



Budget Guide for Jail Administrators

3
of 3

Beyond Budget Allocation—
Sources of Funding and Services

U.S. Department of Justice
National Institute of Corrections
320 First Street N.W.
Washington, DC 20534

Morris L. Thigpen
Director

Larry Solomon
Deputy Director

Virginia A. Hutchinson
Chief, Jails Division

David Pacholl
Project Manager

National Institute of Corrections
World Wide Web Site
<http://www.nicic.org>

Budget Guide for Jail Administrators

3
of 3

Beyond Budget Allocation— Sources of Funding and Services

Mark D. Martin
September 2002

NIC Accession Number 017627

This document was prepared under cooperative agreement number 01J09GIQ8 from the National Institute of Corrections, U.S. Department of Justice. Points of view or opinions stated in this document are those of the author and do not necessarily reflect the official position or policies of the U.S. Department of Justice.

Foreword

Beyond Budget Allocation—Sources of Funding and Services is the third in a series of three guides developed through the National Institute of Corrections (NIC) to enhance the skills, knowledge, and capabilities of jail administrators in jail budgeting and resource management. The set includes separate guides addressing budget development, budget management, and resource coordination. Jail administrators and other involved officials are encouraged to read and use the information in all three guides to improve their jail's budget process.

Jail administrators often cite the lack of adequate resources as a major concern in safe and effective jail operation. These guides should help jail officials formulate more effective budget requests and improve their ability to manage resources allocated to the jail. Recognizing that administrators have varying levels of involvement in their jail's budget process, these guides have been written for the widest possible audience. They are sufficiently detailed to help individuals with a strong background in budgeting and resource management, yet easily understood by those with little prior exposure to the budget process.

We hope these guides, available through the NIC Information Center at www.nicic.org, will benefit all readers, regardless of current skill and knowledge level, who wish to improve their jail budget and resource management practices.

Morris L. Thigpen

Director

National Institute of Corrections

Preface

The resource needs of jails have increased dramatically in recent years, primarily as a result of jail population growth; significant increases in mental health, substance abuse, and related problems among the inmate population; and mandates for improvements to facilities, operations, and services. Unfortunately, funding levels for many jails have not kept pace with growing resource demands.

As one of the core functions of local government, the jail obtains a substantial portion of its financial resources through the tax-supported budget authorized by the funding authority. Despite the pressures jail administrators encounter in addressing their increased resource needs, jail funding remains a low priority in many jurisdictions because the public is usually unaware of the jail's needs and places little pressure on governing authorities to increase funding.

Jail administrators are challenged to operate safe, secure, and constitutionally adequate jails in the face of increased demands and the public's lack of awareness of jail resource needs. They must look beyond the traditional budget process for alternative sources of funding. In meeting this challenge, they learn to be proactive in identifying needs, setting priorities, and aggressively seeking ways to meet their goals. They learn to enhance jail resources by generating revenue, cooperating with other public and private agencies, and securing donations of labor and goods from the community. The effective jail administrator understands why it is important to build public awareness of jail resource needs and to establish partnerships with other local agencies that share common interests.

This guide describes strategies for identifying, securing, and coordinating jail resources from multiple sources, both internally and externally, that extend beyond the traditional funding support received through the local tax-funded budget. Each jail has unique needs, and resource availability varies from community to community. Although some resources described in this guide will not be available to or appropriate for all jails, the ideas presented should be of interest to all jail officials who must consider nontraditional approaches to meet growing resource needs.



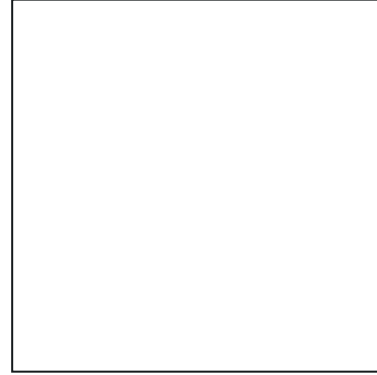
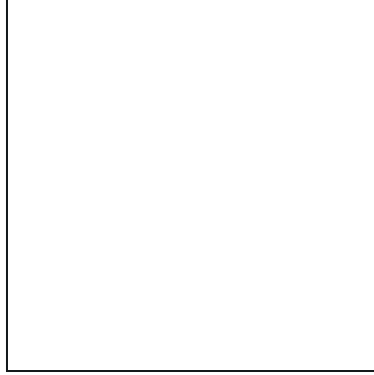
Acknowledgments

Beyond Budget Allocation—Sources of Funding and Services was written under the direction of the National Institute of Corrections (NIC). Special thanks to Virginia A. Hutchinson, David Pacholl, and Fran Zandi of the NIC Jails Division, who patiently provided assistance throughout the development of this guide. Thank you to Mary Stofer, who edited and formatted an early version. Thanks to Cheryl Gallant, Kent Griffith, and Julie Chaffee, all current or former jail administrators, who reviewed drafts to ensure that practical and useful information was included for the intended audience. Also, I wish to thank Karen Swetlow of Aspen Systems Corporation, who edited the final version of this guide and coordinated its production.

Mark D. Martin
September 2002

Contents

Foreword .....	.iii
Preface .....	.v
Acknowledgments .....	.vii
Jail Resource Types and Potential Sources .....	.1
Generating Revenue .....	.1
Using the Services of Other Agencies .....	.7
Soliciting Donations From the Community .....	.8
Summary: Jail and Community Are Linked by a Common Goal .....	.8
Strategies for Securing, Coordinating, and Managing Jail Resources .....	.11
Eight-Step Strategy .....	.11
Sustaining the Effort .....	.15
Resource Management: An Ongoing Process .....	.17
Notes .....	.19
Bibliography .....	.21



Jail Resource Types and Potential Sources

Resources are the supplies and supports required to sustain the day-to-day business of the jail. They include the staffing, facilities, equipment, contracted or volunteer assistance, supplies, and utilities needed to conduct jail operations. Jails receive a budget appropriation to pay for the majority of their resources. When budget appropriations are insufficient, however, jail officials may secure needed resources by—

- Generating revenue from other sources.
- Using professional services and related support provided by other government or community agencies at little or no cost to the jail.
- Soliciting donations of goods, time, or services from the community.

