



U.S. Department of Justice
National Institute of Corrections

**PROCEEDINGS
OF THE
LARGE JAIL NETWORK
MEETING**

July 1994

PROCEEDINGS

OF THE

LARGE JAIL NETWORK MEETING

July 10-12, 1994

Denver, Colorado

Sponsored by

the

National Institute of Corrections

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**NATIONAL INSTITUTE OF CORRECTIONS
JAIL CENTER**

**LARGE JAIL NETWORK MEETING
July 10-12, 1994**

This meeting of the Large Jail Network Meeting focused on inmate programs and on the issues involved in dealing with juveniles remanded to adult jails.

Following are highlights of each session of the meeting.

OPENING ADDRESS: THE ROLE OF OUR NATION'S JAILS IN USING DATA AND DEVELOPING RESOURCES FOR THE PROVISION OF EFFECTIVE INMATE PROGRAMS

Lawrence Greenfeld, Acting Director of the U.S. Department of Justice, Bureau of Justice Statistics (BJS), presented BJS data that revealed the following:

U.S. Crime Rate Down, Incarceration Up

- o The crime rate, overall, has declined since 1982 (a 12 percent decline in crime against persons), but the number of those in state prisons has increased 150 percent over the same period.
The crime rate among certain groups-young people aged 12-15 and 16-29 and blacks-has increased.

Jail Statistics:

- o The number of state prisoners backed up in local jails is 36,000.
- o On an average day, there are about 70,000 offender movements in the U.S., and jails account for about 60,000 of these. This has a major implication on programming because programs require some stability in the population.
- o U.S. jail populations are at 100 percent of capacity. However, the smallest jails are about 50 percent occupied, while the largest jails are at about 115% of capacity.
- o The fifty largest jails account for about 5 percent of facilities, but about 42% of prisoners housed.

Corrections Spending:

- o In 1990 it cost an average of \$12,000 to hold a person in jail for a year; costs varied on the security of the institution and its region of the country.
- o In 1990 corrections cost each U.S. citizen about \$99.05; local jails cost about \$19.20

and prisons cost about \$42.00 per person. These figures contrast with about \$1,380 the Federal government spends on national defense, \$1,200 on education, and \$1,000 per person spent on the national debt.

SESSION #1: EFFECTIVE INMATE PROGRAMS: WHAT PRINCIPLES FORMULATE THE FOUNDATION FOR POTENTIAL SUCCESS?

This panel of speakers was comprised of Robert Denham, Sacramento, California; Chip Forrester, Davidson County, Tennessee, Savala Swanson, Tarrant County, Texas, and Richard Bryce, Ventura County, California. These presenters all emphasized that the following principles are important to the success of inmate programs:

- o A dedicated program staff.
- o Cooperation and understanding between custody and program staff.
- o Public support.
- o Cooperative inmates.
- o Clear program goals.
- o A program that addresses genuine inmate needs and is not just designed to fill up time.
- o Transition services to the community that provide a continuum of care.

SESSION#2: ISSUES INIMPLEMENTING, EVALUATING, AND MONITORING INMATE PROGRAMS

- o Jerry Findley described the way Kern County, California, sustained its programs in the face of diminishing resources and declining bedspace by enrolling work release inmates in its under-utilized education and vocational programs.
- o Charles Felton, Dade County, Florida, emphasized the importance of gaining the support of the community, the custody staff, and inmates in successfully implementing jail programs.
- o Linda Navetta described St. Louis County, Missouri's work release programs for felons, pointing to the need for counties to be willing to adjust programming in response to changing conditions.
- o Michael O'Malley, Vermont Department of Corrections, described the principles on which Vermont's approach to programming is based. The work of Gendreau and Andrews provides the foundation for Vermont's programs, which address offenders' basic unmet fundamental needs that make someone commit a crime.

SESSION #3: REVENUE-GENERATING INMATE PROGRAMS:- WHAT ARE THEY AND HOW DO THEY FUNCTION? CAN THEY SUCCESSFULLY OPERATE WHILE WE TARGET APPROPRIATE INMATE PROGRAMS?

Speakers in this session pointed out that in addition to their most obvious benefit-making money or offsetting costs-revenue-generating programs can also train inmates in productive skills and provide a way for inmates to pay their fair share of costs for incarceration or services.

Issues to address in establishing revenue-generating programs include:

- o state laws governing such programs;
- o pay for inmates;
- o what services or products to provide;
- o the importance of promoting such programs to the public.
- o relations to trade unions.

Specific programs described were:

- o Mecklenburg County, North Carolina's work release program, providing training and work in culinary arts, small engine repair, horticulture, and work with Habitat for Humanity.
- o Bergen County, New Jersey's community service projects.
- o King County, Washington's program of charging inmates for health services.
- o King County also developed a "reinventing government" group of twenty people, with representation from security to program staff to administration has urged King County to abolish daytime TV and replace it with self help and development program video tapes. The county is going to try this, and has identified junior colleges and libraries with good video tapes on a number of subjects.

SESSION #4: NON-TRADITIONAL INMATE PROGRAMS AND JAIL INDUSTRIES: HOW ARE THEY DEFINED AND HOW ARE THEY USEFUL?

- o Stan Taylor, Delaware Department of Corrections, described three non-traditional programs, all of which grew out of inmates' ideas and actively involve inmates: the development and translation of an inmate manual, a transition program, and "Alternatives to Violence."

- o Dave Parrish, pointed to Hillsborough County, Florida’s industry and training program for both pretrial and sentenced inmates and discussed several initiatives specifically directed to juvenile offenders.
- o Alameda County, California’s innovative efforts to integrate the efforts of a number of county agencies, described by Tii Ryan, include a work furlough center and a “Wellness Re-entry Program.”
- o Richard McCarthy described several “productive activities” developed by the Hampden County, Massachusetts, House of Correction: a jail industries program that makes and markets corrections uniforms; a community garden for senior citizens; religious retreats; holiday meals for the needy; and a program addressing AIDS run by a network of jail personnel, inmates, and community-based doctors and nurses.

SESSION #5: JUVENILES REMANDED TO ADULT JAILS

Speakers were Paul Myron, Los Angeles County, California; Dennis Dowd, Shelby County, Tennessee; Larry Wendt, Maricopa County, Arizona; La Mont Flanagan, Baltimore, Maryland; Harold Wilbur, Pinellas County, Florida; and Frank Henn, Arapahoe County, Colorado. They reported on the growing pressures on adult detention facilities to house juveniles remanded to adult court.

Among the concerns associated with this increasing trend are:

- o Many of the juvenile offenders remanded to adult court are violent and volatile, with warped value systems.
- o A number of states have passed new laws on juvenile offenders that lower the age at which they may (or must) be remanded to adult courts. The result of this legislation will be an increase in the numbers of these offenders in adult jails.
- o Many adult facilities are not now equipped to handle juveniles, either in terms of sight and sound regulations or in terms of programs.

LaMont Flanagan, reporting on the interviews he has conducted with juvenile offenders in Baltimore, emphasized their distorted value systems and views of their crimes. The other speakers described some problems and approaches related to dealing with juveniles in adult jails:

- o L.A. County’s problems with housing juveniles in a facility not equipped to meet regulations on sight and sound separation and its plans for a new facility;
- o Shelby County’s difficulty ‘in providing separate housing units, separate protective custody, movement under escort, and programs for juvenile offenders;
- o Maricopa County’s operation of juvenile pods through direct supervision and strict discipline;

- Pinellas County's three-tiered, direct supervision, Juvenile Incentive Program; and
- Arapahoe County's inter-agency agreements that have resulted in the facility's housing juveniles for the state Division of Youth Services as well as juveniles remanded to adult court.

MEETING PROCEEDINGS

OPENING ADDRESS: LARRY GREENFELD, ACTING DIRECTOR, BUREAU OF JUSTICE STATISTICS

The Bureau of Justice Statistics (BJS), the statistical arm of the U.S. Department of Justice, collects data on criminal victimization from U.S. households and criminal justice data from 50,000 offices. Two million copies of BJS' sixty annual publications are disseminated each year and are widely used by criminal justice practitioners and students.

Nearly five million adults in this country-1 of 42-are under correctional custody, This represents an increase of nearly 157% between 1980 and 1992. As of June 1992, the total jail population was 441,781.

Crime Rate Down; Incarceration Rate Up

Between 1980 and 1992, the number of state prisoners increased about 150 percent. However, during that same period, the number of crimes against persons dropped about 12 percent, and the number of crimes per household declined 33 percent. For some segments of the population that was not true, however; among young people aged 12-15 and 16-19 and among blacks the crime rate is up.

What most people don't know is that the crime rate, including the murder rate, was actually lower in 1992 than in 1980. Five million personal crimes and more than 7 million household crimes would have occurred in 1992 if the crime rate per capita had been the same as in 1980-a total of 12 million additional crimes. In 1980, an estimated 30 percent of all households had at least one member who was a victim of crime; in 1992; about 23 percent of households had a crime victim.

The U.S. imprisonment rate is higher than in other countries. It's important to remember, however, that we don't imprison on a per capita basis, but on the basis of crime. Population-based rates are misleading. For example, the probability of being imprisoned for robbery in England has been about 48 percent and in the U.S. about 49 percent. Some countries use mental hospitalization at higher rates. The Netherlands has the highest rate of use of mental hospitals and the lowest incarceration rates.

The War on Drugs

There is little doubt that the war on drugs has affected the offense composition of those in prison. Between 1980-90 the number of arrests for drug violations increased 165 percent, while the number of arrests for drug trafficking increased 300 percent. In 1986 drug offenders accounted for about 16 percent of all prison admissions, and now they are about a third.

