

EFFECTIVE JAIL OPERATIONS

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Presented by

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OBJECTIVES

Provide information regarding inmate populations nationally and here in Tennessee.

Describe characteristics of effective and ineffective jail operations.

Discuss key elements that effective jails have in common.



PRISONS VS. JAILS



PRISONS

Convicted felons

Longer sentences

State & Federal versus local custody

More program, work, and educational opportunities

Designated by security level

Distance from support network

JAILS

Pretrial

Sentenced misdemeanants

Probation Violators

Extradition

Transit

Civil – contempt

Local government operated

All security levels

Local

CHARACTERISTICS OF JAILS THAT HAVE ELIMINATED OR MINIMIZED THESE PROBLEMS



Adequate staffing



Well-trained and supervised staff

Current, written policies and procedures

An effective classification process



Effective supervision of inmates

Adequate level of inmate services and programs



Fair treatment of inmates

Adequate bed-space capacity

Compliance with standards

A safe, clean, and well-maintained physical environment

ADEQUATE STAFFING LEVELS

STAFF TO INMATE RATIOS: WHY ITS SO HARD TO GET TO THE BOTTOM LINE

Proper
Staffing
Levels



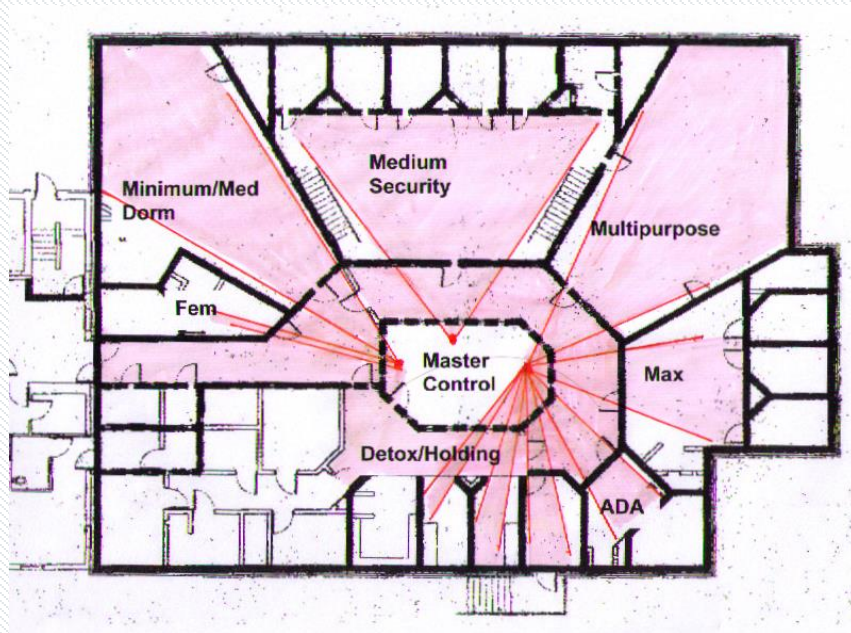
Effective
Placement
of Staff



Most Common Tasks	Second Most Common	Third Most Common	Least Common Tasks
Search inmate workers	Receive new inmates	Drills	Tours
Segregation hour out of cell monitoring	15-minute suicide checks	Deal with biohazard contamination	Two officer external transports
Process kitchen workers in/out	Forward issues regarding inmate complaints	Respond to various jail codes	2 officer escort of high profile, max inmates
Collect outgoing mail	Process inmate legal mail	Staff meetings	Bomb threat
Process contact visits	Inmate disciplinary process	Emergency Medical Conditions	Jail inspections (TCI and other agencies)
Enforce rules	Orienting inmates to the facility	Respond to visitor acting out	Fire/evacuation
Process inmates out of custody	Notifying inmates of various legal issues	Hospital/outside clinic appointments	Escape
Health and welfare issues	Conducting security checks	Security system malfunctions	Internal affairs interviews
Search/document incoming/outgoing mail	Process inmates out to court	Investigate minor incidents	Large inmate disturbance
Search inmates to/from appointments	Process inmates in from court	Issue clothing due to biohazard contamination or tearing	Hostage situation
Search inmates to/from visits	Deliver supplies to housing areas	Issue items due to special medical needs	
Process laundry workers in/out	Sign property release forms	Search for missing food service implements	
Issue/collect commissary slips	Distribute library books	Supervisor rounds	
Issue request forms	Supervise programs	Doing new fingerprints	
Issue mail	Area searches	Notarizing paperwork	
Issue garbage bags	Search volunteers	Inmate disruption	
Issue sick call slips	Search contract workers	Emergency counts	
Issue soap	Haircuts	TDOC transports	
Issue toilet paper		Other facility transports	
Inspect janitorial closets		Issue/collect grievances	
Lock down cells		Tracking cleaning supplies	
Pass out food		Tracking fingernail clippers	
Logbook entries		Mental health transports	
Distribute meds		Outside recreation	
Supervise sick call		Answer Phones	
Inmate speaking w/CO		Shadow new CO's	
Answer Phones		ER transports	
Inmates cell checks		Inmates refusing to lockdown/return trays	
Writing reports			
 			

LOOKS GOOD ON PAPER.... BUT.....

Actual sight lines from the oversized control room required staff to move to various spots in the room in order to have a decent view of inmate housing and activity areas.