Generating Revenue

Jail officials might consider generating revenue from other sources because they need or wish to—

- Obtain funding beyond the amount available through the tax-funded budget to meet growing service demands, implement new programs, or finance equipment purchases.

- Adjust or diversify the revenue mix to offset declining funding from tax-funded sources.
- Demonstrate inmates' accountability by allowing them to pay for at least a portion of their incarceration costs.
- Take advantage of unexpected funding opportunities (e.g., grants or reimbursements).
- Aid and subsidies.
- Incentive payments and reimbursements.
- Boarding contracts and per diem payments.
- Copayments and user fees.
- Jail work programs.
- Grants.

Assessing feasibility

Although a variety of alternative revenue sources may be considered, it is important to select the most appropriate sources for each individual jurisdiction. The following factors may be assessed in determining the feasibility of any new revenue source.¹

Legal authority. Does a state statute provide the legal authority required to use this source? If the source is not specifically authorized or prohibited, what steps are necessary to secure local approval?

Fairness and equitability. Can it be determined that use of this source is equitable and will not discriminate against any inmates or exclude them from receiving services? Can jail officials ensure the new revenue will help maintain the quality of service?

Revenue potential and stability. Have negative impacts on revenue collections (e.g., lower use of service when fees are instituted) been considered? How will such circumstances as economic changes affect collections? Is the revenue source sustainable?

Administrative burden. Are the administrative costs (or additional workload) reasonable? What is the ease of collecting the revenue?

Consistency with the jail's goals. Is this revenue source consistent with the jail's mission and priorities?

Potential revenue sources

Common revenue sources available to jails include—

Aid and subsidies. In most states, jails are a function of local government. Even so, some states provide state aid or subsidies to local governments to offset the cost of construction and/or jail operation. This aid is generally predicated on the recognition that most inmates housed in local facilities are charged with, or convicted of, violations of state law. Aid to jails does not merely come in the form of funding. Facilities with inmate education programs may be eligible for food through the U.S. Department of Agriculture. Other equipment and supplies may be available at little or no cost through state or federal surplus property programs.

Incentive payments and reimbursements. As a local social institution, the jail is sometimes able to help other jurisdictions address their priorities. In return, these jurisdictions may provide incentive payments to offset the jail's administrative and operational costs associated with the assistance. Although incentive payment opportunities may come and go as priorities change, administrators who can take advantage of such arrangements may generate revenue to offset budget shortfalls or to purchase goods or services for which funds are not otherwise available. Two current examples are payments available through the Social Security Administration (SSA)² (see "SSA Incentive Payments") and through the State Criminal Alien Assistance Program (SCAAP) administered by the U.S. Department of Justice (DOJ) (see "State Criminal Alien Assistance Program").³

Boarding contracts and per diem payments. When the jail has unused bed capacity, revenue may be generated through agreements

SSA Incentive Payments

Federal law authorizes the Social Security Administration (SSA) to make incentive payments to jails that report inmate information electronically to SSA. Jails can establish agreements with SSA to provide information about inmates eligible for Supplemental Security Income or Social Security Old Age, Survivor's, and Disability Insurance benefits. When the information results in suspension of benefits for an inmate (incarcerated persons are not eligible for these benefits under federal law), the reporting jail may receive an incentive payment. The payments range from \$200 if the information is received within 90 days of the individual's confinement to \$400 if the information is received within 30 days of confinement.

with other jurisdictions to lease bedspace. Agreements may be reached on the local, state, or federal level.

Some city, county, and tribal jurisdictions find it is more economical to pay for bedspace in neighboring jails on a per diem basis than to maintain a jail for a limited number of inmates. Other jurisdictions may be forced into contracting for bedspace as a result of overcrowding or a court order. Facility limitations may force some jurisdictions to send certain types of offenders (e.g., females, juveniles, or inmates with special needs) to neighboring jails that are better equipped to handle them. Jails with unused bedspace capacity may generate revenue by housing prisoners from other local jurisdictions on an as-needed basis or by establishing long-term contracts that guarantee access to a certain amount of bedspace. Local jails also may be entitled to per diem payments or reimbursements from jurisdictions that use bedspace where no formal written agreements exist.

Local jail officials also may generate revenue for unused bedspace by contracting with the state department of corrections to house less serious offenders or those nearing the end of their prison term. Statutes in some states also

State Criminal Alien Assistance Program

The State Criminal Alien Assistance Program (SCAAP) is administered by the Bureau of Justice Assistance (BJA), a component of the Office of Justice Programs within the U.S. Department of Justice, in conjunction with the Immigration and Naturalization Service. SCAAP provides federal assistance to states and localities that incur costs from the incarceration of undocumented criminal aliens who have been accused or convicted of state or local offenses and incarcerated at least 72 hours.

Annual SCAAP payment amounts are determined using actual inmate, cost, and facility data for a specified reporting period. BJA uses an electronically managed formula to determine each applicant's relative percentage of funding available for the program. After the current year's percentages have been determined, the system applies the percentage values to the available funding for that fiscal year to determine actual payment amounts.

provide for per diem payments or reimbursements for inmates held in jail beyond a specified time (e.g., 5 to 7 days) after being sentenced to a prison term. Also, statutory provisions may exist for payments to jails housing probation or parole violators.

The Bureau of Prisons, U.S. Marshals Service (USMS), and Immigration and Naturalization Service (INS) are the three primary federal agencies responsible for detention and incarceration under federal law. USMS and INS, in particular, rely heavily on contracts with state and local detention facilities nationwide to house individuals in their custody (see "USMS and INS Detention Housing").

Congress has established the Office of the Detention Trustee within DOJ to coordinate detention policies and resource requirements for federal prisoners in nonfederal institutions or otherwise in USMS or INS custody. The detention trustee is responsible for

managing funds appropriated to DOJ for detention functions and for establishing policies related to use of detention by USMS and INS.