However, there has been little change over time in terms of the criminal backgrounds of those in jail. About four out of five have a prior criminal record. Among convicted jail inmates, 13 percent said that they had committed their crime to get money far drugs.

Interestingly, BJS surveys also reveal that use of every kind of drug except cocaine has declined. In our prison and jail surveys, cocaine is the only drug that has shown increased prevalence.

All of this suggests that imprisonment decisions are fairly logical. Two-thirds of those in prison have a history of violence, and about 82 percent have had prior sentences. In terms of jail inmates, 90 percent have either a history of violence or a history of a prior sentence.

Pretrial Releases

Every two years, BJS samples felony arrestees and pretrial releases in the seventy-five largest counties. These counties account for about half of all reported crimes in the U.S. In 1990, BJS tracked 53,000 felony arrestees in one year following their arrests. Among this group, 65 percent received some form of pretrial release, 25 percent received some form of financial release, and 39 percent received some form of non-financial release. Those charged with murder were least likely to be released, while those charged with drunk driving were the most likely to be released. Only 21 percent of those with no prior conviction were likely to be released prior to trial. Sixty-five percent of those in jail were released prior to trial.

Number Under Correctional Supervision

Since 1985, the number of persons under correctional supervision on an average day increased from 3 million to nearly 5 million adults in 1992. About three-quarters of these people were not behind bars, but under probation or parole supervision.

Jail Statistics

The first date of a national jail facility count was 1909, but facilities were not counted again until BJS began in 1970. The 1993 Jail Census had a 98 percent response rate. Some findings:

- o Jails provide less space per inmate than do prisons-50 square feet per jail inmate vs. 58 square feet for prison inmates.
- o The number of state prisoners backed up in local jails-36,000.
- o On an average day there are about 70,000 offender movements; jails account for approximately 60,000 of these. One seventh of the jail population is moving each day. This has a major implication for programming because programs require some stability.

Another programming problem is space. Of 3,000 jails nationwide, 1,000 have average daily populations of fewer than twenty inmates; over 50 percent of jails hold fewer than fifty inmates on an average day. Beginning in 1988, population began to exceed capacity. At present, the national jail population is at 100 percent of capacity, which means there is no leeway. These figures are for the nation as a whole, and the smallest jails are 50 percent occupied, while the largest jails are at about 115 percent.

Large Jails and Programming

The fifty largest jails account for about 5 percent of all facilities but 42 percent of the prisoners housed. These jurisdictions held 185,000 prisoners last year. Among the 50 largest jails, most are in the South and West.

Most large jails reported some kind of program to provide an alternative incarceration, such as boot camps, house arrest, or electronic monitoring. Eight of nine boot camps operated by large jails were run by the fifty largest jails. The most commonly offered program is work release. About five percent of all inmates were participating in work release on the day of the survey.

In the aggregate, large jails offer more programming than the fifty largest jails-which may be a function of crowding or differences among who is held in these types of jails. Education is the most widely offered program in the jails. Alcohol treatment is also widely available in large jail systems, and drug treatment and psychological counseling are common.

Corrections Spending

Data for 1990 indicate that it costs an average of about \$12,000 to hold a person in jail for a year. Costs vary depending on the security of the institution and the region of the country in which the facility is located. However, spending on corrections is one of the fastest growing components of state and local government. In 1982, corrections spending accounted for 1.6 percent of more than 500 billion spent by state and local governments. By 1990, corrections accounted for 2.5 percent of all spending.

To translate those numbers into something meaningful: at the Federal level, the government spends about \$5,601 per person; state and local government spend about \$3,923 per person for all activities and services. In 1990, all of corrections cost \$99.05 per person. Local jails cost about \$19.20, and prisons cost about \$42 per person. The Federal government spends about \$1,380 on national defense, \$1,200 on education, and \$1,000 per person on the national debt. Corrections spending equals about half the money we spend on space research or solid waste management. This gives some idea of where corrections fits and where priorities for spending have been.

“Three Strikes” Legislation

If “three strikes” legislation were limited to three violent crimes, the impact of “three strikes” legislation would be 45,000-50,000 state prisoners receiving those sentences. The current average sentence of these offenders is about twenty years; at 85 percent of that sentence, they now stay in prison about sixteen or seventeen years. The increase in the Federal prison system, however, will be only about 300-400 per year. Politicians may not think of the downstream consequences of laws that increase numbers of police officers and lengthen sentences.

Usefulness of BJS Data

Local corrections administrators should use national data reported by BJS to provide useful information at the local level. Such information is especially helpful for making comparisons with other jurisdictions and for justifying the need for funding for specific purposes.

SESSION #1: EFFECTIVE INMATE PROGRAMS: WHAT PRINCIPLES FORMULATE THE FOUNDATION FOR POTENTIAL PROGRAMS?

Bob Denham, Sacramento County, California

Background

In 1989, a Federal program called JURISLIT was initiated in Sacramento County for probation department offenders between the ages of 18 and 21. Under the direct supervision of probation officers, the program enrolled juvenile offenders in a community college. The county's Director of Education, however, believed that the program was targeting the wrong people and pointed to its likely failure even among those in intensive supervision programs.

Therefore, Sacramento County established a new education program, the Read-Gut Program, in October 1990. The program targets adults in custody, which is an advantage because this older, in-custody, target group is under the correctional center's control.

The Read-Gut Program

The program provides the following incentives for participation:

- o For fifteen hours of active classroom participation an inmate can earn a day off-up to two days off a month.
- o Those without a G.E.D. or high school diploma can earn up to 75 days off with the completion of 75 hours of adult education classwork.
- o Students identified as functionally illiterate (less than a fourth grade reading level) can earn four days off their sentence for each increase in reading grade level, up to a maximum of ten days.

Key to Success

The most important key to success is a dedicated staff who believe in the program. If they can see it in action, they usually will support it. Initially, officers were concerned that the education program would conflict with custody concerns.

However, their opinions changed when they saw how easy it was to manage inmates participating in the program. Eating meals prepared by the culinary arts students and dining with the educational staffs also helped.

It's also important to find a flexible, committed educational staff that understands the correctional context. It is especially important for the custody staff to see the program as something other than a drain on resources.

Program Development.

The first year, the program consisted of academic classes. By the third year, independent study and vocational programs had been added. The first year 890 inmates enrolled in the program, increasing to an enrollment of 946 in the second year and 1294 in the third-an increase of 46 percent over the first year.

In the third year 763 students earned time off; twenty-five high school diplomas and 174 G.E.D.s were awarded. There were ninety-six job placements.

Read-Out Programs

Read-Gut includes five program categories:

- o G.E.D./ high school
- o Literacy
- o Personal Growth Courses, including:
DEUCE--(Deciding, Educating, Understanding, Counseling, and Evaluation) a program designed to get substance abusers to understand their situation and begin to make changes.
- o Women's Chemical Dependency Education
- o Parenting-This program was started for women but was so successful that it was expanded to include men.
- o Domestic Violence-Women escaping domestic violence helped to develop this program. The course is directed toward the perpetrators of domestic violence. It explores the roots and consequences of violence as well as alternative ways of dealing with emotions.
- o Personal Finance

Vocational Education:

- o Kitchen Safety and Sanitation
- o Culinary Arts
- o Business Computer Education Classes
- o Job Readiness/Placement

Program Benefits

- o In eighteen months \$740,000 in custody costs were saved by eliminating 1,246 days of confinement.
- o Total education costs are compensated through the Department of Education.
- o Judges have more options for sentencing.
- o The public supports the program because it not only punishes offenders but promotes useful skills as well.

Discussion:

High School Diploma-The school district issues a standard diploma that looks just like any other diploma. Part of the orientation process is to screen all incoming inmates for literacy. The average age of participants is about thirty.

Courts' Receptivity-One judge in particular took a real interest in this program. The facility first had to demonstrate that the program was meaningful but now gets glowing endorsements from the courts. What began on a one-year trial basis is now a permanent program.

Saving Money by Releasing Offenders-Saving money by releasing offenders is a viable argument because the correctional facility is returning someone with job skills, parenting skills, and with a better understanding of his/her responsibility to society. Sacramento County is in the process of doing recidivism studies, but success rates are difficult to measure. The real question is: who are we returning to the community? Although it may be difficult to justify early release in terms of recidivism, it's hard to justify not teaching literacy to people who cannot read.

Effects on Levels of Violence-Sacramento County has a low level of violence (of 1,200 inmates there has been only one assault on a staff member). The Read-Gut program seems to have made a good relationship between staff and inmate *even better*.

Problems in measuring in-class time-The inmates don't have to complete a class; hours spent in the program are simply counted. The educators recommend sentence reductions for hours in the Program.

Chip Forrester, Davidson County, Tennessee

Background

Davidson County has four facilities, which house 1200 inmates. Programs include:

- o Substance Abuse-for men and women
- o Domestic violence
- o G.E.D.
- o Work Release
- o Dismas House-for women only
- o Chaplain's program

Measuring Success

The ultimate measure of success is the impact of programs on inmates who leave the system. The inmates and their stories are more important than statistics. Some inmates stay beyond their sentences to complete substance abuse programs, and more than 50 percent, sometimes travelling great distances, to complete G.E.D. exams.

