



**PROCEEDINGS  
OF THE  
LARGE JAIL NETWORK  
MEETING**

**July 1996**



**National Institute of Corrections**  
**Jails Division**

**Large Jail Network Meeting**

**July 7-9, 1996**  
**Longmont, Colorado**



# Table of Contents

<b>Opening Address: The Juvenile In Adult Jails- Emerging Trends and Concerns</b>	3
Richard Gable, Director, Applied Research, National Center for Juvenile Justice	3
<b>Effective Approaches to Handling Juveniles in Jails</b>	7
Richard Wilson, Maricopa County, Arizona	7
David Parrish, Hillsborough County, Florida	9
LaMont Flanagan, Maryland Division of Pretrial Detention and Services	11
Arnett Gaston, Ph.D., New York City Department of Correction	13
<b>Acquiring' Resources for Dealing with Juveniles in Jail</b>	15
Walt Smith, Denver Sheriffs Department	15
Anthony Pellicane, Monmouth County, New Jersey	17
David Gustafson, Fresno County, California	19
<b>Special Presentation: The Public Health Dimension of Jail Medical Services</b>	21
Alan Kalmanoff, JD, MSW, PhD, Consultant	21
<b>Preparing and Training Staff to Manage Juvenile Offenders</b>	23
Harold B. Wilber, Pinellas County, Florida	23
David Owens, Jr., Camden County, New Jersey	25
Patrick Sullivan, Sheriff, Arapahoe County, Colorado	27
<b>Community, Media, Intergovernmental and Inter-agency Issues</b>	29
Denis Dowd, Shelby County, Tennessee	29
Tom Allison, Orange County, Florida	31
Tim Ryan, Alameda County, California	33
<b>Summary Remarks</b>	37
Richard Gable, National Center for Juvenile Justice	37



<b>Developing the LJN Electronic Mailing List</b>	<b>39</b>
Larry Solomon, NIC, and Art Wallenstein, King County, Washington	39
<b>Accreditation and Large Jail Management</b>	<b>41</b>
Tom Reid, Ph.D., NIC Jails Division	41
	43
<b>Planning for the Next Large Jail Network Meeting</b>	
Richard Geather, NIC Jails Division	43
<b>Appendix A: Emerging Trends: Tables and Graphs</b>	
<b>Appendix B: Meeting Agenda</b>	
<b>Appendix C: Meeting Participants</b>	





---

# National Institute of Corrections

## Jails Division

### Large Jail Network Meeting

July 7-9, 1996

Longmont, Colorado

---

These proceedings present highlights of a meeting of NIC's Large Jail Network that was held in Longmont, Colorado, July 6-9, 1996. The meeting was attended by approximately 60 administrators of the largest jails and jail systems in the country. It focused on issues surrounding the topic of juveniles in adult jails. Following is a brief summary of the panelists' presentations:

- *Opening Address: The Juvenile in Adult Jails - Emerging Trends and Concerns.* Richard Gable, Director of Applied Research, National Center for Juvenile Justice, reviewed the trends in juvenile arrests and state legislation that are responsible for the increase in the numbers of juveniles in adult jails.
- *Effective Approaches to Handling Juveniles in Adult Jails.* Richard Wilson of Maricopa County, Arizona, pointed to the local political pressures driving the need for jails to house juveniles. David Parrish, Hillsborough County, Florida, reported on how a conversation at a Large Jail Network meeting led to Hillsborough's use of direct supervision for serious juvenile offenders. LaMont Flanagan of Maryland's Division of Pretrial Detention described some creative approaches to handling juveniles, including a remediation program, public-private partnerships, and a public school within the walls of the detention center. Amett Gaston, New York City Department of Corrections, noted the success of that department in identifying gang leaders and eliminating their distracting influence on other juveniles' attention to education programs.
- *Acquiring Resources for Handling Juveniles in Jails.* According to Walt Smith, the Denver County Sheriffs Department relies on volunteers, contacts with experts, cooperation with community groups, and in-house services for the additional resources required for juveniles in the jail. Anthony Pellicane, Monmouth County, New Jersey, described the myriad of programs made possible by Quality Education Assistance (QEA) funds. In Fresno County, California, reported David Gustafson, all costs associated with handling juveniles are offset against the County Probation Department budget.
- *Special Presentation.. Public Health Dimension of Jail Medical Health Services.* Alan Kalmanoff presented the results of a study that identified the crucial role of jail medical departments in the public health system.