Copayments and user fees. At least 41 states have statutes that authorize assessment of inmate fees or copayments (or “copays”) for jail services and operations.⁴ More jail administrators are considering inmate fees to offset increased demand for services and funding shortfalls.

USMS and INS Detention Housing

The U.S. Marshals Service (USMS) houses a daily average of more than 35,000 detainees in federal, state, local, and private jails throughout the nation. Seventy percent of the prisoners in USMS custody are detained in state, local, and private facilities. To house these presentenced prisoners, USMS contracts with approximately 1,200 state and local governments to rent space available for federal prisoners.

Where detention space is scarce, USMS provides select state and local governments with Cooperative Agreement Program (CAP) funds to improve local facilities and expand capacities. In return, the agency receives guaranteed space for its federal prisoners. Many local jurisdictions have used CAP funds and subsequent bedspace contracts to offset a portion of construction and operational costs for new or expanded jails.

The Immigration and Naturalization Service (INS) is responsible for detaining persons charged with violating federal criminal statutes or immigration laws who are not otherwise released on bond or personal recognizance pending disposition of their cases. INS operates several detention facilities nationwide, called service processing centers, and finances several contract detention facilities. INS contracts with state and local detention facilities to house the majority of its detainee population.

The fees are generally charged to the inmate’s account. In cases where inmates lack sufficient funds to pay the fees, some jurisdictions maintain a negative balance and use any funds subsequently deposited to pay outstanding balances. Some state statutes also permit the jail to establish a civil lien against the account that remains in place for a specified period after release. If the inmate returns to jail at a later date with funds, these funds may be used to satisfy the lien.

Officials must weigh the benefits of inmate fees against the additional administrative effort involved in tracking accounts and collecting fees. Fees or copays are generally charged for one or more of the following services.

Medical services. Fees for medical services and prescriptions can generate a modest amount of revenue. More important, charging inmates a fee helps control medical care costs. Many jails that charge medical fees have experienced, on average, a 50-percent reduction in sick calls and service requests.⁵ Most jurisdictions charge a straight nominal fee for services initiated by the inmate. Generally, no fees are charged for services initiated by medical or facility staff or for emergencies.

Room and board. At least 16 states authorize jails to charge inmates for part or all of the actual costs of room and board. “Pay to stay” fees are popular in some jurisdictions, partly because they offer revenue potential but more so because they assign some accountability and responsibility to inmates. These fees may be perceived as controversial, however, because inmate care and housing historically have been public responsibilities.

Inmate services. User fees may be charged for a number of inmate services, including telephone usage, commissary purchases, booking, bonding, release escort, drug testing, detoxification, clothing, and haircuts. Telephone usage is the most common and substantial source of revenue generated from user fees. In reality, these fees are most often paid by the party receiving the call rather

than by the inmate placing the call. Most jails have established contracts with service providers who install reverse-charge telephones in the housing units. Based on the terms of the contract, the jail often receives a percentage of revenue generated by the service provider.

Many jails generate revenue from commissary profits. Commissary items are purchased at wholesale prices and then sold to inmates at or near retail prices. Although laws governing the use of commissary profits vary, many jails have the authority to place the proceeds in an inmate benefit fund, which then may be used to pay for televisions, exercise equipment, and other items purchased for the inmates' benefit. Some jails charge a transaction fee for purchases made from the jail's commissary to offset the administrative costs of commissary operations. In a related area, many jails generate profits from vending machines placed in public lobbies, staff breakrooms, and inmate housing areas.

In some jurisdictions, booking fees are charged to the inmate or arresting agency. When jails serve multiple municipal jurisdictions, booking fees charged to arresting agencies are a means for the municipalities to contribute to the cost of processing inmates (many of whom are released within a short period) and to discourage inappropriate use of the jail.

Program participation. Jurisdictions can charge inmates for participation in programs offered by the jail. Commonly, fees are charged to inmates on work release and those serving intermittent sentences (weekenders). These fees help offset program costs, including the cost of the inmate's room and board. Fees are often charged for other programs, such as home detention, diversion, and various types of community service programming where offenders are quite willing to pay the fee as an alternative to jail. Less frequently, jails charge fees for participation in in-house treatment, education, or work programs. Officials should carefully weigh the benefits of program participation fees against possible decreases in program participation.

Jail work programs. The use of inmate labor is a common practice in jails. Productive inmates are more manageable, and the work they perform may reduce staffing needs and costs. Depending on how they are used, jail work programs may be a revenue source or may simply reduce the costs of jail operation. Work programs are generally defined as programs that "use inmate labor to create a product or provide a service that has value to a public or private client and for which the inmate receives compensation."⁶ The compensation may be pay, privileges, or other benefits derived by the inmate for the work. Most jails operate inmate work programs in one form or another. Jail work programs generally fall within one of the following categories.⁷

Community projects. Public service work is work provided to government or nonprofit agencies by inmates who would otherwise be in jail. Offenders are able to reduce or avoid jail time by performing public service work in the community. Although the jail may not directly benefit from additional resources as a result of inmate participation in community projects, there are indirect benefits. Community service work preserves bedspace for more serious offenders. There is also a significant "good will" benefit when work saves taxpayer funds or adds value to the community.

Public works. Public works are provided to government and nonprofit agencies by inmates who are confined in the jail. Usually work crews leave the jail during the day to work on projects and return at night. Compensation is generally a reduced sentence or extra privileges. Benefits to the jail are similar to those derived from community work projects.

Institutional support services. These services, performed by lower custody inmates inside the facility or on the grounds, reduce the cost of jail operations. Institutional support services include work in food service, sanitation and building maintenance, grounds maintenance, laundry, and other areas. As with public works, compensation is generally a reduced sentence or extra privileges.

“Traditional” jail industry. Traditional jail industry involves the production of goods or provision of services for use by the jail or other government agencies. Related tasks include farming, livestock production, construction, maintenance, landscaping, conservation work, and recycling. Inmates generally receive a nominal wage from the income derived from sale of the goods or services. The jail also may receive proceeds from the sale of products or services.

