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IN THE GENESEE COUNTY SHERIFF'S DEPARTMENT

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Brian Richard Johnson

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THE ANALYSIS OF
ORGANIZATIONAL CHANGE
IN THE
GENESEE COUNTY SHERIFF'S DEPARTMENT

By

Brian Richard Johnson

A THESIS

Submitted to
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ABSTRACT

THE ANALYSIS OF ORGANIZATIONAL CHANGE
IN THE GENESEE COUNTY SHERIFF'S DEPARTMENT

By

Brian Richard Johnson

This longitudinal study examined organizational change from a traditional-linear to a new generation jail at the Genesee County Sheriff's Department in Flint, Michigan. Correctional officers completed questionnaires regarding communication and management, inmate management, inmate control and safety, indicators of tension and safety, as well as demographic characteristics. Data analysis was conducted to identify variables associated with the philosophical and physical change to the new jail environment. The research found several factors associated with the change to the new generation jail. Correctional officers reported improved communication, greater control and satisfaction regarding the work environment, and an increased perception of safety and security in the new generation jail.

To

Richard D. Johnson

My Father

ACKNOWLEDGEMENTS

TABLE OF CONTENTS

Table of Contents (continued)

LIST OF TABLES

List of Tables (continued)

LIST OF FIGURES

CHAPTER 1

INTRODUCTION

Purpose of the Study

The purpose of this thesis is to examine organizational change in the Genesee County Jail located in Flint, Michigan. The Genesee County Jail has changed from a traditional linear jail to a new generation jail. A new generation jail is a recent concept in corrections that adopts a radically new jail philosophy and design that departs from the traditional or linear-styled jail that has predominated jail design and administration for hundreds of years.

As a result of this change in correctional philosophy, many of the operations and daily functions of the Genesee county jail have undergone change. Many of these changes have been obvious and direct or situation-specific, such as the architectural design of the new jail and the job expansion of the correctional officer. However, many of the changes have also been indirect, affecting the daily functions of the employees of the jail which inadvertently affects the operations of the jail. Thus, one of the main reasons for performing this study is to provide the criminal justice administrator, particularly the jail manager, with meaningful information regarding organizational change.

Change Defined

Change is something that happens to an organization, a group, or an individual (Huse, 1975). Moreover, change is the transformation, modification, alteration, or the passing from one place, state, form or phase to another. As this definition suggests, change is not static; rather, it is dynamic

and continuous in nature and it is complex rather than a simple phenomenon (Klofas, et al. 1989). Furthermore, change is not random - it occurs in relation to the past and present conditions of the organization (Hall, 1982), and it occurs as the result of pressures from an agency's environment or from conflict within the agency (Klofas, et al. 1989).

Change also has technical and social aspects. The technical aspect of change is a measurable modification in the physical routine of the job. The social aspect of change refers to the way those affected by change think or perceive how it will later affect their established relationships within the organization (Lawrence, 1971). Thus, the term organizational change refers to any significant alteration of the behavior patterns of a large part of the individuals who constitute that organization, or the object of change in planned change programs is the behavior and attitudes of individuals (Duncan, 1978). Organizational change can also be understood as a function of strategies which bridge an organization with its environment (Klofas, et al. 1989).

Change, technical or social, occurs as the result of a performance gap. A performance gap is when an individual, official or entire organization detects a gap between what the organization is doing and what they feel the organization should be doing (Downs, 1967). These performance gaps may arise from employee or internal turnover where new personnel in the organization change the organization's behavior, depending upon its stability. Performance gaps may also arise from internal technical changes such as use of new technologies which may result in reorganization, as well as external changes where the bureau's social function may change. Furthermore, the way a bureau performs it's functions may also generate

effects that destabilizes its equilibrium, thus causing a performance gap (Downs, 1967).

Some of these forces that may produce a performance gap were investigated by Kalinich (1986). In the case of jails, it was found that external forces such as professional organizations and case law placed jail personnel between the new rules and regulations they should abide by, and the old traditional methods of operations, which can prove to be disfunctional. This was further substantiated by Embert (1986) who wrote that the ignorance of jail management to professional ethics and adherence to the law creates a performance gap for the correctional agency which could lead to lawsuits and civil actions against the agency.

Linear Styled Jails

The prevailing architectural design of the past two centuries in America for jail design has been the linear style jail with intermittent surveillance. The design of this jail consists of rows of multiple or individual cells arranged at right angles to the surveillance corridor. Cells are equipped with costly vandal-proof fixtures such as indestructible stainless steel toilets, mirrors, and light fixtures as well as costly security locking devices and heavy duty doors or steel bars and grating.

Linear-Styled Jail

Linear-Styled Jail
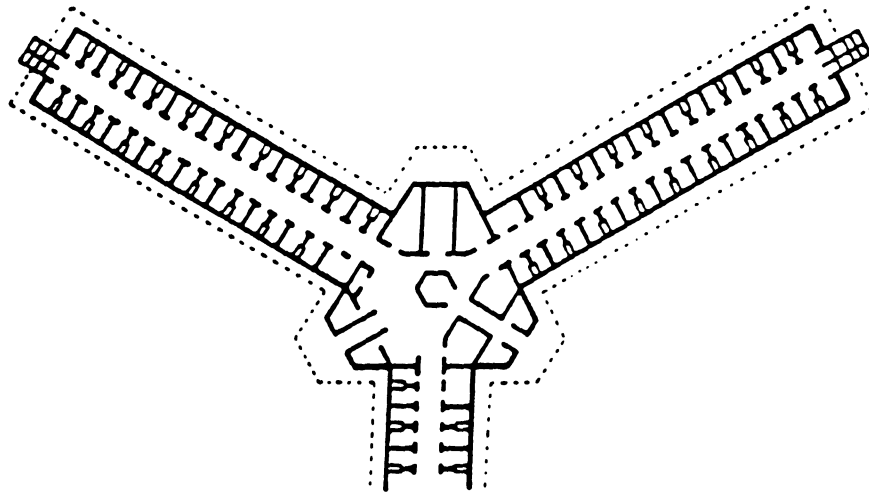
FIGURE 1
(Source: Nelson, 1988)

In this type of jail design, correctional officers randomly patrol the corridors to control the behaviors of the inmate population. Since the patrolling officer can only observe a small number of cells at a time, the management of the jail is oriented toward intermittent surveillance and supervision. Some of the problems associated with this form of supervision is the fact that the interval between patrols varies according to the inmates, exigencies in the jail environment and the jail management itself, which contributes to inconsistencies in the overall operations of the patrol of the corridors (Nelson, 1968).

Because of these problems, the time interval between patrols could lead to attempted or successful escapes, violent assaults, suicides and the destruction of property, including vandalism to fixtures and furnishings

which requires the installation of expensive vandal-proof equipment
(Nelson, 1986). Thus, the result is that inmates are not safe in their
environment which causes them to form gangs for protection as well as
construct weapons for their own defense. (Library Information Specialists,
1983). This in turn creates a stressful environment for the correctional officer
as illustrated by Regoli, Poole, and Progrebin's (1985) study of linear jails
where it was found that the architectural as well as the organizational
structure made the correctional officer feel threatened by inmates,
unsupported by their supervisors, and isolated from their fellow officers.
Moreover, the function of the correctional officer in this type of environment
appears to be that of a servant to bureaucratic chores which requires little or
no judgment, initiative, or skill on the part of the correctional officer. Rather,
the work performed in this type of correctional environment is fragmented,
routinized, menial, and according to Zupan and Menke (1988), an
impoverished environment to work in.

Podular Remote Jails

In an effort to reduce assaults and officer and inmate tensions as well as
other problems associated with linear styled jails, proponents of a better and
safer jail environment proposed the podular remote form of supervision
known as a second generation jail. In the typical podular remote jail, cells are
broken down into manageable sizes of 50 beds or cells, and subdivided into
units of 12 to 16 cells clustered around a common area where the supervision
of the inmates and cells are conducted from a secure control booth (Nelson,
1986).

Podular Remote Jail
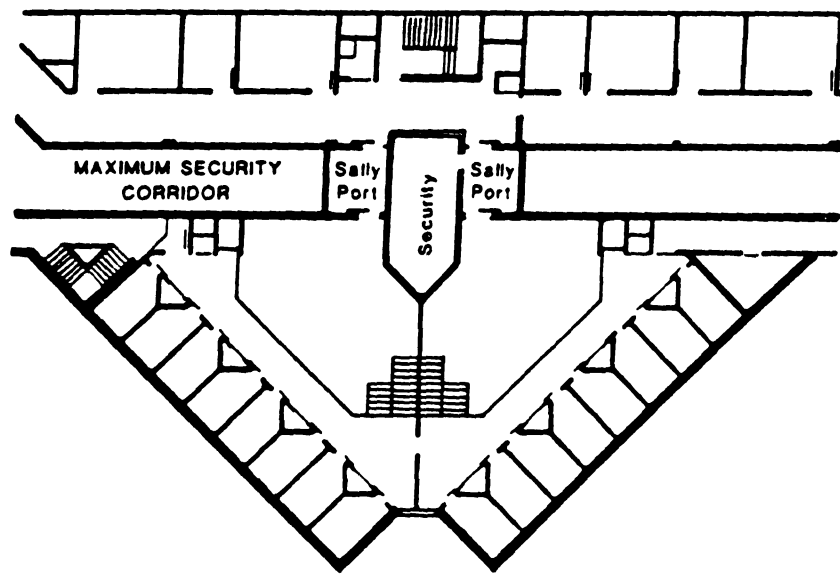
FIGURE 2
(Source: Nelson, 1988)

The underlying role of the correctional officer in the podular remote jail is reactive in nature. This can be attributed to the fact that the design of the facility allows the correctional officer in his/her secure booth to have minimal contact with the inmates. Negative behaviors of the inmates are controlled by the security doors which are regulated from within the secure observation booth. However, the architectural design of the cells is not significantly different from the traditional linear jail. Cells are equipped with vandal-proof cast aluminum toilets, steel or concrete beds, and security hardware and furnishings (Library Information Specialists, 1983).

Podular Direct Supervision Jails

In contrast to the linear jail and the podular remote jail is the podular direct supervision jail, or the new generation jail which was introduced into the federal prison system in 1974. New generation jails are detention facilities that use state of the art designs in jail construction while also adopting new concepts or philosophies in the incarceration of individuals. Rather than having corridors as in the linear jail, new generation jails are constructed in "pods" which consist of 48 or 50 bed housing units. Within these pods, staff members are stationed directly in the pods with no physical barriers between themselves and the inmates (Nelson, 1986).

Direct Supervision Jail
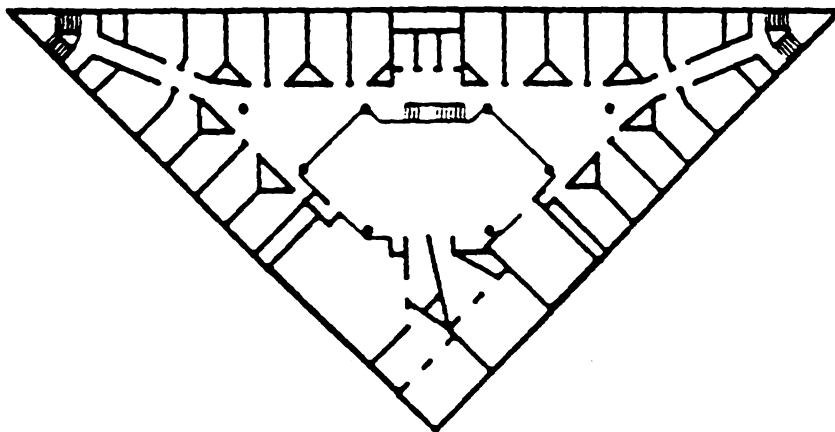
FIGURE 3
(Source: Nelson, 1988)

Since correctional officers are in constant and direct contact with inmates, their function has now shifted from custodial agents to first-line treatment agents, who are responsible for the early diagnosis and referral of inmate problems (Poole & Regoli, 1980). Furthermore, the correctional officer is now able to provide guidance and direct supervision to inmates to prevent negative behavior in the prison environment which existed in the earlier designed correctional facilities (Library Information Specialists, Inc., 1983). Thus, the correctional officer's new role as a counselor instead of a "hack" leads to greater job satisfaction. This was supported by Cullen, Link, Wolfe, and Frank (1985) who found that the job satisfaction of correctional officers in new generation jails had increased in comparison to their counterparts in the custody-oriented correctional environments.

This vertical and horizontal expansion of the correctional officer's job is, according to Thompson (1965), a positive change since individuals in a bureaucracy need autonomy and freedom to innovate while also possessing self-direction and a large voice in deciding the conditions of their work. The new generation philosophy provides the correctional officer with the needed stimuli to transform their position from a duty-oriented profession to a professional type position.

Many of the underlying principles of the new generation jail differ from the traditional jail. Since correctional officers are now in direct contact with the inmates to prevent negative behaviors, officers must be in total control of their pods at all times; thus, the management philosophy of the new generation jail is proactive in nature, rather than reactive. In addition, the physical security of the institution is now concentrated on the perimeter which permits greater flexibility of internal operating procedures while allowing the staff greater security (Gettinger, 1984).

With physical security emphasized on the perimeter, new generation jails rely less on internal structural barriers within the pods such as bars, safety doors and fixtures, and more upon the correctional officers' ability to supervise their pod. This may result in greater job satisfaction with the correctional officer since they are now responsible and in control of their environment. Although some structural barriers still exist in these facilities, they are considered secondary in nature while the primary emphasis is on the correctional officer's ability to manage the pod. This results in the correctional officer exerting more authority and power in the control of their environment (Gettinger, 1984).

Apart from the architectural design and direct supervision in new generation jails, inmates have at their disposal a host of services and benefits which are not available in the old traditional styled jail. For instance, inmates have access to televisions in the carpeted congregation area. Usually, there are two to four televisions in each pod which keeps the sound level low, while dividing the population into smaller, more controllable and compatible groups. Also, inmates have access to telephones within the pod where they can place collect calls to the outside world to keep in contact with important people in their lives as well as arrange for bail and other needs (Gettinger, 1984).

Inmates are also able to purchase items from the inmate store or commissary located in the pod. Meal service takes place within the pod and large gang showers do not exist; rather individual shower stalls are used which helps to eliminate problems such as sexual assaults that occur in gang showers. Inmates also have access to a physical exercise area during selected times which aids in eliminating some of the boredom and pent-up frustrations experienced in the jail environment (Gettinger, 1984).

Another underlying philosophy of podular direct supervision recognizes is that inmates engage in illegitimate behavior to manipulate and control a physical environment when their safety and security are threatened. As a consequence of this fear, inmates will make weapons, join gangs, try to escape, and vandalize the jail. Thus, proponents of the new generation jail concept feel that through the application of an appropriate architecture and inmate management that provides for safety , security, personal space, familial contact, and dignity, desire and need for control of the environment by inmates will be reduced (Zupan, 1988).

Furthermore, inmates must also be in controllable groups in areas that are easily surveillable. In conjunction with this, proponents of this form of incarceration and supervision also feel that the direct approach in supervision maximizes the inmates' inner controls. Basically, it is felt that in traditional linear jails the inmates manipulate their environment to their best advantage which is often negative, causing violence and destruction. Conversely, it is felt that the inmate in the new generation jail will manipulate their environment to their best advantage, which means that they will actually engage in positive behaviors in order to try to manipulate the correctional officer. As a consequence, one of the most important elements of the new generation jail is that the inmate;s environment is now controlled in a positive manner which essentially results in inmate control being maximized so they conform their behavior to the desires of the administration. This results in the elimination of both violence in the prison environment as well as destruction of prison property (Library Information Specialists, 1983).