- *Preparing and Training Staff to Manage Juvenile Offenders.* Harold Wilber described Pinellas County, Florida's system for selecting staff for a juvenile boot camp. David Owens of Camden County, New Jersey, described the characteristics of juvenile offenders' behavior and pointed to the importance of hiring staff with maturity and understanding. The lessons learned by the Arapahoe County Sheriffs Department in housing juveniles, both those committed to the State Division of Youthful Offenders and those adjudicated as adults, were discussed by Sheriff Patrick Sullivan.
- *Community, Media, Intergovernmental, and Inter-agency Issues.* Denis Dowd, Shelby County Tennessee, highlighted the differences in families' responses to juvenile offenders and those adjudicated as adults and described Shelby County's policy on media access to serious juvenile offenders. Tom Allison of Orange County, Florida, pointed to the importance of a balanced corrections system that provides more than punishment for juvenile offenders. Tim Ryan addressed society's search for the reasons behind increasing juvenile crime and described some programs and preventive measures in Alameda County, California.
- *Developing the LJN Electronic Mailing List.* Larry Solomon, Deputy Director of NIC, discussed a proposed Large Jail Network Mailing List, noting its potential to enable members to exchange information via the Internet.
- *Accreditation and Large Jail Management.* Tom Reid of the NIC Jails Division led a discussion of the advantages of ACA accreditation and the process by which jails become accredited, as well as some reasons why only a small proportion of jails have sought accreditation.

# **Opening Address: The Juvenile In Adult Jails-- Emerging Trends and Concerns**

**Richard Gable, Director, Applied Research, National Center for Juvenile Justice**

## *Introduction*

The National Center for Juvenile Justice, located in Pittsburgh is the research division of the National Council of Juvenile and Family Court Judges. The Office of Juvenile Justice and Delinquency Prevention funds a number of National Center projects. Through that funding, the Center tracks data on juveniles in courts in jurisdictions around the country and changes in state law related to juveniles. Through its Applied Research Division, the Center can provide technical assistance to those involved with juvenile justice.

## *Overall Trends*

There are four things going on in this country that press in the direction of more kids in jail, and there is no simultaneous activity in the other direction to counter these forces. The four factors--both real and political--influencing the increase in the number of juveniles in jails are:

1. Arrests for violent crimes among juveniles have increased significantly.
2. Legislatures around the country have lowered the age at which juveniles may be prosecuted as adults and have increased the number of crimes for which they are eligible.
3. Domestic violence arrests, including for juveniles, have increased.
4. There are proposals in Congress to remove the prohibition against holding juveniles in jail for longer than six hours.

## *Arrests Per 100,000 Ages 10-17 (See Figures in the Appendix)*

- ◆ The good news is that rates of property crime have been level over the past 14 years.
- ◆ The bad news is that rates of arrests for juveniles for violent crimes have increased significantly since 1989 or '90.
- ◆ In 1980, the arrest rate for violent crimes of those about 18 years old was about 700 per 100,000; now it is about 1100.
- ◆ Arrests for aggravated assault are much higher at a younger age and are more persistent; rates for those under 18 have increased from 325 per 100,000 in 1980 to 625 per 100,000 in 1994.
- ◆ Weapons violations among juveniles parallel arrests for murder.
- ◆ If arrests for violent crimes increase in the future as they did from 1982-1992, arrests will more than double by 2010.

## *State Legislation Addressing Violent Juvenile Offenders*

There have been three periods of significant activity in legislation on juvenile justice. The first was between 1889 and 1920, when there was a flurry of legislative activity establishing juvenile courts. In 1966- 1970 legislatures passed a number of laws as a result of important Supreme Court decisions, and in 1974- 1978 the federal government passed the Juvenile Justice Act. In the

past few years, however, there have been more changes in juvenile law than any time since about **1889**. Forty-eight states have rewritten significant portions of their juvenile laws, all in the direction of bringing more juveniles into the adult criminal justice system

The National Center for Research on Juvenile Justice recently conducted a study on state legislatures' response to juvenile crime. The results are published in *Juvenile and Violent Crime: A National Response*. The study involved an analysis of 1992-95 legislation related to violent juvenile offenders; a phone survey to identify substantive and procedural changes and their impact; and a review of existing data and research describing recent changes and their impact. What the study found:

- More juvenile offenders are being transferred to the criminal justice system as a result of changes in state laws;
- Confidentiality provisions are being challenged;
- State legislatures are experimenting with new disposition/sentencing options for juveniles;
- Victims are encouraged to be active participants; and
- Juvenile and adult corrections must respond to the changes.

**More juveniles are being transferred to the criminal justice system through:**

- Modification of Waiver Provisions, changing the juvenile court judge's authority to decide whether to waive jurisdiction and hand a case to adult court. (See Appendix for complete lists of states in each category.)
  - 11 states lowered age limits;
  - 10 states expanded the list of eligible crimes for which juveniles can be prosecuted;
  - 9 states established a presumptive waiver of a juvenile to adult court; and
  - 2 states added prior record provisions.
- Modification of Concurrent Jurisdiction Provisions, taking authority away from judges and giving the prosecutor discretion to file in criminal or juvenile court.
  - 5 states enacted or modified statutes.
- Modification of Statutory Exclusion Provisions, through state statutes that define certain juvenile offenders as excluded from juvenile court jurisdiction. (This category of change was the largest.)
  - 24 states expanded the list of eligible crimes that automatically send a juvenile to adult court;
  - 6 states lowered age limits at which a juvenile may be adjudicated as an adult;
  - 5 states enacted exclusion provisions;
  - **2** states changed language from "may" to "shall"; and
  - 1 state added "lesser included offenses" (such as resisting arrest).