Private-sector jail industry. This work program typically involves a partnership with a private-sector business that employs inmates to produce goods or provide services for private customers. Inmates are generally paid the prevailing wage for the work, a portion of which comes back to the jail to offset incarceration costs or to supplement victim assistance funds. The industry also may generate revenue that is shared between the jurisdiction and the private vendor.

Work programs may yield benefits beyond generating revenue or reducing costs. They reduce idleness in the jail while teaching inmates valuable work habits and skills that they take into the workforce on release.

Creating jail industry programs does require a variety of resources, including space, equipment and furnishings, tools, work clothing, protective gear, staff to coordinate and supervise inmate workers, and expertise. Fortunately, officials can employ many low-cost or no-cost approaches to secure needed resources for jail industry or work programs that do not depend on funding from the jail budget.⁸

Grants. Grants are available through a variety of local, state, federal, and private sources. Although grants are not typically intended to provide sustained funding streams, they may be a viable resource to meet a specific need or to help establish a new program in the jail. Most federal grant funding comes through formula (or block) programs, discretionary programs, or targeted programs:

- Formula or block grants are typically awarded to states based on a predetermined formula with a requirement that the states pass on the funds to local agencies in the form of subgrants. Jails must apply for these funds through the state agency designated to administer the program.
- Discretionary grant funds are typically awarded directly by the federal agency to local applicants on a competitive basis.
- Targeted grant funds are earmarked by Congress for specific purposes for a limited pool of eligible recipients.

DOJ, through its various offices and bureaus, is a primary source of federal funding for criminal justice. Other federal agencies, such as the U.S. Departments of Agriculture, Education, Health and Human Services, Housing and Urban Development, and Labor are also potential grant sources.

In addition to administering passthrough funding from the federal government, states may appropriate funds to be awarded as grants to local jurisdictions for specific purposes. For example, lottery proceeds in one state are reserved for grants benefiting education and the environment.

Most private funding for grants is provided through foundations. Foundations are grant-making organizations usually established to support social, educational, religious, or other charitable activities. A foundation makes grant awards from an endowment typically provided by individual private or corporate sources. Foundations may have a narrow focus in the types of grants they will consider and may limit giving to certain geographic areas. They tend to be more flexible than public funding in responding to the unique needs of the applicant. In addition, their application processes are generally less complex and their grant administration is less bureaucratic.

Information on available federal grant funding can be obtained through the National Criminal Justice Reference Service (NCJRS), a federally

sponsored information clearinghouse. The clearinghouse can be accessed on the Internet at www.ncjrs.org. NCJRS publishes *JUSTINFO*, a biweekly electronic newsletter that highlights resources available through DOJ, including funding announcements. The Partnership Against Violence Network (PAVNET) is another online clearinghouse that offers information about both federal and private funding sources for criminal justice. PAVNET also identifies publications that provide additional information about funding sources. The clearinghouse can be accessed at www.pavnet.org.

Most states have Web sites that offer contact information for key agencies that may provide grant funding for jails. As an alternative, jail officials may seek information about state funding sources through their state senator or legislative representative.

The following details about grants should be considered:

- The purposes of grants are set by the funding source.
- Defined application processes and deadlines usually have been established.
- Usually there are prescribed formats for grant proposals.
- Prescribed program and financial reporting requirements must be addressed after funding has been awarded.
- Matching or cost-sharing requirements often have been established.
- Many grants are competitive; established applicants tend to have an advantage.
- Grants are time limited. If they are renewable for subsequent years, the portion of the project supported by the funding source may decrease.
- Changing political trends may affect the security of programs and continued availability of funds.
- An evaluation component may be required.

Benefits and risks of generating revenue for the jail

Generating revenue from nontax sources offers many benefits. The revenue can offset budget shortfalls or fund new or expanded services. It can demonstrate offender accountability and engage new community partners who have a stake in successful jail operation.

Some potential risks are related to generating nontax revenue for the jail, however. In most cases, revenue generated by the jail is credited to the local jurisdiction's general fund. Less often, revenue from fees may be credited directly to the jail or to an inmate welfare fund. In generating revenue from nontax sources, officials run the risk of budget reductions from traditional tax revenue sources. *When revenues go back to the general fund, there should be agreement between jail officials and the governing board regarding the reinvestment of these revenues back into the jail.* Revenues from these sources should enhance the jail's budget and should not take the place of general fund support that otherwise would have been provided.

Alternative revenue sources may be a less stable funding stream, subject to forces beyond the control of the jail or the governing authority. These risks can be managed through good working relationships with the funding authority, careful decisionmaking regarding the use of funding from alternative revenue sources, and ongoing monitoring.

Using the Services of Other Agencies

Many public and private agencies in the community and at the state or federal level provide professional services needed by the jail. Many of their services can be secured at no cost or reduced cost to the jail. If these agencies' budgets are funded by the same jurisdiction that funds the jail's budget, the governing authority may find it is more efficient and economical to include jail services

within the scope of their responsibilities. Agencies receiving grant funds for services to special-needs populations may satisfy these requirements by serving jail inmates. Still other agencies, particularly religious or other nonprofit organizations, may be mandated by their charters to serve special populations, such as incarcerated inmates. Examples of resources available through public and private agencies are listed in exhibit 1.

Using service resources from other public or private agencies may have several advantages:

- The services may be available at no cost to the jail.
- It is often less costly to purchase services only as needed than it is to maintain in-house capacity.
- Services may be better than what the jail can provide.
- Use of such services enhances public awareness of the jail's issues and resource needs.
- Use of such services engages new partners and creates natural links with the community where inmates may seek services after release.

Soliciting Donations From the Community

Many segments of the community are willing to donate goods, time, or services to the jail. Potential donors may include civic groups, religious groups, businesses, trade associations, professional groups, and individual citizens. Examples of the types of resources donated by community groups are listed in exhibit 2.

Most jails use volunteers in some capacity. Volunteer services in jails across the country range from clergy visits once or twice a week to elaborate volunteer service programs that involve volunteers in many facets of the organization. Jails manage security and privacy concerns through careful screening, selection, and training processes and through ongoing supervision of volunteer work. Some staffing implications are associated with the use of volunteers; staff time is needed to coordinate, schedule, and supervise volunteer services.