Effective supervision of the facility is another principle of the new generation jail. Although the new generation jail maximizes visual

observation of the inmates, another facet is to maximize personal interaction or communication between the staff and inmates where the staff member can act as a referral agent for the inmate who has a specific need and concern regarding their incarceration. Since the staff member is now in direct contact with inmates, they are at an advantageous position to communicate with inmates. Thus, the correctional officer can detect possible problem inmates within the pods as well as have other inmates notify the staff members of impending situations before they accelerate into major problems for the correctional officer and administration (Gettinger, 1984).

This means that the staff-to-inmate ratio must be controlled. According to Gettinger (1984), a military platoon of 44 men is manageable for military purposes, and experience in new generation jails indicates that a group of 50 inmates is considered a manageable size. Moreover, in order for the jail to run properly, officers stationed within the pods must have the ability to create, establish and administer some of standards, rules and regulations for their particular pod. Thus, the dispersal of power and hence, authority, is an important factor to consider since power concentrated at the top often prevents imaginative solutions to problems (Thompson, 1965).

In addition to a manageable inmate population within the pods, another principle in direct supervision jails is that the officer must be in total control of his pod at all times. This means that the housing unit or pod should also be viewed as under control of the officer and the inmate is to be considered a visitor. Thus, inmates must know what the facility expects of them and if an inmate should challenge the authority of the correctional officer, they should be immediately removed from the pod and returned only when they agree to comply with the directions of the unit officer. Effective supervision also rests with the management of the correctional institution.

Management must assure that the line officer is performing his function consistent with the philosophy of the new generation jail (Library Information Specialists, 1983).

Competent staff members are also a necessity for new generation jails. A technique to attain a competent staff is to includes recruit qualified staff members at equal pay to the road officers of the agency. Furthermore, existing correctional officers must receive effective and proper training in areas such as communication and negotiation, which requires management of the facility to recognize the necessity of such forms of training (Wener, Frazier & Farbstein, 1987). This training must be ongoing throughout the officer's career so he will be prepared and competent to perform other duties and functions of managers as they are promoted.

Another principle of new generation jails is to maintain the safety of inmates and staff of the facility. This means that management must be responsive to safety codes and cognizant to personal liability issues within correctional institutions. In addition to safety, another factor is cost control. One of the greatest assets of the new generation jail is that construction costs are generally lower than for the construction of the traditional linear jail. Commercial grade plumbing fixtures can now replace more costly vandal-proof fixtures, and items such as lighting fixtures, walls and safety glazing in podular remote supervision cells can be eliminated as well as the enclosed control station itself. According to Nelson (1988), this alone can save as much as $25,000 to $50,000 in each housing unit or pod. Moreover, in the general population area where inmates are allowed to congregate, it would not be necessary to have vandal-proof fixtures and steel cell doors, gates and hardware; rather, these areas could now be constructed using commercial grade materials (Nelson, 1988). Other cost saving factors concern

maintenance. Since officers are in direct contact and supervision with inmates, vandalism in the form of graffiti should be reduced. In addition, since the environment in which the inmates reside has less tension, inmates should be acting out less in negative manners which will cut down of destruction of property and vandalism (Library Information Specialists, 1983).

CHAPTER II

LITERATURE REVIEW

Types of Organizational Change

Organizational change can be either planned or unplanned; however, it must be understood that the two may not be mutually exclusive. All planned change may have some unexpected or unintended effects on the organization. As a result, both forms may be susceptible to resistance on many levels.

Planned Organizational Change

Planned organizational change or deliberate change refers to a set of activities and processes designed to change individuals, groups, and organizational structures and processes. This illustrates the intentional attempt by managers and employees to improve the functioning of groups, departments or an entire organization in some important way. Usually the change goals rest in the objective of ignoring the capacity to adapt to changes in the environment and to change patterns of employee behavior (Hellriegel, 1986). In addition, this conscious change by organizational members can also be responsive to environmental pressures, internal conflict or a perceived need to change or improve the functions of the system (Klofas, et al. 1989). Therefore, planned change is goal-directed and initiated for the purpose of obtaining a specific outcome (Duncan, 1978).

There are three types of planned organizational change. One form is aimed primarily at the individuals within the organization. This assumes that behavior in organizations is determined its members of the organization.

14

Thus, if the members of the organizations can be changed in some way, it is assumed that greater efforts will be available for goal-directed activities by the members. These change strategies may take many forms, including training programs and attitude-motivation training (Steers, 1977).

A second major approach to planned change involves the use of organizational structural and systematic change strategies to create conditions in an organization that facilitate and reward goal-directed efforts. In the application of these change strategies, the main goal is to alter or change such processes as reporting procedures, decision making processes, changes in organizational policies or practices, decentralizing power and modifying technological processes (Steers, 1977). These types of change can be seen in criminal justice organizations in the applications of foot patrol programs and new generation jails where the decision making, organizational, and technical processes are changed within the organization.

Another selected planned change strategy for an organization consists of modifying employee self awareness and relations with others. This is called climate and interpersonal change, and it is assumed that under this approach, desirable outcomes are largely influenced by social and emotional processes that characterize relationships between people in organizations. Techniques used to bring about change in the application of this strategy includes organizational development programs such as team building exercises, survey feedback, conflict resolution exercises and T-groups (Steers, 1977).

Unplanned Organizational Change

Although change is generally planned, it can also be unplanned or crescive. This means that the change occurs independently or outside the

organization's control. According to Klofas et al. (1989), crescive change can result from environmental influences or from internal organizational conflict. Crescive change can also result from new individuals entering the organization; for no matter how carefully screened, a new employee, according to Kaufman (1971), brings "values and perceptions as least a little divergent from those prevailing among leaders and members of long standing"

Change, according to Ackerman (1986), can also be developmental, transitional and transformational which creates different reactions and responses in an organization. For example, developmental change is an improvement upon the current way of operating where the aim is to do more or do things better. This type of change is the least threatening; yet, it requires system-level support to be effective. Transitional change consists of an implementation of a new state which requires rearranging and dismantling of old operating methods, while transformational change is more profound and traumatic. This form of change is out of control and produces a future state largely unknown until it evolves (Ackerman, 1986). In addition to Ackerman's finding on transformational change, Hannan and Freeman (1984) found that change occurs more often because of selection and replacement than organizational transformation due to the trauma involved (Signh, House & Tucker, 1986).

The Change Process

There are two common methods of producing change. According to Massie (1971), one approach is through the unilateral continuum of the organization where the individuals near the top make the change. This top-down change process was researched by Beer (1980) who differentiated this

continuum into three models. The first model is change by or through decree which consists of a memo, speech, verbal command or policy statement from management regarding the change. Change could also take place through new technology where it is assumed that since top management has accepted the innovations, lower-level individuals should also accept the changes. Change can also take place through replacement which occurs when management is impatient with the slow pace of change following a decree; thus, they resort to replacing individuals. Lastly, change can take place through restructuring the organization..

Another common approach to change is by sharing power by group decision making or by group problem solving (Massie, 154). This problem-solving approach shares power throughout the decision process since lower level subordinates help to define the problem and offer solutions. Another approach is bottom-up change Beer (1980). Here, solutions to problems and change take place at the bottom level in the organization. One example of bottom-up change is through training individuals to influence attitudes and behaviors of large numbers of people in the organization. Change in this approach can also take place through staff groups that introduce management disciplines such as organizational development and planning by setting up groups who are responsible for motivating line-level managers to adopt more sophisticated approaches to management.

Strategies In Change

Although change is dynamic, several initial steps or procedures can be examined and compared in planned change. Lewin (1952) enumerated three basic steps in the process of change, consisting of unfreezing the basic level of behavior, taking action that will change the social system from its original

level of behavior or operation to a new level, and, refreezing which is the establishment of a process that will make new behavior secure against change. These three steps are sequential in nature and there are many processes at work moving simultaneously toward the projected change outcome. Some of these subprocesses may include moving away from generalized goals to specific objectives, changing formal social ties to new relationships which support intended changes; moving away from self-doubt and lowered self-esteem and internalizing the motive for change (Dalton, 1978).

Barriers To Change

According to DuBrin (1974), resistance to change occurs because new ideas are speculative and dangerous to an individual's personal goals of power and status by threatening his emotional or financial security. Lawrence (1971) found that employees usually do not resist technical change, however, social change in human relationships creates barriers to change which occurs due to "blind spots" and attitudes that members have as the result of their preoccupation with the behavioral aspect of new ideas. Furthermore, Hannan and Freeman (1984) define resistance to change as "structural inertia" that includes both internal and external forces. Some internal forces may include sunk costs in the plant, equipment and personnel, dynamics of political coalitions, and the tendency for prior activities, policies and procedures to become ingrained as normative standards. External factors which contribute to structural inertia include legal barriers to change, exchange relationships with other organizations that bar or prevent change, and the fact that attempting radical structural change may

threaten the legitimacy of the organization which may lead to the loss of institutional support.

In addition, Kaufman (1971) writes that other "system obstacles" such as informal customs, accumulation of official constraints such as laws and regulations, informal customs, interorganizational agreements and labor-management contracts also contribute to resistance to change. In addition to these system obstacles, individuals will affect the outcome of the desired changes (Barone, 1986). As a consequence of these barriers, Hannan and Freeman (1984) reported that changes in the structural arrangement may also become moral and political issues rather than simply technical ones in the change process.

Other factors that contribute to resistance to change include that organizations are "overdetermined" or there are multiple mechanisms such as hiring and training procedures as well as rewards systems that reinforce the status quo in the organization (Hall, 1982). Organizations may also possess institutional ignorance and believe that a change in one part of the organization will not affect the organization system-wide, and if there is individual and group inertia, as indicated by Hannan and Freeman (1984), it can threaten the established power system. Moreover, change can horizontally and vertically threaten those who will profit from the present allocation of goods and resources (Hall, 1982). Furthermore, people may resist change even when they cannot identify any harmful results. This occurs simply because of anxiety about consequences that cannot be foreseen (Kaufman, 1971).

Resistance to change also occurs because established processes the organization presently has represent an enormous investment in time, effort and money (Downs, 1967). Thus, change has many "sunk costs" that represent

a large investment by the organization, and unless the situation can be changed to compensate for these costs, the changes may be in jeopardy (March & Simon, 1958). In addition, most large organizations have a tendency to continue doing today whatever they did yesterday due to their rigidity (Downs, 1967). This structural inertia was further examined by Hannan and Freeman (1984) who concluded that society or social influences actually make organizations more resilient to change. This is due to the fact that society imposes standards of accountability and reliability on organizations that produce symbolic or information-loaded products, and risks occur in the operations of the organization when long-term relations exist between the organization and its clients, and when the organizations purposes are highly political.

Overcoming Resistance To Change

There are, however, some conventional and scientific means to overcome resistance to change. Traditional forms of organizational change rely upon screening ideas, and those concepts considered safe for the organization are then pursued. Conversely, the scientific approach to alleviate resistance to change applies psychological factors where the fundamental strategy is to build on the views of everyone concerned, both inside and outside the organization. Here, the ultimate goal is to weld responsible managers and other professionals together into a team committed to getting the correct objectives accomplished (Humphrey, 1986). Yet, resistance may prove to be a necessary component of the change process because it indicates that some actual form of change is occurring within the organization (Pascarella, 1987).

Studies of Organizational Change in Criminal Justice

Much of the research regarding organizational change has been conducted in the private sector. Coch and French (1948) studied resistance to change in a factory setting, and Leavitt (1965) categorized and evaluated approaches to change in industries. Other individuals such as Downs (1967) examined organizational change in the public sector and in bureaucracies. Tolbert and Zucker (1983) examined change and reform in formal organizational structures. Boschken's (1988) study of change concluded that a competitive public economy places a greater burden on agencies to cope with uncertainty and change. Donaldson (1987) examined the change process in organizations where he found that there is a cycle of change in organizations which can lead to mismatch and low performance, and then structural adjustment to a new match. These and other studies analyzed organizations under a holistic or macro approach that grouped together all bureaucratic organizations.

Other researchers such as Gilsinan and Valentine (1987) studied change processes in criminal justice agencies and concluded that many times the actual units created to implement change in organizations, such as planning and research, may be ceremonial and ritualistic. This is because these units rarely are progressive and usually maintain traditional organizational values in the change process by defining problems and solutions within existing organizational definitions or conditions.

Organizational Change in Policing

Cizankas and Hanna (1977) examined change strategies in law enforcement and determined that two basic organizational change strategies exist which consist of participatory and coercive methods of change. The

participatory strategy of change involves the formal and informal influence of police administrators who enact change through their positions in the agency by using their personal skills to enact change through knowledge and attitudes which affect both the individual and organizational behavior of the agency. It was found that this technique was more appropriate for initiating change in mature organizational groups which display a large degree of motivation to achieve job knowledge and experience which enhances the development of new strategies for accomplishing organizational goals. This change strategy is more effective when it is implemented by all administrators with formal and informal influence. Once that change has been accepted by all the members of the organization, there is greater potential for personal commitment. Thus, the change tends to be longer lasting; however, this strategy is slow and evolutionary.

Conversely, it was also discovered that if the organization is immature and the employees display dependency and unwillingness to assume new job roles, a coercive strategy would be necessary to implement change. Basically, the coercive strategy involves the power of the police administrator who directly affects the behavior and attitudes of the organizational members. This technique offers the advantage of speed in organizational change. The disadvantage, however, is that this type of change can be of limited duration because it can only be maintained while the police administrator has the power to make the change adhere (Cizankas & Hanna, 1977).

Kuykendall and Roberg (1982) also studied organizational change in policing and proposed a strategic or conceptual shift from the traditional bureaucratic format to an organic styled format. The authors indicated that the traditional model of policing is far too rigid for a police organization that functions in a volatile and changing technological work environment. This

can be attributed to the outdated mechanistic model of specialization within a hierarchical organization, where interactions between members tend to be vertical with authority based at the top, where the organization is rule-oriented, where job accountability is based on job descriptions, and rewards are obtained through precise following of instructions (Kuykendall & Roberg, 1982).

Yet, a shift to the organic model in policing would require five basic constructs consisting of de-emphasizing special jobs and tasks, making interactions between members of the organization horizontal instead of vertical, shedding responsibility regarding rights, obligations, and methods of performance, and creating a goal-oriented form of accountability that is based on task achievement and commitment to organizational-wide goal objectives with the organizational process being emphasized (Kuykendall and Roberg, 1982).

However, in determining change for police organizations, Kuykendall and Roberg (1982) indicate that change agents of the organization must consider structural and behavioral constructs of the organization. Structural constructs are tasks concerned with the formal organization and data that is readily available rather than hidden. Conversely, behavioral constructs are emotional and psychological reactions related to the informal organization and the individual, which are obscured rather than public.

Taking all of these variables into account, the goal of change in a police organization, according to Roberg and Kuykendall (1982), is to produce change in both structural and behavioral constructs in order to make organizations more organic or more capable of adopting or conforming to change in the turbulent environments in which police organizations operate. This would require a change from specialization to generalization of jobs (i.e. combine the

patrol and investigative functions) while also allowing lower-level flexibility in decision making which would require a change from an organization where interactions between members are vertical in nature to a system where interactions between ranks and specialities would be horizontal, while knowledge and authority in the agency would no longer intervene at the top.

The problem of change in police organizations was also explored by Cordner (1978) who observed that the mechanistic or bureaucratic model of police organizations makes change difficult due to the pyramid hierarchy, task specialization, and vertical communication. Cordner suggests that the open model of change should be adopted which holds that management should consult with employees at all levels of the organization. This is on account that all positions within the agency have specialized and/or "nuts and bolts" knowledge, while modern police organizations are stressing problem-solving and conflict resolution at the lowest points in their structure.

Change in police organizations was further analyzed by Nichols (1986) who supports a needs-assessment and goal-setting open model to change. This technique involves informing all employees involved in the change process where it is anticipated that there will be greater support for change if all individuals are involved in the change process. This would make the employees feel that they are a part of the decision-making process which would create a sense of collectivity and belonging in the organization and contribute to a reduction in resistance to change. Furthermore, to facilitate all aspects of the change process, Nichols also promotes contact between the police and community.

