

LAW ENFORCEMENT MANAGEMENT INSTITUTE

A REPORT WITH RECOMMENDATIONS CONCERNING
THE DEVELOPMENT OF A SECURITY PROGRAM
SPECIFICALLY DESIGNED FOR JAIL PERSONNEL

SUBMITTED IN FULFILLMENT
OF THE REQUIREMENTS FOR
THE LAW ENFORCEMENT MANAGEMENT INSTITUTE

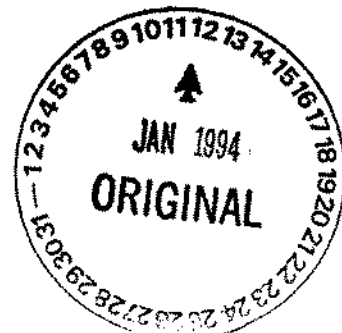
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1. INTRODUCTION

1.1. Purpose of Paper

The purpose of this study is to determine if City of Houston Municipal Jail Personnel (Jail Attendants) are receiving adequate and appropriate instruction in the area of defensive tactics as part of their jail security training. If the current level of defensive tactics being taught is perceived to be inadequate, this study will be used as a vehicle to propose the inclusion of several new philosophies regarding defensive tactics for jailers. A good example would be the non-confrontational negotiation techniques promoted at the Martin Luther King Institute. Further this study will recommend the integration of tactics currently used in other arenas such as the mental health field.

Currently, Houston Police Jail Personnel receive the same training in defensive tactics as police patrol personnel.¹ However, it appears that these jail employees (predominantly civilian) do not face the same confrontational situations that occur on the street. Nor does it appear that the "hard" defensive tactics techniques taught to street officers should apply to the more controlled atmosphere of the jail environment. This study was prompted by the above observations as well as the observations of several first line

jail supervisors, who noticed that a large number of documented jail confrontations ended in injury either to a prisoner or to a jail attendant. These supervisors also noted that many confrontations appeared to be avoidable or actually started by the Jail Attendants themselves.²

First, the function of a municipal jail will be described, and then compared to the county jail system in an attempt to explain the differences between the two and discuss whether defensive tactics and security programs would be applicable, or whether more emphasis should be placed on confrontational training in the municipal environment. Then, the Houston Police Jail system will be described in detail and current practices in security training for other disciplines and recent developments in other fields with applications in the area of Municipal Detentions will be discussed.

Two research instruments have been prepared; a jailer survey and a review of documented confrontations which will be presented in detail, along with conclusions which will show the possible areas that need to be addressed in any program development.

2. Methodology

2.1 Survey of Literature

This paper initially attempted to review related literature, but it was found most research has been aimed at long term incarcerational institutions such as the federal and state penitentiary systems. Little research has been conducted which strictly relates to the municipal jail or lockup setting.³ No research was found which dealt with defensive tactics for municipal jailers.

2.2 Review of Case Law and Legislative Literature

Due to the apparent lack of documented research into this field, an emphasis has been placed on trends in legislation and case law which might dictate increased attention to prisoner care and jailer training. The cases cited were found on the **Westlaw** database at Texas Women's University using search categories of 'Physical Abuse', 'Detention', 'Municipal', 'Jail', 'Intoxication', and 'Injury'.

Review of Literature in other Institutional Care Fields

Using the library search systems at Texas Women's University and Sam Houston State University, a survey of literature of other institutional care fields including county jails, and state and federal prisons, was conducted in an attempt to find material which

would be useful in the municipal jail setting. Out of 32 selections yielded by the computer search, 14 were utilized in this paper.

Jailer Survey

An instrument was developed to determine jail attendants' assessment of their own abilities as well as their assessment of the defensive tactics program in place at the time. This survey instrument was distributed to 228 jailers with 117 responses, representing a response rate of 51 percent.

Review of Documented Confrontations

Documented confrontations in the Central Jail Complex, over a 24 month time period, were reviewed in an attempt to determine where the majority of confrontations occurred, who was involved, and whether or not intoxication was a factor. 40 confrontations were reviewed and my findings and interpretations are included.

3. HISTORY

Before a discussion of defensive tactics or jail security is undertaken, it is necessary to understand the place that a municipal jail takes within the correctional system. There are several areas where a municipal jail has an entirely different agenda than either County, State, or Federal Corrections facilities.

3.1. Municipal vs. County Jails.

The primary purpose of the local, or municipal, jail is custody of a recently arrested suspect. In most municipal jails, the majority of inmates are being held while awaiting trial or transport to another incarceration facility.⁴ The municipal jail does not usually have the time or the funds to attempt to effect any treatment on the individuals incarcerated. Further, as Kossof has stated, "The majority of jail inmates have not been convicted of anything and are therefore legally innocent.....Treatment cannot be forced on innocent individuals." ⁵ This obviously restricts some avenues of prisoner control, which are available to long term facilities, such as mandatory recreational programs.

Until recently, most municipal jails were operated by the local police department. According to Holden, "The management and operation of incarceration centers have been a responsibility of law enforcement administrators since the creation of the first police force". ⁶

Holden suggests that "Ideally, law enforcement personnel should neither manage nor maintain detention facilities; this should be done by those trained in corrections..."⁷ The Houston Police Department has begun to follow Holden's advice by civilianizing their jail operations. However, the majority of training received by these personnel is still the same as received by police personnel, i.e. it is not taught by instructors who are versed in corrections.

Currently, in the state of Texas, municipal jails do not fall under any particular agency as far as minimum standards of operation or training for corrections employees.⁸

In contrast, most Texas county jails are run by corrections professionals. County Jails fall under Article 5115 of the Texas Revised Civil Statutes. This article defines a "county jail" as "any jail, lockup, or other facility that is operated by or for a county for the confinement of persons accused or convicted of an offense." County jails are under the supervision of the Texas Jail Standards Commission and must comply with the minimum standards set by the Commission.⁹

According to del Carmen, county jails are used to "(1) detain offenders before trial if they cannot afford or are not eligible for bail, and (2) serve as institutions to house misdemeanor offenders sentenced to terms of one year or less as well as some nonserious felons."¹⁰

Therefore, a distinct difference is present between municipal and county jails. While both are responsible for holding individuals awaiting trial, the county jail also has a large amount of the

population that is resident, i.e. serving some type of sentence. Thus, it may be inferred that the county jails have a somewhat more static population of prisoners. This in conjunction with personnel specifically trained in corrections lends to a more static environment where the employee is more familiar with a majority of the individuals who are incarcerated. Furthermore, the goal of the long term incarceration system is designed to do more than house the inmate, where the municipal jail or lockup can legally do little else. According to Holden:

"The primary purpose of the local jail is custody. Sophisticated treatment programs are too expensive for implementation by local authorities, and inmates are rarely in local incarceration centers long enough for most treatment programs to have a significant effect. Even if treatment were available, the majority of jail inmates is held awaiting trial; they have not been convicted of anything and are therefore, legally innocent. Treatment cannot be forced on innocent individuals...Thus with limited resources and insufficient time for treatment, the jail manager has little choice but to focus primarily on custody...Rehabilitation and treatment considerations are given little attention; custody and security are the reasons for the existence of the local jail."¹¹

Many police administrators have heeded the wisdom of Holden and are getting out of the corrections business. Large municipalities in Texas, such as Austin, Dallas, San Antonio and Fort Worth are shutting their jails down and contracting with the county jails to house their municipal prisoners. This allows the police to concentrate on their main function, policing.¹²

Sergeant Alan Rodgers of the Houston Police Department has noted several drawbacks to relinquishing the responsibility of prisoner housing. Namely, the cost of housing a prisoner is subject to

negotiation, access to prisoners during ongoing investigations has to be coordinated with the county jail, and special events such as zero tolerance sweeps or vice stings would have to be coordinated with the county jail, increasing the chance for a compromised action. As Sergeant Rodgers has further noted, the police might give up the unwanted job of jailer, but lose much flexibility in planning and investigation.¹³

2.2. City of Houston's Jail System

The Houston Police Department is aware of how other departments have fared with their mergers, and has made a commitment to keep the jail function in operation indefinitely. Currently, state of the art jail facilities are being built into the new "Command Stations", which are an integral part of the Houston Police Neighborhood Oriented Policing (NOP) concept. In furtherance of that commitment and in an effort to professionalize the jail function, the city began hiring a civilian jail force in 1982, and has now realized complete civilianization at the rank of jailer.¹⁴

The City of Houston Jail System consists of two major lock-ups, one detention center, and five area substations. The substations are only designed for holding municipal prisoners for two to five hours before transfer to a major facility. The jail system currently employs 380 personnel, 308 of which are uniformed civilian jailers.¹⁵

The jail system processes approximately 130,000 prisoners each

year. The central jail complex is the most extensively used, averaging 100,000 prisoners each year. The system strives for a 24 hour turn around on all prisoners with the exception of fine servers who are housed at the municipal detention center which is on the outskirts of town. Therefore, the jail population is extremely transitory. The central jail alone handles almost 270 prisoners each day.¹⁶

The city jail system is not under any regulatory agency. However, many upgrades and changes were made during the police department's successful efforts at accreditation by the Commission on Accreditation for Law Enforcement Agencies (CALEA). The department also voluntarily complies with the Texas Commission on Jail Standards, when practical.¹⁷

2.3 Jailer Training

Currently, City of Houston municipal jailers receive 120 hours of classroom training at the beginning of their career. Of this training, only four hours is dedicated to defensive tactics, which will be described in section 4.1. Until recently, there was an annual in-service training which included four to eight hours of refresher training in defensive tactics and handcuffing techniques. Training in these areas was stopped in October, 1991 by Houston Police Academy personnel out of fear for the physical well-being of the jail personnel. Because the jailer position is entry level, no physical agility or health requirements are involved upon hiring, and

there were more than a few jailers who the academy staff considered to be in too poor health to participate in any manner of strenuous program or activity. ¹⁸ This is an area which must be addressed concurrent with the consideration of program development, for the best conceived program in the land will be of little use if the employees are in too poor of shape to participate. This study suggests that jail command staff members seriously study the need to create entry level physical requirements as well as seasonal physical fitness and general health testing.

3. LEGAL PRECEDENTS

As has been previously noted, the municipal jail differs from most other institutions in that the inmates have not been convicted of a crime. Research reveals that in the City of Houston jail system, almost 90 percent of documented confrontations involve individuals who have been arrested on alcohol or drug related charges.¹⁹ Characteristics of drug and alcohol use may include; loss of inhibition, loss of coordination, slurred speech, change in character, sudden mood swings, unconsciousness, convulsions, and even death. These possibilities become an even more serious concern when one realizes that it is almost impossible to predict an individual's reaction to a given amount of drug or alcohol from occasion to occasion. Further, it may be extremely difficult for the employee to

nited States is constantly

redefining 'cruel and unusual punishment'. Currently, little case law exists which deals directly with use of force by jailers violating Eighth Amendment rights. However, there is a good deal of case law which deals with the treatment of Mentally Ill prisoners, who require a higher duty of care. Failure to take into account specific needs and provide adequate care to a suicidal inmate is considered cruel and unusual.²²

In a municipal police jail, a great deal of the prisoners have been arrested for charges which in some way involve alcohol or narcotics use. Allen Beck of the Bureau of Justice states:

"More than half of all jail inmates said they were under the influence of drugs or alcohol at the time of their current offense - 12% under the influence of both drugs and alcohol, 15.4% under the influence of only drugs and 29.2% under the influence of only alcohol."²³

Given the trend in society for alcoholism and drug dependency to

after use of these drugs, it appears to be a small but logical step to assume that the failure of a department to train its employees to handle confrontations with these individuals in the safest and most humane manner possible could result in violations of the individual's Eighth Amendment rights.

3.2 U.S.C. 1983

42 U.S.C. 1983 states:

Every person who, under color of any statute, ordinance, regulation, custom, or usage, of any State

or Territory, subjects, or causes to be subjected, any citizen of the United States or other persons within the jurisdiction thereof to the deprivation of any rights privileges or immunities secured by the Constitution and laws, shall be liable to the person injured in an action of law, suit in equity, or other proper proceedings for redress."

With regard to training standards, 42 U.S.C 1983 has been interpreted by the Supreme Court to apply to municipalities when they have shown "deliberate indifference" and failed to train employees.²⁵ This can be interpreted to mean that if a police department knows that an issue is not being addressed in training, and makes a conscious decision not to address the issue, they can be held liable under 42 U.S.C. 1983.

The ramifications to the Houston Jail system are evident. If it is found that our current defensive tactics program is inadequate and we do **not** revise our program, it appears evident that Houston may have failed to meet the standards set by the Supreme Court and would be vulnerable to a suit filed under 42 U.S.C. 1983.