Keys to Successful Programs

- o Public Support-To convince the public that a program is worthwhile, corrections facilities find serious ways to measure the recidivism impact of these programs.
- o Cooperative Inmates-The best inmate management tools are temperature, food, and programs.
- o Self-Motivated Inmates/Voluntary Participation-Inmates must feel they are participating in programs for themselves, moving toward their own goals. For this reason, court-ordered participation in programs is not as valuable as voluntary participation. There should be no “carrot” at the end of the program.
- o Addresses Real Needs-A program should not be made up of busy work.
- o Dedicated Staff-A single person with vision is vital to the success of a program.
- o Mutual Respect/Cooperation-Program managers must respect facility administrators. Sometimes there is a real tension between program directors and the custody staff, but such tensions can be relieved in several ways. Davidson County has a two week training course for program directors and correction officers. They also do cross-training and have monthly meetings for both groups. Teamwork needs to be emphasized, and people who fit into a team should be hired.
- o A Relationship Among Programs-There must be a linkage among all facility programs. Program directors must meet and talk about how programs can relate to each other.
- o Assessment Process-We need to develop more aggressive assessment procedures to be able to measure how inmates are changing.
- o Transition Processes-Facilities need to develop programs to help inmates deal with the transition from jail to life in the community.

Other Comments

- o Dealing with Women-Women pose different problems for treatment and programs because they have more mental and physical problems than men.
- o The Mentally Ill--Jails are the dumping ground for mental health problems in the community. The mentally ill make up 10 percent of the prison population and take up 20-30 percent of the staffs time. From a public policy perspective, this is inexcusable. It is almost impossible to deal with those who should not be incarcerated in the first place.

Savala Swanson, Tarrant County, Texas

Tarrant County has moved from being a “no-program county” to a “pro-program county.”

Keys to Successful Programs

- o Money-Funding is available from private, county, state, and federal sources. Before a program is implemented it is necessary to know what funding capabilities will be. A program must also be run to satisfy program entities. It needs to be reviewed on a constant basis to be sure that funders are getting what they want from their money.
- o Personnel-It is essential to have trained personnel. Correction officers must be shown how programs will help make their jobs easier. Successful programs usually improve relationships between inmates and officers, but the professional staff must understand that the correction staff operates the jail. Constant meetings between the correctional and professional staff can help avoid many conflicts. The dialog created through such meetings helps to bring together two different thinking styles.
- o Clear Goals-Jails are fertile grounds for programs, but the programs should be carefully targeted. The jail population is a captive audience made up of a variety of components. It is important to look at each offender’s confinement status and medical and mental health. To be successful, it helps to target programs that will be effective for specific inmates. If an inmate is scheduled to be released in six months, it doesn’t make sense to put him/her in a program that will not reach fruition for eight months. Similarly, it is foolish to pick felons for work release programs.
- o Continuum of Care-There must be some kind of link to the community in place or recidivism will grow.

Programs at Tarrant County:

- o MHAR (Mental Health And Retardation) testing
- o Substance Abuse
- o Chaplain’s Program. This is part of a Christian Pod and is currently under litigation because a pious Muslim group in the Fort Worth area objected to it.
- o Work Release
- o G.E.D.
- o TB Testing. Tarrant County tests every inmate and all officers. This program is offered by the hospital district. As soon as an inmate is sentenced, a screening nurse at the door tests him/her.

Richard Bryce, Ventura County, California

Background

In 1992, budget cuts eliminated the Rose Valley Boot Camp program in the National Forest.

Ventura County responded by incorporating the boot camp into an existing honor farm. The result, a modified boot camp, has saved Ventura County over a million dollars. The program has two parts, Project Ride and Project Discovery (a program for men and one for women). Since 1992 the recidivism rate has been 35 percent for those participating in the program compared to 80 percent for those not enrolled.

Ventura County will open a new jail at the first of the year. At that time, they should be able to siphon off some of their over-crowding problems as well as to expand existing programs. The facility is currently operating at almost three times its normal capacity, and a modified boot camp program can only work in a design capacity environment.

Project Ride/Project Discovery

The project combines hard labor with the following education programs:

- o Extensive Substance Abuse Education-The most important education program. The program, sponsored by AA and NA, is required.
- o G.E.D.
- o Academic Education and Literacy
- o Vocational Programs
- o Health and Nutrition
- o Stress Management
- o Bible study
- o Computer Education-given by the local high school. The jail established a computer lab, and classes begin with computer literacy and keyboarding. Each inmate can work at his/her own pace. Participants can continue their education at a local adult education center after their release.
- o TALK(Teaching and Loving Kids)-provided for female inmates. Through this parenting program, mothers get the opportunity to have open contact visits with their children.

Benefits

Other inmates see the benefits program participants receive. For example, inmates are allowed to participate in leisure and recreation activities in their free time-reading, writing, weight lifting. They eat in the dining room as a group and may use a walk/run program around the honor farm. Additional privileges include contact visits and unlimited family visitors. There is a long waiting list to get into the program.

Transition from the Program to the Community.

Inherent in the program are several things that help prepare the inmate for his/her transition back into society. First, more freedom of movement in the facility gives inmates an added sense of responsibility, which helps to demonstrate that responsible freedom is beneficial. Second, a policy of "one mistake and you're out" creates a direct link between actions and consequences.

Freedom is discussed with inmates. They understand that in the community there will be no one giving orders. There is an off- site recovery center. If inmates want to continue their education, they will be placed in local community programs. After the inmate has been released, the Probation Department does follow-up visits to check on his/her progress.

SESSION #2: ISSUES IN IMPLEMENTATION, EVALUATION, AND MONITORING OF INMATE PROGRAMS

Jerry Findley, Kern County, CA

Findley focused on some lessons learned through failure-specifically what to do about diminishing resources, declining bed space, and shorter sentences.

Background

Kern County is fairly conservative, and most of its money comes from oil. It has the highest incarceration rate and the sixth largest jail system in California. At one point, the county had nearly 3,000 incarcerated inmates. Initially, the community, the judges, the district attorney, and the people responded enthusiastically to putting more and more people in jail.

When the county hit an economic slump, however, the jail system suffered. At that time, 500 inmates at a 400 acre farm were providing food for the entire system, and many of the facility's other programs had evolved from the farm operation. In response to the resource shortage, we were forced to cut many of our programs.

Recent Problems

We started looking at education and treatment programs; staff developed forty-seven programs, and we hired a director and an adult education staff. Things seemed to be improving.

In the last three years, though, Kern County has shut down 830 beds, closed two facilities, and partially closed a third. Currently, 50 percent of Kern County's inmates are unsentenced, and the jail no longer holds misdemeanants. In addition, a Federal suit was filed against Kern County and resulted in a jail cap of 850 for each facility. Most of Kern County's bed space is available in a minimum security facility, but it is being used to house inmates who are classified at a higher security.

As part of the jail cap, the sheriff can release anyone from jail. The result is that the facility is releasing-in addition to regular release mechanisms-twenty to sixty felons a day. This makes the jail unpopular in the community.

The county went from having 150 inmates in work release to 800 in work release. Consequently, we needed to find over a hundred work sites.

Early this year, more problems surfaced. The education and vocation programs declined from 600,000 hours of classroom participation to 250,000 hours because there were not enough inmates to support them. We were able to keep some treatment programs, but we still had inmates with nothing to do.

Kern County's Response

The facility responded by enrolling work release inmates to fill spots in under-utilized education and

vocation programs. One hundred and fifty inmates now report back to the facility to attend these programs. The approach has been successful.

Charles Felton, Dade County, Florida

“Imprisonment is not intended to be a permanent social rejection. It is temporary banishment for the good of the social order.” Therefore, excessive punishment should not be tolerated, according to Felton.

In the past several years, Dade County has worked hard to implement new programs for jail inmates. An inherent problem has been that community views of crime are becoming more conservative. A large portion of the public does not want inmates to receive any programs. Another problem is that, at any one time, 75-80 percent of Dade County inmates may be pretrial, which means that inmates are not in the facility very long.

Programs

- o TV Station-Dade County has a TV station operated by inmates, which has provided administrators with an opportunity to introduce TV college and other educational programs to inmates who can't go to a classroom. We also provide educational video cassettes and leisure time programming.
- o Substance Abuse Programs
- o Basic Education/G.E.D.
- o Vocational Education
- o Pre-Release Education
- o Mental Health
- o Rotating library

Keys to Success

- o Staff Support-If the staff doesn't believe in the need for programs, the programs won't work. It is important for the staff to accept the program's philosophy. Successful programs should improve the staffs lot as well as the inmate's. However, the staff should be carefully monitored to make sure they aren't sabotaging programs.
- o Inmate Councils -Inmate councils are an effective way to give inmates a voice in what goes on.
- o Community Resistance to Programs-The programs and services provided by a correctional facility should meet the wmmunity's expectations. It is important to articulate the reasons that a program exists and what the facility hopes to accomplish. For example, you can gain support for programs by promoting the idea that a clean facility runs better and that programs are designed to improve inmates.

Linda Navetta, St. Louis County, Missouri

Background

The St. Louis County department has five divisions; four house offenders and one is an intake center. In response to seeing younger, more violent, less educated offenders, St. Louis' work release program, which Navetta manages, has changed its programming.

Programming in Response to Problems

All those in St. Louis County on work release are felons. Our lesson is that counties need to be willing to change programming to respond to changing conditions. The St. Louis program was created out of desperation: Three attempts at bond issues had failed. The correctional facility was severely crowded. Two facilities were lost in the 1993 flood. The result was that the facility had to release felons into the community.