Most jails also receive unsolicited donations from time to time. Some jails actively solicit donations by periodically publishing a "needs list" and contacting potential donors. Even when the jail's specific needs are not met through donations, increased public awareness that results from publicizing the jail's needs can help strengthen support for the jail at budget time.

Summary: Jail and Community Are Linked by a Common Goal

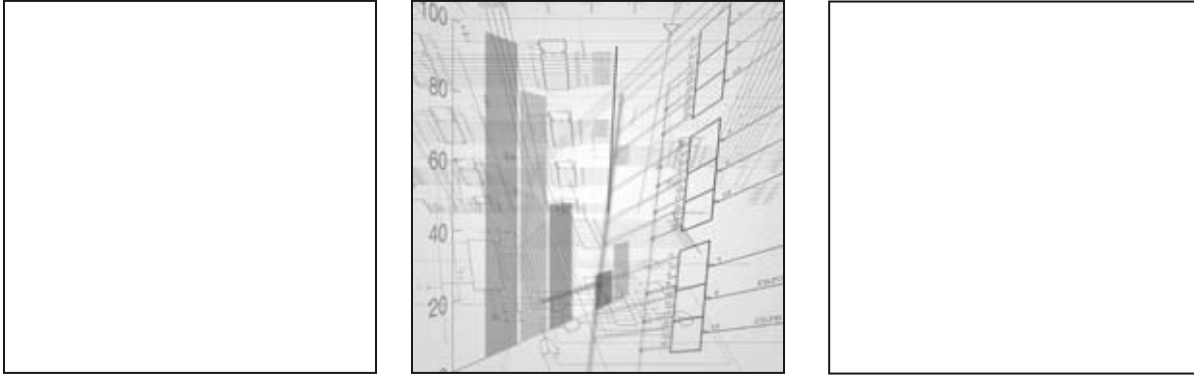
Jails must have the resources necessary to carry out their essential functions and activities. When funding is not sufficient to provide needed resources, jail officials must find ways to generate additional revenue or secure the resources in another manner. The community is a treasure trove of resources. Other government agencies, businesses, nonprofit groups, civic groups, religious organizations, and individuals share with the jail the common goal of a safe, healthy community. This common goal provides the basis for establishing links with the community to access and share resources.

Exhibit 1. Professional Services Provided by Agencies and Organizations

Agency or Organization	Example of Resources
Local	
Colleges	Interns, staff training, inmate exercise and recreation programming, grant-writing assistance, document development
Community mental health department	Mental health counseling, crisis response, staff training
Computer services department	Information technology support
County attorneys, public defenders	Legal assistance, policy and procedure review
County budget office	Budget development and management assistance
County building and grounds	Jail maintenance and repairs, safety inspections, sanitation and pest control, supervision of inmate work crews
County extension office	Menu planning and review, technical assistance to food service operations, life-skills programs
County personnel office	Staff recruitment, selection, and evaluation; staff development; technical assistance on personnel issues
County risk manager	Workplace safety audits, staff training, technical assistance
County roads department	Public works projects for inmates
Fire department	Fire safety inspections, staff training, technical assistance, emergency response services
Law enforcement	Emergency response, staff training, assistance in improving security, staffing assistance
Libraries	Library services, reference services, educational programs
Local community hospitals	Health care services, staff training, emergency services
Local health department	Health care services, sanitation inspections, staff training, pre-employment physicals, inmate health education, environmental health audits
Paramedics/EMS	Emergency response services, staff training
Parks and recreation department	Public works projects for inmates
Schools	Teachers, educational materials, equipment, tutoring
Social services	Counseling, life skills, basic needs for inmates
Vocational rehabilitation	Staffing (placement of clients to work in the jail)
Workforce development	Staffing (placement of clients to work in the jail), job readiness training, placement assistance
State	
Other state agencies (e.g., fire marshal, labor department, health department)	Technical assistance, training, inspections, information
State jail inspection agencies	Technical assistance, training, inspections
Federal	
Federal agencies (e.g., National Institute of Corrections, Office of Justice Programs, Occupational Safety and Health Administration, Centers for Disease Control and Prevention)	Technical assistance, training, funding, clearinghouse information
Federal and state surplus property administrators	Equipment, supplies, vehicles, real property
Other organizations	
Professional associations (e.g., American Correctional Association, American Jail Association, National Fire Protection Association)	Training, information

Exhibit 2. Resources Provided by Individuals or Groups

Individuals or Groups	Example of Donated Resources
Business and civic groups (e.g., Chamber of Commerce, League of Women Voters)	Advocacy and public awareness, donations, research
Businesses	Donations of equipment and supplies, expertise
Charities (e.g., Goodwill Industries, Salvation Army)	Donation of clothing and goods for inmates; rehabilitative services
Employers	Jobs for inmates (on work release and in jail industry)
Individual citizens	Volunteer time and expertise, donations
Local chapters of health services organizations (e.g., American Cancer Society, American Lung Association, American Medical Association, American Diabetes Association, American Red Cross)	Donations of health education materials, volunteer services (inmate health education programming, staff training)
Local foundations	Grants
Media	Public service announcements, public awareness
Professional associations	Donations, voluntary technical aid
Religious groups (e.g., churches, prison fellowships)	Volunteer services (e.g., religious services, counseling, visitation, tutoring, assistance to inmates' families)
Retiree groups (e.g., Retired Senior Volunteer Program)	Volunteer services (e.g., administrative support to jail, tutoring, and other services to inmates)
Self-help groups (e.g., Alcoholics Anonymous, Narcotics Anonymous, Alateen)	Volunteer services (e.g., counseling, support groups)
Service clubs (e.g., Elks, Rotary, Kiwanis)	Donations (e.g., equipment, inmate needs), public awareness
Trade associations	Donations of equipment, voluntary technical aid



Strategies for Securing, Coordinating, and Managing Jail Resources

The key to effective use of alternative resources is matching a priority need with the appropriate resource and conducting ongoing coordination and regular evaluation.

