	13	68%	6	32%
18 Does our classification separate violent inmates from non-violent?	9	47%	10	53%
19 Can inmates report predatory behavior without fear of retaliation?	6	32%	13	68%
20 If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his safety needs?	18	95%	1	5%
Total	258	68%	120	32%

### Meeting Social Needs

	Yes	% Yes	No	% No
1 Do inmates have access to everything they need to write a letter?	11	58%	8	42%
2 Is incoming mail delivered to the inmates on the same day as it arrives?	12	63%	7	37%
3 Can inmates make phone calls at an affordable rate?	1	5%	18	95%
4 Can inmates successfully connect on the phone with their families?	2	11%	17	89%
5 Is phone card theft or fraud a problem in our facility?	15	79%	4	21%
6 Can inmates use the phone throughout the day and evening hours?	16	84%	3	16%
7 Could our policy allow more visits than what we presently provide?	13	68%	6	32%
8 Do we make exceptions to our visitation policy for inmates who ask?	9	47%	10	53%
9 Do we frequently have to cancel visits because of technology failures?	10	53%	9	47%
10 Can some inmates earn additional or extra visits?	14	74%	5	26%
11 Are many of our inmates isolated in single cells for much of the day?	14	74%	5	26%
12 Could we offer more dayroom hours if we wanted too?	16	84%	3	16%
13 Are inmates given recreational activities to do together as a group?	8	42%	11	58%
14 Are inmates allowed to gather together to watch special events on TV?	19	100%	0	0%
15 Are inmate workers allowed to earn certificates or praise for their work?	11	58%	8	42%
16 Is inmate idleness a problem in our facility?	16	84%	3	16%
17 Do our programs involve a large proportion of the inmate population?	13	68%	6	32%
18 Can our inmates earn rewards like movie nights or pizza parties?	9	47%	10	53%
19 Do we have programs that teach new skills inmates can be proud of?	10	53%	9	47%
20 If your brother was an inmate here, would you feel good about our treatment of him as it relates to meeting his social needs?	14	74%	5	26%
Total	233	61%	147	39%
Grand Total	757	67%	381	33%



APPENDIX C

**Screenshots of the sample Excel spreadsheets used to create the inmate survey and compile the results.**





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**National Institute of Corrections**  
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