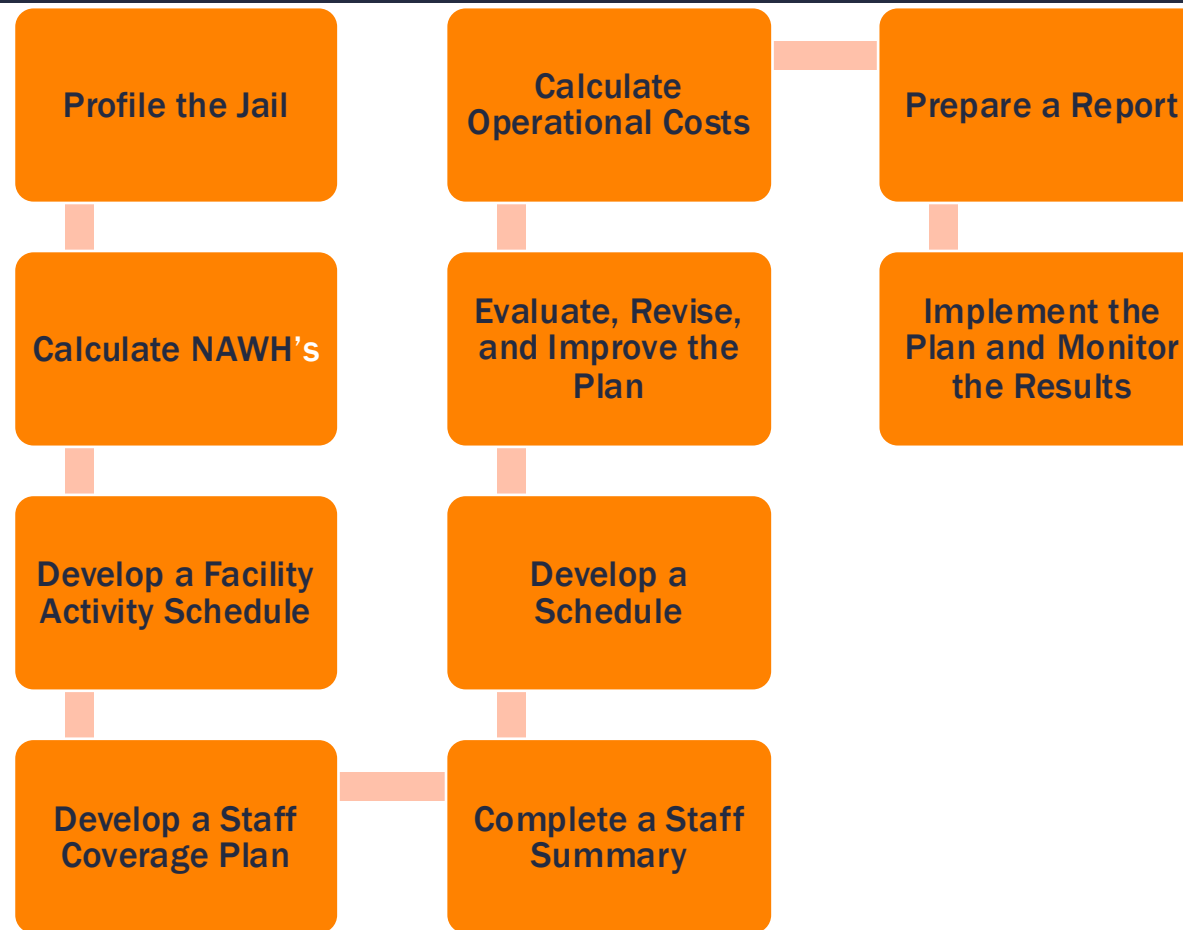


ADEQUATE STAFFING IS...

The *right number* of staff
At the *right place*
At the *right time*
Doing the *right thing*

*Quantity
and
Quality*

STAFFING ANALYSIS



WELL-TRAINED AND SUPERVISED STAFF

Benefits of Training

- Staff know what they are supposed to do and how to do it
- Staff know how to operate jail equipment
- Avoid having inmates escape, harm themselves, staff or each other
- Staff do things like we want them done
- Staff will follow policies and procedures
- Avoid liability