The effect of all these changes is to increase the number of juveniles in adult systems for two reasons:

1. A large number of juvenile offenders are affected;

2. There is no longer any discretion involved in decisions to waive adults from juvenile jurisdiction.

### **Current Transfer Provisions**

Most states now have a combination of provisions for transferring a juvenile to adult jurisdiction. They include:

- Judicial waiver--47 states;
- Presumptive waiver-- 14 states;
- Statutory exclusion--37 states;
- Concurrent jurisdiction-- 11 states;
- Once an adult always an adult-- 18 states;
- Reverse waiver--in 22 states the criminal court can send cases back to juvenile court.

### **State legislatures are experimenting with disposition/sentencing options, including:**

- **Mandatory Minimums**
  - 14 states have added or modified statutes allowing mandatory sentences;
  - Most mandatory minimums target certain violent crimes;
  - Some mandatory minimum provisions also target certain age offenders.

- **Extended Jurisdiction Juveniles**

These are juveniles over whom the juvenile court maintains jurisdiction.

- **Blended Sentencing**

A judge, either in juvenile or criminal court, can sentence a juvenile to an adult sanction and suspend it for a juvenile sanction. If the juvenile satisfactorily completes the juvenile sanction, the adult sanction is removed. Sixteen states have some form of blended sentencing.

### **Five Categories of Treating Juveniles as Adults**

There are five ways adult corrections is now handling juvenile offenders:

- Straight adult incarceration;
- Graduated incarceration moves a young person up or down based on age, maturity, performance in incarcerated setting;
- Segregated incarceration involves segregating and providing programs for juveniles who, by all the rules, should be regarded as adults. (For example, a juvenile is still required to be given educational programming.)
- Youthful offender systems deal with serious juvenile offenders.
- Back to basics moves are occurring in a few states, which are augmenting the security of their juvenile justice systems rather than sending serious juvenile offenders to the adult system

### ***Other Forces Increasing the Number of Juveniles in Jails***

- **Promulgation of domestic violence** rules--Mandatory arrests for domestic violence have increased the numbers of both adults and juveniles being held in jails. In one Ohio county,

arrests for domestic violence were the largest single reason for juveniles being held in jail.

- **U.S. Congress' Reauthorization of the Office of Juvenile Justice and Delinquency Prevention--** There are currently two proposals being considered that would remove the mandate to hold juveniles no more than six hours in an adult jail. In today's political climate, there is a good chance that this restriction will be lifted, with the obvious consequence of even more juveniles being in your jails.

### *Summary*

- Change is nearly everywhere;
- Change is consistent;
- Change has differential impact on minorities;
- Decision-making roles are changing;
- Change increases secure placement of juveniles;
- Change precedes capacity to handle it; and
- Change is not tested.

*For additional information, contact Richard J. Gable, Director of Applied Research, National Center for Juvenile Justice, 710 Fifth Avenue, Pittsburgh, PA 15219-3000;412/227-6950.*

# **Effective Approaches to Handling Juveniles in Jails**

**Richard Wilson, Maricopa County, Arizona**

## ***Background***

As jail managers, we are often caught between the political arena and reality. A recent *Newsweek* article called Maricopa's sheriff the toughest in America. That characterization has created the perception that we are beating our inmates. In fact, six months ago, the Department of Justice decided to investigate the department for excessive use of force.

Because of politics, everyone is trying to be tougher than the next guy. In Arizona, a news article indicated that the governor's spokesman has accused the county attorney of trying to score points on juvenile justice. The same article says that the county sheriff claims he has room to house as many juvenile offenders as necessary. I am at the other end, saying, "How are we going to do this?"

## ***Juveniles Remanded as Adults***

Maricopa County does not do much for juveniles remanded as adults. When we first began to house these juveniles in 1992, we used a direct supervision program, which worked very well. As soon as the budget crunch came, we began to put them in the highest security unit with one officer in a watch tower to supervise them. Like many other jurisdictions, Maricopa uses a progression system. When inmates first go in, they are put in a 23-hour lockdown. When they progress through the system, they are given more time out of their cells. Our programs, which are not particularly innovative, include rap sessions, a substance abuse program and a voluntary GED program.

## ***Politics Rule Us***

Last year, in the context of a good deal of political attention to the juvenile problem, the legislature passed a law requiring everyone under 18 to be enrolled in some type of education program. We are working with the superintendent of schools to establish a program. The problem was that the legislature did not provide funding for the education they mandated.

Maricopa's experience probably resembles that of most counties. Everyone is being guided by politics, including judges. Governors, county attorneys--everyone running for election--are trying to sound very tough. On the other end, our population is booming, and we have no resources to handle juveniles.

*For additional information, contact Richard Wilson, Maricopa County Sheriff's Office, 225 W. Madison Street, Phoenix, AZ 85003; 602/379-0063.*





## **David Parrish, Hillsborough County, Florida**

### ***Background***

The Hillsborough County Sheriffs Department has a total population of 2,811 inmates, including 71 juveniles being tried as adults. Florida's legislature last year lowered the age at which juveniles could be tried as adults to 15 years old. As a result, Hillsborough's population of juveniles went from 70 to 120 almost overnight, but it has since returned to 70. As you know, these juveniles tend to be the most troublesome inmates in the system and they have usually just been locked down and kept them out of sight.