Eight-Step Strategy

An effective strategy for securing, coordinating, and managing alternative jail resources includes the following steps:

- Identify needs.
- Prioritize needs.
- Develop strategies to address needs.
- Identify potential resource providers.
- Determine resource availability.
- Match the resources to the needs.
- Integrate new resources into jail operations.
- Supervise, monitor, and evaluate.

Step 1: Identify needs

The jail should systematically and regularly examine its operations, staffing, and facility conditions to identify priority needs. This effort should be allied with the assessment phase of the budget process. Doing so will enable jail officials to link the resource management process with the budget planning effort. It will also provide an overall picture of the jail's resource needs. This will allow the funding authority to make informed decisions regarding the jail's budget and the budgets of other agencies within the jurisdiction that may provide services to the jail. Jail officials must then consider other resources to fill the gap between what is needed and what is provided for through the budget appropriation.

An assessment checklist provides a simple means to review the adequacy of major jail services and activities and to focus attention on areas in which additional resources or changes are needed (see exhibit 3). The following questions should be considered in determining the adequacy of current activities and services:

- Are all federal, state, or court-mandated requirements being met?
- Is there significant liability exposure?
- Is there a health or safety issue?
- How do current efforts compare with best practice?
- Are there community concerns regarding the issue?
- Does the activity or service comply with the jail's policies and procedures?
- To what extent are current efforts contributing to the jail's mission and goals?
- Does available capacity meet current demand?
- What are the trends in terms of future demand?

Step 2: Prioritize needs

Once identified, needs unmet through the budget process should be prioritized. One way to distinguish between levels of priority is to group needs into "must do" items and

"should do" items.⁹ Must-do items are needs that are mandated or have serious implications for the jail and/or the public if left unattended. In most cases, issues affecting health and safety, quality of life, or security fall into the must-do category. Should-do items generally include needs that, if addressed, should result in reduced liability exposure, increased effectiveness, or improved operations or that will address community concerns.

Priority consideration also may be given to areas that can be quickly or easily addressed or to those deemed critical by the jail's external stakeholders—even if they do not fall into the must-do level of priority.

Step 3: Develop strategies to address needs

After needs unmet through the budget process have been identified and prioritized, it is necessary to determine the most appropriate and available means to secure the resources required to meet those needs. Strategies include—

- Securing additional revenue to purchase necessary resources.
- Securing assistance from other agencies to provide resources or deliver services.
- Securing resources from the community through donations of time, goods, or services.

The most appropriate strategy may depend on—

- Whether the need is a one-time or time-limited need or an ongoing need.
- The funding authority's support of the intended use of any jail revenues.
- The willingness of other agencies to cooperate and/or share resources.
- The cost of securing and managing the resource versus the benefits derived from it.
- The willingness of jail officials to open up the jail to outside service providers and volunteers.
- Community interest in the jail and awareness of its needs.

Exhibit 3. Sample Assessment Checklist

Rate the current adequacy of the following services and activities in your jail:

Jail Service or Activity	Exceptional	Adequate	Fair	Inadequate
Medical services				
Dental services				
Mental health services				
Indoor exercise				
Outdoor exercise				
Passive recreational activities				
General library services				
Law library services				
Education/GED programs				
Job-readiness training				
Life-skills training				
Religious services/counseling				
Drug and alcohol services				
Classification process				
Telephone services				
Visitation				
Commissary				
Hair care and grooming				
Inmate work programs				
Work release				
Education release				
Pretrial release services				
Food service				
Laundry services				
Sanitation/housekeeping				
Maintenance				
Fire and workplace safety				
Clerical support services				
Records management				
Fiscal management				
Staff training/development				
Information systems				
Emergency response services				
Interpreter services				
Other:				
Other:				
Other:				
Other:				

Source: Miller, Rod, and Ralph Nichols. *Small Jail Resource Manual*. Washington, DC: National Institute of Corrections, 1981. Available from the National Institute of Corrections Information Center Library.

Strategies also may include actions that reduce demand for resources or costs.

Step 4: Identify potential resource providers

The next step is to develop an inventory of potential providers of both financial and nonfinancial resources. One approach is simply to brainstorm a list of professionals, agencies, and organizations within the local government and community that may provide goods, services, or expertise to the jail. The list should include a description of the types of resources each entity may offer.

Regarding revenue enhancement, jail officials will need to research the availability of grants, incentive payments, reimbursements, or other funding opportunities. Officials also may look into instituting inmate user fees or copays to enhance revenue and/or discourage the inappropriate use of services. If the jail has excess resources in one area (e.g., bedspace), officials may consider opportunities to sell or rent the excess capacity to other jurisdictions. Revenue generated from these efforts then may be reinvested in the jail to address other needs.

If the jail is not currently using volunteers, a volunteer services program should be considered. Volunteers may be capable of providing a variety of services, thus freeing jail staff to perform other duties.

Jail officials also should look internally for resources. Making inmates more productive through work programs could benefit the jail directly or could provide an asset that may be bartered with other agencies for needed services.

Officials should consider all options when identifying potential sources or providers. They can begin by listing organizations and individuals currently providing resources to the jail and expand from there. The ideas of staff, colleagues in neighboring jurisdictions, and other stakeholders should be solicited.

Step 5: Determine resource availability

The inventory of potential jail resource providers can be compared with the list of resource needs to develop a contact list of individuals, agencies, or organizations that may be able to provide goods, services, or expertise.

Officials should furnish thorough and accurate information to potential resource providers about the jail, its needs, and how their contribution would benefit the facility, inmates, and community. Jail officials should ask potential resource providers to share information about what they have to offer and the process for obtaining their assistance.

Activities at this stage of determining the availability of revenue-related resources may depend on the type of revenue being pursued.

Grants. After identifying potential grant funding, it is important to obtain additional information, such as eligibility, due dates, matching requirements, submission requirements, and funding priorities.

Payments, subsidies, and reimbursements. After identifying potential payment sources, it is important to obtain information on eligibility, due dates, administrative reporting requirements, and application requirements.