- Promote officer self-confidence and professionalism



CURRENT WRITTEN OPERATIONAL DIRECTIVES PROVIDE...

- Clear direction to staff on operations
- Consistency in operations
- Means to implement philosophy and legal requirements
- The basis for on-the-job training
- Protection against liability when staff acts contrary to agency policy

CURRENT WRITTEN POLICIES AND PROCEDURES

Jails should have...

- A written policy and procedures manual tailored to their facility...
- Training
- A means to validate compliance.

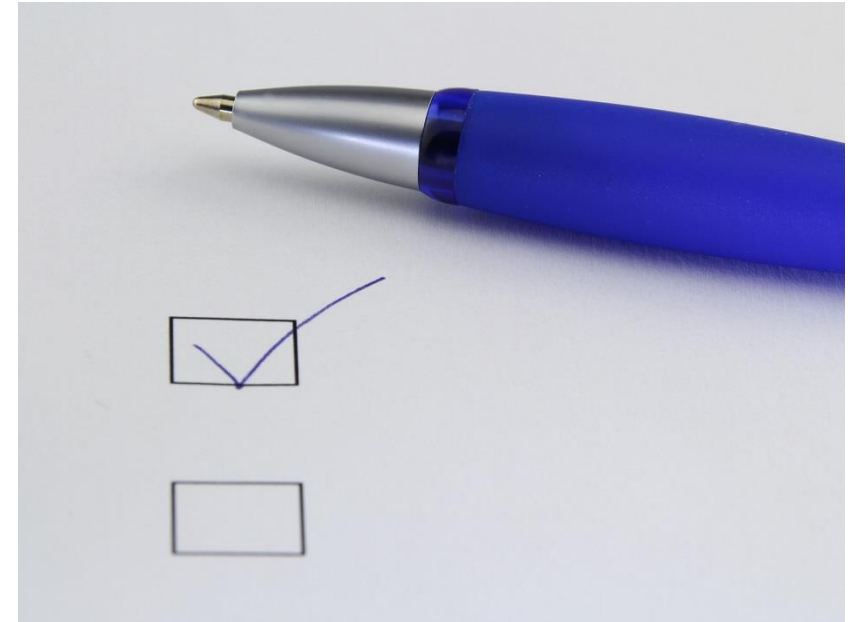


POST ORDERS PROVIDE...