Hillsborough has a long-standing commitment to direct supervision, but when it came to juveniles, the staff said that direct supervision was impossible with serious juvenile offenders. When the new facility was built, juveniles were left locked down in the old facility, our worst housing and very labor-intensive. Eventually, things were so bad that we were not even living up to our standards. There was available space in the new facility in 1992, and I suggested again that we put some juveniles there. The staff including our classification specialists, said that it was impossible. Juveniles are unmanageable, not suited for direct supervision.

### ***Benefits of the Large Jail Network***

It is clear that we learn from each other at Large Jail Network meetings, and I want to give you a personal perspective on this. In 1992, I was talking to Milton Grump at a Large Jail meeting. He said that in Prince George's County, staff had expressed the same opinion as Hillsborough staff but Prince George's had nevertheless put juveniles in a direct supervision facility.

When I returned from the meeting, I called the staff together and said, "We are not here to discuss the pros and cons of putting juveniles in direct supervision. We are going to do it and we will make it work." I directed them to come up with the best method for doing so and to implement the change.

### ***Direct Supervision Juvenile Pod***

**The** plan that the staff came up with was the following:

1. One 64-bed pod was designated to hold no more than 47 juvenile inmates. This made it possible to use one cell as a time-out room
2. Only volunteer officers were recruited to work in the direct supervision pod.
3. A video orientation was developed and viewed by the entire juvenile population.
4. The best candidates for direct supervision were selected from the inmate population.
5. Juveniles were moved to the new facility in groups of 12 over a period of four days.

This approach worked. In fact, the juvenile pod became rated as one of the best pods in the facility.

Roughly one-quarter to one-third of the juvenile population still required expensive, maximum-lockdown housing, but there had still been a great improvement. Most juveniles were being housed in our best housing and had access to programs, while the worst of the worst stayed at the Morgan Street facility.

As we all know, however, solving a problem once simply means that something will happen to make you solve the same problem again in the future. While doing a mock audit for re-accreditation, I noticed that there were only about 20 kids in direct supervision, while the lockdown area at the Morgan Street facility was again stacked up with juveniles. When I questioned a few inmates in that area, I discovered that they had never been housed in direct supervision.

It turned out that the classification staff had developed its own unsanctioned system. All newly booked juveniles were being placed in lockdown first, so they could get a real taste of jail. They could then earn their way into direct supervision. This policy was an absolute reversal of the philosophy upon which our open booking system was based: "we expect you to behave"--and most of them do. In essence, what we were telling our juveniles was "we expect you to act like an animal"--and most of them did.

I stopped this unsanctioned classification system immediately. Now about two-thirds of our juveniles go to direct supervision, and about one-third require lockdown. These kids are still the most troublesome and labor-intensive inmates in our system, but they do not all have to be written off as unmanageable.

I learn more from others in this group than from those in any other organization I belong to.

*For additional information, contact David Parrish, Hillsborough County Sheriff's Office, P. O. Box 3371, Tampa, FL 33601; 813/247-8310.*

## **LaMont Flanagan, Maryland Division of Pretrial Detention and Services**

Our facility is experiencing a dramatic increase in the number of juveniles--from 430 in 1992 to more than 700 in 1996. By next year, the number will exceed 800.

### ***Programs for Juveniles***

We manage our juvenile population creatively through the following initiatives:

- **Remediation Program**--The Patuxent Institution, in existence since 1950, was originally for offenders with mental problems. After some released offenders committed violent crimes, there was a move to shut it down, but the legislature eventually decided to use Patuxent for a remediation program for juveniles who had committed felonies. Any juvenile receiving a three-year sentence or more can apply to Patuxent, and those who are admitted receive substantive remediation. The institution uses a multi-disciplinary treatment approach to alter crime-related behaviors by emphasizing social and coping skills. Inmates also learn practical skills such as carpentry, and they participate in a rigorous education program. If they do not cooperate, they are immediately transferred to the Department of Corrections.
- **Public-Private Partnership**--We have initiated partnerships with public and private groups. For example, the Baltimore City Health Department and Social Services Department have programs inside our walls. They hold programs such as substance abuse and counseling.
- **Partnership with Schools**--Our main focus has been to develop a partnership with schools. Because juveniles spend most of their time in school, it is likely that a variety of services--social services, health programs, even probation--for juveniles will eventually be built around the school system.

Federal and state law require that youngsters receive education even when they are incarcerated. The Baltimore City Detention Center School, which is inside the detention center walls, is funded by the Baltimore City Public School System. Teachers are allowed to conduct their programs without any impediment from security. Teachers now run the programs inside and outside the schools. Only occasionally does the warden have to say no to them.

A *Baltimore Sun* article called our school the "safest school in Maryland." Our teachers use a creative approach. They have taught the youngsters to use computers and to learn at their own pace with no competition among students. Parents are involved in the school, which is extremely important. We must all remember that in spite of the crimes these kids have committed, they are still kids.