Programs

- o Intake Center-A pre-release program, electronic monitoring, pre-trial programming.
- o Alternative Community Service Program-For sentenced, first-time offenders (usually DWI and property offenders). In 1992, judges in St. Louis County referred 1500 offenders to this program, all of whom put time back into the community.
- o Alcohol-Related Traffic Offenders Program-1200 referrals in 1992.
- o ADEP (Alcohol and Drug Education Program)-An alternative to incarceration, this program deals with many young offenders and has been very successful.
- o Education Programs-When an individual is sentenced, a staff member helps him/her develop an education and employment goal. Education is mandated; if an inmate does not have a G.E.D. or a high school diploma, he/she must participate in education programs. An increase in the number of inmates who can't read also led to the development of a program geared toward those with reading skills at a 5th grade level or lower. The resulting program-designed by St. Louis with the cooperation of IBM-improves inmates' reading skills in addition to giving them keyboard experience.
- o Substance Abuse Programs-AA classes are held twice a week in the facility; drug counseling and AA are offered twice a week in the community. St. Louis County has found that inmates who participate in classes in the community are more likely to continue treatment and to be successful than those attending classes inside the correctional facility. Drug and alcohol classes are extensive, focusing on adult children of alcoholics, relapse prevention, education, Aids, physical and psychological symptoms of abuse, and recovery.

- o Parenting Classes-Parenting classes are provided for both women and young, disadvantaged men.
- o Nutrition
- o Credit counseling-Inmates don't know how to deal with money or do long-range financial planning. The county brings in credit counselors to help inmates develop budgets.
- o Payment for Work Release-In addition to providing credit counseling, the facility helps inmates learn financial responsibility by having them pay rent. Work release inmates pay 25 percent of their gross profits in rent. Inmates have also contributed 160,000 hours of community service and earned \$144,000 for St. Louis County's General Revenue Fund.
- o Anger Management-A program called Breaking Barriers was created by an ex-offender. It helps inmates explore past circumstances that led to their incarceration. It also provides individual counseling with members of the psychological staff. Guest speakers from the community talk to inmates.

Treatment Philosophy

St. Louis's treatment is based on reality therapy and positive reinforcement. Consequences for inmate's actions are clear and immediate. To put the responsibility on offenders, St. Louis County moved from daily to random drug and alcohol testing. There is a strong emphasis on giving inmates the chance to make choices.

Success Rates

St. Louis has had a very high success rate with its programs. Eighty-five percent of those who participate in the programs leave successfully. There is no question that the facility sees family members and even the same individuals come back through, but some offenders do make changes. Inmates who maintain a bond with their families are usually more successful.

Discussion:

Success Rates-St. Louis County has a higher success rate with individuals sent directly from the court than with those who come up through the system.

Results of Alcohol and Drug Testing-After a first-time alcohol offense, an inmate loses weekend passes and may be required to attend AA meetings. After a second alcohol offense, inmates may be suspended from the program. Signs of heavy drug use result in an immediate thirty day suspension.

Failure to Show-An inmate who does not return from work (after 24 hours), loses flat time and has new charges added.

County Statistics-700-750 inmates in St. Louis County. A federal cap of 158 exists at one of the St. Louis jails but not at the other two jails. St. Louis has just passed a bond issue.

Time For Programming--Inmates are allowed to be out sixty hours a week. If an inmate wants to be out for more than that, he/she must have a judge sign a release. Inmates who don't attend classes lose their pass time.

Michael O'Malley, Vermont Department of Corrections

Vermont's approach to programs is based on the work of Gendreau and Andrews. The state's programs address criminogenic needs, the specific needs that make someone commit a crime.

What Works, According to Gendreau and Andrews:

- o Creating a relationship based on respect, concern, and care.
- o Contingency--consequences for actions.
- o Focusing on higher risk inmates.
- o Targeting criminogenic needs--sex, violence, drugs, life management (through cognitive restructuring)
- o Matching treatment to learning style
- o Basing treatment on risk, responsivity, and need.

What Doesn't Work:

- o Punishment differentials
- o Labels
- o Deterrence
- o Unmatched treatment
- o Non-behavioral treatment
- o Relationships without contingencies-the program has to allow inmates to have relapses.

Appropriate Services:

- o Short-term family counseling targeted on the family process. Regardless of the inmate's socioeconomic status, all offenders are children of parents with poor parenting skills.

- o Structured one-on-one paraprofessional direct help programs. These should be short-term sessions with paraprofessionals, not psychologists.
- o Specialized Academic Programs. These must focus on the inmate's own real needs. Education can be provided even if the inmate won't be under a correctional facility's care for long enough to provide substance abuse treatment.
- o Intensive Structured Skill Training. Cognitive restructuring attacks particular values.
- o Through modeling, reinforcement, disapproval. Modeling should be based on positive reinforcement. All programs should provide four positives for each negative.

Risk Principles

- o Criminal behavior can be predicted.
- o Treatment can be matched to risk.

Need Principles

- o Focus on criminogenic needs.
- o Feeling good is not the goal.

Responsivity Principles

- o Treatment programs should match learning styles of offenders and the teaching style of the counselor.
- o An offender's amenability to treatment is important and must be determined.

Other Keys to Good Programs:

- o Location--putting similar offenders together allows modeling to take place.
- o A manual that describes and defines the program.
- o Staff--the staff functions best with a high degree of structure and contingency management. It may not be a good idea to put untrained correction officers in charge of groups.
- o An underlying theory of what the program's about.
- o A good monitoring system.

SESSION #3: REVENUE-GENERATING INMATE PROGRAMS

W. Kenn Brown, Mecklenburg County, North Carolina

It was difficult at first for Mecklenburg County to sell the idea of its work release program because of objections to the fact that participating inmates were given special incentives. However, the public eventually approved because they liked the idea of inmates paying their own way.

The goal of the Mecklenburg County's program is both to generate revenue and to teach inmates skills that will be useful to them in getting jobs when they are released.

participants and Revenues

Courts recommend offenders for participation in the work release program, and the sheriff must concur. Two years is the maximum sentence to work release. Inmates earn their own money and pay to stay at the facility; revenues from their earnings are used to pay for staff and programs. After they have paid Mecklenburg County, inmates can spend the remainder of their money as they would if they were not incarcerated.

The program is made up of non-violent offenders only. While participating in work release, inmates must remain substance-free. Inmates with histories of substance abuse must attend counseling. The hours an inmate may work are limited so that he/she can attend programming.

In ten years, with a hundred inmates participating in the program at one time, Mecklenburg County has had a direct income savings of ten million dollars. Out of thousands of inmates participating in the work release program, the county has experienced only one significant failure-an inmate at a work site killed two people. The county is still dealing with the ramifications, and civil litigation has not yet occurred.

In the future, most revenue-generating programs will be based at Mecklenburg North, a direct supervision facility. Programming will be an integral aspect of this new facility; a substantial part of it has been specifically designed for programs and can never be used for anything else.

Programs

The correctional facility works closely with a local community college. The county hired a full-time grant administrator who is also responsible for program planning. Specific programs include:

- o Culinary Arts-Training is provided in the facility's 30,000 sq. ft. kitchen. With the help of the community college, correctional administrators plan to provide culinary training and jobs. At present, the correctional facility is negotiating with the county for inmates to cook for Meals On Wheels. This would benefit the county because inmates could provide meals at a substantially reduced cost.

- o Small Engine Repair/Operation-The small airline industry in the area will train inmates to work on planes.
- o Horticulture operation--Inmates are trained to maintain parks and county grounds.
- o Habitat for Humanity- The county jail is negotiating with Habitat for Humanity to provide inmate labor and prefab housing. Mecklenburg may become a national model for working with Habitat for Humanity.

Keys to Success

For a program to succeed, it must have support from the county commissioners, the media, and the general public. The public is concerned that inmates in most jail environments do little to use time productively.

To gain support for programming, it is important to emphasize that not only do programs teach inmates skills, they also generate money for the system. Similarly, make it clear that direct supervision is not nicer for inmates, but more effective. Mecklenburg County dispelled the “jail as country club” myth by inviting VIPs to spend a night in their facility.

Funding

Mecklenburg County uses its commissary fund (\$2-300,000 a year) to pay for planning, staffing, and supplying inmate programs (for example, buying computer software). In addition, the \$15,000 a month in revenue from the inmate phone system fund will be utilized for program development.

Jack Terhune, Bergen County, NJ

Background

Unlike jails, prisons have had revenue-producing programs for a long time. However, in 1940, Congress enacted a bill prohibiting inmate products on the grounds that it was unfair to make inmates work. Many state laws govern the distribution of inmate products and inmate labor, but Bergen County is fortunate because New Jersey has very loose legislation. Initially, goods could be sold only to state agencies, but counties can now market to the private sector as well.

Reasons to Have Revenue-Producing Programs:

1. To Make Money-Even if programs do not bring in millions of dollars in revenues to the county, they can mean millions in savings. Corrections facilities can cut expenses by creating revenue producing programs, In 1993, Bergen County inmates provided the county more than 40,000 hours of community service, including painting a local school.
2. To Provide Training-Training enables inmates to become marketable, productive members of society. It is sometimes difficult to promote the idea of training

inmates because taxpayers don't want to feel that inmates are being given more and better opportunities for education than their own children. It is therefore important to pay attention to how programs can be successfully marketed. Revenue-producing programs are generally supported by the public, who want to hear that inmates are working.

3. To Counter Inmate Idleness. From ***our perspective*** as administrators, if for no other reason, these programs are good because they cut down on idle time.