4. CURRENT PRACTICES

4.1 Self Defense Standards

The self defense and prisoner restraint tactics that have been taught to all current City of Houston municipal jailers is the same set of tactics taught to the Houston police officers. A number of pain compliance techniques are taught as well as a minimal number of strikes and come-alongs. One on one handcuffing techniques are also taught.²⁶

At first glance, this appears to be adequate training, for both officers and jailers appear to be handling the same prisoners. It would seem that the same techniques would be both effective and necessary. However, the police officer comes across an individual in an uncontrolled environment. Officers are trained to respond to situations as if help were not available. The police officer has to make split second judgements about the use of force and degree of force necessary to control the situation and protect his safety and the safety of others at the scene. Further the police officer has the option to escalate force to impact weapon and deadly force in the use of his firearm.²⁷ On the other hand, the jailer is in a semi-controlled environment. The jailer has much more knowledge about the individual through information that the officer has gained. The jailer has help available in the form of the other jailers working around him. Currently, the Houston Police Department Jailer has no form of escalation other than physical restraint and/or

the use of pain compliance techniques.

At present time, the jailers are not being taught about distance factors in relation to prisoners, kinesics (reading of body language), or interpersonal communications skills. These are skills that are relatively novel to the field of policing and would be extremely helpful in the jail setting. Not only would they provide the jailers with self preservatory skills, but they would enhance the jailers' job satisfaction and sense of security.

4.2 Other Security Related Training

Jailers receive some training in the movement of prisoners during fire or emergency.²⁸ However, they do not currently receive any training in regard to extremely unique situations such as; hostage situations, inmate fights, an inmate with a weapon, or inmate extraction from a cell. All of these incidents fall under the auspices of "jail security", and could easily be included in the same block of instruction as defensive tactics.

A large movement is growing in policing and corrections which is directly related to defensive tactics. The buzzword for this movement is "Verbal Judo". The basis of the instruction is aimed at defusing a confrontational situation before it has an opportunity to develop into a full-blown fight. The various techniques include kinesics, the study of body movement and position, as well as verbal techniques to calm or redirect the subjects' anger.²⁹ Jailers would benefit immensely from this type of training, and it easily falls in the purview of defensive tactics as a preemptive approach.

5. SECURITY DEVELOPMENT TRENDS IN RELATED FIELDS

5.1 Security Trends in the Field of Mental Health

Certain areas of the mental health field parallel the jail environment with regard to the self-defense and confrontational training needs of the employees who come in contact with violent individuals. Practitioners in the mental health field have spent a good deal of time developing programs and techniques which not only protect the employee, but are designed to minimize the risk of injury to the patient. The majority of hospital based programs promote a group approach to patient control, i.e. one employee controls the head of the patient and directs the other employees, who are each responsible for a limb, and then lower the patient to the ground to be restrained. This approach would appear to be extremely helpful in the jail environment to avoid the number of injuries which occur when a prisoner is taken to the floor for restraint.³⁰

The Mental Health and Mental Retardation Association of Austin has developed a program entitled "Prevention and Management of Assaultive Behavior", which details areas such as self defense, self protection, patient restraint, interpersonal communications, and patient transport. The program is intended for handling a range of individuals from merely uncooperative to extremely violent, while minimizing the risk of injury to the patient as well as the employee.³¹

Dr. Nichols noted, "The health care professional has a duty to provide care for the individual and to avoid causing further damage than necessary during the course of treatment."³² If incarceration of an individual is thought of as a service rather than a punishment, this statement can be carried directly over to the jail environment. Once a prisoner has been arrested, the "system" is then responsible for him, and has a duty to insure his safety and well being.

5.2 Trends in County Corrections

Because most county jails take in persons who have just been arrested and because many have taken over the entire municipal jail responsibility, the county correctional institutions are closest in character to a municipal jail. However, the resources, expertise, and sheer number of personnel afford the county jails opportunities that are not available to the City of Houston at this time. An example of this is the tendency of many jailers to leave after only a few months of employment to work for the Harris County Sheriff's Department. The main reason given on the exit interviews is that the Sheriff's Department pays more money!

In areas such as riot control, hostage situations, and prisoner against prisoner fights, County Jails often have specialized teams to handle the situation.³³ Programs such as these are not applicable to the municipal setting. However, The Dallas County Sheriff's Department has instituted a program of situational training that

shows great promise. The program is taught during the Basic Corrections Officer Class and is titled "Confrontation Decision Scenarios". The program is described by Lieutenant Jane Porter of the Dallas County Sheriff's Department as a series of scenarios designed to "teach the corrections student necessary skills in problem solving by (1) role playing, (2) demonstration and practical application, and (3) a question and answer period."³⁴ Videotapes provided by Lieutenant Porter detailing the actions of one academy class that partook in the exercise were reviewed. The scenarios used members of the academy staff as prisoner and hostages and put the class members in situations such as a hostage situation, a potential suicide, and a fight between two prisoners. The program is videotaped, and the student is scored on a yes/no scalar chart. Feedback is then provided to the students at the end of the program. This is an excellent example of one the new types of training available to supplement the traditional defensive tactics repertoire. Actual performance by the individual is observed and suggestions can be made before the actual incident, or one like it, is encountered.

5.3 Trends in State and Federal Corrections

As previously noted, the main focus of municipal jails is short term and strictly focuses on housing the prisoner, while it is possible to attempt to create programs and various forms of "treatment" in state and federal institutions. However, there are

several trends in the penitentiary systems that warrant inspection.

The National Institute of Corrections, which is a branch of the U.S. Department of Justice, is responsible for compiling and cataloguing programs used in the training of federal agencies. Among these are programs aimed at developing InterPersonal Communication (IPC) skills such as the Training Program in Nonviolent Conflict Resolution developed by the Martin Luther King Jr. Center for Nonviolent Social Change.³⁵ Programs such as these are available upon request and the techniques may be applied in many situations.

6. DISCUSSION OF RESEARCH

6.1 ORAL SURVEY OF OTHER MUNICIPALITIES

Unfortunately, as noted earlier, most municipalities have given the responsibility for housing prisoners over to the county organizations. Therefore, no municipalities of similar size were found to question in regard to their defensive tactics program. Nevertheless, the questionnaire has been included in the appendix, as it might be useful to another agency.

6.2 WRITTEN SURVEY OF JAIL EMPLOYEES

A survey instrument was designed which attempted to gather information on the Houston Police Jailers' perception of the defensive tactics training they received, as well as some data regarding height, weight, and perception of fitness. The survey instrument was distributed to 228 employees and 117 were returned. The complete instrument as well as percentage answers are in the appendix.

In response to the question regarding the employee's perception of fitness, an astounding 72 percent responded that they were in above average, or excellent physical condition. Only four surveys were returned that indicated the individual considered themselves in poor condition. This is not consistent with the observations of academy personnel who indicated their concerns regarding the health

of a large number of jailers.

In response to the question regarding the number of prisoner confrontations the individual was involved in over the past six months, 14 percent stated that they had been involved in 12 or more confrontations that did not result in injury. This answer when contrasted with the documented confrontations reveals a probable discrepancy between the number of actual confrontations and the number reported. This should be taken into account in future training, and the standards for confrontation documentation should be enforced, or revised to reflect what is actually occurring.