We also developed a basketball team of correctional officers and offered any inmate team that beat them free commissary for a week. Other youngsters were in the stands for the games, and there was not a single incident. A majority of our correctional officers have become convinced that there are some redeeming values in the juvenile population.

What we have learned is that there is no need for youngsters to spend 120 days in captivity without continuing their education. It is important for them to continue their education because it might be possible to convince them to go back to school. We have established a linkage with schools that enables them to do so.

***About Title I***

Title I is an available source of funds for jails that can cover educational staff salaries and materials, including supplies and equipment. Title I is funded at approximately \$3.7 billion and serves about one-half of the eligible 11 million children nationwide.

*For additional information, contact LaMont Flanagan, Division of Pretrial Detention and Services, 400 East Madison Street, Baltimore, MD 21202; 410/637-1095.*

## **Arnett Gaston, Ph.D., New York City Department of Correction**

### ***Background***

The New York City Department of Corrections has had some success in using technology to improve its operations, including the way we deal with juveniles. Of the 23,000 beds in the department, over 18,000 are on Rikers Island. Most 16-20 year-old juvenile offenders in New York City (called adolescents in our department) are handled by another agency, unless they have been adjudicated as adults. Those in the New York City Department of Corrections' facilities are the most violent, the hardest to control and contain. It has been difficult to use any kind of rehabilitative approach with them. However, the department has taken some steps to turn this around.

### ***Success with Juveniles***

We all know that education works, if it is well-planned, and that direct supervision can work. Our facilities range from the most modern to very old facilities that look like Alcatraz, but direct supervision is used successfully in every facility. Over the last 18 months, violence has decreased by about 60%. On average months there used to be a couple of hundred stabbings and slashings. Now, there are fewer than 50. In fact, there is less violence among our juveniles than among any other part of our population.

All juvenile inmates are in school. Many are even continuing their education beyond high school, and the college curriculum has had to be expanded. One reason for this success is that we have helped juveniles focus by minimizing distractions. It is impossible to teach juveniles or rehabilitate them in any way if you do not have their attention.

It is important to develop the appropriate environment in which learning can occur. In our facilities, we found that the primary obstacle to an appropriate environment was peer pressure, especially gangs. Although there are about 32 gangs in the New York City Department of Correction, there is no gang problem. Through teamwork and technology the Department has been able to reduce the influence of gangs. In doing so, we also increased individuals' amenability to learning.

### ***Gang Intelligence System***

The first step was to develop a good intelligence system by using direct supervision to our advantage to learn about gang activities. The staff learned gang signals and codes. We also learned about the habitative process and how it interfered with our control.

Staff then developed digitized images of all gang members and set up a separate file on their gang history. Through the computer network it was possible to track gang movement from facility to facility. This enabled us to identify hot spots and tell who was involved. We recognized that if there was a build-up of certain conditions, there would be trouble. Therefore, we moved gang members so that they couldn't have undue influence over others. As gang leaders were moved out, the other gang members started coming to school. By knowing who leaders and enforcers

were and moving them before they developed power bases, we were able to eliminate gang leaders' influences that stopped others from participating.

The result of removing the most serious impediments to learning has been an increase in graduation rates and in those who have gone on to community college. Agreements have also been developed with local schools to enable juveniles to continue their education on the outside.

Our system is not expensive. It requires what we already have in the jail--camcorders and 386 computers--and about \$200 for an imaging device that can digitize images very quickly. This technology has made it possible to identify gang leaders and to minimize their influence over other inmates.

*For additional information, contact Arnett Gaston, Deputy Commissioner, New York City Dept. of Corrections, 60 Hudson Street, New York, NY 10013; 212/266-1219.*

# Acquiring Resources for Dealing with Juveniles in Jail

## Walt Smith, Denver Sheriffs Department

Denver currently has 26 juveniles in a system of 1800. In Colorado, juveniles can be held in jails only if they have been adjudicated as adults. Because of recent action by the legislature, beginning in January, juveniles as young as 12 years old can be treated as adults.

### *Acquiring Resources: Denver Sheriffs Department's Approach*

- ***Reliance on Volunteers***
  - The Denver Sheriff's Department relies heavily on volunteers. When first thinking about how to obtain resources for handling juveniles, our approach was to talk to juvenile court and juvenile probation staff and the state Division of Youth Services to help seek out good people, especially volunteers.
  
- ***Contracts with Experts on Juveniles***
  - Early on, when Denver County had only an occasional juvenile, the department received start-up funds and a grant to hire someone who had worked with the state legislature and knew juvenile laws and the needs of the system. Under a year-long, short-term contract, this person advised the department on intake, screening, and programming. He still comes in once a week, and he sits on the board that reviews classification and movement of juveniles to ensure that the department is handling them appropriately.
  
  - The City of Denver has also provided one staff person specifically to handle juvenile programs and recreation. This person has the most direct contact with the juveniles and knows the most about gangs.
  
- ***Cooperation with Community Groups***
  - The Denver Public Schools provide a certain amount of assistance, including textbooks, but they have not been as cooperative as perhaps they should be. An active GED program for adult inmates has been established by using inmate welfare fund money for juveniles. Education is provided by independent contractors as well as the Denver Public School System.
  