Boarding contracts. If this option is being considered, it is important to survey local, state, and federal agencies to determine the level of interest and need for bedspace.

Copayments/user fees. If deciding to implement inmate fees or copays, it is important to obtain additional information regarding legal authority, administrative requirements for tracking and managing accounts, and estimates of potential revenue.

Step 6: Match the resources to the needs

An effective jail budget request is based on goals, objectives, and performance plans (see

Linking Use of Resources to the Jail's Mission, Goals, and Objectives

The jail's mission and goals focus on outcomes (that is, the *results* officials hope to achieve). The mission and goals shape the functions and activities of the jail and highlight what is important. For example, if one of the jail's goals is "to provide inmates opportunities for positive change through academic, work, and counseling programs," this becomes a priority. Thus, the budget planning process might include objectives for the fiscal period that contribute toward that goal. In this example, an objective for a fiscal period might be "to improve reading and writing skills of inmates by establishing a literacy program in the jail." A specific work plan can then be developed around that objective. Identification of resources needed to meet the objective is one element of the work plan. When funding is not provided, the jail administrator may choose to look to the community for resources.

"Linking Use of Resources to the Jail's Mission, Goals, and Objectives"). Objectives are derived from the jail's mission and goals and from the priority issues identified for the fiscal period. Work plans designed to meet these objectives are developed for each major jail activity. The work plans indicate the following:¹⁰

- How much service is needed.
- Required resources (e.g., personnel, equipment, materials).
- Special conditions affecting the level of resources (e.g., standards, legal requirements).
- Current methods of performing the activity.
- Expected results or accomplishments.
- Possible alternatives to current methods of performing the activity, along with their cost and service implications.

Resources are put to the most effective use when they are matched to needs identified in work plans developed during the budget planning process.

Step 7: Integrate new resources into jail operations

Preparations for use of new resources will vary depending on the type of resource.

Materials or equipment. Planning is focused on such issues as acquisition, storage, inventory control, and distribution.

Volunteers or personnel from outside agencies. Planning is focused on selection, recruitment, training, supervision, and documentation. Incorporating volunteers or other outside personnel will likely require new policies and procedures and training materials geared specifically to them. Also, it is important to pay attention to any staff concerns or anxieties about "outsiders" participating in the jail's operation.

Financial resources. Managing new revenue sources may require new work processes to manage and track funds from outside the general fund budget.

Step 8: Supervise, monitor, and evaluate

After new resources are in place, officials must carefully supervise programs and services to make certain they are effective. If the use of resources is linked to the budget process, there should be a means of monitoring performance and evaluating results. Information from ongoing monitoring and evaluation can help determine changes needed in programs and services and can justify requests for acquisition of future resources.

Sustaining the Effort

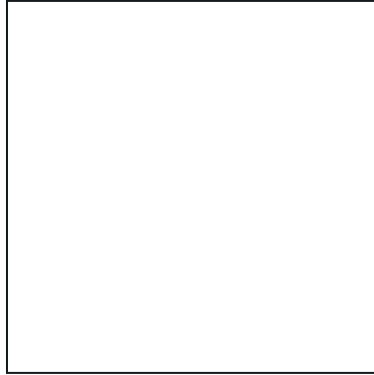
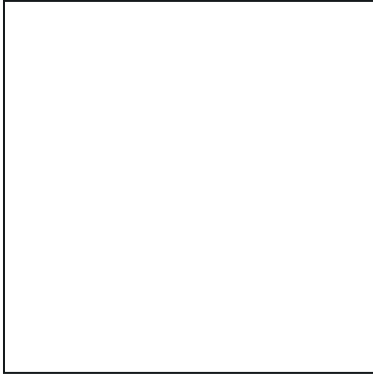
Resource management requires a sustained and coordinated effort to ensure success. Responsibility should be assigned to a staff member who can commit regular, ongoing

time to the effort. Resource management responsibilities include—

- Identifying and developing new resources.
- Scheduling and matching available resources to jail activities and initiatives.
- Orienting new resource providers to the jail.
- Enhancing public awareness of the jail's issues and resource needs.

Many jails across the country have established jail advisory committees or criminal justice coordinating committees to engage

local officials and citizens in the process of making needed jail and criminal justice system improvements. Such committees are effective ways to make key stakeholders aware of the jail's role in the local criminal justice system and its unique characteristics.¹¹ Jail officials can use committees to make their resource needs known. Representatives involved with these groups are often in a position to influence decisions regarding use of the jail and/or to advocate additional resources for the jail.



Resource Management: An Ongoing Process

Resource needs and issues are unique to each jail, and resources vary from community to community. Most jail resources come from the jail's budget appropriation. When unexpected needs arise, or when the budget fails to provide sufficient funding, officials must seek resources from alternative sources. Creative strategies for identifying, securing, and coordinating resources from a variety of sources will help meet the jail's priority needs.

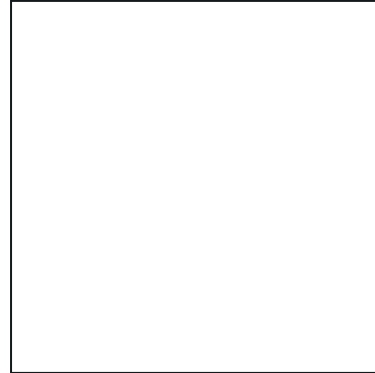
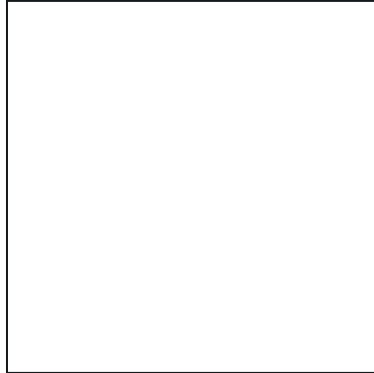
Alternative options generally include generating revenue from other sources; using professional services and support from other government or private agencies that are funded out of their budgets; and soliciting donations of goods, time, or services from the community. Most jails seek and use resources from each of these areas. However, many resources remain untapped or unused. The key to effective use of alternative resources is matching a priority need with the appropriate resource and conducting ongoing coordination and regular evaluation.