A detailed list of tasks for a specific location

Schedule for when tasks are to be done

Assigned responsibility for who should do them



A Systematic and Documented Inmate Classification Process

SYSTEMATIC AND DOCUMENTED INMATE CLASSIFICATION PROCESS

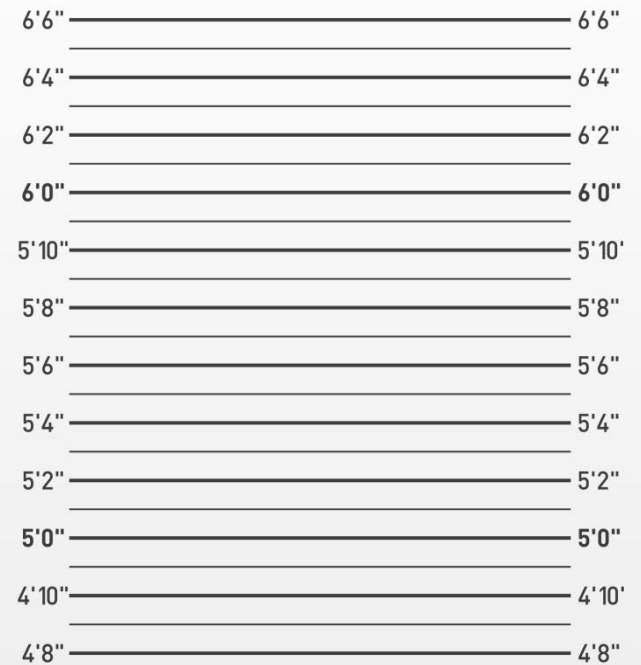
Inmate classification is the jail's system of assessing *risks* and *needs* of each inmate for purposes of determining...

housing assignment

supervision requirements

services needed

program participation.



LIABILITY

Jail officials must take reasonable steps to keep inmates secure from:

Violence

Intimidation

Contagious
Illness

Other
Victimization

Objective Inmate Classification

Severity of current charges/convictions

Serious offense history

Escape history

Institutional disciplinary history

Prior felony convictions

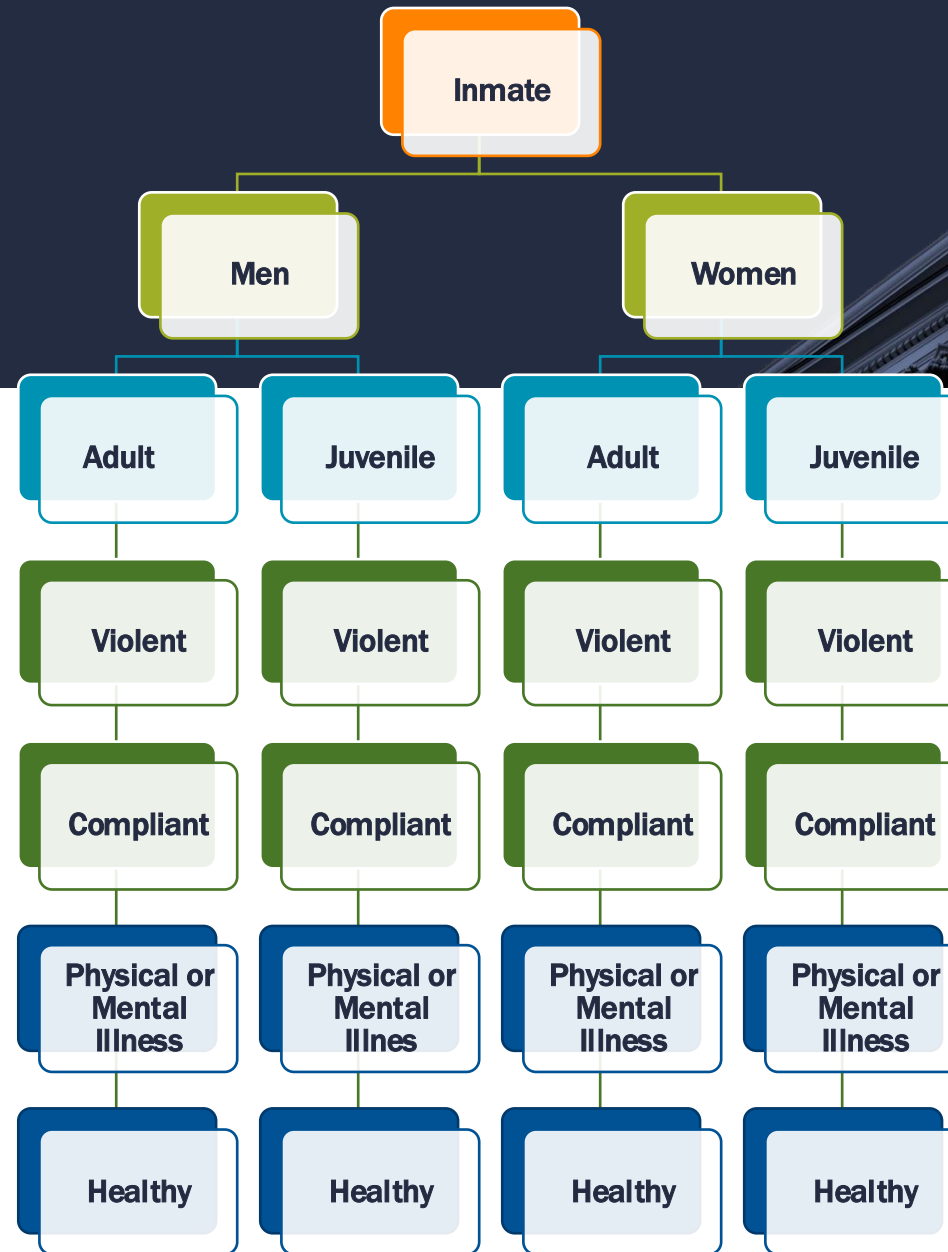
Alcohol/drug abuse history

Stability factors (e.g., age, employment, length of residence)

THE UNDERMINING OF CLASSIFICATION



ALL THOSE INMATES; ALL THOSE SEPARATIONS



VIOLENCE IN U.S. PRISONS & JAILS

“Decisions about where to house prisoners and how to supervise them have an enormous impact on safety...

...system to objectively classify...

...approach to supervision...

Yet...

8TH & 14TH AMENDMENTS

“DUTY TO PROTECT”

When a government assumes responsibility for a third party, a duty incurs to provide a reasonable degree of protection to that party.

“Duty to protect” results from limited ability of an incarcerated person to protect and obtain essential care services for themselves.



EFFECTIVE SUPERVISION OF INMATES

Inmate supervision is the
primary function
of the jail!



Inmate Behavior Management



EFFECTIVE SUPERVISION OF INMATES

Elements of Effective Supervision

Proper classification

Appropriate housing assignment

Meeting inmates' basic needs

Setting and conveying expectations for behavior

Continuous and active supervision of inmate behavior

Keeping inmates occupied with productive activities

Holding inmates individually accountable for rule violations



ADEQUATE LEVEL OF INMATE SERVICES AND PROGRAMS

Inmates have a fundamental right to basic services essential to their health and well-being such as...

Food services

Medical and
mental health
care services

Clothing and
bedding

Personal
hygiene and
grooming

Laundry

Visitation

Mail and
telephone
services

Exercise



ALTHOUGH NOT A RIGHT, PROGRAMS HELP INMATES...

Programs:

- Keep inmates busy
- Establish expectations
- Provide goals for inmates to work toward
- Help inmates recognize personal potential
- Help inmates leave the jail better prepared to live and work as a contributing member of the community

ADEQUATE LEVEL OF INMATE SERVICES AND PROGRAMS



Programs provide inmates opportunities to...