  - The Denver Public Library System has been very helpful, donating staff; time, research, books, and other materials.
  
  - A cooperative relationship with the Mexican consulate in Denver has provided help in liaison and communications with families of inmates from Mexico and Latin America. The consulate has also helped recruit volunteers.

- Outreach programs developed by the jail medical and mental health programs bring in public health or university staff to do programs for juveniles on HIV, grooming, and physical well-being. Programs are developed in response to the juveniles' requests. These free-wheeling discussion groups have been very helpful.
- ***In-House Programs-*** Jail drug and alcohol counseling staff have added voluntary programs for juveniles, and mental health programs have been provided for juveniles by in-house staff.

*For additional information, contact Walt Smith, Denver Sheriff's Department, P. O. Box 1108, Denver, CO 80201; 303/370-1547.*



## **Anthony Pellicane, Monmouth County, New Jersey**

### ***Background***

Monmouth County opened a 1300-bed direct supervision facility in 1993. As Director of Corrections and Youth Services, the first thing I did was to look at developing education programs. I approached the Monmouth County Vocational School District to become our local education authority.

When I took over Monmouth County's juvenile facilities this year, they were not providing any programs. Again, I was most concerned about education programs, especially vocational education programs that would allow inmates to move back into the community with better skills. In juvenile facilities, it is also important to create as many opportunities as possible to occupy the kids in positive ways.

### ***State Funding***

The state of New Jersey has Quality Education Assistance (QEA) funding available for everyone aged 20 or under. The QEA funds are a tremendous resource, which all jail administrators should tap. For every juvenile committed in the state, the jurisdiction receives \$10,800 to ensure that education is provided. Through this program, Monmouth County has received a total of \$750,000, making it possible to implement a myriad of programs:

- Vocational Education Programs
  - Horticultural Program--It has proven to be very gratifying to youngsters to see something grow and to care for it.
  - Building Maintenance--Monmouth County has just hired a building maintenance instructor to teach adults and juveniles how to maintain, clean, and repair facilities. This program helps sanitation in the facility and is clearly a marketable skill.
  - Carpentry Program--A carpentry program will be provided in our new juvenile facility.
- Basic Education
  - Several basic skills courses and a certified high school curriculum leading to a diploma are provided. At a recent graduation, six inmates received a leather-bound diploma; another 18 inmates completed their education at one of five certified education programs after they left our facility.

### ***Other Programs***

Monmouth County's problem with juveniles is increasing. Juveniles were responsible for 7,000 complaints in 1995, and they committed 40% of the violent crimes. In response, the county is developing some additional programs:

- Residential Quasi-Boot Camp Program--In partnership with the state of New Jersey, Monmouth County is building a residential quasi-boot camp for juveniles. It will be

disciplined, but will also be rich in educational, vocational educational, and self-esteem opportunities.

- Amer-i-can Program--This program teaches self-esteem and lets juveniles know they can become something. This program will be offered in conjunction with all education programs.
- Job Training and Partnership Act funding made it possible for youngsters to do all the landscaping at the correctional center.
- Career Development and Department of Human Services funding enabled us to provide literacy training.

Local jails need to learn to tap the resources that exist. Juveniles are entitled to an education, and the local high school must provide educational services. Rather than fight with the local school district, we decided to make the Monmouth Vocational Schools System our local education authority. All state funding goes through that system. It does not matter to me who the teachers work for, and I would rather have education professionals evaluate and hire those teachers.

Every student has an individual lesson plan, and the minute a juvenile steps into the facility, aftercare is being planned. When he/she leaves, there is a plan to return to the local school system to vocational training, or to a place in the community. Without aftercare, there is no sense in going into this business. The new residential program also includes aftercare and a day care program on the site.

When I took over juvenile facilities in January, the kids were locked up. There was damage, violence, and graffiti. When you lock kids up, they do everything negative that you expect them to. I gave them more time out of their cells. They loved working in the garden and, in addition, they got a certificate for completing the program. Many of these kids had never completed anything in their lives. The Amer-i-can program is also helping to create self-esteem among these juveniles. Our Amer-i-can program was the first in the country to be coed, and there have been no problems.

*For additional information, contact Anthony Pellicane, Monmouth County Corrections and Youth Services, 1 Waterworks Road Freehold, NJ - **7728**; 908/294-5985.*

## **David Gustafson, Fresno County, California**

### ***Background***

Politics significantly control our business. In July of 1995, the Fresno County Sheriff said we had to put juveniles in our jail. There was no discussion about this decision. At that time, the county was already under a federal court order that required the release of 200-300 inmates a month, and we were being asked to give up additional beds for juveniles. The county politics were this: Of the five-member board of supervisors, two were up for re-election. Juvenile gangs were starting to kill people for the fun of it, and the community was in an uproar. The biggest issue in the election was a “tough on crime for juveniles” stance.

A deal had been cut that would cover 100% of the Sheriffs Department’s costs for holding juveniles. Five new sergeants were assigned to the jail, and all costs associated with handling juveniles were to be offset against the County Probation Department budget.