Planned change in policing was also studied by Greene (1981) who investigated organizational-structural change factors that influenced regional

detective bureaus, covert surveillance units, and saturation patrol units. Greene observed that planned change in law enforcement can actually be broken down into three categories, consisting of (1) individual level change that attempts change by focusing on employee skills, attitudes and motivation, (2) organizational/structural change that modifies policies, procedures and technological processes, and (3) organizational/climate change which attempts to modify employee awareness and relations with those around them through tactics such as surveys, conflict resolution and other team-building exercises (Greene, 1981). However, these change strategies may conflict or compete with one another within the organization as well as its external environment. As a result, the creation of specialized units within a department may reduce the potential for change unless there is consensus regarding the role and function of the specialized unit.

Planning and change in criminal justice organizations was also studied by Bynum, Greene, and Cordner (1986) who investigated the factors that affect the acquisition and use of resources by criminal justice agencies. They found that increased planning in criminal justice agencies will not guarantee efficient decisions regarding allocation of resources because exterior forces such as political commitments, ideologies, and the constituencies that the agency serves can affect the change process.

Greiner (1987) expanded upon Bynum, Greene, and Cordner's (1986) study and reaffirmed that unplanned forces play an important role in planned change. Greiner indicated that historical events establish preconditions that can affect training. Furthermore, Guyot (1979) also determined that attempts in the 1970's had failed because of management inflexibility in personnel decisions, lack of incentives within the ranks of police organizations, the military rank structure, insularity within the ranks,

and the fact that the tall organizational layout effectively blocks communication.

Although many individuals have proposed change in the structure of police organizations, change may prove to be more difficult in criminal justice agencies than in other non-bureaucratic agencies. This can be attributed to the fact that all criminal justice agencies are bureaucracies. According to Downs (1967), an organization is considered a bureau if it is large, a majority of its members are full-time workers who depend upon their employment in the organization for most of their income, the hiring of personnel and promotions are based on some form of assessment, and the major portion of its output isn't directly or indirectly evaluated in any markets external to the organization by quid pro quo transactions.

Moreover, criminal justice organizations may also be more resilient to change because their purpose to society is to maintain the status quo of the community that they serve. Consequently, they may be more rigid than other large organizations not entrusted with such a responsibility. This may also differ in respect to the size of the community. For instance, small police organizations may be more susceptible to change because the chief and fellow employees have more direct contact with members of the community. Conversely,in the context of a large urban police department, change may be more resistant because the department is insulated from the citizens, and less susceptible to community influences or pressures.

Organizational Change in Corrections

Besides organizational change being investigated in policing, studies regarding organizations and organizational change have been conducted regarding jails and prisons. Lindquist and Whitehead (1986) examined

perceptions of burnout, stress, and job satisfaction among Alabama Correctional Officers and found that the chain of command and supervision were contributing organizational factors. They subsequently recommended that management should change known stressors to improve the status of correctional officers. Gernstein (1987) found that the correctional environment contributed to burnout in the form of physical and emotional exhaustion and lowered productivity. Gernstein subsequently recommended that management must change the organizational structure to decrease overlap between institutional units and increase the responsibilities of personnel by giving staff members more precise goals and missions and greater control of their environment.

Bartollas (et al. 1976) found that correctional officers adhere to a system that stresses cynicism and distrust toward administration which in turn affects the change process. Duffee (1974) concluded that guards possess values that are "antagonistic to the successful implementation of managerial desired correctional policy". Hepburn (1987) found that prison guards feel more alienated when they perceived that the administration had greater control, and Johnson (1977) concluded that a change in the role of a correctional officer from a custodial to a human services function produces organizational strains because of conflicting roles that the correctional officer must now perform. Hayeslip (1982) in his study of job satisfaction among correctional officers found that correctional officers felt that the administration failed to back individual officers an their actions that were thought to be necessary. This in turn could affect future and existing change processes in the organization.

Other research has been conducted in jails. Regoli, Poole and Progrebin (1986) investigated the work relations of jailers, relations with inmates, and

relations with fellow officers. Zupan and Menke (1988) investigated organizational change in new generation jails and recommended that in order to facilitate change, the correctional officer's duties should be expanded vertically as well as horizontally. The study also found that the podular direct method of supervision improved job satisfaction of correctional officers. However, the study failed to evaluate if and how communications and perceptions of safety were affected by organizational change.

Apart from the aforementioned studies, very little research has been conducted regarding change in jails. Although these and other studies produced data regarding organizational change, there are deficiencies particularly in organizational change in jails.

CHAPTER III

RESEARCH METHODOLOGY

Research Questions

The research questions addressed in this thesis concern the reactions of correctional officers to the environment and operations of a direct supervision jail. Specifically, this thesis will examine how the perceptions of correctional officers in new generation jails differ from those of linear supervision jails.

Through analysis of organizational change in Genesee County, some of the outcome measures that this thesis will explore is how the shift from a traditional or linear-styled to a new generation or direct supervision jail has affected the operations and personnel of the jail in terms of communications and management, inmate management,inmate control and safety, tension and safety factors, and overall job satisfaction.

This thesis will examine if communication has increased or decreased in the new jail. Subtopics in communication include communications between staff members as well as written and verbal communications between the line staff and administration. Moreover, communication between the staff and inmates in Genesee County will be studied.

In regard to indicators of tension and safety in the new jail, changes in perception of safety and tension will be examined. If indicators of tension and safety have increased, new factors which contribute to the higher rate of tension and perceptions of fear will be examined and analyzed.

Inmate control and management issues will also be examined. Here, the change in control methods from the old jail to the new jail will be

examined. Whether correctional officers actually follow guidelines of new generation jails will be studied in terms of how inmates are being treated. In addition, the relationship between the officer and inmate will be examined.

Research Design

Since the purpose of this research is to examine the effects of organizational change within the Genesee County Jail, the research design consists of a longitudinal analysis of the change process. This longitudinal analysis is descriptive, examining the change process, and exploratory as it examines the opinions and perceptions of the affected officers.

Unit of Analysis

The unit of analysis consists of all currently employed individuals of the Genesee County Jail. The research sample consists of line-level correctional officers, supervisory staff, social service workers, jail administration, and other employees such as food service, prisoner transport, booking, and medical units.

The line officers at the old Genesee County Jail numbered 111 individuals as of November 12, 1988. As of December 13, 1989, the total number of correctional officers in the new jail numbered 115 employees. The primary employment of the line officer in the new jail is a pod officer who is responsible for the direct supervision of inmates. Line officers are also employed as pod supervisors, medical transport to and from the pods, booking, and intake.

Subjects for this study consist of all currently-employed full-time correctional employees of the Genesee County Jail, located in Flint, Michigan. This included the line personnel or the officers who worked the pods as well

as administrators such as the sheriff, undersheriff and other individuals. Tertiary service positions involved in the daily operations of the jail, such as social service workers, were also included.

Research Site

The Genesee county jail prior to 1988 was the traditional linear-styled jail constructed in 1930. After the addition of two floors in the 1950's and an annex to the sixth floor in 1969, the basic structure consisted of six floors, comprising a housing capacity of 440 beds. In 1978, inmates initiated a lawsuit alleging unconstitutional living conditions in the Genesee County Jail due to conditions of confinement and population limits being practiced at that time. As a result, in 1980, a federal court implemented a population limitation of 252 and required an increase in jail staffing.

Conditions in this linear styled jail were very poor for the inmate and correctional officer. Correctional officers reported poor lighting conditions and an overall poor working environment. As a result of of this intolerable environment, the performance and morale of correctional officers was also affected. They became complacent in their patrol of the corridors due to confrontations with inmates. This instilled fear in the staff, whereas they simply stayed at their stations rather than patrolling the corridors, thus ceding custodial control of the jail to the social service workers.

As a result of the above factors, in 1982 the Genesee County Board of Commissioners changed from an incarcerative philosophy to a rehabilitative philosophy, and in June 1985, ground was broken for a New Generation Jail. This jail, the first in Michigan, had a total housing capacity of 394 inmates. Based on the new generation concept, the units were to be podular in design, consisting of 60 individual rooms or cells grouped around a common open

area. The facility was to be constructed of brick and concrete block with cast in place concrete columns, beams, girders, and one-way reinforced walls. The gross area of the jail was to be 180,460 square feet and the net area being 110,230 square feet. (See Appendix A).

Goals

The goal of Genesee County's new generation jail is to operate a constitutional and efficient jail which complies with the Michigan Department of Corrections standards while also complying with standards of the American Correctional Association and the American Medical Association. The county intends to instill public confidence in the jail while maximizing coordination within the criminal justice system of the entire county. The jail also will provide staff with necessary training resources aimed at improving job understanding and performance while creating a positive atmosphere through implementation and utilization of the direct supervision by the staff and inmates.

Mission

The mission of the Genesee County Sheriffs Department, through its corrections division, is to serve as a holding facility for pre-trial offenders and assure their appearance at judicial proceedings, and for holding offenders on short-term sentences until their release. Moreover, the objective of the jail is to assure the public's safety and maintain custody of offenders in compliance with all local state and federal regulations and statutes. Genesee County is to provide offenders with a living and working environment that will allow them to use their incarcerated period in a productive manner.

Philosophy

The philosophy of Genesee County, as it applies to the jail,is based on some fundamental assumptions. The county feels that that inmates should leave the jail no worse physically, emotionally, or psychologically than when they entered. All inmates will be accountable for their actions within the jail,

and the community is encouraged to be involved in the correctional process. Furthermore, the County believes that confinement alone is seldom corrective; thus, the jail will provide each inmate with the opportunity to increase his or her educational and social skills during their incarceration.

The Change Process

The Transition Team

To attain the goals, missions and philosophy of new generation jails, a transition team was created by the Sheriff in September of 1986 to facilitate all aspects of the move and to make the change process proceed more smoothly. The transition team was the planning arm of the administration, charged with the responsibility of many unique tasks which included planning, policy, procedure and organizational development for the new jail. This team consisted of two ranking correctional officers, (one lieutenant, one sergeant), two social service workers, two corrections deputies and one clerical employee.

One of the first activities of the change process was the training and orientation of the transition team. In October of 1986, the transition team received a week-long training session which was funded by the National Institute of Corrections. Transition team members engaged in team building exercises, were taught how to develop and implement work teams, engaged in interpersonal group activities, received training on writing and analyzing policies and procedures, and were given insight into new job responsibilities and duties of correctional officers in a new generation jail. At the same time, the Sheriff and major as well as selected lieutenants and sergeants were also brought to the training seminar for three days to receive training on

organizational development and their roles and responsibilities in the change process. In addition, other training was conducted regarding skill training and transition team building, as well as seminars by the National Institute of Justice on managing new generation facilities and basic supervisory skill training.

Some of the responsibilities of the transition team were to provide liaison to the Sheriff and community for all the components of the jail which included identifying, researching, writing, and gathering information for policy and procedures for direct supervision jails. Here, transition team members investigated the functions of other transition teams such as Pima County Sheriffs Department in Tucson, Arizona, that had created a transition team for their new medium security annex to their jail. Besides the exchange of information, transition team members also visited new generation jails in Conta Costa County, California, and Bucks County, Pennsylvania.

Transition team members were also responsible for establishing lines of communication with other individuals, departments, and agencies involved in the jail planning process, as well as public relations with public and civic groups interested in the new jail. Transition team members were also responsible for jail operations. Activities included reviewing new policies and procedures, staffing analysis, development of training programs, and monitoring the actual physical construction of the jail, including studying blueprints and assisting in the development of the interior designs including the development of phone systems, computer systems and other equipment.

Other individuals besides the transition team were also included in the change process. Employees of the Genesee County jail were selected in a lottery fashion to tour new generation jail facilities in Bucks County,

Pennsylvania, and Contra Costa County, in Martinez, California. At the California site visit, commissioners, judges and prosecuting attorneys were included to introduce and familiarize them to the operations and philosophy of new generation jails.

In the spring of 1987, the supervisors of the Genesee County Jail were also sent to Bucks County, Pennsylvania to introduce them to a new generation jail. The supervisors disseminated what they learned to their deputies. It was felt that this procedure would help alleviate some apprehensions and resistance to change of the employees of the Genesee County Jail.

As indicated, one of the responsibilities of the transition team was training. The initial stage of training involved in-service training for correctional officers. This included facility and procedural training which continued up to the day that the new jail became operational. Some of the new forms of training that were necessary for the correctional officers to function effectively and efficiently included skill training as well as role playing. In this process, high school students were used as inmates which gave correctional officers a feel for the operations of the new jail.

In addition to training, a staff advisory committee was created to consider medical, social service and correctional issues in the new jail. This committee held monthly meetings to discuss logistics and economics of the move. The committee submitted newly-formed policies and procedures to the transition team and Sheriff for inspection and review.

In addition to the staff of the Genesee County Jail receiving training, it was essential to keep the public and related criminal justice organizations informed of the construction of the new generation jail. Consequently, the transition team created and published a public relations booklet which

provided an introduction to and photographs of the new jail. Open houses for employees and guests were conducted, which included an overnight fund-raiser for the county, where citizens could spend "a night in jail". Local law enforcement agencies were also provided tours and given an explanation of the new policies and procedures of the jail. Furthermore, a local television station provided an analysis and debate about the new jail that further informed the general public and citizens of Genesee County.

Inmates were also provided information on the new jail. Meetings were held with key inmates to provide information on the new jail. These inmates were also provided tours of the new complex in groups of eight. The result was that inmate apprehensions were lessened as information regarding the new jail was passed on to other inmates in the old jail.

Prior to the move to the new jail on November 12, 1988, a move logistic committee was formed on July 17, 1987, to create an action plan for the move. This committee was comprised of representatives from each division of the Sheriff's department who were appointed by the Division Head. Departmental representatives on the the committee consisted of the Courts Division, Detective, Traffic, Paramedics, Administration, Records, Visiting, Training, Classification, Medical, Security, Radio, Booking, and other tertiary services to the jail such as food services, supply and laundry.

In addition, correctional officers received preliminary briefings and received training for the move through a step by step move day scenario prior to the actual move. Correctional officers were provided with a facility shutdown checklist to assure that the old jail would be efficiently and effectively closed down. One week prior to the scheduled move, clerical and other administrative staff moved into the jail.

The transition team and sheriff developed a timetable format where all decisions regarding housing were planned ahead of the move, based on the inmates' assignments as well as their behavior in the old jail. To further alleviate any misconceptions and apprehensions that inmates had regarding the move, video tapes were produced which explained the process of the move as well as an orientation tape regarding new procedures in the new jail. Inmates were transported from the old jail to the new jail via deputies organized into escort teams. Inmates were not allowed to take anything with them on the move. Each was given an admission kit containing clean clothing, and commissary bags containing hygiene products, cigarettes and snacks.

The last step in the move was the post-move process. Here, some unanticipated problems and unclear policies and procedures were re-evaluated and rewritten to improve the daily functions of the jail. This last stage also served to prevent the older and more experienced officers from slipping back into the old routine of the previous jail, which would create instability in the new jail environment. Meetings with key personnel solved the majority of the problems that the move encountered.

Data Collection

Interview Component

The objectives of the interview procedure were twofold. It was anticipated that information collected during the interviews would shed light on organizational change in Genesee County. It was also anticipated that the findings regarding the change would correlate with prior research conducted on organizational change.

A second objective of the interview stage was to provide data for the survey portion of the study for relevant research issues. These interviews were important since much of the information gathered regarding stages of the change were collected from interviewing the transition team members and correctional officers involved in the change process. In addition, the information collected also served as a basis on which the questionnaire would be based.