- Learn useful job skills
- Continue their education
- Deal with substance abuse problems
- Improve their mental well-being
- Receive spiritual guidance
- Improve parenting
- Work on anger control
- Learn to change anti-social behavior

WORK RELEASE LEGAL FRAMEWORK & AUTHORITY

- **Statutory Authorization:** Programs are regulated strictly under T.C.A. § 41-2-127 through § 41-2-148.
- **No Sole Discretion:** Sheriffs do not have absolute authority to grant work release. Inmates must be approved via court order T.C.A. § 40-35-302 or by an appointed Work Release Commission T.C.A. § 41-2-134.
- **Private Labor Restrictions:** Inmates cannot perform labor for private or for-profit businesses unless it is part of a judicially approved program or overseen by the Work Release Commission under T.C.A. § 41-2-148.
- **Strict DUI Exemptions:** DUI offenders have rigorous program limitations under T.C.A. § 41-2-128. They must undergo daily drug/alcohol screening and are banned from driving any motor vehicles.
- **Disciplinary Off-Ramps:** Per T.C.A. § 41-2-136, the Work Release Commission maintains the legal right to instantly remove an inmate for "just cause," returning them to standard incarceration.

LEGAL RESTRICTIONS

- **No personal profit:** A sheriff, jailer, or jail employee may not use inmate labor for personal financial gain or for a business they own.
- **Private employment:** Inmates may work for private employers only through a court-approved work release program or a program operating under an authorized work release commission.
- **Out-of-state travel:** Inmates generally may not leave Tennessee unless specifically authorized by the sentencing court or for limited statutory exceptions (such as certain medical emergencies).
- **Electronic monitoring: TCA 41-2-152a)** Except as provided in subsection (c), beginning January 1, 2024, a prisoner of a county workhouse or jail who is released from custody on work release or otherwise allowed to leave the grounds of the county workhouse or jail for employment or to perform work in the community, whether the work is paid or unpaid, must use an electronic monitoring device at all times when the prisoner is not on the grounds of the county workhouse or jail.
 - (b) If a prisoner is released for paid employment, then the cost of the electronic monitoring device must be deducted from the prisoner's wages by the sheriff and paid directly to the electronic monitoring device provider by the county or state, as applicable. If a prisoner is released for unpaid work, then the entity utilizing the prisoner for work shall pay the costs of the electronic monitoring device..
 - (c) This section does not apply if:
 - (1) The prisoner, at all times while not on the grounds of the county workhouse or jail:
 - (A) Is supervised by an armed law enforcement or corrections officer; and
 - (B) Remains in the direct eyesight of an armed law enforcement or corrections officer; or
 - (2) The judge of the sentencing court and the sheriff of the county where the workhouse or jail is located approve in writing an exemption to allow the prisoner to be released from custody on work release or otherwise be allowed to leave the grounds of the county workhouse or jail for employment or to perform work in the community without an electronic monitoring device.

ADEQUATE LEVEL OF INMATE SERVICES AND PROGRAMS

Jails should...

- Provide essential services that meet inmates' basic needs
- Make programs available to keep inmates productively occupied and provide opportunities for self improvement
- Make effective use of community resources for programs where feasible
- Provide suitable space, equipment and supplies for services and programs



FAIR TREATMENT OF INMATES



Jails tend to have fewer problems when the boundaries of behavior are clear, and inmates have a sense that they are treated fairly and consistently.

Fundamental fairness is assured through:

Inmate discipline process

Inmate grievance process

**DISCIPLINE IS NOT THE
SAME AS *PUNISHMENT***

Discipline is....

- Ongoing correction of undesirable behavior
- Coaching to improve marginal behavior
- Positive reinforcement of good behavior
- Consistent enforcement of the rules

FAIR TREATMENT OF INMATES

Inmate grievance process provides inmates an avenue to air and resolve grievances when they believe they have not been treated fairly.

Unresolved grievances often result in....