### ***California Law on Juveniles***

Initially, all juveniles in California are under the jurisdiction of the juvenile court, regardless of their crime. If it is a violent crime, they can be found unfit for the juvenile court and the case adjudicated in adult court. If institutional violence is associated with a juvenile, he/she can be transferred by the juvenile court to county jail, to be housed only on a pretrial basis. Depending on the court’s decision, the juvenile is then moved to the California Youth Authority or the California Department of Corrections.

Currently, there are only 71 juveniles in local jails in California. Two provisions of law allow them to be housed in jails: 1) The adult jail must mimic juvenile facilities; sight and sound separation must be preserved and all programs must be provided separately; and 2) A law that passed last year allowed juveniles to be viewed as adults and housed with adults, but the sheriff was made personally responsible for maintaining 24-hour supervision.

Unfortunately, our juvenile system had been untouched for a number of years. The Juvenile Hall runs an institution but there are no rules inside. There are locks on the doors, but the kids do what they want. It is no wonder they have a rude awakening when they come downtown. Fifteen percent of the Juvenile Hall population is there for murder. We are now setting up institutional rules in the juvenile facility that are similar to those in the adult facility.

There are major changes taking place in the way the community responds to juvenile offenders. No longer is an officer taking to Juvenile Hall a kid who then goes out the back door right away. Creative methods are being used in the community, including putting probation officers in the schools and developing local community groups. The hope is that the first time a kid gets his hand slapped and finds it distasteful, he may not come back. California has a big problem so there is a long way to go.

### ***Fresno County's Approach***

The kids in Fresno's facility are predators. They are treated as high risks and suicidal, and checked on every 15 minutes. They are in full shackles when they are out of their cells and under escort. I don't know how the local jail can be expected to deal with the problems that have been created. I believe that the juvenile courts are abandoning these kids and passing them on to the jail. All these kids are in gangs, and their only family is their gang. I checked the visiting lists of those in jail in the past seven months, and no one is visiting them. It is unfortunate that jails are being asked to help correct a difficult societal problem.

In looking at educational records, we found that a kid in for murder may have gone to school once in the last 20 days and got in a fight that day, so was pulled out of class. Interestingly, over the past 6 months, working one-one-one with a teacher, these kids are accelerating at a three-to-one rate compared to juveniles in Juvenile Hall in a classroom. Unfortunately, education will not help them where they are going, as most will be confined for 25 years to life.

Fresno created a juvenile pod of 16 cells, with two officers in the pod 24 hours a day. As the juveniles in the jail are all serious felons on the way to the Youth Authority or the Department of Corrections, the sheriff's department provides only what is minimally required. The juveniles are locked down 21 1/2 hours a day, given one hour of recreation, and one hour of education.

- Personnel costs--The agreement with County Probation to house juveniles requires Probation to offset all personnel and associated costs of \$560,000 annually.
- Education--The County Department of Education pays for personnel, equipment, and materials associated with the juvenile education program required by law. The education program is usually provided one-on-one for 75 minutes a day, Monday through Friday.
- Recreation personnel and materials are provided from funds in the Inmate Welfare account.
- Medical treatment for juveniles is provided under contract with the County Health Department, by the same staff that provides services to adult inmates. Medical care level and costs are less per inmate than for adults. All health care costs are covered in the County Health Department budget.
- Mental health is provided under the same guidelines by the County Health Department.
- Food--The diet for 16- and 17-year-olds is the same as for adults. If 15-year-olds are housed, a special diet would be required.
- Visiting is limited to family members.
- Discipline--The same protocols are used as with adult inmates, but juveniles are subject to less severe forms of discipline.

All of us who run jails in California will be housing juveniles soon, if we are not already. Fresno County Sheriff's Department is fortunate to have its budget for managing juveniles provided by another department. It doesn't solve the problem though. It will take a long time to reach these kids because they have no family or community ties, except to the gangs.

*For additional information, contact David Gustafson, Fresno County Sheriff's Department, 2200 Fresno Street, Fresno, CA 98717; 209/488-2917.*

# Special Presentation: The Public Health Dimension of Jail Medical Services

**Alan Kalmanoff, JD, MSW, PhD, Consultant**

The Institute for Law & Policy Planning (ILPP) has completed a study funded by the Robert Wood Johnson Foundation. The study examined how well jail medical departments were integrated with public health departments, both of which are paid for with the same county funds and have many of the same clients. Public health goals, rather than litigation avoidance and cost control, should drive jail medical goals

Using tuberculosis (TB) as a case study, ILPP studied the cost to both the county and the community of ignoring jail medical departments' crucial role in the public health system. These include the costs of communicating disease to jail staff and the community.

## *Study Findings*

- Jail medical systems have been under-utilized in national TB control efforts.
- County money spent on TB treatment can be wasted and counter-productive without public health follow-up of those released from custody.
- The TB rates in jails are three to four times national rates. In 1995, 32% of all HIV-positive persons in California were in prison. These statistics illustrate how correctional facilities can act as disease incubators.
- Adherence to TB treatment among released inmates is low.
- Multi-Drug Resistant (MDR) TB is a deadly and more virulent strain of TB infection that is caused by non-completion of TB medication. On the rise nationally, it is probably "caused" by the "jail medical approach" without public health integration.
- MDR TB has hit jails because of crowded jail conditions and the high return rate of inmates who have previously discontinued TB treatment.