These interviews were exploratory in nature. In the pre-test, which was conducted in the old jail, approximately 30 individuals were interviewed during the winter and spring of 1988. In the post-test, conducted in the new generation jail, approximately 20 individuals were interviewed between the months of June and August, 1989. Information gathered at this stage provided enlightening information regarding the operations of a New Generation Jail as well as some of the concerns and problems that existed. Moreover, these initial interviews were conducted to determine if the initial questionnaire would have to be modified to make it more applicable to the new generation jails.

Individuals were randomly selected and consisted of line personnel of both sexes who worked directly in the pods with the inmates. Supervisory staff or command staff were also interviewed as well as tertiary employees of the jail such as booking and social service workers. All of these interviews were semi-structured and confidential in nature. Interview questions were structured in four basic categories. These consisted of communications with the administration and other officers, inmate/staff tensions and relations, training, and the overall environment of the jail. Interviews conducted in the new jail also contained structured questions regarding the officers

perception of the old jail compared to the new jail, and the overall environment of the new jail compared to the old jail.

Survey Component

In order to have the opportunity to illicit responses from all employees of the Genesee County Jail, a questionnaire was constructed based on information collected from the interviews. Simple random sampling was employed whereas every employee had the opportunity to complete the questionnaire.

The questionnaire was divided into 5 categories consisting of neutrally phrased statements regarding communications and management, inmate management, inmate control and safety, indicators of tension and safety, and respondent characteristics.

The format of the questionnaire was close-ended and focused primarily upon ordinal-level data in a Lickert styled format (Babbie, 1986). Each questionnaire provided instructions included on the front page where respondents were asked to Strongly Agree (SA), Agree (A), Disagree (D), Strongly Disagree (SD), or have No Opinion (NO) to the statements. Nominal-level, open-ended questions regarding the respondent's demographics were also included in order not to exclude any of the categories that could exist in the responses.

The first questionnaire disseminated to employees of the old jail consisted of 7 pages and 55 statements and demographic questions (see appendix B). The subsequent questionnaire, which was distributed to jail personnel in the new jail was basically a duplication of the first. This consisted of 7 pages and was reduced to 53 questions (see appendix C).

Sampling

The initial questionnaire was distributed on March 17, 1988. Questionnaires, along with self-addressed stamped envelopes were distributed to all of the officers during in-service training programs conducted by the researchers. Officers had the option of returning the completed questionnaires at the training seminar, or they could return them to Michigan State University at their own convenience. The number of correctional officers employed at this time numbered 111, including the jail administration. Eighty questionnaires were returned complete, comprising a 72% response rate.

Dissemination of the second questionnaire was conducted in December of 1989. One week prior to distribution, the Sheriff's department issued a memorandum to its employees explaining the purpose of the study. On the day of distribution, researchers met with union representatives of the jail, the Undersheriff, the major in charge of jail operations and the shift lieutenant. Issues regarding the questionnaire were discussed, and the best method of distribution was determined.

Questionnaires were given to shift sergeants who then distributed them to their employees at the beginning of the shift when they picked up their equipment. Along with the questionnaire, a cover letter was attached stressing the importance of the questionnaire, while assuring that all responses would be confidential and results of the survey would be available for inspection by all members of the department (See appendix D). Employees had the option of mailing the completed questionnaire with the self-addressed stamped envelope provided, or could turn them in at the end of their shift, and the county would then mail them out.

Dissemination of the questionnaire initially resulted in collection of 18 complete and usable questionnaires. Due to the lack of participation, the researcher personally went to the Genesee County Jail to re-distribute the questionnaire on January 17, 1989. This time the researcher personally talked with every employee on all three shifts to explain the purpose(s) behind the research being conducted. This resulted in the collection of 55 additional completed questionnaires.

Although all three shifts were covered at this time, it was determined that all of the employees in the jail that were not working that day should also have the opportunity to complete the questionnaire. Again the researcher went to the Genesee County Jail to personally disseminate the questionnaires on February 8, 1990. In order to assure that every individual had the opportunity to complete a survey, questionnaires were also left in the employee locker rooms with a letter explaining the purpose of the survey. In aggregate, 80 surveys were returned to the researcher with the final response rate being 67%.

Data Analysis

Items 1 - 47 in the old survey and items 1-48 in the new survey received a score from 1 to 5, with 1 representing SA (Strongly Agree), 2 representing Agree (A), 3 representing Disagree (D), 4 representing Strongly Disagree (SD), and 5 representing No Opinion (NO). All items were edge coded, not necessitating codesheets. A codebook was constructed to describe the locations of variables and code assignments, and for later interpretation during data analysis (See Appendix E).

Data was later recoded in the data analysis stage. Here, repondent's that answered no opinion (NO) to statements were coded with a value of 3 to

create a neutral response, which in turn would not skew the results, since it could not be determined if the subjects agreed or disagreed to the statement at hand. Statements that received a response of Disagree (D), were subsequently coded with a value of 4 and statements that received a response of Strongly Disagree (SD), were coded with a value of 5.

Data was examined with univariate analysis techniques to obtain descriptive statistics or a summary of the characteristics of the respondents and data as well as relationships between some of the variables. All variables were reported in terms of their central tendencies to find summary statistics.

After examining the distributions of the variables, inferential statistics were employed to obtain meaningful data or generalizations from the sample populations. T-tests were used to compare the means of the two groups. This was determined to be the most appropriate statistical procedure since the standard error of the sampling distribution was unknown and the two samples were drawn from two independent, normally distributed populations.

CHAPTER IV

FINDINGS/RESULTS

Demographic Findings

The category of demographics was constructed of personal and work characteristics or generalizations of the respondent's in the old and new jail. Variables analyzed in this category consisted of the respondent's age, sex, race, shift assignment, job title, and years of employment with the Genesee County Sheriff's Department.

The purpose of analyzing the respondent's characteristics is to control for these variables when analyzing the succeeding data. Moreover, it is essential to determine if there are significant differences between the pre and post groups studied.

Table 1 reports the distribution of the ages of correctional officers before and after the move from the traditional jail to the direct supervision facility. In analysis, there is no substantive or statistically significant change in the ages of the correctional officers responding to the surveys. Responses indicated that the majority of responding officers were between the ages of 31 and 40.

TABLE 1

Age of respondent's to the questionnaire

Age	Old Jail		New Jail	
	__N__	__%__	__N__	__%__
1. 20 - 30	20	26.0%	19	24.7%
2. 31 - 40	35	45.5%	34	44.2%
3. 41 - 50	16	20.8%	15	19.5%
4. 51 - 60	6	7.8%	9	11.7%
5. 61 or Older	0	0.0%	0	0.0%
TOTAL (N)	77	100.0%	77	100.0%

MEAN OLD JAIL = 2.1039
MEAN NEW JAIL = 2.1818

DIFFERENCE = -0.0779   T = .53   P = .597

The data presented in Table 2 examines the gender of the respondent's before and after the move to the new generation jail. As illustrated, there is a significant change in the gender of the respondent's where more males and less females responded to the second survey than in the old jail.

TABLE 2

Change in the number of male and female respondents

Sex	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. MALE	44	56.4%	57	72.2%
2. FEMALE	34	43.6%	22	27.8%
TOTAL (N)	78	100.0%	79	100.0%

MEAN OLD JAIL   =   1.4615
MEAN NEW JAIL   =   1.2785

DIFFERENCE   =   0.1830   T = -2.22   P = 0.28

The results presented in Table 3 regarding the race of the respondent's in the pre and post test indicate no significant changes in the racial compositions of the respondents. Basically, the racial composition of the respondent's in the old jail remained consistent with respondent's to the survey in the new jail in which the majority of respondent's were white.

TABLE 3

Change in the variable race between the old jail and new jail

Race	Old Jail		New Jail	
	N	%	N	%
1. Black	16	21.1%	15	19.7%
2. White	56	73.7%	57	75.0%
3. Hispanic	2	2.6%	3	3.9%
4. Other	2	2.6%	1	1.3%
TOTAL (N)	76	100.0%	76	100.0%

MEAN OLD JAIL   =   1.8684
MEAN NEW JAIL   =   1.8684

DIFFERENCE   =   0.0000   T = 0.00   P = 1.00

The results presented in Table 4 indicate that there are no significant changes in the respondent's shift assignments in the old jail compared to the new jail. The responses from both surveys indicated that the majority of the respondent's were from the first shift.

TABLE 4

Respondent's shift assignment

Shift	Old Jail		New Jail	
	N	%	N	%
1. First	34	45.3%	34	45.3%
2. Second	17	22.7%	22	29.3%
3. Third	19	25.3%	14	18.7%
4. Other	5	6.7%	5	6.7%
TOTAL (N)	75	100.0%	75	100.0%

MEAN OLD JAIL   =   1.9333
MEAN NEW JAIL   =   1.8667

DIFFERENCE   =   0.0666   T = -.42   P = .675

The results presented in Table 5 indicate that there is no significant change in the number of years respondent's worked in the Genesee County Jail. In both responses, the majority of respondent's have worked in the Genesee County Jail for a period of 6 to 10 years.

TABLE 5

Length of employment of respondent's

Length of Employment	Old Jail		New Jail	
	N	%	N	%
1. 0 - 1 Years	11	14.9%	13	16.9%
2. 1 - 5 Years	23	31.1%	19	24.7%
3. 6 - 10 Years	29	39.2%	27	35.1%
4. 11 - 15 Years	4	5.4%	8	10.4%
5. 16 or more	7	9.5%	10	13.0%
TOTAL (N)	74	100.0%	77	100.0%

MEAN OLD JAIL = 2.6351
MEAN NEW JAIL = 2.7792

DIFFERENCE = -0.1441   T = .76   P = .450

The results presented in Table 6 indicate that there are no significant differences in the job positions of the respondent's in the old and new jails. Analysis indicates that the majority of respondent's are deputies who are responsible for the daily functions of the jail.

TABLE 6

Analysis of job positions

Job Title	Old Jail		New Jail	
	N	%	N	%
1. Deputy	42	63.6%	50	73.5%
2. Sergeant	6	9.1%	5	7.4%
3. Lieutenant	1	1.5%	0	0.0%
4. Captain	1	1.5%	0	0.0%
5. Other	8	12.1%	11	16.2%
6. Social Service	8	12.1%	2	2.9%
TOTAL (N)	66	100.0%	68	100.0%

MEAN OLD JAIL = 2.2727
MEAN NEW JAIL = 1.8676

DIFFERENCE = 0.4051   T = -1.26   P = .211

Analysis of Communications Category

The category of communications was constructed of five aspects regarding communication within the Genesee County Jail. These consisted of communications between the upper command (Sheriff and Undersheriff) and the correctional officer; communications between the upper level management and the first line supervisors or sergeants; communications between first line supervisors and correctional officers; communications between the social service staff of the jail and correctional officers; and, a statement regarding the flow of communication.

Table 7 addresses communications between correctional officers and the top management (being the Sheriff, Undersheriff, and Major) of the Jail. As Table 7 indicates, there has been a significant change regarding employee perceptions of communication with upper management before and after the transition to the new jail. Officers, after the transition to the new jail, feel that communications between the top management and line levels has improved. This is indicated by the shift of more responses from a negative to positive opinion regarding this aspect of communications.

TABLE 7

Perceived effectiveness of communication between
top management and correctional officers

Communications Viewed As Effective	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	3	2.8%	4	5.1%
2. Agree	8	11.3%	27	34.2%
3. No Opinion	7	8.9%	3	3.8%
4. Disagree	20	28.2%	19	24.1%
5. Strongly Disagree	41	57.7%	26	32.9%
TOTAL (N)	79	100.0%	76	100.0%

MEAN OLD JAIL = 4.1139
MEAN NEW JAIL = 3.4557

DIFFERENCE = 0.6582   T = -3.23   P = .002

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The results presented in Table 8 indicate that significant differences exist among communications between upper-level management and first line supervisors. Table 8 indicates that there has been an improvement in communications from the old jail to the new jail. Essentially, there has been a percentage shift from the old jail to the new jail, where 59.5% indicated in the old jail that communications were not effective, while only 42.3% of the respondent's in the new jail indicated that there was a Strong Disagreement or Disagreement that communications were effective in the new jail.

TABLE 8

Perceived effectiveness of communication between upper level
management and first line supervisors

Communications Viewed as Effective	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	4	5.1%	7	9.0%
2. Agree	17	21.5%	30	38.5%
3. No Opinion	11	13.9%	8	10.3%
4. Disagree	27	34.2%	19	24.4%
5. Strongly Disagree	20	25.3%	14	17.9%
TOTAL (N)	79	100.0%	78	100.0%

MEAN OLD JAIL = 3.5316
MEAN NEW JAIL = 3.0385

DIFFERENCE   = 0.4931   T = -2.43   P = .016

The data presented in Table 9 compares the old and new responses of employees regarding communications between first-line supervisors and Correctional Officers within the pods. As illustrated, there is no statistically significant change regarding communication between correctional officers and sergeants in the new jail. Although the majority of respondent's have indicated that communications are effective, over 30% report that communications is not effective in the new jail.

TABLE 9

Communications between first line supervisors and the
correctional officers in the pods are effective

Communications Viewed As Effective	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	3	3.8%	8	10.1%
2. Agree	40	50.6%	44	55.7%
3. No Opinion	2	2.5%	1	1.3%
4. Disagree	23	29.1%	17	21.5%
5. Strongly Disagree	11	13.9%	9	11.4%
TOTAL (N)	79	100.0%	79	100.0%

MEAN OLD JAIL = 2.6835
MEAN NEW JAIL = 2.9873

DIFFERENCE = -0.3083   T = -1.54   P = .126

The results presented in Table 10 indicate that there is no significant change in communications between correctional officers and social service workers in the old jail compared to the new jail. In both the old jail as well as the new jail, it was perceived that communication between the social service workers and correctional officers were regarded as poor, with no improvement occurring in the new generation jail.

TABLE 10

Communications between the social service staff
and the correctional officer are effective

Communications Viewed As Effective	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	1	1.3%	0	0.0%
2. Agree	12	15.0%	10	12.5%
3. No Opinion	1	1.3%	8	10.0%
4. Disagree	19	23.8%	29	36.3%
5. Strongly Disagree	45	56.3%	33	41.3%
TOTAL (N)	78	100.0%	80	100.0%

MEAN OLD JAIL = 4.0625
MEAN NEW JAIL = 4.2179

DIFFERENCE   = -0.1554   T = -0.91   P = .365

The results presented in Table 11 indicate that there has been a significant change in the statement that it is routine for communications not

to flow through the chain of command Basically, the responses from the old jail indicated that it was routine for communications not to flow through the chain of command. However, respondent's from the new jail indicate that communications now have a greater tendency to flow through or follow the established or formal lines of communications established by the jail administration.

TABLE 11

It is routing for communications not to flow through
the chain of command

Communications Viewed As Effective	Old Jail		New Jail	
	N	%	N	%
1. Strongly Agree	34	42.5%	28	35.4%
2. Agree	31	38.8%	28	35.4%
3. No Opinion	0	0.0%	3	3.8%
4. Disagree	14	17.5%	22	27.8%
5. Strongly Disagree	1	1.3%	5	6.3%
TOTAL (N)	80	100.0%	79	100.0%

MEAN OLD JAIL   =   1.9625
MEAN NEW JAIL =   2.4304

DIFFERENCE   = -0.4679   T = 2.34   P = .020

Analysis of the Policies and Procedures Category

The policies and procedures category examined if policies and procedures are effectively communicated to jail personnel, and if existing policies and procedures are effective inmate management tools.

Table 12 reports that employees now feel that policies and procedures are now more effectively communicated to jail personnel. There has been a statistically significant shift where officers in the new jail agree more often that policies and procedures are now better communicated to jail personnel. However, the majority of respondent's still indicate that policies and procedures are not effectively communicated.