Issues to Address

- o Paying Inmates-Will inmates be paid? If so, will they be paid with cash or rewards? Bergen County uses both approaches. It is necessary to set up accountability systems and to do regular audits. If inmates are paid, they don't need to earn more than a dollar or two a day.
- o Work Locations-Will work be done within the perimeter of the facility or outside it? It is important to look at the classification of the inmates participating. Will inmates do work for the public or the private sector? Bergen County uses inmates only for public sector work.
- o Service/Product Provided-Will inmates provide services or produce products? Bergen County inmates initially made dollhouses, but this activity was eliminated because they got complaints about unfair competition.

Other Considerations

The professional reasons for developing revenue-generating programs are not the same as political reasons. We must understand the political climate to predict how new programs will be received: Essentially, these types of programs benefit everyone-inmates, jails, and the public.

Bergen County hasn't had problems with unions. Dealing with unions is really a marketing issue, according to Terhune. For example, Bergen County had union members come to the facility to teach masonry and carpentry to inmates. As long as the corrections facility is not taking big union contracts, the unions usually don't object.

Art Wallenstein, King County, Washington

Background

Two and a half years ago, there was a panel at the Large Jail Network Meeting on generating revenue by charging for medical care, and a lead article in ACLU's newsletter discussed charging inmates for medical services. In January 1994, King County, a liberal county, successfully implemented the practice of charging inmates for sick calls and dental appointments. The county did not deny services to anyone, but a five dollar fee was charged for health services. Since the county started charging for doctor's visits, sick calls have declined 38%.

Other jurisdictions implementing similar programs reported the same general level of decrease.

King County's health services are accredited by the National Commission on Correctional Health Care. Services include a triage program on each cellblock. By charging inmates, the corrections facility will generate about \$50,000 this year. Fewer visits by inmates also mean less pressure on medical staff.

The press and public support the new system. A growing number of people believe that inmates should pay their fair share, and King County's payment system is based on that principle.

Labor Unions

In Washington, legislation on the books prohibits counties from replacing bargaining units with private contractors. When counties are looking for ways to use inmate labor they should look at borderline industries rather than those in which unions are heavily involved.

Public Relations

If these work release programs are cast in the context of the work ethic and anti-idleness, the public will usually accept them. Corrections facilities need to be careful about how they market programs, however. Expanding programs may have the potential for increasing inmate populations as judges are more likely to sentence to these program options. There is nothing wrong with this except that it creates more pressure on the jails and may actually increase crowding.

Revenue Issues

- o Software--New software programs have improved the ability of corrections facilities to track expenditures and what is owed.
- o Revenue generating programs-King County's Work Release programs pay inmates a dollar a day for cleaning Park 'n Ride facilities. The county is looking into the possibility of having prisoners make ergonomically correct chairs, which seem a good idea because state prisons already have contracts to make furniture. The county is working to get a contract to make 4400 ergonomically correct chairs.
- o Voice Verification-By changing from electronic monitoring devices to voice verification, the county last year saved \$140,000.
- o Phone revenues-The FCC was recently on the verge of regulating revenues from correctional facilities' phone system eliminating additional above-cost charges for phone calls. There is still discussion that above-cost charges are illegal and violate inmate's rights and FCC guidelines. Private vendors did the lobbying because their entire economic life was at stake. If the FCC decided that these additional charges were illegal, it would be disastrous for many counties. Thirty-four percent of King County's revenue for programs comes from its phone

system. A loss of phone revenues would mean that King County would probably have to discontinue six or seven very valuable, non-mandatory programs.

National correctional associations, including NIC, need to stay on top of this issue. In many correctional facilities phone revenues may be paying the largest revenue source for inmate programs.

Daytime Programming

A “reinventing government group” of twenty people, with representation from security to program staff to administration has urged King County to abolish daytime TV and replace it with self help and development program video tapes. The county is going to try this, and has identified junior colleges and libraries with good video tapes on a number of subjects.

SESSION #4: NON-TRADITIONAL INMATE PROGRAMS AND JAIL INDUSTRIES: HOW ARE THEY DEFINED AND HOW ARE THEY USEFUL?

Stan Taylor, Delaware Department of Corrections

Background

Delaware has a unified correctional system. The total jail, detention, and prison population is about 4,300, with about 1,400 new admissions and the same number of releases each year. The state is rather conservative. It is impossible to do anything in a hurry, especially unusual things. Delaware is among the top ten in its rate of incarceration.

Non-traditional Programs

Rather than basing programs on a theoretical model, Delaware developed programs as a result of discussions with inmates. Essentially, we asked inmates two questions: What do you need to become oriented to the correction environment? What do you need to stay out? This approach was apparently a good one, because the programs seem to be beneficial on both a personal and a statistical level.

Three Recently Developed Non-Traditional Programs

- o Development of an Inmate Manual

Until recently, the prison was using a thirty year old inmate manual that was not coherent and was written in several different tones. Inmates complained that it was not a useful orientation guide. In response, the staff asked inmates to write their own reference manual.

Inmates spent three months developing a new document. The security chief and other staff members proofread the final draft and made a few minor changes. The resulting document has proven to be a very useful tool for inmates and staff.

The inmates were not satisfied, however. To address the large Spanish-speaking population, the same group of inmates translated the manual into Spanish. They then went one step further and developed a comprehensive orientation video that is indexed by subject matter. It is played over the facility's closed circuit TV system, a system that was also installed by inmates. By running the orientation video periodically, the facility has reduced the number of inmate complaints, and officers like the video because it answers many routine questions.

- o Re-entry Programs

Community corrections and jails/prisons have been traditionally seen as distinct worlds. In the past, when inmates were released, the institution staff saw their job as done. No transitional services were provided.

Delaware inmates expressed a need for a program to help them to be successful after they were released. The pre-release programs that were eventually developed in six institutions in the

system resulted from work by both staff and inmates. Although all six institutions have pre-release programs, each is different because they were developed separately. As part of the program, probation and parole officers come in and explain to inmates what will be expected of them. Job skills and finance management are addressed, and those in education programs are given ties to community facilities, so they can pick up where they left off.

Longer term issues are also discussed--anger management, parenting skills, substance abuse, education, relapse prevention, and self esteem. Inmates do much of the programming; it includes a good deal of direct confrontation and truth-telling.

The program culminates with a graduation ceremony similar to a G.E.D. ceremony. Family members are invited, and inmates can see that their families are proud of them. It is made clear to inmates that they have been given tools to work with, but it is up to them to make the program a success. Delaware has seen its recidivism rate drop to half what it was prior to the development of this program.

o “Alternatives to Violence”

One program arose out of conflicts--black and white racial conflicts, conflicts between gangs, and between religious groups. Inmates seemed to be pairing up because they were afraid of each other. At one point, the administration was seriously worried about losing control.

In 1975 Jim Schuber came into the facility to do “alternatives, to violence” sessions with inmates. The program teaches listening as the most important skill. After three sessions, the problems with racial violence disappeared. The institution has been holding these sessions ever since.

The basic components of the program are:

- Conflict and Resolution
- Problem Solving
- Respect Ourselves by Telling Others Our Needs
- Cooperation and Communication: active listening and assertive communication affirmation

The “Alternatives to Violence” program was developed by the Quaker organization, so on one level it is a religious program. It can stay on a spiritual level (the metaphor is that spirituality is travel), avoiding trouble with the courts. The program is free, run by volunteers. Studies show that it is a successful program whether it is voluntary or mandated. A mark of its success in Delaware is that eighteen months after a stabbing took place inside the facility, all the inmates involved shook hands following an “alternatives to violence” session.

David Parrish, Hillsborough County, Florida

Programming for Re-Trial Inmates

Only twenty percent of Hillsborough County inmates are sentenced; ten percent are on their way to a state prison (a process that takes two weeks); seventy percent are pre-trial inmates. Unlike many counties, Hillsborough County is committed to dealing with pretrial inmates.

- o **Carpentry Program**

The new facility, the Hillsborough County Sheriff, the Hillsborough County School board, and a local Association of the Builders and Contractors Union put together a carpentry program for inmates. Inmates are being taught to build modular classrooms. Both pretrial and sentenced inmates are kept busy in a productive activity in which they learn a skill and develop a career opportunity. They are currently building their first modular classroom.

In the past, the school district has been charged \$35,000 for each modular classroom. The correctional facility will save the district \$17,000 per unit. There is a backlog of orders for hundreds of units.

The facility provides the inmates and the security. The school board provides equipment, supplies, and instructors. The program is supported by the community, businesses, the sheriff's office, and unions. One advantage of being linked with a union, is that inmates participating in the program can move directly into a nationally recognized union apprenticeship program when they get out of jail. The public and the media also approve of this program. When the first module is done, Hillsborough County will bring the media in to see it.

Programs for Juvenile Offenders

Substantial resources are available to support programs for juveniles. This availability of money, along with a sheriff committed to dealing with juvenile crime and the juvenile crack program, has led Hillsborough County to develop a number of programs for juveniles.

- o **Juvenile Assessment Center**-provides central booking for juveniles. So far, it has been very successful and is being replicated in eight places in Florida and elsewhere.
- o **Juvenile Corrections Center**-This is a facility designed for 10-13 year olds, serving nine months to a year. It is modeled on a program called Junior SHOP (Serious Habitual Offenders Program), a program for older juveniles. The Hillsborough County Corrections facility contracted with the county's Human Resource Services to run this center, which will initially be run out of the new facility's trailers.

Tim Ryan, Alameda County, California

Alameda County works with twenty-six local agencies and sends over a thousand inmates to work in outside programs each week. After two accidents involving inmates out on work release, Alameda was forced to look into insurance issues. Workman's Compensation is usually the responsibility of the agency receiving a service, but it is important to make sure this is part of the correctional facility's contract with other agencies.