The majority of jailers who responded stated that they did not feel adequately prepared to handle a physical confrontation. Seventy percent indicated that some form of defensive tactics training would enhance their level of confidence. Seventy-eight percent indicated that they would prefer a group approach to prisoner control during a confrontation. The majority stated that they would prefer semi-contact instruction over walk-through, or non-contact instruction.³⁶

6.3 REVIEW OF CONFRONTATION DOCUMENTATION

The Houston Police Department Jail Division keeps records on all documented confrontations. Jail employees are expected to document any incident that requires a use of force greater than that "normally" used to handcuff an argumentative prisoner.³⁷ However, after review of the records, it appears that most confrontations were

documented only after an injury to either the employee or prisoner occurred, or when a supervisor was present.³⁸ The results of this particular study should be viewed with that in mind.

These records were reviewed in an effort to determine:

1. Whether specific individuals could be identified who were involved in the majority of confrontations.
2. Whether a particular type of arrest was more commonly involved in the majority of confrontations.
3. Whether there was a common precursor involved in the commencement of the confrontation.
4. Whether there was a particular location in the jail where confrontations were more likely to occur.
5. Whether injury did occur, what was the cause.

I found that:

1. While there were jailers who were involved in a greater number of confrontations, it appears to be a function of location rather than the individual.
2. The majority of confrontations involved municipal prisoners.
3. Of all confrontations, Seventy-six involved intoxicated prisoners.
4. The majority of the confrontations were as a result of an overt aggressive action by the prisoner.
5. The majority of confrontations occurred during the initial intake process.
6. Practically all documented confrontations resulted in injury to either the prisoner or the jailer. The majority of prisoner injuries were lacerations to the head which occurred as a result of the prisoner being taken to the floor and striking some portion of his head on the floor during the process.

6.4 Review of Videotaped Confrontations

The central jail complex of the Houston Police Department has numerous video cameras throughout, and time-lapsed videotaping capability over more than 90 percent of the jail area. These video tapes are kept secure for at least six months before recycling, and indefinitely if deemed necessary by the jail command staff or by court order.³⁹ Forty of the documented confrontations (previously mentioned) were selected, and the videotape of these confrontations were reviewed in order to determine if there were any obvious actions or behavior by either the jail attendants or the prisoners, which led to the confrontation. The author of this study used his own martial art experience as well as training in police defensive tactics and guidance from Mr. Ed Young, an internationally respected martial artist and instructor in defensive tactics, as a guide while observing the confrontations.

Prior to the confrontation this study looked for:

1. The distance the jailer maintained between himself and the prisoner.
2. The jailer's reaction, if any, to prisoner aggression or non-cooperation.
3. The demeanor (non-verbal) of the jail attendant and his treatment of the prisoner.
4. The ratio of jailers to prisoners at the time of the confrontation.

Once a confrontation started, this study looked for:

5. How quickly other jailers came to aid.
6. How prisoner was restrained.

7. Jailer demeanor after the prisoner was restrained.

The following observations were made:

1. In 31 of the confrontations observed, the jail attendant involved failed to stay close enough to adequately control the prisoner. In fact, many jailers even turned completely around and lost sight of the prisoner they were handling.
2. In 4 instances regarding jailer reaction, the jailer overreacted to an obvious verbal comment without overt signs of aggression. More disturbingly, in 18 instances, when there was an obvious refusal to obey instruction or overt threat of aggression, the jailer failed to notice or take action before a confrontation was initiated by the prisoner.
3. In only two of the instances did it appear as if the jailer were acting improperly or taunting the prisoner. Rather, it appeared in all but 8 instances, that the jailer failed to escalate his control over the situation (by handcuffing the prisoner, or secluding the prisoner until control was reattained) as the prisoner became a problem.
4. On 8 of the instances, all on night shift, it appeared that the ratio of prisoners to jailers was unacceptable. Considering that the amount of arrests for intoxication increase during the night shift, it would appear wise to limit the number of prisoners being handled to a number that is smaller than the number of jailers in the area.
5. The issue of jailers coming to the aid of another jailer involved in a confrontation does not appear to be a problem. In all cases, aid was forthcoming immediately regardless of the sex of either the jailer or the prisoner. (The one major injury witnessed was a female jailer whose head was struck against a wall while attempting to aid in restraining a violent male prisoner.)
6. The largest problem noted was in the area of prisoner restraint. Fully 31 of the 40 instances observed were taken to the floor by one or two jailers. Many of them obviously struck their heads on the ground while being taken down. There appeared to be no coordination in the attempt to control the prisoners other than to throw the prisoner down, jump on them, and handcuff them!
7. In all cases, the jail attendants were observed to show excellent restraint and terminate the use of force once the prisoner was under control (handcuffed).

It appears after viewing the confrontation films and noting that in 78 percent of the incidents, jailers failed to maintain proper control of the prisoner, or use escalation tactics when necessary, that there is a definite need for reform, or at the very least stricter supervision. The failure of the jailers to respond to overt acts of defiance or aggression is disturbing. If a function of workload, i.e. too many prisoners to process or too fast a pace, then additional workers need to be assigned to the area or the work pace needs to be lowered. If this is a function of poor training or inattentiveness, it needs to be addressed through training and stricter supervision and reinforcement. Reforms should be aimed at lowering both the number of jailer-prisoner confrontations as well as the incidence of injury.

7. PROPOSED CHANGES BASED UPON THIS STUDY

Based upon the fact that the present form of defensive tactics training has been halted, the number of confrontations which produce injuries, feedback of the employees themselves, and observation of poor judgement and interpersonal skills, it strongly appears that there is a need for some revised form of defensive tactics training.

7.1 JAILER FITNESS

Although not specifically related to defensive tactics, the need to have a healthy group of employees who can survive a moderately strenuous defensive tactics program, not to mention actual prisoner confrontations is essential. Some form of incentive must be provided by the Houston Police Department, whether in the form of additional pay or merely the opportunity of job retention.

7.2. REDESIGN OF THE CURRENT TRAINING PROGRAM

The current program, when in place, consists of a few strikes and pain compliance techniques taught to street officers. The field of corrections as well as the Medical Health field have techniques which afford ample opportunity for employee safety while still maintaining control of prisoners in a more humane fashion. The need to avoid injury to prisoners, when possible, is tantamount in today's litigious society, and techniques such as group control of violent

prisoners should be stressed.