TABLE 12

Policies and procedures are effectively communicated to jail personnel

P & P are Effective	Old Jail		New Jail	
	N	%	N	%
1. Strongly Agree	3	3.8%	7	9.0%
2. Agree	12	15.0%	23	29.5%
3. No Opinion	1	1.3%	2	2.6%
4. Disagree	20	25.0%	25	32.1%
5. Strongly Disagree	44	35.0%	21	26.9%
TOTAL (N)	80	100.0%	78	100.0%

MEAN OLD JAIL = 4.1250
MEAN NEW JAIL = 3.3846

DIFFERENCE = 0.7404   T = -3.55   P = .001

Table 13 addresses employee's perceptions if the new policies and procedures are better or effective inmate management tools. As Table 13 indicates, there has been a significant increase in opinion that policies and procedures in the new jail are significantly better than the policies and procedures in the old jail.

TABLE 13

Existing policies and procedures are effective inmate management tools

Effective Management Tools	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	8	10.1%	7	8.8%
2. Agree	15	19.1%	40	50.0%
3. No Opinion	2	2.5%	4	5.0%
4. Disagree	22	27.5%	18	22.5%
5. Strongly Disagree	32	40.5%	11	13.8%
TOTAL (N)	79	100.0%	80	100.0%

MEAN OLD JAIL = 3.6962
MEAN NEW JAIL = 2.8250

DIFFERENCE = 0.8712   T = -4.06   P = .000

Inmate Management

The category of inmate management was constructed of the statements regarding discretion and control of inmates in the new generation jail. These statements examined if correctional officers need more decision making power to manage inmates; if most problems can be solved by the deputies in the pods through discussion with inmates; if correctional officers prefer social service staff or superiors to manage inmate problems in the pods; if correctional officers can use their discretion to apply rewards and punishments to control inmates; and, if correctional officers prefer to manage inmate problems in the pods.

Table 14 examines if correctional officers feel that they need more decision making power to manage inmates. The data indicates that there has been a significant change in responses from the old jail where officers more strongly agreed to the statement, than to the new jail where correctional officers feel that they need less decision making powers to manage inmates. This suggests that correctional officers may be somewhat more satisfied with their decision making power. Yet, it also appears that the correctional officers would like more power to manage inmates as indicted by the fact that more than two-thirds strongly agree or agree that they need more decision making power.

TABLE 14

Correctional Officers need more decision making power to manage inmates

Need More Decision Making	Old Jail		New Jail	
	N	%	N	%
1. Strongly Agree	46	57.5%	27	33.8%
2. Agree	23	28.8%	29	33.8%
3. No Opinion	0	0.0%	6	7.5%
4. Disagree	10	12.5%	16	20.0%
5. Strongly Disagree	1	1.3%	2	2.5%
TOTAL (N)	80	100.0%	80	100.0%

MEAN OLD JAIL = 1.7125
MEAN NEW JAIL = 2.2125

DIFFERENCE = -0.5000   T = 2.81   P = .006

The results presented in Table 15 examine the statement that most problems can be solved by the deputies in the pods through discussion with inmates. The findings from this statement indicate that there is no statistical significant change from the old jail and new jail, where the general consensus from the respondent's indicated that problems can be solved through effective communication with inmates. This is the kind of difference that you would expect to see in new generation jails, since effective pod management is contingent upon communication. However, it should be emphasized that there is very little room for improvement in this category from the old jail in terms of agreement upon this statement.

TABLE 15

Problems can be solved by the deputies in the pods
through discussion with inmates

Problem Solving With Inmates	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	20	25.0%	17	21.3%
2. Agree	43	57.3%	59	73.8%
3. No Opinion	2	2.7%	2	2.5%
4. Disagree	7	9.3%	0	0.0%
5. Strongly Disagree	3	4.0%	2	2.5%
TOTAL (N)	75	100.0%	80	100.0%

MEAN OLD JAIL = 2.0667
MEAN NEW JAIL = 1.8625

DIFFERENCE = 0.2042   T = -1.53   P = .129

Examining control in the pods, Table 16 indicates that there has been a significant change in the perception of correctional officers managing inmate problems in the pods. In analysis of the respondent's in the old jail with respondent's from the new jail, there has been a shift where employees in the new jail prefer to manage inmate problems without the assistance of their superiors or social service workers. Basically, the consensus is that correctional officers want to maintain their own pods which is consistent with the philosophy of operations of new generation jails.

TABLE 16

Preference of using social service workers or
superiors to manage inmate problems

Inmate Management Problems	Old Jail		New Jail	
	__N__	__%__	__N__	__%__
1. Strongly Agree	8	10.0%	0	0.0%
2. Agree	23	28.8%	11	14.5%
3. No Opinion	2	2.5%	8	10.5%
4. Disagree	24	30.0%	23	30.3%
5. Strongly Disagree	22	27.8%	34	44.75
TOTAL (N)	79	100.0%	76	100.0%

MEAN OLD JAIL = 3.3671
MEAN NEW JAIL = 4.0526

DIFFERENCE = -0.6855   T = 3.41   P = .001

Consistent with the findings in Table 16, an analysis of correctional officer discretion indicates that officers now have more discretionary powers within the new generation jail. Table 17 indicates that there has been a statistically significant shift in opinions in the new jail where 76.3% of the respondent's in the new jail feel that they can use their discretion to control inmates in contrast to 57.5% of the respondent's in the old jail, who feel that they could use their discretion to apply sanctions and rewards among inmates.

TABLE 17

Correctional Officers can use their discretion to apply rewards
and punishments to control inmates

Discretion	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	20	25.0%	13	16.3%
2. Agree	26	32.5%	48	60.0%
3. No Opinion	0	0.0%	1	1.3%
4. Disagree	15	18.8%	14	17.5%
5. Strongly Disagree	19	23.8%	4	5.0%
TOTAL (N)	80	100.0%	80	100.0%

MEAN OLD JAIL = 2.8375
MEAN NEW JAIL = 2.3500

DIFFERENCE   = 0.4875   T = -2.27   P = .025

Table 18 reports that correctional officers in new generation jails prefer to manage inmate problems in their pods, in contrast to respondent's in the old jail. Findings indicate that 74.3% of respondent's in the new jail prefer to manage inmate problems in their pods in contrast to 67.1% of the respondent's in the old jail, who preferred to manage inmates problems within the cells.

TABLE 18

Correctional Officers prefer to manage inmate
problems in the pods

Prefer To Manage Problems	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	18	22.8%	23	29.5%
2. Agree	35	44.3%	42	53.8%
3. No Opinion	2	2.5%	2	2.6%
4. Disagree	20	25.3%	11	14.1%
5. Strongly Disagree	4	5.1%	0	0.0%
TOTAL (N)	79	100.0%	78	100.0%

MEAN OLD JAIL = 2.4557
MEAN NEW JAIL = 2.0128

DIFFERENCE   = -0.4429   T = -2.52   P = .013

Inmate Control and Safety

Since one of the philosophies of new generation jails is that line level correctional officers should have more responsibility for the maintenance of stability in their pods, while having more problem solving capabilities on account of their direct contact with inmates, a category was constructed to assess inmate control and safety issues.

This category was constructed of statements that attempted to assess control and safety issues in the Genesee County Jail. Issues that were analyzed included if it was perceived that the physical structure of the jail contributed to overall safety in the jail. In addition, inmate safety and control issues were examined to examine how these activities were perceived to affect safety and control within the jail. These items included statements regarding frequent changes in pod assignments, high inmate turnover, inmate movement, and double-bunking or assigning two inmates to a cell.

Corollary to inmate control and safety, an analysis of inmate on inmate assaults, inmate on staff, attempted suicides, suicides and the overall number of these incidents were analyzed to assess if the environment of the new generation jail appeared to be a safer environment for the correctional officers as well as the inmates.

Inmate populations were also compared with the correctional officer population in the new jail, as well as the type of inmates booked in the jails to determine if there was a change in the old and new jails. This data was analyzed because it was felt that the overall population and type of incarcerated individual would affect inmate control in the new jail.

Table 19 examines officer's opinions regarding the physical structure of the jail and how they feel it contributes to their overall safety. Findings regarding this statement indicate that there has been a statistically significant change where officers now feel less strongly that the physical structure of the jail is an important component of a safe jail environment. As Table 19 indicates, respondents in the old jail had a stronger positive opinion that the physical structure was important, while respondent's in the new jail feel that the although the physical structure is important, it is less important for safety in the jail.

TABLE 19

The importance of the physical structure of the jail as a
component of a safe jail environment

The Physical Structure	Old Jail		New Jail	
	N	%	N	%
1. Strongly Agree	50	62.5%	34	43.6%
2. Agree	29	36.3%	38	48.7%
3. No Opinion	0	0.0%	2	2.6%
4. Disagree	1	1.3%	1	1.3%
5. Strongly Disagree	0	0.0%	0	0.0%
TOTAL (N)	80	100.0%	78	100.0%

MEAN OLD JAIL = 1.4000
MEAN NEW JAIL = 1.7051

DIFFERENCE = -0.3051   T = 2.75   P = .007

Table 20 examines if frequent changes in an inmate's pod assignment decreases the general safety in the jail. The findings indicate that no statistical differences were found in the perceptions of the respondent's in the old jail compared to the new jail. In both responses, there was a mixed opinion if frequent changes in assignments did decrease the general safety on the jail environment.

TABLE 20

Change of Cell/Pod assignments during an inmates stay
decreases general safety in the jail

Change of Pod Assignments	Old Jail		New Jail	
	N	%	N	%
1. Strongly Agree	12	15.2%	10	12.5%
2. Agree	18	22.5%	25	31.3%
3. No Opinion	4	5.1%	11	13.8%
4. Disagree	32	40.0%	27	33.8%
5. Strongly Disagree	13	16.3%	7	8.8%
TOTAL (N)	79	100.0%	80	100.0%

MEAN OLD JAIL = 3.2025
MEAN NEW JAIL = 2.9500

DIFFERENCE = 0.2525   T = 2.75   P = .007

Table 21 examines if a high turnover of inmates in the jail decreases the perception of safety in the jail. According to the findings, there is no statistically significant change in the perceptions of respondent's in the old jail in new jail. In both response groups, the majority of the respondent's disagreed that high inmate turnovers contributed to a perception of decreased safety in the jail.

TABLE 21

High turnover of the inmate population
decreases safety in the jail

Inmate Turnover	Old Jail		New Jail	
	N	**%**	**N**	**%**
1. Strongly Agree	5	6.4%	8	10.1%
2. Agree	22	28.2%	6	7.6%
3. No Opinion	9	11.5%	6	7.6%
4. Disagree	32	41.0%	38	48.1%
5. Strongly Disagree	10	12.8%	9	11.4%
TOTAL (N)	78	100.0%	77	100.0%

MEAN OLD JAIL = 3.2405
MEAN NEW JAIL = 3.2785

DIFFERENCE = 0.0380   T = .20   P = .844

Table 22 examines the issue of overcrowding in the form of double bunking or assigning two inmates to a cell, and if this reduces the respondent's perception of safety in the jail. As Table 22 indicates, in both the old jail and new jail, over 80% of the respondent's strongly agreed or agreed to the statement that double bunking/overcrowding was a factor in determining the safety of the jail. As a consequence, there is no statistical change in the opinions from respondent's in the old jail as well as the new jail regarding this safety issue.

TABLE 22

Overcrowding (double-bunking) contributes to the
lack of safety in the jail

Overcrowding Jail	Old Jail		New	
	N	%	N	%
1. Strongly Agree	44	55.7%	44	55.0%
2. Agree	27	34.2%	21	26.9%
3. No Opinion	0	0.0%	0	0.0%
4. Disagree	6	7.6%	10	12.8%
5 Strongly Disagree	0	0.0%	3	3.8%
TOTAL (N)	77	100.0%	78	100.0%

MEAN OLD JAIL = 1.6125
MEAN NEW JAIL = 1.8077

DIFFERENCE   = -0.0535   T = 1.18   P = .240

Another issue examined was if high amounts of inmate movement, such as on court days, contributed to an overall decrease in the perception of safety in the jail. As Table 23 indicates, over 90% of the respondent's in the old jail strongly agreed or agreed that this form of inmate movement in the jail did make the jail a less safer environment. Conversely, over 65% of the respondent's in the new jail strongly agreed or agreed that inmate movements reduced the safety in the new jail. As a result of this, there has been a statistically significant shift in the opinions of the respondent's in the old jail and new jail, where it is now felt that inmate movement within the new jail is still a concern, however, it is not a primary concern as it was in the old jail.

TABLE 23

High amounts of inmate movement, such as on court days,
reduces safety in the jail

Inmate Movement	Old Jail		New Jail	
	N	%	N	%
1. Strongly Agree	35	44.9%	18	23.1%
2. Agree	37	47.4%	35	44.9%
3. No Opinion	0	0.0%	2	2.6%
4. Disagree	6	7.7%	21	26.9%
5. Strongly Disagree	0	0.0%	2	2.6%
TOTAL (N)	78	100.0%	78	100.0%

MEAN OLD JAIL   =   1.6962
MEAN NEW JAIL =   2.4103

DIFFERENCE   = -0.7141   T = 4.37   P = .000

As Figure 4 indicates, there has been a decrease in assault rates in the new jail as indicated by a reduction in inmate on inmate (In/In) assaults, and attempted suicides (A/S) in the new jail, in comparison to the assault data in the old jail. Inmate on staff assaults did not decrease from the old jail to the new jail. However, it could be assumed that if new generation jail principles are enforced, this from of assault should further decrease.

Analysis of Assault Rates (Old Jail vs. New Jail)

GENESEE COUNTY ASSAULT DATA
YEARLY TOTALS

Legend:
- Total
- Suicides
- A/S
- In/Staff
- In/In

12/86-11/87   12/87-11/88   12/88-11-89
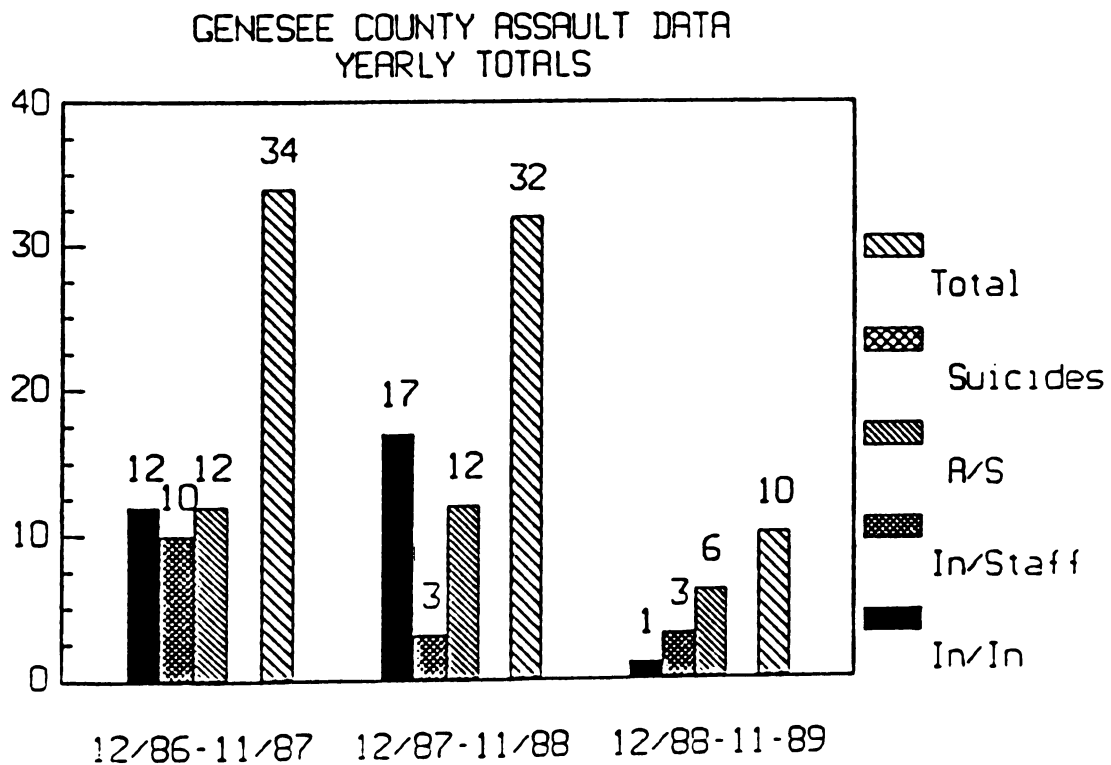
FIGURE 4

Consistent with the analysis of assault rates, an analysis of the overall jail population was also analyzed. As Figure 5 indicates, the overall population of the jail has increased, while the number of correctional officers employed has slightly increased. This may indicate that there is greater control of inmates in the new jail on account of the new generation philosophy.