Booking Fees

Alameda County charges the city a fee to book inmates, a policy that has withstood a challenge in court. An interesting change in public policy has occurred as a result of the booking fee. The city previously paid Alameda County to book misdemeanants, but the offenders usually ended up back on the street right away because of overcrowding and various policies. Now that it has to pay a booking fee, the city now cites misdemeanants before booking them to prevent this from happening.

Work Furlough Center

The general philosophy of Alameda's Work Furlough Center is to try and balance programs, to be flexible, and to modify objectives as necessary. Alameda County has enhancement programs similar to other counties-education, regional occupation programs, narcotics anonymous, alcoholics anonymous, parenting-to name a few. But fiscal drains on the county caused Alameda to look for a more cooperative effort between agencies. In the past, there was a tendency for the sheriffs department, probation department, and social services to act completely separately. Alameda County attempted to combine their efforts, recognizing that the systems were dealing with the same families and that they were all using the taxpayers' money.

The county is trying to cross the artificial lines between departments. For example, the homeless are probably looking for general assistance as well as for help from the medical system. Out of a desire to work cooperatively to help individuals, we came up with the Wellness Re-entry Program.

o Wellness Reentry Program

This is a modified boot camp program. Inmates are brought in for thirty days, assessed, and trained in physical fitness and job enhancement. Health care agency representatives come in person and do case work on individuals; looking at an individual's specific needs, the case workers help to create a program for the individual.

After this thirty day period, inmates must find a job. The County has designed a job enhancement program to help them do this. If the individual doesn't find a job, he/she goes back to jail and must also pay a small amount toward their incarceration.

The program was developed in an attempt to get inmates out in the community successfully. If this is not possible, the county puts them in a general social service environment and tries to figure out how to make them successful. Released inmates are

not entitled to monthly social services payments unless they can show that they have housing. If they cannot find housing, the county puts them into the work furlough program, for which they must pay sixty dollars a month. Seventy individuals have gone through this program so far; only four have walked away. The best thing about this type of programming is that by working across agencies, the county can talk about ways of spending its resources only once.

Future Possibilities

o Child Care by Inmates

Alameda County found that its swing shift staff was making a large number of phone calls to their children who were at home alone. Administrators began talking about the possibility of establishing a child care center at the jail. By the first of September, Alameda county hopes, in cooperation with two other law enforcement agencies, to provide twenty-four-hour child care for the staffs children. One approach Alameda is exploring in the search for affordable child care is using inmates, but we are still investigating this possibility.

o Private Sector Opportunities

Inmates are recycling tires for a private business, and we are looking at other jobs inmates might perform in the private arena. A job enhancement counselor is looking for opportunities in the private sector.

o Responses to the ADA

In the future, many correctional facilities will have to deal with trying to meet objectives outlined in the Americans with Disabilities Act. These standards are not always easy to meet, especially if the jail isn't new. In Alameda County we have done a few things to improve our communication with non-English-speaking inmates.

Because thirty-seven different languages are spoken in the Alameda County community of 60,000, it is not possible for us to translate signs and manuals into every language. The county settled on providing translations for the five most common languages, including Braille. In addition, to meet the needs of inmates who don't speak any of these languages, we developed an inmate "point book." Inmates can point to a picture in a book in order to communicate.

Richard McCarthy, Hampden County, Massachusetts

Background

Hampden County has always been active in the programmatic area and has found that calling programs "productive activities" helps to sell them to the public more easily. Hampden County was the first jurisdiction to have day reporting. Staff members went to England and then worked

with the Crime and Justice Center to establish a day reporting center in Hampden County.

Creative Solution to Space Problems

Four years ago, Hampden County ran out of space for prisoners. By court order, they were not allowed to take any more prisoners. Sentenced inmates would sometimes have to wait years to serve their sentences. Judges were having offenders call to see if there was space in the jail. Finally, acting under a law from 1700 saying that a sheriff could call up the militia in times of domestic peace, the sheriff seized the National Guard Armory, set up a perimeter, and moved in inmates. It turned out that the public loved it. The county got a good deal of publicity, including coverage by *Time Magazine* and NBC.

Because most people supported the seizure of the National Guard, the Governor, the pentagon, and the state couldn't do anything. The result was that Hampden County got a brand new 1200 bed facility.

Programs

Hampden County's philosophy is to "make do" in an active and creative fashion. The sheriff and House of Correction administration also believe that inmates in correctional facilities should be challenged.

- o Community Garden

Half an acre of the Hampden County House of Correction's jail farm is a community garden for senior citizens. Inmates prepare the ground and fertilize it, then hand it over to senior citizens. In addition, on another part of the farm, inmates grew over \$30,000 worth of vegetables for the jail kitchen. Excess produce was donated to non-profit organizations serving the elderly and needy.

- o Holiday Meals for the Needy

A crew made up of inmates cooks holiday meals in the jail's kitchen for the needy and lonely. The inmates who work are part of a regular inmate kitchen staff and are participating in an informal job training program.

- o Religious Retreat

Charismatic ministers hold a retreat for inmates. Hampden County is primarily Catholic, but this type of program could be done with any denomination. Inmates tend to bond after a weekend together and establish strong relationships. The recidivism rate for inmates who have participated in these retreats is 15 percent, compared to 35 percent for the rest of Hampden County's jail population.

- o HIV Program

This program, funded by a state grant for \$100,000, is an educational and

medical program designed to respond to AIDS. The program involves a network of jail personnel, inmates, and community-based doctors and nurses. HIV testing is required, and peer counseling is provided for inmates who have tested positive for the AIDS virus. A doctor and team of nurses from the community come to the facility every week to care for HIV patients.

o Jail industries

Initially, Hampden County inmates made their own uniforms. Now, Hampden County is marketing uniforms to jails and prisons all over the country. Although inmates used to have a contract with state agencies to produce secretary chairs, the county found that, because of budget cutbacks, the chairs weren't being purchased. As a result, administrators have worked to identify products specifically tailored to the needs of jails.

o Day Reporting

Hampden County's Day Reporting Program is extremely cost-effective, and every day 300 to 400 inmates are at work in the community. Because Hampden County believes in community corrections, this program is possible and dollars can be saved. Hampden County runs a taxpayer-pleasing operation.

SESSION #5: JUVENILES REMANDED TO ADULT JAILS

Paul Myron, LOS Angeles County, California

Background

L.A. County is not built to house juveniles. In addition to having difficulty meeting requirements for separating them from adults, L.A. County has found juveniles to be the most violent, volatile group of inmates in custody.

After six hours, juveniles must leave a police station to be sent either to their parents or to juvenile hall. At commitment hearings, the judge determines which offenders are to be treated as adults. Once a week, 120 juveniles are reviewed and certified for adult court, and L.A. County decides which forty juveniles will stay in the central jail. As juveniles are required to have sixty square feet each, each juvenile housed requires displacing two adult inmates.

Juveniles also get more recreation time than adults-an hour a day, while adults are only required to have three hours a week. L.A.'s Central Jail was not designed with outdoor recreation areas because it was not required. Because it would not be feasible to get 6500 inmates **on the** roof at once to exercise, the jail uses individual exercise cages.

In addition, juveniles are required to go to school. The Central Jail has 220 teachers, but juveniles must have separate teachers and a separate curriculum, which creates a drain on funds. L.A. County hopes to solve some of these problems when its new facility is opened.

The new facility, now almost complete, has had some problems with security systems, elevators, and the water system. Once it is open for occupancy (probably in the next few weeks), juveniles will be sent to the new facility. This will be the first time in thirty years that the county will have the ability to handle juveniles properly.

Proposed State Legislation

A new bill would create a number of changes in California law regarding juveniles. The legislature is finally recognizing that these juveniles are not tender young kids. The bill would lower the age at which juveniles could be declared unfit to age fourteen. It would prohibit sentencing to the Youth Authority unless a juvenile is sixteen **or** younger. Currently, if a juvenile is sent to the Youth Authority anytime under the age of sixteen, he/she must be released by the age of twenty five. The act would also redefine the basis for declaring lack of fitness. L.A. County expects the number of juveniles will probably increase if the bill passes.

There is also a movement in California to put juveniles in with the adult population once they have been declared unfit. No matter how the law changes, however, the classification system will probably still keep juveniles separate.

“Three Strikes” Law

The “three strikes” law passed in California allows public defenders to use juvenile records in

court. This is controversial because juveniles aren't given a trial by jury. One of two things will probably happen as a result. Either the state will revise the section that allows juvenile records to be used or they will start giving juveniles jury trials.

Dennis Dowd, Shelby County, Tennessee

Under Tennessee law anyone between the ages of sixteen and eighteen may be remanded by the juvenile courts, and fourteen to sixteen year olds may be remanded for heinous crimes. Shelby County had sixty-seven remanded juveniles last week.

Increase in Juvenile Population

The increase in the number of juveniles incarcerated can be attributed to an increase in juvenile crime and a significant increase in the number of juvenile gangs. Sometimes, groups of juveniles are remanded at once. According to the FBI, violent juvenile crime has quadrupled since 1967; aggravated robbery by juveniles has doubled since 1992.

The election year in Tennessee will affect the juvenile population. Crime appears to be the strongest political issue, and there has been a strong public reaction to juvenile crime in particular. Everyone is advocating more laws. The result is predictable-an increase in the number of penalties and longer penalties.

New Tennessee laws totally eliminate a minimum age for remanding juveniles to adult courts. In addition, once a juvenile is remanded to an adult court, he/she will always be remanded even if he/she was not convicted on the original charge. Old acceptance clauses have also been eliminated. Adult courts must accept remanded juveniles, and juvenile courts can remand juveniles directly. If convicted and sentenced, juveniles in Tennessee go to adult prisons.