Inmates using other less desirable ways to get staff's attention

Disturbances and disruptive behavior

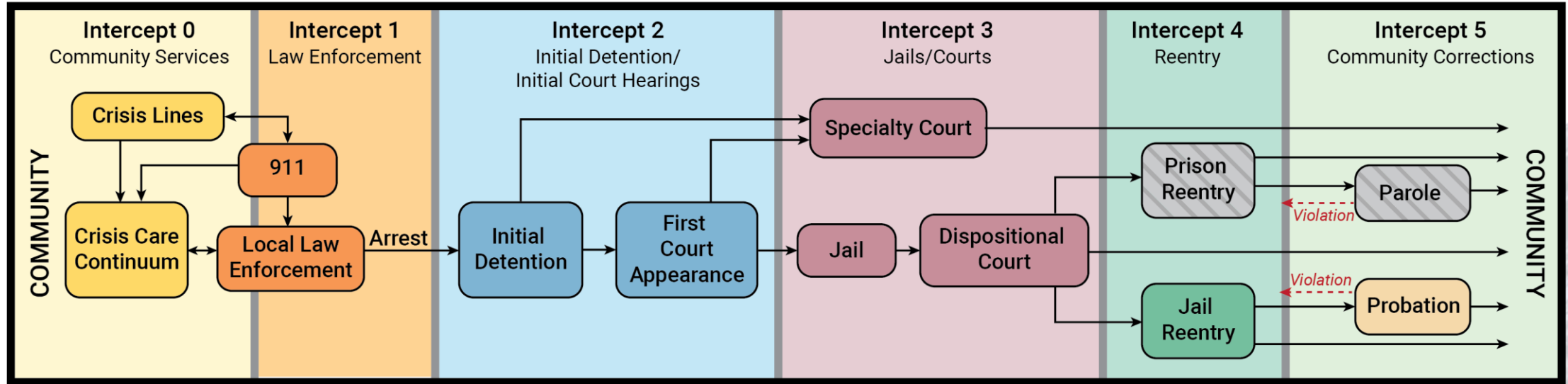


STEPPING UP INITIATIVE

[HTTPS://STEPUPTOGETHER.ORG/#/](https://stepuptogether.org/#/)

Six Questions County Leaders Need to Ask

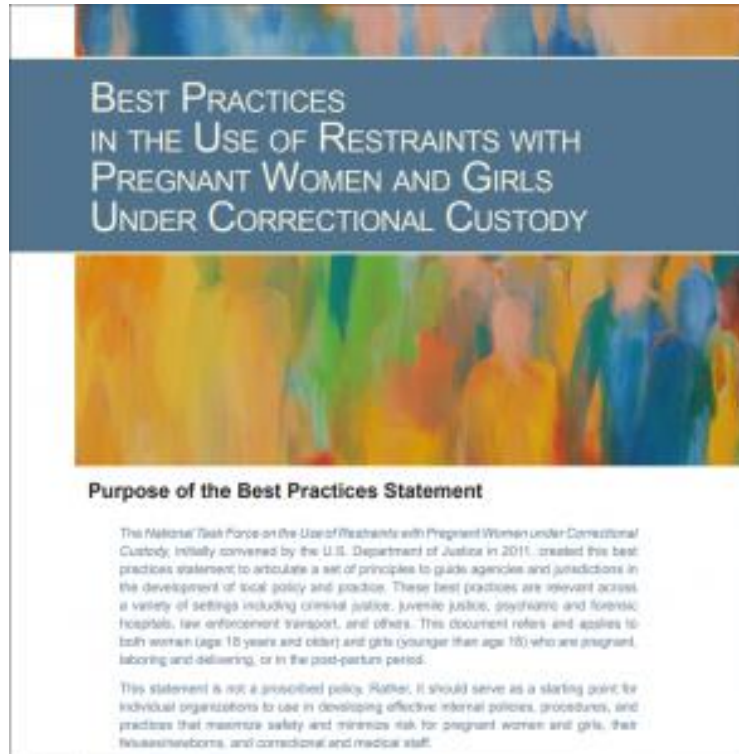
1. Is our leadership committed?
2. Do we conduct timely screening and assessments?
3. Do we have baseline data?
4. Have we conducted a comprehensive process analysis and inventory of services?
5. Have we prioritized policy, practice, and funding improvements?
6. Do we track progress?



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Sequential Intercept Model

USE OF RESTRAINTS ON PREGNANT INMATES



Effective July 1, 2022

Public Chapter 1041

Enacts TCA 41-51-201 and 41-51-202 to prohibit the use of restraints on an inmate in the custody of a correctional institution beginning on the date on which a pregnancy is known to a law enforcement agency and confirmed by a healthcare professional.