7.3. EMPHASIS ON IPC DEVELOPMENT

The field of Interpersonal Communications is mushrooming. Seminars are being held across the country. According to Jack Enter the latest generation of workers is deficient in Interpersonal Communication Skills for a variety of reasons and must be taught what earlier generations have brought with them to the job, namely the ability to communicate effectively and politely. The use of Interpersonal Communications training has lowered the incidence of complaints against employees and lowered the number of confrontations in many institutions.⁴⁰

Akin to the Interpersonal Communications training, are programs such as the Training Program in Nonviolent Conflict Resolution offered by the Martin Luther King Jr. Center for Nonviolent Social Change through the National Institute of Corrections and the Verbal Judo course taught at the Houston Police Academy. These would be excellent complements to a defensive tactics program in that they bring the most potent weapon a jailer has into play, namely his brain!

7. CONCLUSION

The City of Houston has indicated that the Houston Police Department will stay in the incarceration business for some time to come. Considering the number of people arrested who are intoxicated in some fashion, the elevated duty of care for these individuals and the tendency for the court to become involved in jail affairs, it appears that there is a very good case for developing a defensive tactics program which will address; (1) increased use of coordinated multiple jailer control and restraint of violent prisoners, (2) increased jailer awareness of prisoner kinesics, (3) training in the use of interpersonal communications, and (4) jailer awareness of liability issues associated with use of force.

The majority of the jailers themselves have indicated that some form of defensive tactics training would make them feel more secure in their jobs. The idea of employees who are eager to receive institutional training should be a great motivator toward developing a quality program. Further, the immediate supervisors were the ones who first noted that a problem existed and should be very supportive.

The actual development of a defensive tactics program for municipal jailers is beyond the scope of this paper. However sufficient resources have been provided in the appendix to begin an intelligent discussion with academy personnel regarding the need for a new, revised defensive tactics program which is specifically designed to meet the needs of municipal detentions.

It is the position of this study based upon the observation of the prisoner confrontations and the jailer surveys, that the most

essential element of this program would be the adoption of the philosophy of using multiple jailers to physically control violent prisoners whenever possible. If a program is used which incorporates this philosophy, it would be wise to conduct a second study to see if a change in the number and style of confrontations has occurred as well as any change in the number of injuries.

As with most changes, it is expected that this proposal will meet some resistance. The development of a program will take resources not only from the jail, but also from the police academy, who already have programs in place. This will necessitate some additional training on the part of the academy staff, but the reduction in liability and the possible increase in employee satisfaction afforded by adequate training appears to be more than adequate compensation.

¹Sergeant James Curtis of Houston Police Department; Jail Special Projects, interview by author, 1 May 1991.

²Staff Meeting at Houston Police Jail, July 30, 1991

³John Irwin, The Jail: Managing the Underclass in America, (Los Angeles: University of California Press, 1985), ix.

⁴Anna Kosof, Prison Life in America, (New York: Franklin Watts), 181.

⁵*Ibid.*, 181

⁶R. Holden, Modern Police Management, (Englewood Cliffs, N.J.: Prentice Hall, 1986), 179.

⁷*Ibid.*, 179.

⁸Allen Rodgers, "Municipal Jails in Houston Texas," American Jails (July/August 1990): 56.

⁹Rolando del Carmen, Texas Jails: Law and Practice (Huntsville, Tx.: Sam Houston Press, 1990) 13.

¹⁰*Ibid.*, 4.

¹¹Holden, Modern Police Management, 181.

¹²Rodgers, Municipal Jails in Houston, Texas, 52.

¹³*Ibid.*

¹⁴*Ibid.*, 54.

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¹⁸Staff Meeting, October 31, 1991.

¹⁹Jay Chase, Review of Forty Videotaped jail confrontations: August 1990 to August 1991, Presentation to Jail Staff, November, 1991.

²⁰Pauline Louie, City of Houston Chemist, interview by author, May 6, 1992.

author, July 7, 1991.

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²³Allen Beck, Profile of Jail Inmates, 1989, Bureau of Justice Statistics Special Report, (Washington D.C.: U.S. Department of Justice), 1.

²⁴Ann Daughtry, Contemporary Supervision: Managing People and Technology, (New York: McGraw Hill), 198.

²⁵Gary Deland, Executive Director of Utah State Department of Corrections, interview by author, May 23, 1991.

²⁶Sergeant Mark Marsolais of Houston Police Academy, interview by Author, October, 1991.

²⁷Harry Aziz, Police Procedures and Defensive Tactics Training Manual (Japan, Japan Publications).

²⁸City of Houston Jail Standard Operating Procedures.

²⁹Presentation by Houston Police Academy Staff, April 21, 1992.

³⁰City of Houston Staff Psychologist Beverly Nichols, interview by author, 7 July, 1991.

³¹Kathryn Sandler RN, interview by author, August 30, 1991.

³²Beverly Nichols, interview by author, 7 July 1991.

³³David Gonzales, interview by Author, September 5, 1991.

³⁴Jane Porter of the Dallas County Sheriff's Academy, Basic Corrections Officer Class: Confrontation Decision Scenarios, 1992.

³⁵Martin Luther King Jr. Center for Nonviolent Social Change, Trainer Program in Nonviolent Conflict Resolution. (Washington: Department of Justice).

³⁶Jay Chase, Presentation to jail staff, November, 1991.

³⁷City of Houston Jail Standard Operating Procedures.

³⁸Jay Chase, staff meeting presentation, November, 1991.

³⁹Gary Gillmore, Houston Police Jail Special Projects Officer, interview by author, August 30, 1991.

⁴⁰Jack Enter, interview by Author, 13 March, 1992.

APPENDIX

DEFENSIVE TACTICS NEEDS SURVEY

AGENCY QUESTIONNAIRE

Agency: _____

Size: _____

1. Does your agency presently have ongoing defensive tactics instruction for employees?
2. What is the frequency of instruction?
3. What is the mode of instruction?
4. When was program instituted?
5. Have there been any improvements since the inception of the program?
6. What is the general attitude of the employees regarding the program?
7. What led to the inception of the program?
8. Comments...etc.

DEFENSIVE TACTICS NEEDS SURVEY

Instructions:

Attached is a questionnaire dealing with prisoner confrontations and defensive tactics. The function of this questionnaire is to provide information that may be helpful in formulating a defensive tactics program for jail attendants. While completing this form is not mandatory, it is requested that everyone working in the capacity of a jail attendant provide the following information. Please do not put your name on the questionnaire. Thank you for your cooperation.