Resource management is an ongoing process. Jails can benefit from the assignment of a resource management coordinator to supervise and monitor existing resources and to work with the community in developing new ones. Establishment of a jail advisory or criminal justice coordinating committee is another way

to secure and manage alternative resources. Broader awareness of the jail's needs also might increase stakeholders' willingness to provide or secure needed resources.

The need for expanded resources is not likely to diminish, and jail officials cannot realistically expect tax-funded budgets to catch up with this need. An effective resource management process that includes identifying and

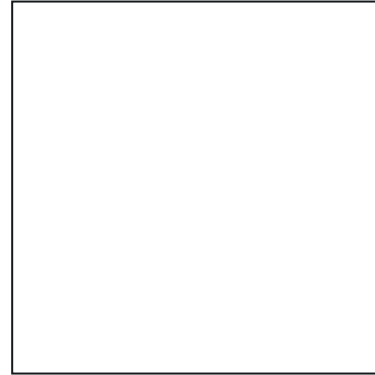
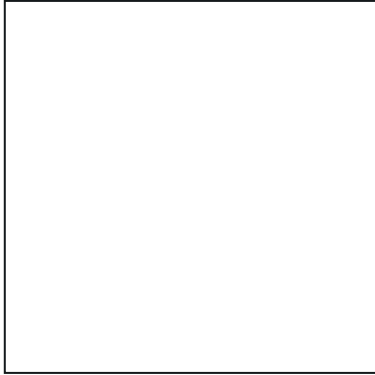
using alternative resources is an increasingly important component of the jail's operational plan. The jail will benefit from the improved services made possible by alternative resources. The link with resource providers and increased community awareness about the jail are benefits that may be of even greater significance.



Notes

1. Culotta, Jim, *Revenue Sources for County Governments*, National Association of Counties, July 1998. Research Brief available from the National Association of Counties at www.naco.org/pubs/research/briefs/rev_src.cfm.
2. Additional information about this program is available through local Social Security Administration offices or from the Social Security Administration at www.ssa.gov.
3. Additional information about this program is available from the Bureau of Justice Department Web site at www.ojp.usdoj.gov/BJA.
4. See National Institute of Corrections, *Fees Paid by Jail Inmates: Findings From the Nation's Largest Jails*, Washington, DC: National Institute of Corrections, February 1997, NIC accession number 013599, p. 2.
5. Skidmore, Cindy, *Position Paper: Inmate Co-Payment for Health Care Services*, Georgia Department of Corrections, July 1995. Available from the National Institute of Corrections Information Center Library.

6. Miller, Rod, George E. Sexton, and Victor J. Jacobsen, *Making Jails Productive*, Research in Brief, Washington, DC: U.S. Department of Justice, National Institute of Justice, October 1991, NCJ 132396, p. 2.
7. Miller, Rod, George E. Sexton, and Victor J. Jacobsen, *Developing a Jail Industry: A Workbook*, fourth draft, Washington, DC: U.S. Department of Justice, National Institute of Justice, October 1990. Available from the National Institute of Corrections Information Center Library.
8. For more information, see "Finding Resources for Your Jail Work and Industry Programs." Presented at the American Jail Association Annual Training Conference, May 1997. Available from the National Institute of Corrections Information Center Library.
9. Albert, Karen, *Prioritizing Resource Needs*, training materials, NIC Jail Resource Management Training Program, 2001.
10. Powdar, Juliet Carol, *The Operating Budget: A Guide for Smaller Governments*, Chicago: Government Finance Officers Association, 1996, p. 63.
11. For more information, see Cushman, Robert C., *Guidelines for Developing a Criminal Justice Coordinating Committee*, Washington, DC: National Institute of Corrections, 2002, NIC accession number 017232.



Bibliography

Albert, Karen. *Prioritizing Resource Needs*. Training materials. NIC Jail Resource Management Training Program, 2001.

American Correctional Association. "Identifying Funding Sources and Writing Winning Grant Proposals: A Self-Help Packet." Informational packet distributed at 1995 National Correctional Education Association Conference.

Cushman, Robert C. *Guidelines for Developing a Criminal Justice Coordinating Committee*. Washington, DC: National Institute of Corrections, 2002, NIC accession number 017232.

Miller, Rod, George E. Sexton, and Victor J. Jacobsen. *Making Jails Productive*. Research in Brief. Washington, DC: U.S. Department of Justice, National Institute of Justice, NCJ 132396, October 1991.

———. *Developing a Jail Industry: A Workbook*. Fourth draft. Washington, DC: U.S. Department of Justice, National Institute of Justice, 1990. Available from the National Institute of Corrections Information Center Library.

Miller, Rod, and Ralph Nichols. *Small Jail Resource Manual*. Washington, DC: National Institute of Corrections, 1981. Available from the National Institute of Corrections Information Center Library.

National Institute of Corrections. *Fees Paid by Jail Inmates: Findings From the Nation's Largest Jails*. Washington, DC: National Institute of Corrections, February 1997, NIC accession number 013599.

Pogrebin, Mark. "Scarce Resources and Jail Management." *International Journal of Offender Therapy and Comparative Criminology* 26 (3) (1982): 263–273.

Powdar, Juliet Carol. *The Operating Budget: A Guide for Smaller Governments*. Chicago: Government Finance Officers Association, 1996.

Rich, Peter G. "Management Techniques in an Era of Scarce Resources." Paper presented at the Correctional Management Conference, University of LaVerne, May 1983.

Skidmore, Cindy. *Position Paper: Inmate Co-Payment for Health Care Services*. Georgia Department of Corrections, July 1995. Available from the National Institute of Corrections Information Center Library.

U.S. Marshals Service. *Prisoner Services Fact Sheet*. U.S. Marshals Service publication number 26. Washington, DC: U.S. Government Printing Office, 1997. Available from the U.S. Marshals Service at www.usdoj.gov/marshals/readingroom/prisoner.pdf.

U.S. Department of Justice
National Institute of Corrections

Washington, DC 20534