<https://nicic.gov/best-practices-use-restraints-pregnant-women-under-correctional-custody>



USE OF RESTRAINTS ON PREGNANT INMATES

TCA 41-51-201

As used in this part:

- (1) "Correctional environment" means a physical location, whether a facility or transport vehicle, in which an inmate must be under custody and control of a correctional officer in accordance with recognized correctional standards;
- (2) "Correctional institution" means a facility under the authority of this state, a county, or a municipal government that has the power to detain or restrain, or both, a person under the laws of this state;
- (3) "Extraordinary circumstance" means that an inmate presents a substantial flight risk or some other extraordinary medical, mental health, or security circumstance;
- (4) "Inmate" means a person incarcerated or detained in a correctional institution who is accused of, convicted of, sentenced for, or adjudicated delinquent for violations of criminal law or the terms and conditions of parole, probation, pretrial release, or a diversionary program;
- (5) "Labor" means the period of time before a birth during which contractions are of sufficient frequency, intensity, and duration to bring about effacement and progressive dilation of the cervix; and
- (6) "Restraints" means a physical or mechanical device used to control the movement of an inmate's body, limbs, or both.

USE OF RESTRAINTS ON PREGNANT INMATES

TCA 41-51-202

(a) Except as provided in subsection (b), beginning on the date on which a pregnancy is known to a law enforcement agency and confirmed by a healthcare professional, an inmate in the custody of a correctional institution must not be placed in restraints.

(b) The prohibition under subsection (a) does not apply if:

(1) An inmate is restrained solely by handcuffs in front of her body during internal escort or at any time outside of the incarceration facility;

(2) An appropriate corrections officer makes a determination that:

(A) The inmate is an immediate and credible flight risk that cannot reasonably be prevented by other means;

(B) The inmate poses an immediate and serious threat of harm to herself, the unborn child, or others that cannot reasonably be prevented by other means; or

(C) The custody or classification level of the inmate requires the use of restraints; or

(3) A healthcare professional responsible for the health and safety of the inmate determines that the use of restraints is appropriate for the medical safety of the inmate or the unborn child.

USE OF RESTRAINTS ON PREGNANT INMATES

TCA 41-51-202

(c) If restraints are used pursuant to an exception under subsection (b), **only the least restrictive restraints** may be used that are necessary to prevent harm to the inmate, unborn child, or others, or to prevent the risk of escape.

(d) **The exceptions under subsection (b) must not be applied:**

(1) To place restraints around the ankles, legs, or waist of an inmate who is in labor or delivery;

(2) To restrain an inmate's hands behind her back; or

(3) To attach an inmate to another inmate.

(e) **If restraints are used** on a pregnant inmate in extraordinary circumstances pursuant to subsection (b) that are outside of necessary restrained movement in a correctional environment, the corrections official shall, **within seventy-two (72) hours, document in writing** the extraordinary circumstances that dictated the use of the restraints to ensure the safety and security of the inmate, the unborn child, the staff of the correctional institution or medical facility, other prisoners or detainees, or the public.

USE OF RESTRAINTS ON PREGNANT INMATES

TCA 41-51-202

(f) The commissioner of correction and the sheriffs, superintendents, and jail administrators of each local correctional facility **shall require annual training** of staff members who transport or supervise female inmates on the requirements of this part.

(g) **All inmates potentially affected by this part must be advised in a separate, clear, and concise writing of the requirements of this part, and of § 41-21-227(h), upon admission to the correctional institution and when known to be pregnant.**

(h) Notwithstanding subsection (b), **upon the request of a healthcare professional who is responsible for the health and safety of an inmate,** a corrections officer must refrain from using restraints on the inmate or must remove restraints used on the inmate.

SAFE, CLEAN, AND WELL-MAINTAINED PHYSICAL ENVIRONMENT

Jails should...

- Keep the jail clean and in good repair
- Establish written safety, sanitation, and preventive maintenance plans
- Establish an internal system of inspections to regularly assess the level of sanitation and condition of the jail
- Promptly correct any deficiencies identified by external inspection authorities