Personal Data:

1. Male _____
Female _____
2. Age _____
3. Height _____
4. Weight _____
5. Select the term below which best describes your level of physical fitness.
 - 1 A. Poor physical condition
 - 19 B. Average physical condition
 - 24 C. Above average physical condition
 - 17 D. Excellent physical condition

Defensive Tactics:

6. From the list below identify the daily average frequency of your contact with prisoners. (contact is considered to be directive instruction or conversation with prisoners.)
 - 4 A. No more than three times per day.
 - 8 B. 3 - 5 times per day.
 - 17 C. 6 - 12 times per day.
 - 25 D. Over 12 times per day .
7. During the past 6 months, in how many confrontation or prisoner restraint situations were you involved that produced injury to either party?
 - 39 A. None
 - 14 B. 1 - 3
 - 1 C. 4 - 6
 - 3 D. 7 - 12
 - 3 E. More than 12
8. During the past six months, in how many confrontation or prisoner restraint situations were you involved that produced no physical injury to either party.
 - 20 A. 1 - 3
 - 5 B. 4 - 6
 - 7 C. 7 - 12
 - 10 D. More than 12
 - 0 E. All confrontation situations involved injury
9. Have you had instruction in Defensive Tactics as part of your training to function as a jail attendant?

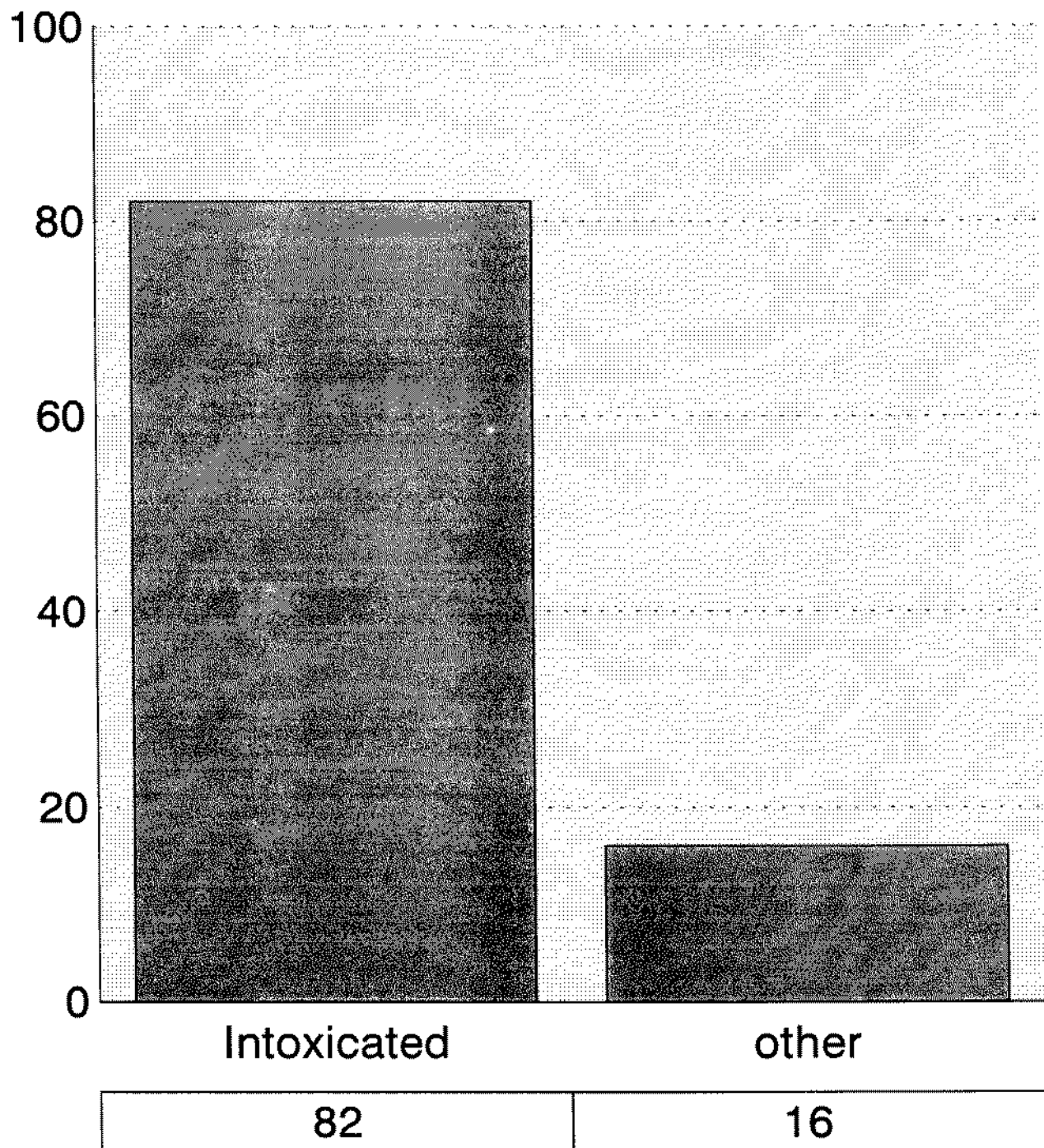
Yes 40

No 77

10. Rate the defensive tactics training you received according to the following terms.
- 33 A. Inadequate
27 B. Adequate
0 C. Excellent
11. If you feel the training had weaknesses, explain these problem areas.
12. If you have been involved in prisoner confrontations during the past six months, how were they initiated? Check all that apply.
- 17 A. Verbal threats by prisoners.
30 B. Physical assault by prisoner.
46 C. Attempting to direct an uncooperative prisoner.
0 D. Other explain.
13. Would refresher training in defensive tactics enhance your performance and level of confidence in prisoner contacts?
- 47 Yes _____
8 No _____
14. If you responded yes to the above question, should these training sessions be scheduled:
- 4 A. Weekly
22 B. Monthly
10 C. Every 6 months
10 D. Annually
15. What should be the specific focus on prisoner confrontation and control?
- 4 A. Individual
45 B. Group
7 C. Combination
16. Would you prefer defensive tactics instruction to be:
- 18 A. "walk through" instruction
45 B. Semi-contact instruction
17. Feel free to add other comments about the instruction and/or application of defensive tactics in a jail setting.