Along with the expected increase in remanded juveniles is a concern that Shelby County will see more "little drug dealers." Administrators are fairly confident that in the future more juveniles will be remanded to adult courts. Therefore, Shelby County will continue to have space problems because juveniles must be housed separately.

Demographic Picture of Juveniles in Shelby County

<u>RACE</u>	
63	black
1	white

<u>AGE</u>	<u>PERCENT</u>
17 year olds	47%
16 year olds	33%
15 year olds	15%
14 year olds	5%
13 year old	-- one, on a first-degree murder charge

MOST SERIOUS CRIMES BY JUVENILE OFFENDERS

Aggravated Robbery	23
Fist Degree Murder	22
Especially Aggravated Kidnapping	7
Criminal Attempt Felony	4
Aggravated Assault	3
Aggravated Rape	2
Theft at Property over \$500.	2
Unlawful Possession of a Weapon	1
Possession of Con.Sub. w/intent to MSD	1

TOTAL SERIOUS CRIMES COMMITTED BY ALL OFFENDERS IN THE JAIL

Aggravated Robbery	67
Fist Degree Murder	24
Criminal Attempt Felony	21
Especially Aggravated Robbery	20
Theft of Personal Property Over \$500	16
Especially Aggravated Assault	10
Aggravated Assault	10
Especially Aggravated Kidnapping	8
Poss. of Con. Sub. W/I to MSD	4
Unlawful Possession of a Weapon	3
Aggravated Rape	3
Murder in the Commission of a Felony	4
Rape of a Child	2
Vehicular Homicide	2
Second Degree Murder	1

Juveniles' Needs

- o Separate housing units-Shelby County has four separate housing areas for juveniles. They have proposed a separate jail for remanded juveniles.
- o Separate protective custody
- o Movement under escort
- o Recreation, religion, and law library provided
- o Education and substance abuse programs are also provided.

Problems with Juvenile Inmates

- o Frequent fights and assaults
- o Vandalism
- o Volatility
- o Quickly changing interpersonal relationships
- o Gang activity and recruitment

Direct Supervision and Juveniles

Juveniles at Shelby County are under direct supervision, which does work with this group of offenders. Staff are often skeptical, but Prince George's County use of direct supervision was successful, as was Hillsborough County's. Juveniles in traditional housing were violent and hard to deal with. Shelby County uses a time-out room and a lockdown room.

Larry Wendt, Maricopa County, Arizona

Background

Maricopa County sees 5,000-6,000 inmates a day; each year, 150,000 go through the county's jail system, which include seven facilities. The staff that deals directly with inmates is made up of about 1400 people. A thousand inmates are living in army surplus tents.

Maricopa County inmates are locked down for twenty-three-and-a-half hours a day. Therefore, about 90 percent of the inmates who are eligible, work. Unsentenced inmates are not required to cut their hair, but all inmates who want to work have to get hair cuts.

Juvenile Inmates

A hundred to two hundred juveniles are convicted each day, but judges have no place to put them. There are only thirty-five maximum security juvenile beds in the entire system. Judges are therefore forced to put juveniles in adult facilities. There is a great deal of public pressure to do something about juvenile crime. People in Arizona are tired of juveniles committing 75 percent of the crime but only serving only 3 percent of the time.

By state law, juveniles have to be kept out of sight and sound of adult inmates. Maricopa County modifies the diet by giving juveniles an additional carton of milk at each meal. The deterrent effect is really the only thing Maricopa County can offer. What juveniles experience in the adult jail is unlike anything they've experienced in a juvenile hall.

Maricopa offers a mandatory G.E.D. program and religious programming. The county has applied for a grant for substance abuse training.

Juvenile pods are run by direct supervision. Juvenile inmates can earn incentive credits for coffee, TV, and telephone privileges. Discipline is provided principally in terms of lockdown and withdrawal of visitation and commissary privileges. Maricopa County files additional charges if juveniles are involved in illegal activities while they are incarcerated.

Recidivism

When juveniles go through alcohol and drug treatment programs, they have an 86 percent recidivism rate. Maricopa County juvenile inmates have a 33 percent recidivism rate, and there are fewer assaults on staff members.

New Legislation

The legislature is going to pass a law automatically remanding all juveniles between the ages of sixteen and seventeen to an adult court if they have been involved in a crime with a weapon or of a violent nature. The state is trying to curtail the influx of gangs. Maricopa County expects its juvenile inmate population to increase in the future.

Harold Wilbur, Pinellas County, Florida

Background

Like L.A., Shelby, and Maricopa, Pinellas County is having to deal with more juveniles and less money. Pinellas County is the most densely populated of sixty-seven Florida counties. St. Petersburg and Clearwater contribute the most inmates to Pinellas. Each year, the county handles about 48,000 bookings at its twelve-acre facility.

Seven hundred staff members watch 1600 inmates, which is a problem because the jail is designed with many nooks and crannies. As the result of increased juvenile crime and heightened public pressure, the county has seen a tremendous increase in the number of juveniles indicted as adults. Juveniles, like females, are usually high maintenance inmates. Juveniles tend to fight at the drop of a hat.

Juvenile Incentive Program

The staff at Pinellas has developed a plan, but it has not been fully implemented yet. Called the Juvenile Incentive Program (JIP), it is based on direct supervision and behavior modification.

Participants in the JIP program are juveniles remanded to adult courts. The program is distinct from the juvenile boot camps (which deal with regular juvenile offenders), which Pinellas County is also running. The Juvenile Incentive Program operates on three levels. The force behind its development was the chaplain, who believed that empowerment was the answer. The detention department, counseling staff, nursing staff, and program staff met and discussed what to do with the juveniles. One requirement was that there could be no increase in personnel.

Three Levels of the JIP

Level I

Juvenile inmates who cannot be managed in a general population setting are placed in Level I. Those may include:

Inmates whose records indicates they repeatedly engage in the behavior of instigation or provocation of others.

Inmates who engage in violent, aggressive, or disruptive behavior.

Inmates who are classified as an escape risk.

Inmates in disciplinary confinement
Inmates in administrative segregation.
Inmates who refuse to attend G.E.D. classes, when required by housing assignment/or age.

Level II-Direct supervision inmates

Juvenile inmates who do not fit the Level I criteria are allowed initial placement in Level II. They must be housed in Level II for a minimum of two weeks before they will be considered for Level III. In order to be considered for Level III, Level II inmates must:

- o Adhere to all facility rules and regulations.
- o Participate in group activities.
- o Function in activities without the need for constant supervision.
- o Follow written directions and verbal instructions without incident.
- o Maintain self-control and work through problems, and not engage in incidents of physical violence or verbal abuse.
- o Attend G.E.D. classes.

Privileges of juvenile inmates at Level II include:

- o Limited dayroom access with other Level II participants.
- o Limited access to the music listening center.
- o Group recreational activities.
- o Use of games and playing cards.
- o Upgraded program attendance, such as Life Skills Counseling.

Level Three

Upon approval of the Juvenile Management Team, juvenile inmates successfully participating in Level II are promoted to Level III. Juvenile inmates at Level II must be willing to participate voluntarily in established work and/or volunteer programs. Level III inmates must continue to meet Level II guidelines and:

- o Accept responsibility for their own actions.
- o Display positive regard for the personal property of others and the common housing area.
- o Maintain a high level of personal hygiene.
- o Display the ability to communicate needs or concerns verbally instead of acting them out.

Privileges of Level III inmates include:

- o Unlimited dayroom access, except during secured hours.
- o Upgraded access to the music listening center.
- o Expanded recreational programs.

- o Incentive/reward programs such as videos and video games.
- o Additional access to skills training.

Juvenile inmates in Level III are required to attend G.E.D. classes until completion.

The program is effective in terms of control. Juveniles are marched in hallways single file with their hands behind their backs, and they are not allowed to talk. The facility insists on cleanliness.

Direct Supervision

The JIP program is a direct supervision program, and juvenile inmates are shown instant consequences for their actions. When staff members see an improvement in a juvenile's attitudes, many of them change their opinion of the program. It is the staff members who work directly with the juveniles to develop written goals and objectives.

Frank Henn, Arapahoe County, Colorado

Background

Arapahoe County's facility opened in February of 1987; at that time, we almost never had a juvenile inmate in the facility. Eventually, the facility began getting one or two juveniles at a time. Because of strict sight and sound division laws, juveniles were being put in the infirmary. At the point when there were six or seven juveniles in the facility, this was no longer a viable option. Juveniles had to be moved into the regular facility where they took up entire modules that could have housed many more adult inmates.

In August and September of 1993 ("The Summer of Violence"), a series of drive-by shootings and murders were committed by juveniles in Arapahoe County. As a result of these, new legislation was passed (including a gun law that a dozen **other** states are considering). Juveniles from the Division of Youth Services were remanded to adult facilities. The outcome was that within the first week after the legislation went into effect, an estimated 100 juveniles were going to be sent into the system. At that time, every juvenile facility was at 150-300 percent capacity.

The State Department of Corrections had just opened a new facility and, instead of having a hundred state back-logged prisoners, Arapahoe County had only thirty-five-which meant that we had some bed space. Therefore, the Arapahoe County sheriff was able to offer space to the Division of Youth Services to house juvenile inmates. The sheriffs offer included two modules. In exchange, the sheriff asked that the Department of Corrections keep the number of backlogged prisoners down to forty. (However, the state currently has 141 backlogged prisoners in the county jail.)