Analysis of Jail Populations

INMATE POPULATION IN COMPARISON
TO CORRECTIONAL OFFICERS

```
400 ┌─────────────────────────────────────┐
    ├                                     │
    │                  361........┌········385
    │          ┌···············┘          │
300 ├       256│                          │
    │       ·····┘                        │
    │                                     │
200 ├                                     │
    │                                     │
    │       108        115         115    │
100 ├       _____───────────────   │  ······· Inmates
    │                                     │
    │                                     │  ─── Officers
  0 └─────────────────────────────────────┘
         1987       1988        1989
```
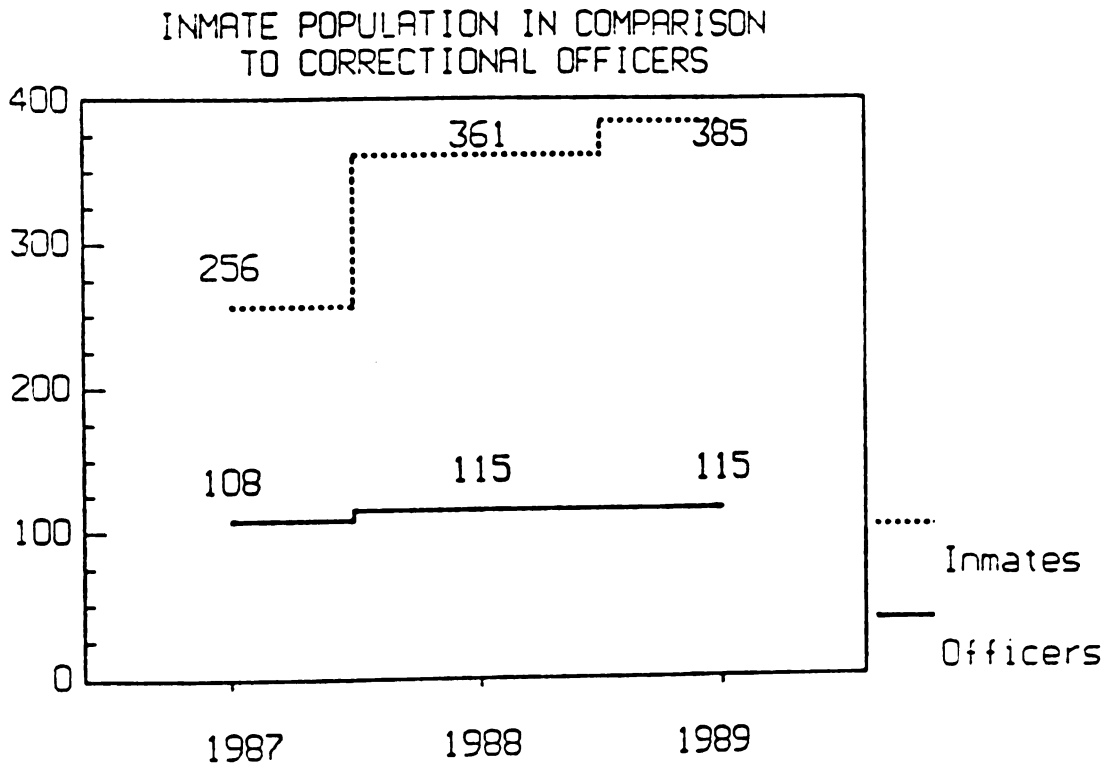
FIGURE 5

In addition to an overall increase in the jail population, there has been an increase in felony bookings in the new jail. This may indicate that the jail is now accommodating a different inmate population, possible more violent in nature than the inmate population of the old jail. Yet, with a greater number of felony bookings, which may mean a more violent type of inmate, assault rates have not increased as illustrated by Figure 4.

Felony Bookings

INMATE JAIL POPULATIONS
(GENERAL HOUSING)
11/87-10/88   11/88-10/89 11/89-PRESENT

New Jail
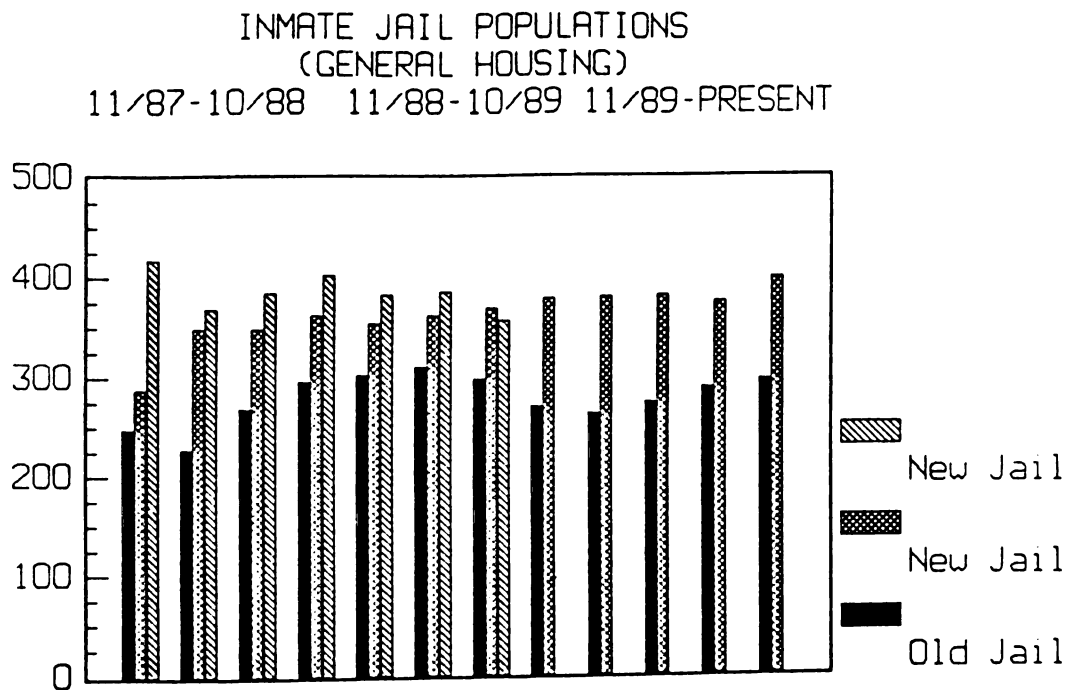
New Jail

Old Jail

FIGURE 6

Control for Old Employees Compared to New Employees in Responses to New Questionnaire

In Order to Control for employees who worked in the old jail compared to those that worked in the new jail, In order to determine if there were differences in the responses in the new questionnaires, the variable of if the employee worked in the new jail was controlled for.

As Table 25 indicates, there are statistically significant differences in the responses from individuals have have only worked in the new jail in comparison to those who have worked in the old jail . As Item 7 indicates, new employees indicate that communications between top management and correctional officers was effective, while respondent's who worked in the old in jail disagreed to the statement that communications were effective. Analysis of Items 8, 9, 10 and 11 also indicated that when controlling for new employees, there was a difference in responses. In all of these items, new employees reported higher positive opinions relating to jail communication than their counterparts who had experience in both the old and new jail systems.

TABLE 25

Communications/Management Category

ITEM 7

Perceived effectiveness of communication between top management and correctional officers.

Old Employees	65	3.7692	T = 8.89
New Employees	13	2.0000	P = .000

ITEM 8

Perceived effectiveness of communication between upper-level management of the jail and first line supervisors.

Old Employees	64	3.2344	T = 4.25
New Employes	13	2.1538	P = .000

ITEM 9

Communications between first-line supervisors and the correctional officers are effective.

Old Employees	65	2.8615	T = 3.05
New Employees	13	1.8462	P = .007

ITEM 10

Communications between the social service staff and the correctional officers are effective.

Old Employees	66	4.1818	T = 2.29
New Employees	13	3.4615	P = .036

ITEM 11

It is routine for communications not to flow through the chain of command.

Old Employees	65	2.2154	T = -3.02
New Employees	13	3.3846	P = .007

Responses were also controlled for tenure of employment regarding opinions on the effectiveness of policies and procedures. As Table 26 reports, there are statistically significant differences regarding policies and procedures. Individuals who have work experience in the old jail report greater dissatisfaction with communication as well as the overall effectiveness of the policies and procedures established by the jail administration.

TABLE 26

Policies and Procedures Category

ITEM 12

Policies and Procedures are effectively communicated to jail personnel.

Old Employees	64	3.6563	T = 4.22
New Employees	13	2.1538	P = .000

ITEM 13

Existing policies and procedures are effective management tools.

Old Employees	66	3.0152	T = 5.17
New Employees	13	1.9231	P = .000

Table 27 investigates the responses of the correctional officers who have only worked in the new jail to those correctional officers who have worked in the old and new jails, regarding their perceptions of inmate management issues. As the data indicates, there are no statistically significant differences between the two groups of respondents in regard to decision making (Item 14), problem solving (Item 15), using social service workers to manage inmates (Item 16), and preference to manage inmate problems on their own accord (Item 18).

However, there is a statistically significant difference regarding the perception of correctional officers using their discretion to apply rewards and punishments. Basically, correctional officers who have had experience only in the new jail feel that they have discretionary powers to apply rewards and punishments, while officers with experience in the old and new jail feel that they have less discretionary powers to apply rewards and punishments to inmates.

TABLE 27

Inmate Management Category

ITEM 14

Correctional Officers need more decision making power to manage inmates.

OLD EMPLOYEES	66	2.1212	T = -1.77
NEW EMPLOYEES	13	2.6923	P = .093

ITEM 15

Problems can be solved by the deputies in the pods through discussion with inmates.

OLD EMPLOYEES	66	1.8485	T = -0.48
NEW EMPLOYEES	13	1.9231	P = .635

ITEM 16

Preference of using social service workers or superiors to manage inmate problems.

OLD EMPLOYEES	62	4.1452	T = 1.57
NEW EMPLOYEES	13	3.6154	P = .136

ITEM 17

Correctional Officers can use their discretion to apply rewards and punishments to control inmates.

OLD EMPLOYEES	66	2.4394	T = 1.86
NEW EMPLOYEES	13	1.9231	P = .076

ITEM 18

Correctional Officers prefer to manage inmate problems in the pods.

OLD EMPLOYEES	65	1.9385	T = -1.44
NEW EMPLOYEES	12	2.4167	P = .173

Table 28 investigates the responses of correctional officers who have worked only in the new jail to those correctional officers who have worked in the old and new jail in terms of their opinions regarding inmate control and safety issues. In aggregate, both the old and new officers feel that the physical structure is important for a safe jail environment (Item 19), the frequent change of cell assignments is a factor in jail safety (Item 20), as well as inmate population turnovers (Item 21), double bunking (Item 22), and inmate movement or traffic in the jail as on court days (Item 23).

TABLE 28

Inmate Control and Safety

ITEM 19

The importance of the physical structure of the jail as a component of a safe jail environment.

OLD EMPLOYEES	65	1.7231	T = .26
NEW EMPLOYEES	12	1.6667	P = .796

ITEM 20

Change of cell/pod assignments during an inmates stay decreases the general safety in the jail.

OLD EMPLOYEES	66	1.219	T = -.57
NEW EMPLOYEES	13	1.345	P = .576

ITEM 21

High turnover of the inmate population decreases safety in the jail.

OLD EMPLOYEES	65	1.247	T= -.63
NEW EMPLOYEES	13	1.198	P = .537

ITEM 22

Overcrowding (double-bunking) contributes to the lack of safety in the jail.

OLD EMPLOYEES	64	1.119	T = -1.39
NEW EMPLOYEES	13	1.437	P = .183

ITEM 23

High amounts of inmate movement, such as on court days, reduces safety in the jail.

OLD EMPLOYEES	65	1.209	T = -.27
NEW EMPLOYEES	12	1.168	P = .790

CHAPTER V

CONCLUSION

Findings

Research concerning new generation jails is limited in its scope and nature. As a result, the purpose of this thesis was to examine the dynamics of organizational change within the context of the Genesee County Jail and its transformation from a traditional linear-styled jail to a progressive new generation jail. This concept, as illustrated, was not only a physical change; rather, it consisted of a philosophical change from a custody-oriented environment where officers interacted as little as possible with inmates, to a new generation concept where the correctional officer is now an integral part of the daily functions and stability of the jail operations.

This study was important for many reasons. New generation jails are on the cutting edge of correctional technology. In order to diagnose if new generation jails are a viable alternative for correctional agencies, it is important to understand the internal dynamics of new generation jails and how a shift to this philosophy will affect the entire organization.

This study provided many interesting findings. As with all research, these findings should be interpreted with caution for several reasons. Although the study was conducted in the natural environment instead of a laboratory, extraneous variables may have affected the responses. One may have to take into consideration the Hawthorne effect in this analysis where respondents may have acted in an overpositive manner to the questionnaire simply because they knew that they were being studied (Hagen, 1982). The fact of the newness of the jail may have also affected the responses where problems regarding the daily operations have not surfaced and become important issues. In addition to the newness of the jail, the jail is also a

showcase within the state of Michigan, since it is the first new generation jail in the State. As a result, correctional officers may possess departmental pride which could affected their responses in the questionnaire. In addition, the Sheriff of Genesee County has an open door policy, allowing many public officials, organizations, and schools the opportunity to tour a jail in addition to having retired individuals inspect the jail on a weekly basis. As a result of these activities occurring, workers in the jail may sense that this is a professional establishment under the scrutiny of the public. Hence, they may have made socially desirable responses to further impress the public and jail administration. Conversely, the respondent's may have performed the opposite and responded in a negative manner due to the new policies and procedures that they were possibly still learning, which could have created an air of frustration among them, skewing their replies to a negative response.

Overall Findings

A number of variables were identified and measured in this research to determine if relationships existed in terms of communications, inmate management, inmate control and safety, and indicators of tension and safety.

As the findings indicated, there have been some changes regarding communication. Officers now indicate that the use of formal channels of communications, rather than relying upon the "grapevine", has improved between the top management, supervisors and correctional officers. This change in communication can be attributed to attempts by the transition team in rewriting the policies and procedures of the jail as well as training of the staff. Through this revision of the policies and procedures, communications are now comprehensive and better understood by the staff. This is a fundamental requirement because the philosophy of a new generation jail

requires more open forms of communication since correctional officers stationed in the pods are managers and subsequently require better forms of communication to satisfactorily execute their job responsibilities.

In the analysis of the policies and procedures category, there have also been statistically significant shifts where officers now feel that policies and procedures are more effectively communicated to the staff. Moreover, the rewritten policies and procedures are now better inmate management tools than those that existed in the old jail. It appears that the efforts of the Transition Team was successful in the revision process where site visits as well as input by the correctional officers contributed to effective policies and procedures that are more widely accepted by the staff.

In the analysis of inmate management, there has also been changes. Consistent with the new generation philosophy, officers indicated that they have enough decision-making authority in their pods, a greater responsibility and a greater degree of discretion and preference for managing problems in their pods without relying upon superiors or social service workers to intervene in situations.