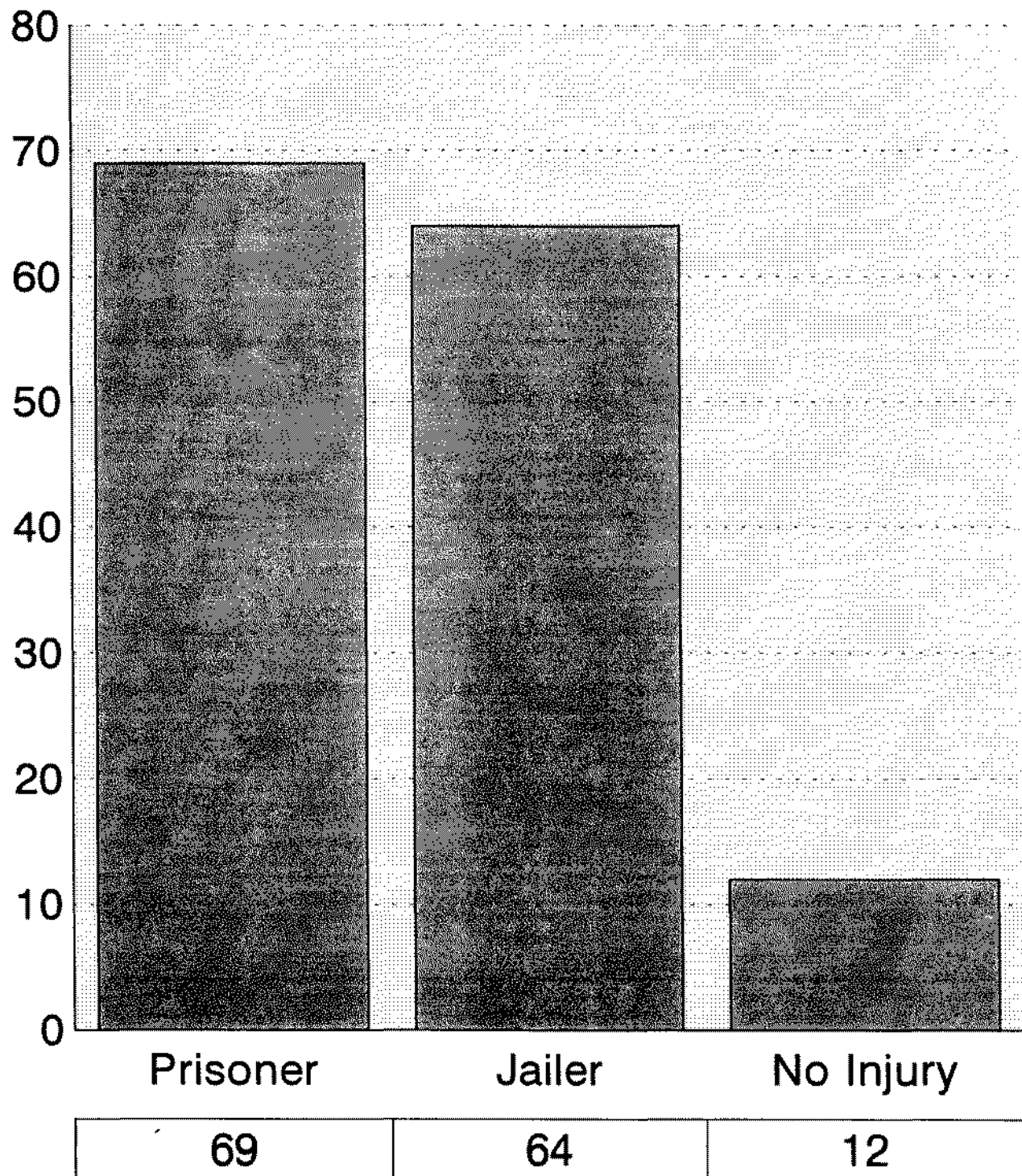
Confrontations

Arrests



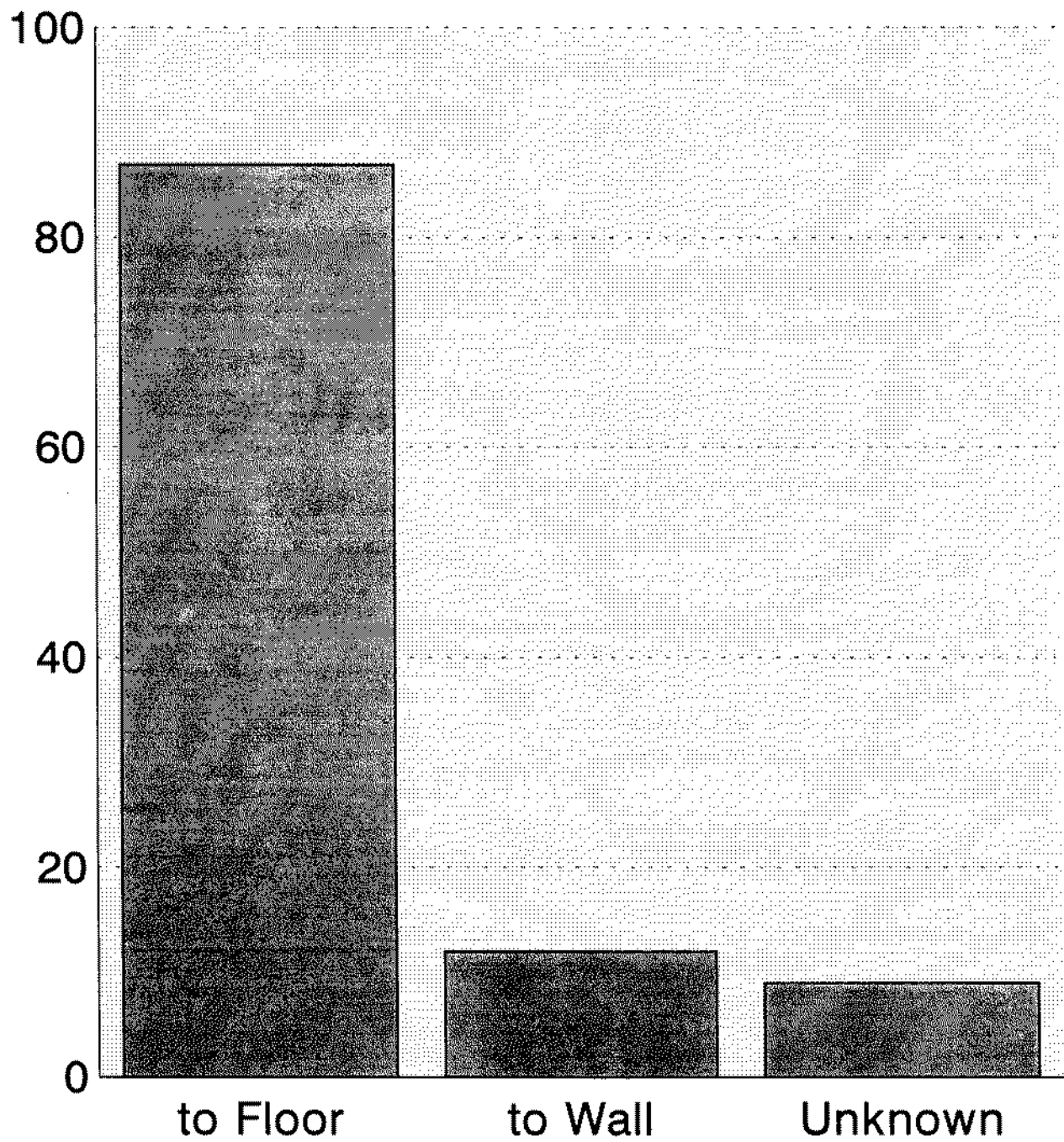
Confrontation

Injuries



Confrontation

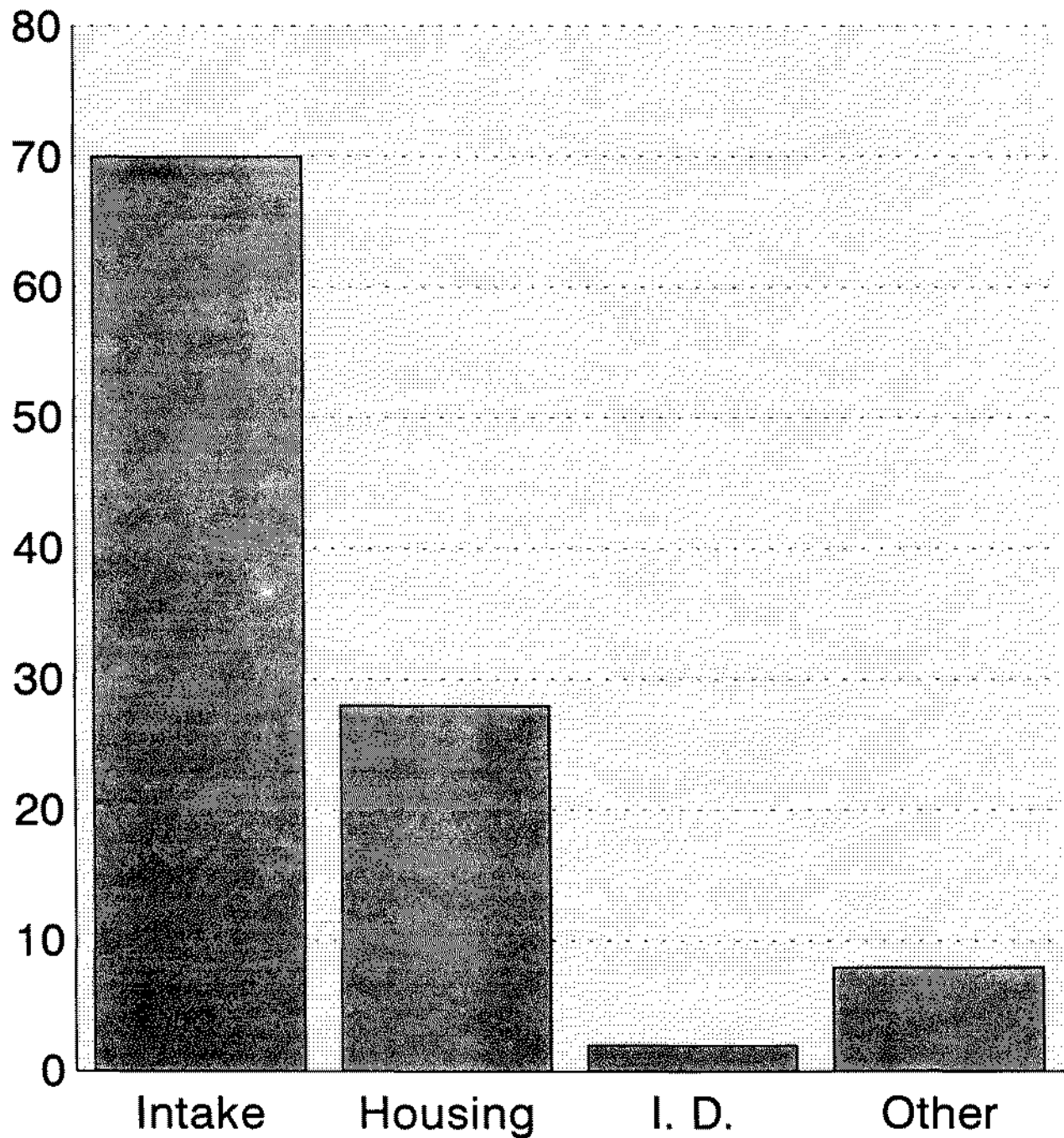
Method of Control



87	12	9
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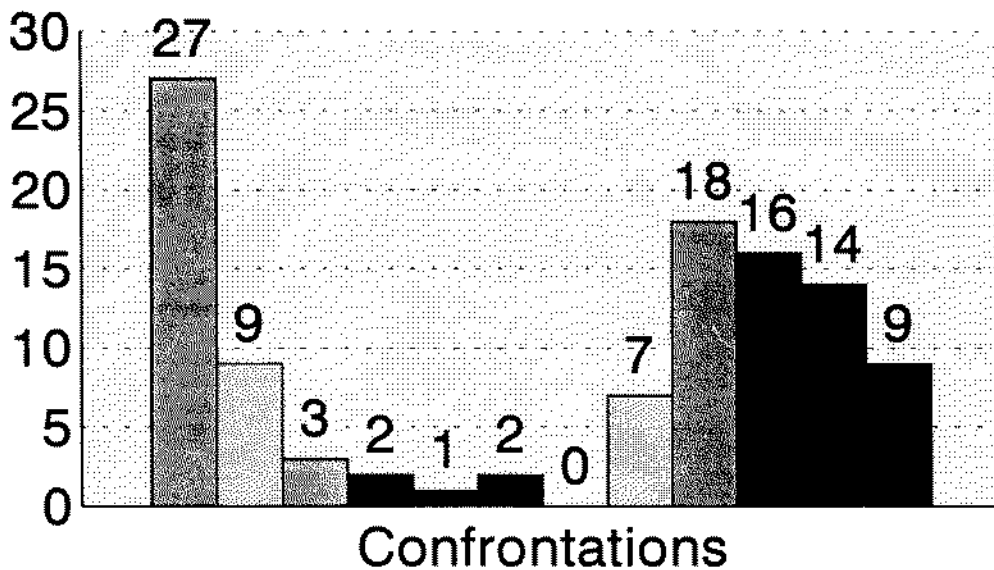
Confrontation

Location



70	28	2	8
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CONFRONTATION TRENDS



HOURS

- 0-2
- 2-4
- 4-6
- 6-8
- 8-10
- 10-12
- 12-14
- 16-16
- 16-18
- 18-20
- 20-22
- 22-0

0-2	27
2-4	9
4-6	3
6-8	2
8-10	1
10-12	2
12-14	0
16-16	7
16-18	18
18-20	16
20-22	14
22-0	9

Data: 1/90-10/91