Arapahoe County's facility went from having no juvenile inmates in July of 1993 to eighty-one in July of '94. These juveniles include both regular juvenile offenders, being held for the

Division of Youth Services, and bound over (remanded) juveniles from three Colorado counties.

OJJDP Regulations

Through a unique effort Arapahoe County was able to adapt its facility to deal with juveniles. To keep federal sight and sound divisions in accordance with OJJDP regulations, the facility placed the two Division of Youth Services' modules next to the recreation yard. Other modifications included. pull-down screens and one-way windows.

The facility only accepts juvenile offenders after 8:30 p.m. so they can be brought through the back door and through secured hallways. All movement of DYS offenders from three state juvenile facilities is the responsibility of a private vendor, which also takes juveniles to court and back.

The juvenile program is a modified direct supervision program based on inspections, expectations, and rewards for correct behavior. Although most youth systems allow juveniles to wear their own clothes, Arapahoe County requires them to wear uniforms. Arapahoe County did not have an adequate funding structure to provide full-time direct supervision, so deputies can only be in one of the two modules at a time.

Division of Youth Services Inmates

Most of the juvenile inmates housed at Arapahoe County are Division of Youth Services inmates. Juvenile inmates participate in regular classroom activities. The Division of Youth Services provides counselors, and the Cherry Creek School System provides education. There are seven staff members, two teachers, and an aide.

Each module is divided into two groups. The dayroom becomes a classroom. The Cherry Creek School System is responsible for education. A half of the module at a time works with teachers and the other half either goes to a structured recreation class or works independently.

Arrangement to Take Bound Over Juveniles

In an exchange with two other Colorado counties, Arapahoe offered to take their bound over juveniles in exchange for Arapahoe's females. At that time, Arapahoe County was triple-bunking its female population due to a backlog of state prisoners caused by remodeling of the state's female facility. At the same time, Arapahoe County was using a thirty-two bed module to house its seven remanded juveniles. In a cooperative effort, therefore, Arapahoe County traded its female inmate population for remanded juvenile inmates in Jefferson and Adams Counties. The result was that Arapahoe County was able to fill twenty-five juvenile beds.

The remanded (bound over) juvenile inmates are the worst inmates in the facility. Arapahoe divides them into five groups; some cannot be moved without shackles and handcuffs. Deputies must decide who can be out with whom.

New Legislation

The Colorado legislature has recently revised juvenile codes somewhat. The facility is obligated to keep sound and sight separations in housing, but juveniles remanded to adult facilities can participate in adult programs such as education and religious programs.

LaMont Flanagan, Baltimore, Maryland

Background

The Baltimore City Detention Center is the only state pretrial facility in Maryland. In 1993, the facility housed 474 juveniles inmates and expects more than 600 in 1994. Most of the juveniles at the Baltimore facility are being tried for murder, serious assault, or attempted murder.

By using Title I funds, a facility can provide juveniles with a full service school, counseling, and cultural activities. Juveniles can be out of their cells most of the day and in school, which keeps them occupied.

It is also cheaper to bring in a comedian or a cultural show to occupy inmates than it is to deal with the results of their restlessness.

Interviews with Juveniles

Flanagan has personally interviewed over a thousand juveniles in an attempt to understand their sub-culture. Over time, he has developed a trust relationship with the juveniles, meeting with them alone, and taping the sessions. He has found that juvenile inmates have sophisticated systems of rationalization for their actions.

Results of Interviews with Juvenile Inmates:

- * ***Rap music is their national anthem, deeply embedded in their culture, affecting their mentality and their actions;***
- * ***Juvenile inmates want to be bad.***
- * ***Role models are athletes, rap artists, TV cartoon characters.***
- * ***They want immediate gratification, a desire that is reinforced by TV. This includes material gratification in the form of Michael Jordan sneakers, sweat suits, designer clothes.***
- * ***They see themselves as victims of society, especially of the judicial system and corrections.***
- * ***They see incarceration as a racial issue and cite the Zaccaro case to show disparities in the justice system's treatment of blacks and whites.***
- * ***They have no regard for victims.***
- * ***Their perspective on carrying a gun is that their culture demands it; otherwise, they would be at risk from someone else with a gun. Guns represent power. Most would welcome a national gun control law, yet all carry guns.***

- * *Black-on-black crime is not an important issue; what is important to them is money. They have no social contract with the black community. They rationalize that if they hadn't robbed their victim, someone else would have.*
- * *Their only allegiance is to each other.*
- * *They do not believe that the death penalty is a deterrent. They expect the death penalty on the street if they violate the laws of the street. Street justice is what is important.*
- * *They point to drugs and money as the cause of violence.*
- * *They say drive-by shootings involve random targets.*
- * *They think education is boring.*
- * *Most of them come from single parent homes and do not listen to their teachers or their parents.*
- * *They do not want to give up a criminal lifestyle because it is lucrative.*
- * *While they have negative feelings about women and about their fathers, they love their mothers and their children.*
- * *They do not want drugs to be legalized because they believe it would make their friends and siblings addicts and that the black market would have trouble competing with the legal market.*
- * *They hate the police. They think cops are crooked and suspect the police of taking their drugs for their own purposes.*
- * *Ironically, they despise the violence in their communities. They believe that most violent crimes are unplanned, expedient acts.*
- * *They don't trust anyone.*
- * *They don't care about the past or the future. They see their own future as either imprisonment or death. They have nothing to live for.*

Solution:

There is no easy solution, but Maryland has developed a nurturing program for black males. Despite the juvenile inmate's insistence that he can't be saved ("save our little brothers and children," they say), Flanagan believes some of them can be reached.

PRESENTATION OF FUTURE MEETING ISSUES

The next meeting will take place on January 22-24, 1995, in Longmont, Colorado.

The following topics were suggested for that meeting:

- Recruitment/Training/Retention/Outplacement-new initiatives
- Immigrants/Aliens
- Lawsuits/Legal Issues Defense
- Cultural Diversity
- Public Outreach
- Standards for Measuring Program Success
- Gangs and Officer Safety
- County Jail Parole Systems
- Juvenile Boot Camps
- Creating a Learning Organization
- Relapse Prevention
- The Media and the High Profile Inmate
- The Crime Bill's Effect on Jails
- Staff Recognition-improving staff morale

The following two topics emerged as the group's strongest interests:

- 1. Gangs; and**
- 2. Staff recruitment, training, and retention.**

APPENDIX

NATIONAL INSTITUTE OF CORRECTIONS
JAILS DIVISION

LARGE JAIL NETWORK MEETING

Stapleton Plaza
Denver, Colorado

July 10 - 12, 1994

AGENDA

SUNDAY, JULY 10, 1994

6:00 PM - 8:00 PM INFORMAL DINNER

Welcome Larry Solomon, Deputy Director NIC

Introductions and Program Overview Richard Geather

OPENING ADDRESS:

The Role of our Nation's Jails in Using Data and Developing Resources for the Provision of Effective Inmate Programs

. Mr. Lawrence A. Greenfeld, Acting Director
Bureau of Justice Statistics, U.S. Department of Justice - Washington, DC

MONDAY, JULY 11, 1994

7:30 AM BREAKFAST

8:30 AM **Effective Inmate Programs: What principles formulate the foundation for potential success?**

. Robert Denham, Sacramento Co., CA

. Chip Forrester, Davidson Co., TN

. Savala Swanson, Tarrant Co., TX

. Thomas Pocock, Atlanta, GA

. Richard Bryce, Ventura CO., CA

Group Discussion

10:00 AM BREAK

LARGE JAIL NETWORK MEETING

MONDAY, JULY 11, 1994 (cont.)

10:15 AM Issues in implementation, evaluation and monitoring of inmate programs-

- Jerry Findley, Kern Co., LA
- Charles Felton, Dade Co., FL
- Linda Navetta, St. Louis Co., MO
- Michael O'Malley, Vermont, DOC

Group Discussion

12:00 NOON LUNCH

1:00 PM Revenue generating inmate programs: What are they and how do they function? Can they successfully operate while we target appropriate inmate programs?

- John T. Lagowski, Milwaukee Co., WI
- Michael Berg, DuVal Co., FL
- W. Kenn Brown, Mecklenburg Co., NC
- Jack Terhune, Bergen Co., NJ
- Art Wallenstein, King CO., WA

Group Discussion

3:00 PM BREAK

3:15 PM Non-traditional inmate programs and jail industries: How are they defined and how are they useful?

- Stan Taylor, Delaware, DOC
- David Parrish, Hillsborough Co., FL
- Timothy Ryan, Alameda Co., CA
- Richard McCarthy, Hampden Co., MA

Group Discussion

5:00 PM **ADJOURN**

6:00 pm **DINNER**

LARGE JAIL NETWORK MEETING

TUESDAY, JULY 12, 1994

7:30 AM BREAKFAST

8:30 AM **Juveniles Remanded to Adult Jails.**

- Paul Myron, Los Angeles Co., CA
- Denis Dowd, Shelby Co., TN
- Larry Wendt, Maricopa Co., AZ
- LaMont Flanagan, Baltimore, MD
- Harold Wilber, Pinellas Co., FL
- Frank Henn, Arapahoe Co., CO

Group Discussion

10:30 AM BREAK

10:45 AM **Presentation of Future Meeting Issues**

11:00 AM RECAP AND CLOSEOUT Richard Geather

**NATIONAL INSTITUTE OF CORRECTIONS
JAILS DIVISION**

LARGE JAIL, NETWORK MEETING

**Stapleton Plaza
Denver, Colorado**

July 10-12, 1994

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