In regard to inmate control, officers have indicated that the physical structure is important for control and safety; yet, it was agreed upon that this concern was secondary in nature. This can be attributed to the fact that the officers now rely less upon physical structures and rely more upon their interpersonal attributes to handle and solve problems in the jail. However, there are still some control issues that are a concern in the new jail. Officers still agree that factors that create instability and potential security breeches are changes of cell assignments. Respondent's also indicated that double-bunking, or assigning two individuals to a cell (leading to overcrowding) decreased the general safety in the jail. Yet, inmate movement within the jail

is less of a concern in the new jail. This may be attributed to several factors. The revised policies and procedures regarding inmate movement may alleviate some of the problems of inmate movement that existed in the old jail. The correctional officer through improved training and a proper understanding of their responsibilities may have more self-confidence in their control of inmates.

Another factor where correctional officers reported a greater sense of safety and greater control of inmates is the analysis on assault rates among inmates which has decreased. This finding can be attributed to the fact that correctional officers are now in direct contact with inmates where they may be able to detect potentially hostile situations before they erupt. Moreover, inmates now realize that they have some privileges that they can lose if they engage in improper or violent behavior. When this is associated with an increase in the jail population, and the possible increase of more violent offenders (based on the increase of felony bookings), this finding suggests that the new generation philosophy, coupled with an effective change process, has made the jail a safer working environment for correctional officers.

From these findings, it can be inferred that the change strategies employed have resulted in less stress among correctional officers due to greater control of their environmental surroundings. Yet, the demands of their jobs have not decreased. In fact, correctional officers now have greater responsibilities in the new generation jail because their job has evolved from a passive to an active-type job. Correctional Officers in the old jail engaged in custodial activities where there was very low control of their work environment due to the physical layout of the jail and existing policies and procedures. This had a negative effect on learning followed by atrophy of their previously learned skills. However, the new jail architecture and

environment as well as the reconstruction of job duties has created new responsibilities for correctional officers.

Through these work reconstruction efforts, the correctional officer's skills are more sufficiently developed, enhanced, and utilized, possibly leading to increased reports of job satisfaction and less stress-related responses. Thus, the correctional officers workload may not be a determinant of stress; rather, control or lack of control in the environment may be a factor to increased stress, job dissatisfaction, and negative reports of the workplace in terms of the variables that were analyzed in this study. This proposition is substantiated by Karasek and Theorell (1990) who found that demanding work is not a major contributor toward stress. Rather, the primary work-related risk factor for stress is the lack of control over how one meets their job demands and how one uses their skills. As a result of the new generation philosophy and the expansion of the correctional officers responsibilities and duties, their confidence and self-esteem has also increased, subsequently increasing their sense of control in all aspects of their work environment.

Controlled Findings

When employees who have never worked in the old jail are controlled for (Tables 25 through 28), there are some significant findings. In analysis of communications, new employees reported greater satisfaction than their counterparts who had experience in the old jail. Furthermore, new employees reported greater satisfaction regarding policies and procedures than officers that had experience in the old jail.

This suggests a host of possibilities regarding the change to the new generation philosophy. One could assume that the older officers carried over old philosophies from the old jail. This could be attributed to the fact that employees with experience in the old jail have had years of experience or sunk costs in their operations in the old jail, the change process has interrupted their established social relations with other employees, and the overall apprehensions or fear associated with a large change of this type may have led to increased resistance.

An interesting finding during control for the old and new employees was in the category of inmate control and safety. Both old and new employees indicated that the physical structure was an important determinant to safety as well as the fact that inmate movement, turnovers and double-bunking (overcrowding) were factors that aggravated inmate and control and safety. These problems can be addressed by the management. For instance, greater control efforts can be imposed during inmate movements. Tactics that could be employed would be the movement of smaller numbers of inmates at one time to ensure safety and control. Likewise, a greater number of officers could be used during these times to ensure control and safety of the inmate population as well as the safety of the correctional officers. However, some of the other problems expressed such as population turnovers and double bunking are endemic to the jail environment and not mutually exclusive of Genesee County.

One explanation why individuals who only have work experience in the new jail responded more favorably is the fact that many of these officers may not be fully socialized into the culture of the Genesee County Jail. Many scholars have examined correctional officer socialization and subcultures in corrections (Sykes, 1958; Crouch, 1980; Klofas, & Toch, 1982). This

socialization and subculture that exists among correctional officers may not be deeply rooted in new correctional officers. As a result, the responses may have been more positive in nature.

In accompaniment to socialization, another topic which can be addressed is the educational level of the new officers. Many of the officers recently hired to work in the Genesee County Jail have post-high school educations and college degrees. Through this formal educational process, new officers may have a greater understanding of their roles in a correctional environment, while being better-suited to understanding the social dynamics occurring between the inmate and correctional officer. Consistent with this higher education is the fact that these new correctional officers may want a career in corrections. The history of the Genesee County jail reflects that the position of jailer was originally a entry level position for County Deputies, whereas the accruement of seniority led to a road promotion or other positions outside the confines of the jail. However, many of these new applicants may not view the jail as a starting point but rather a career. Thus, their overall exceptions may be more positive than individuals with years of experience.

From these findings, some fundamental assumptions can be surmised. On analysis of the actual change, concentrating on the older officers is important. First of all, older officers are acclimated to the old operating policies and procedures that existed in the old jail. As a consequence of these old beliefs that may contradict new operating policies and procedures, emphasis should be placed on re-educating these individuals in the new generation philosophy. Attempts to change these perceptions may consist of including include older officers more often in the change process. Involvement here could include greater emphasis on training, on-hands

involvement in the revision of policies and procedures, as well as site visits and tours of other new generation jail facilities. Through greater involvement in the change process, officers may possess greater motivation and responsibility to uphold the new policies and procedures.

Another approach or technique to deal with those individuals that do not accept the new generation philosophy is more drastic in nature. The administration could take a "lost cause" approach and subsequently concentrate their change efforts on the officer's receptive to the new jail philosophy. This would essentially allocate resources where they would be best implemented and applied. This change strategy could be dangerous. It could create deep factions within the organization, leading to greater resistance to change by some members of the organization. This technique would also being quite slow and evolutionary in nature, since it relies upon officer attrition to achieve the desired results. However, some techniques could be employed to expedite this process. Such examples would be a transfer out of the jail division to other divisions within the Sheriff's department if feasible, or early retirements or "buy-outs" to eliminate those resistant to the changes.

Directions for the Future

While there are practical implications regarding this research which is valuable to the operation of the Genesee County Jail, there are also some future research implications for individuals desiring to investigate organizational change in correctional facilities, particularly new generation jails.

Although this study has provided meaningful data, it has opened avenues for further investigation into the dynamics of organizational change in a correctional environment. As indicated, many issues regarding the perceptions of correctional officers have been raised in accordance to the fact that new officers do not share the same opinions as their contemporaries that worked in the traditional jail. An in-depth analysis in to this concept may be launched. For instance, one method to determine if these officers' opinions are due to the fact that they are new and not fully socialized into the correctional culture, a recommendation would be to conduct further longitudinal studies into correctional officer socialization.

Another topic to consider is the shared culture among correctional officers that may affect the change process. As correctional officers discover beneficial patterns of action and solutions to problems encountered in the jail, they may describe those activities in symbolic terms and express them as general principles of the jail. As a result, these generalizations are formulated as customs and traditions in the jail. In other words, as patterns of social ordering develop among correctional officers, those correctional officers create and share sets of cultural ideas that symbolize, reflect, and give meaning to their careers (Olsen, 1978). An attempt to change these shared cultural norms may be met with great resistance. Consequently, the culture that developed in the old jail may conflict with the philosophy of the new jail and correctional officers may resist the new changes in an attempt to preserve their established shared culture of the old jail.

Other topics for further research may include the effects of higher education on the perceptions of correctional officers and their jobs. This may reveal that individuals with higher levels of education indicate higher reports of satisfaction in the work environment. However, findings here

may actually represent the opposite. Job satisfaction may actually be decreased as the result of higher education in a work environment that is perceived as impoverished.

As previously indicated, one of the features of a new generation jail is that it is a safer and positive environment for inmates. Thus, other topics of research could consist of examining inmate stress in new generation jails. From this analysis, it could be inferred that since their environment is now safer, stress levels may be lowered. However, inmate stress may increase due to the continual observation and supervision of their daily activities by correctional officers.

Corollary to inmate stress, another theoretical inquiry for researchers would be the differences in the types of inmate power relationships in new generation jails compared to traditional-styled jails. Since correctional officers are in more control of their environment, further research could examine how this affects the power and exchange relationships between the inmate and correctional officer. With the officer having greater control, the inmate may be deprived or allocated types of power in comparison to traditional jails.

In order to validate these findings, further research could also include studying Sheriff's Departments that are contemplating a change or shift to a new generation jail. Here, similar studies could be replicated to validate the findings in the Genesee County Jail. It is anticipated that findings regarding the variables studied would yield comparable findings. Moreover, if changes were found in studies of other jails, an examination into the different change strategies may result in more efficient change strategies for other department's anticipating organization change.

In aggregate, the examination of organizational change in the Genesee County Jail resulted in useful findings for social science researchers as well as

the jail itself. However, these findings have also opened up new avenues of inquiry that must be examined to fully understand organizational change in new generation jails.

APPENDICES

APPENDIX A

Diagram of the Genesee County Jail

GENESEE COUNTY JAIL
Aerial View
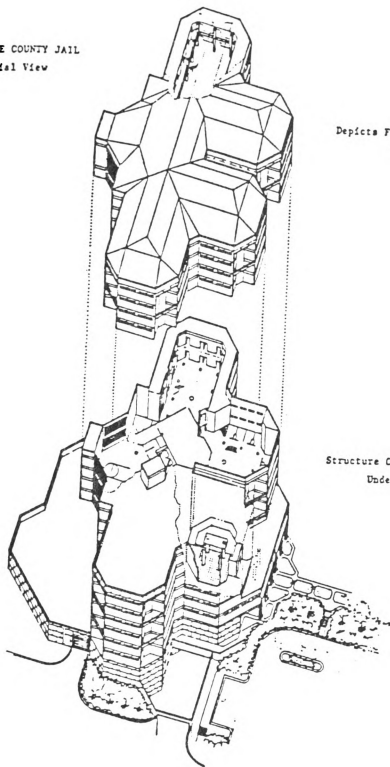
Depicts Future
Floor Additions

Structure Currently
Under Construction

APPENDIX B

Pre-Test Questionnaire

MICHIGAN STATE UNIVERSITY

March 17, 1988

Dear Staff Member:

Attached is a questionnaire that we are asking you to fill out. The purpose of this questionnaire is to learn your views on problems within the jail concerning issues of communications and inmate management. The questions in the last section will also assist us in developing a way of judging the safety and tension levels in the Genessee County jail, as well as in other jails.

The questionnaire was developed with the assistance of the many jail personnel that we have had the opportunity to interview personnally. Time does not permit us to interview everyone. Therefore, your assistance in filling out the questionnaire will be deeply appreciated.

All questionnaires will be kept in our files and all individual responses will be absolutely anonymous and confidential. Copies of our final report will be made available to you upon request.

Thank you for your cooperation.

Sincerely yours,

Dave Kalinich   Jeff Senese

GENESEE COUNTY SURVEY

GENERAL INSTRUCTIONS: Beside each of the following statements, please indicate (circle) whether you Strongly Agree (SA), Agree(A), Disagree (D), Strongly Disagree (SD), or have No Opinion (NO). You may also write any additional comments whenever you wish.

COMMUNICATIONS/MANAGEMENT: The following statements address communications and management relations in the jail. For these questions effective communications are when a large percentage of information is both delivered and understood.

---

1. Communications between upper-level management
    (Sheriff, Undersheriff, etc.) and the correctional
    officers are effective . . . . (SA) (A) (D) (SD) (NO)

2. Communications between upper-level management
    and first line supervisors (Sergeants) are
    effective . . . . (SA) (A) (D) (SD) (NO)

3. Communications between first line supervisors
    and the correctional officers on the pods are
    effective . . . . (SA) (A) (D) (SD) (NO)

4. Communications between the social service staff
    and the correctional staff are effective . . . . . . (SA) (A) (D) (SD) (NO)

5. It is routine for communications not to flow
    through the chain of command . . . . (SA) (A) (D) (SD) (NO)

6. Policies and procedures are effectively communicated
    to jail personnel . . . . (SA) (A) (D) (SD) (NO)

7. Existing policies and procedures are effective
    inmate management tools . . . . (SA) (A) (D) (SD) (NO)

INMATE MANAGEMENT: The following statements address inmate management issues in the jail.

---

8. Inmates routinely use the social service staff
to overrule the correctional staff . . . . (SA) (A) (D) (SD) (NO)

9. Correctional officers need more decision making
power to manage inmates . . . . (SA) (A) (D) (SD) (NO)

10. Correctional officers can help resolve most
disputes between inmates by acting as a go-between
or mediator . . . . (SA) (A) (D) (SD) (NO)

11. Most correctional officers are consistent in
managing inmates . . . . (SA) (A) (D) (SD) (NO)

12. Inmates get away with bending the rules on a
regular basis . . . . (SA) (A) (D) (SD) (NO)

13. Most of the social service staff responds in a
reasonable period of time to inmate requests for
service (reasonable is within a few hours) . . . . . (SA) (A) (D) (SD) (NO)

14. The majority of the social service staff provides
immediate response to crisis situations on the pods (SA) (A) (D) (SD) (NO)

15. Problems can be solved by the deputies on the
pods through discussion with inmates . . . . (SA) (A) (D) (SD) (NO)

16. Correctional officers prefer social service staff
or superiors to manage inmate problems on the pods . (SA) (A) (D) (SD) (NO)

17. Correctional officers can use their discretion to
apply rewards and punishments to control inmates . . (SA) (A) (D) (SD) (NC)

18. Correctional officers prefer to manage inmate
problems on the pods . . . . (SA) (A) (D) (SD) (NO)

INMATE CONTROL & SAFETY: The following section attempts to assess inmate control and safety issues in the jail.

---

19. One method for controlling a pod is to control the inmate leader(s) on the pod . . . . (SA) (A) (D) (SD) (NO)

20. Another method for controlling a pod is to allow the inmate leader to control the inmates . . . . . (SA) (A) (D) (SD) (NO)

21. It is possible for the correctional officer to manage inmates through both formal and informal control . . . . (SA) (A) (D) (SD) (NO)

22. A climate of mutual respect, between correctional officers and inmates is important to a safe pod . . (SA) (A) (D) (SD) (NO)

23. Staffing with personnel who fear inmates decreases the ability to control inmates . . . . (SA) (A) (D) (SD (NO)

24. The physical structure of the jail facility is an important part of a safe environment . . . . (SA) (A) (D) (SD) (NO)

25. Housing inmates in more than one area during their stay decreases safety in the jail . . . . (SA) (A) (D) (SD) (NO)

26. High turnover of the inmate population decreases safety in the jail . . . . (SA) (A) (D) (SD) (NO)

27. Overcrowding contributes to the lack of safety in the jail . . . . (SA) (A) (D) (SD) (NO)

28. When there is a high amount of inmate movement, such as on court days, the jail is less safe . . . (SA) (A) (D) (SD) (NO)

29. In order to create a safe environment the inmates must be treated as citizens who happen to be in custody . . . . (SA) (A) (D) (SD) (NO)

30. The majority of correctional officers treat
    inmates as human beings . . . . (SA) (A) (D) (SD) (NO)

31. Problem inmates are the exception rather than the
    rule . . . . (SA) (A) (D) (SD) (NC)

32. The majority of problem inmates can be handled
    without writing them up . . . . (SA) (A) (D) (SD) (NO)

INDICATORS OF TENSION AND SAFETY: The following statements attempt to assess tension
and safety in the jail. Tension is defined as anger, hostility, resistence, etc.;
and safety is defined as the absence of physical harms or assaults.

---

33. Verbal harassment between/among the inmates indicates

    A. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    B. a tense pod . . . . (SA) (A) (D) (SD) (NO)

34. Verbal harassment from inmates toward corrections
    officers indates . . . .

    A. an unsafe pod . . . . (SA) (A) (D) (SD) (NC)

    B. a tense pod . . . . (SA) (A) (D) (SD) (NO)

35. Verbal harassment from corrections officers
    toward inmates indicates . . . .

    A. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    B. a tense pod . . . . (SA) (A) (D) (SD) (NO)

36. A clean pod   is an indicator of . . . .

    A. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    B. a tense pod . . . . (SA) (A) (D) (SD) (NO)

37. Inmate compliance with the directives of
    correctional officers is an indicator of . . . . . .

    a. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tense pod . . . . (SA) (A) (D) (SD) (NC)

38. Excessive noise (on your shift) indicates . . . . .

    a. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tense pod . . . . (SA) (A) (D) (SD) (NO)

39. Loud discussion (on your shift) is a sign of . . .

    a. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tense pod . . . . (SA) (A) (D) (SD) (NO)

40. Inmate complaints indicate . . . .

    a. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tense pod . . . . (SA) (A) (D) (SD) (NO)

41. Correctional officer complaints indicate . . . . .

    a. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tense pod . . . . (SA) (A) (D) (SD) (NO)

42. Inmate participation in programs (recreation, education, etc.) is important to . . . .

    a. an safe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tension free pod . . . . (SA) (A) (D) (SD) (NO)

43. High staff to inmate ratios are indicative of . . .

    a. an safe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tension free pod . . . . (SA) (A) (D) (SD) (NC)

44. The greatest concern the staff has about the new jail is a concern for . . . .

    a. an unsafe jail . . . . (SA) (A) (D) (SD) (NO)

    b. a tension filled jail . . . . (SA) (A) (D) (SD) (NC)

45. Staff members' fear of inmates indicates . . . . .

    a. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tense pod . . . . (SA) (A) (D) (SD) (NC)

46. Correctional officer dislike of inmates tends to
    indicate . . . .

    a. an unsafe pod . . . . (SA) (A) (D) (SD) (NO)

    b. a tense pod . . . . (SA) (A) (D) (SD) (NO)

47. Acts which correctional officers identify as inmate
    management problems (weapons, contraband, assaults,
    etc.) are normal reactions to the jail environment   (SA) (A) (D) (SD) (NO)

RESPONDANT CHARACTERISTICS: Finally, we would like to know a little about you so
we can see how different types of people feel about the issues we have been examining.

---

48. What is your current age (circle the range of years
    which applies)? . . . .   (1)20-25 (2)26-30 (3)31-40
                                                          (4)41-50 (5)51-60 (6)61 or
                                                                                 more

49. What sex are you? . . . .   (1) Male   (2) Female

50. What race are you? . . . .   (1) Black, (2) White,
                                                          (3) Hispanic,
                                                          (4) Other _____

51. What is your current shift assignment? . . . . . .   (1) First (2) Second,
                                                          (3) Third,
                                                          (4) Other _____

52. What is your current job title? . . . .   _____

53. How many years (and months) have your been employed
    in each of the follwoing duties in the Genessee County
    Sheriff's Department?

    A. Months in the jail . . . .   Months _____

    B. Months in road patrol . . . . Months _____

    C. Months in social serivec . . . .   Months _____

54. Are you a certified police officer? . . . . (1) Yes (2) No

55. Do you have a part time job with another police
     agency? . . . . (1) Yes (2) No

Please add any additional comments you may have (below). In addition, please let
us know if there are any indicators of safety or tension which we are not aware
of. That is, are there other ways to assess safety or tension on the floors?

THANK YOU AGAIN FOR YOUR COOPERATION AND ASSISTANCE!
- Page Seven -
END

APPENDIX C

Post-Test Questionnaire

GENESEE COUNTY SURVEY

GENERAL INSTRUCTIONS: Beside each of the following statements. please indicate (Circle) whether you Strongly Agree (SA). Agree (A). Disagree (D). Strongly Disagree (SD), or have No Opinion (NO).

COMMUNICATIONS/MANAGEMENT: The following statements address communications and management relations in the jail. For these questions, effective communications means that a large percentage of disseminated information is both delivered and understood.

---

1. Communications between upper-level management (Sheriff, Undersheriff, etc.) and the correctional officers are effective   (SA) (A) (D) (SD) (NO)

2. Communications between upper-level management and first line supervisors (Sergeants) are effective   (SA) (A) (D) (SD) (NO)

3. Communications between first line supervisors and the correctional officers in the pods are effective   (SA) (A) (D) (SD) (NO)

4. Communications between the social service staff and the correctional staff are effective   (SA) (A) (D) (SD) (NO)

5. It is routine for communications not to flow through the chain of command   (SA) (A) (D) (SD) (NO)

6. Policies and procedures are effectively communicated to jail personnel   (SA) (A) (D) (SD) (NO)

7. Existing policies and procedures are effective inmate management tools   (SA) (A) (D) (SD) (NO)

INMATE MANAGEMENT: The following statements address inmate management issues in the jail.

8. Inmates routinely use the social service staff to overrule the correctional staff

(SA) (A) (D) (SD) (NO)

9. Correctional officers need more decision making power to manage inmates

(SA) (A) (D) (SD) (NO)

10. Correctional officers can help resolve most disputes between inmates by acting as a go-between or mediator

(SA) (A) (D) (SD) (NO)

11. Most correctional officers are consistent in managing inmates

(SA) (A) (D) (SD) (NO)

12. Inmates get away with bending the rules on a regular basis

(SA) (A) (D) (SD) (NO)

13. Most of the social service staff responds in a reasonable period of time to inmate requests for service (reasonable is within a few hours)

(SA) (A) (D) (SD) (NO)

14. The majority of the social service staff provides immediate response to crisis situations in the pods

(SA) (A) (D) (SD) (NO)

15. Most problems can be solved by the deputies in the pods through discussion with inmates

(SA) (A) (D) (SD) (NO)

16. Correctional officers prefer social service staff or superiors to manage inmate problems in the pods

(SA) (A) (D) (SD) (NO)

17. Correctional officers can use their discretion to apply rewards and punishments to control inmates

(SA) (A) (D) (SD) (NO)

18. Correctional officers prefer to manage inmate problems in the pods

(SA) (A) (D) (SD) (NO)

INMATE CONTROL & SAFETY: The following section attempts to assess inmate control and safety issues in the jail.

19. One method for controlling a pod is to control the inmate leader(s) in the pod

(SA) (A) (D) (SD) (NO)

20. Another method for controlling a pod is to allow the inmate leader to control the inmates   (SA) (A) (D) (SD) (NO)

21. A) It is possible for the correctional officer to manage inmates through formal control methods (ex. written disciplinary procedures)   (SA) (A) (D) (SD) (NO)

    B) It is possible for the correctional officer to manage inmates through informal control methods (ex. an officers' persuasive skills)   (SA) (A) (D) (SD) (NO)

22. A climate of mutual respect between correctional officers and inmates is important to a safe pod   (SA) (A) (D) (SD) (NO)

23. Staffing with personnel who fear inmates decreases the ability to control inmates   (SA) (A) (D) (SD) (NO)

24. The physical structure of the jail facility is an important part of a safe jail environment   (SA) (A) (D) (SD) (NO)

25. The frequent change of pod assignments during an inmates stay decreases general safety in the jail   (SA) (A) (D) (SD) (NO)

26. High turnover of the inmate population decreases safety in the jail   (SA) (A) (D) (SD) (NO)

27. Overcrowding (double-bunking) contributes to the lack of safety in the jail   (SA) (A) (D) (SD) (NO)

28. When there is a high amount of inmate movement, such as on court days, the jail is less safe   (SA) (A) (D) (SD) (NO)

29. In order to create a safe environment, the inmates must be treated as citizens who happen to be in custody   (SA) (A) (D) (SD) (NO)

30. The majority of correctional officers treat inmates as human beings   (SA) (A) (D) (SD) (NO)

31. Problem inmates are the exception rather than the rule   (SA) (A) (D) (SD) (NO)

32. The majority of the problem inmates can be handled without writing them up   (SA) (A) (D) (SD) (NO)

INDICATORS OF TENSION AND SAFETY: The following statements attempt to assess tension and safety in the jail. Tension is defined as anger, hostility, resistance, etc.; and safety is defined as the absence of physical harms or assaults. Please answer A and B below each statement.

33. Verbal harassment between/among inmates indicates:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

34. Verbal harassment from inmates toward corrections officers indicates:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

35. Verbal harassment from corrections officers toward inmates indicates:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

36. A clean pod is an indicator of:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

37. Inmate compliance with the directives of correctional officers is an indicator of:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

38. Excessive noise (on your shift) indicates:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

39. Loud discussion among/between inmates (on your shift) is a sign of:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

40. Inmate complaints indicate:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

41. Correctional Officer complaints indicate:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

42. Inmate participation in programs (recreation, education, etc.) is important to:

    A. A safe pod   (SA) (A) (D) (SD) (NO)

    B. A tension-free pod   (SA) (A) (D) (SD) (NO)

43. High staff-to-inmate ratios are indicators of:

    A. A safe pod   (SA) (A) (D) (SD) (NO)

    B. A tension-free pod   (SA) (A) (D) (SD) (NO)

44. The greatest concern the staff has about the new jail is a concern for:

    A. An unsafe jail   (SA) (A) (D) (SD) (NO)

    B. A tension-filled jail   (SA) (A) (D) (SD) (NO)

45. Staff members' fear of inmates indicates:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

46. A correctional officers dislike of inmates
tends to indicate:

    A. An unsafe pod   (SA) (A) (D) (SD) (NO)

    B. A tense pod   (SA) (A) (D) (SD) (NO)

47. Acts which correctional officers identify as inmate
management problems (weapons, contraband,
assaults, etc.) are normal reactions to the jail
environment: (SA) (A) (D) (SD) (NO)

RESPONDENT CHARACTERISTICS: Finally, we would like to know a little about you
so we can see how different types of people feel about the issues we have been examining.

---

48. Current age (circle the range of years which
applies):   (1) 20-30   (2) 31-40

                                               (3) 41-50   (4) 51-60

                                               (5) 61 or older

49. Sex: (1) Male   (2) Female

50. Race: (1) Black, (2) White,

                                               (3) Hispanic,

                                             (4) Other _____

51. Shift Assignment: (1) First, (2) Second,

                                               (3) Third,

                                             (4) Other _____

52. Current job title: ——————————————

53. A). Length of Employment:

          (1) 0-1 yrs_____

          (2) 1-5 yrs_____

          (3) 6-10 yrs_____

          (4) 11-15 yrs_____

          (5) 16 or more_____

B). Have you worked in the old jail?   (1) Yes (2) No

C). Have you worked in road patrol?   (1) Yes (2) No

Please add any additional comments you may have (below). In addition, please let us know if there are any indicators of safety or tension which we are not aware of. That is, are there other ways to assess safety or tension in the pods?

THANK YOU AGAIN FOR YOUR COOPERATION AND ASSISTANCE!

APPENDIX D

Cover Letter

MICHIGAN STATE UNIVERSITY

COLLEGE OF SOCIAL SCIENCE • SCHOOL OF CRIMINAL JUSTICE   EAST LANSING • MICHIGAN • 48824-1118
BAKER HALL

December 13, 1989

Dear Staff Member,

    As you may already know, we have been doing research in the
jail for some time now regarding inmate management, officer-
inmate relations, safety, and communications.
    Throughout the summer, we have been conducting confidential
interviews with some jail personnel to discover some of the
problems and areas for improvement in the jail.
    In order to obtain more information from all concerned
employees of the new jail, a confidential questionnaire will be
distributed to the entire jail staff.
    Basically, it is anticipated that the summarized findings
will provide insights into the problems associated with the
Genesee County Jail.
    Again, all responses will be confidential and mailed
directly to Michigan State University. Your input is greatly
appreciated, and without your input, some highly significant
information could be lacking in our final report.
    Attached to this letter you will find a questionnaire to fill
out at your convenience. Beside each of the statements please
indicate whether you strongly agree (SA), Agree (A), Disagree
(D), Strongly Disagree, or have No Opinion (NO). If you have any
additional comments, please feel free to include them adjacent to
the statement.
    To ensure confidentiality, we have provided a self-
addressed, stamped envelope with your questionnaire. After
sealing the questionnaire, please mail it.
    The final product will be a report analyzing the success of
the transition from the old jail to the new jail. This will be
available to all staff by request. The report will be available
in the spring of 1990

Thank You,

Dave Kalinich
Brian Johnson

APPENDIX E

Data Codebook

DATA CODEBOOK

Columns	Variable	Codes
1-3	Questionnaire Number	
4-5	V1	01 - SA 02 - A 03 - D 04 - SD 05 - N0 99 - MIS
6-7	V2	01 - SA 02 - A 03 - D 04 - SD 05 - NO 99 - MIS
8-9	V3	01 - SA 02 - A 03 - D 04 - SD 05 - NO 99 - MIS
10-11	V4	01 - SA 02 - A 03 - D 04 - SD 05 - NO 99 - MIS
12-13	V5	01 - SA 02 - A 03 - D 04 - SD 05 - NO 99 - MIS

14-15	V6	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
16-17	V7	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
18-19	V8	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
20-21	V9	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
22-23	V10	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
24-25	V11	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

26-27	V12	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
28-29	V13	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
30-31	V14	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
32-33	V15	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
34-35	V16	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
36-37	V17	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

38-39	V18	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

40-41	V19	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

42-43	V20	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

44-45	V21(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

46-47	V21(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

48-49	V22	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

50-51	V23	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

52-53	V24	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

54-55	V25	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

56-57	V26	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

58-59	V27	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

60-61	V28	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

62-63	V29	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
64-65	V30	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
66-67	V31	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
68-69	V32	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
70-71	V33(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
72-73	V33(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

74-75	V34(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
76-77	V34(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
78-79	V35(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
80-81	V35(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
82-83	V36(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
84-85	V36(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

86-87   V37(A)

01 - SA
02 - A
03 - D
04 - SD
05 - NO
99 - MIS

88-89   V37(B)

01 - SA
02 - A
03 - D
04 - SD
05 - NO
99 - MIS

90-91   V38(A)

01 - SA
02 - A
03 - D
04 - SD
05 - NO
99 - MIS

92-93   V38(B)

01 - SA
02 - A
03 - D
04 - SD
05 - NO
99 - MIS

94-95   V39(A)

01 - SA
02 - A
03 - D
04 - SD
05 - NO
99 - MIS

96-97   V39(B)

01 - SA
02 - A
03 - D
04 - SD
05 - NO
99 - MIS

98-99	V4O(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
100-101	V40(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
102-103	V41(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
104-105	V41(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
106-107	V42(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
108-109	V42(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

110-111	V43(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
112-113	V43(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
114-115	V44(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
116-117	V44(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
118-119	V45(A)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
120-121	V45(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS

122-123	V46(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
124-125	V46(B)	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
126-127	V47	01 - SA
		02 - A
		03 - D
		04 - SD
		05 - NO
		99 - MIS
128-129	V48	01 - 20-30
		02 - 31-40
		03 - 41-50
		04 - 51-60
		05 - 61+
		99 - MIS
130-131	V49	01- MALE
		02 -FEMALE
		99 - MIS
132-133	V50	01 - BLACK
		02 - WHITE
		03 - HISP
		04 - OTHER
		99 - MIS
134-135	V51	01 - 1ST
		02 - 2ND
		03 - 3RD
		04 - OTHER
		99 - MIS

136-137	V52	01 - C.O.
		02 - SGT
		03 - LT.
		04 - CPT
		05 - OTHER
		06 - S.S.
		99 - MIS
138-139	V53(A)	01 - 0-1
		02 - 1-5
		03 - 6-10
		04 - 11-15
		05 - 16+
		99 - MIS
140-141	V53(B)	01 - YES
		02 - N0
		99 - MIS
142-143	V53(C)	01 - YES
		02 - NO

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