## *Recommendations*

- The valuable role of jail medical departments in overall community health services needs to be recognized nationally.
- Public health and jail medical departments need to meet regularly to coordinate their services and goals.
- By coordinating with the county TB registry, jails can help track TB patients and many "problem" cases.
- Correctional system administrators need to be educated about TB control and health care priorities in the community, so that medical services can be coordinated with jail administration. Without direction from the top, optimal jail medical services are not possible.
- Jails should develop written policies for interagency TB control, and jail medical staff should be trained in TB control procedures, including a regular review of medical records.

### ***The Confidentiality Issue***

Because of confidentiality requirements, many jail administrators are skeptical about getting the cooperation of public health departments. Although AIDS is a difficult issue in this regard, few would disagree that people have the right to know about someone with drug-resistant TB. I am trying to empower you to urge your public health boards to cooperate. Confidentiality rules mean that you cannot tell the guy on the street about an inmate, but what is called for here is an exchange of information between two public agencies. An easy approach is simply to compare the county TB log and the booking log. This gives you information about whether you have TB-positive individuals going through your jail.

### ***Jail Administrators' Leadership in this Area***

Administrators of large jails should provide leadership in promoting public health and jail medical cooperation. As your job is to mediate between your agency and the outside world, encouraging public health departments to cooperate with you is a crucial role. Eventually, I see the whole jail system tied to public health concerns, with offenders' release contingent on protecting those concerns.

*For additional information, contact Alan Kalmanoff P.O. Box 5137, Berkeley; CA 94705; 510/486-8352.*

# Preparing and Training Staff to Manage Juvenile Offenders

## Harold B. Wilber, Pinellas County, Florida

Pinellas County is the most heavily populated county in Florida. A political decision by the county commissioners led to the development of the Pinellas County Boot Camp.

Through NIC assistance, staff were sent to see a boot camp in Texas and another in Florida. Based on what was learned, Pinellas set up a program that is essentially a school with a military flavor. It places a heavy emphasis on counseling and a caring atmosphere as well as on physical education and education, including 300 minutes of school every day. Juveniles are confined for four months and then given eight months of aftercare. Thirteen platoons of 15 kids each have graduated so far. Five counties feed into the boot camp.

### *Pinellas County's Basis for Boot Camp Staff Selection*

- State-Certified Detention Deputy--In Florida, this is a man or woman who has gone through 15 weeks training including 5 modules on criminal justice and corrections and has passed a state exam. Pinellas County also requires being polygraphed, taking a physical abilities test, and passing a psychological exam.
- Employed by the Sheriffs Office--This became an issue in terms of a counselor.
- Completed Probation--Candidates must have completed a year of employment.
- Voluntary Transfer--Work in the boot camp is on a volunteer basis; staff can bid on positions.
- Oral Interview
  - Emphasis on ability to make correct and immediate decisions;
  - Values of the applicant;
  - Special abilities and qualifications of the applicant;
  - Prior disciplinary action;
  - Understanding of adolescent behavior; and
  - Physical condition of applicant.
- Personnel File Review--Sometimes you discover things buried for years that would make an applicant unsuitable to work with kids.
- Prior military experience is not a prerequisite--Military experience is not a good criterion for boot camp staff.
- Department of Juvenile Justice background screening--This new agency in Florida often passes unfunded mandates.
  - FCIC Name Search
  - NCIC Name Search
  - Driver's License Record
  - Fingerprints to the Florida Department of Law Enforcement and the FBI

### ***Other Screening Devices***

- Address is needed to know where our staff live, especially because we are in a hurricane environment.
- Sick Time is important in terms of providing a track record of who is coming to work. The amount of sick time on the books is another useful screening device.
- Shift differentials of 5% and 10% may be lost in boot camp.
- Oral board questions and a mechanism for scoring are crucial..

### ***Requirements***

- ◆ An orientation for new employees is important to explain the structure of juvenile corrections.
- We provide 80 hours of additional training for new employees, which was mandated by the Juvenile Justice Department. No money was available to us, but they are now providing instructors.
- A comprehensive use of force report is important.
- Resources are sometimes difficult to obtain, possibly only through “midnight requisitions”; we got uniforms from a high school ROTC program- The only thing we buy is underwear, shoes, and hats.
- Salary incentive pay is not provided, but officers do get free cleaning for their uniforms.
- A vehicle for the boot camp commander is necessary. Because so many agencies are involved in the boot camp, this person needs a vehicle to attend meetings all over the county.

### ***Other Comments***

- ACA has standards for boot camps, but Pinellas is not yet accredited. Historically, boot camps have targeted 18-26 year olds, but in Florida, 14-17 year olds are held in boot camps.
- I recommend against putting the boot camp under the head of the agency. Pinellas’ boot camp is under the Support Services Officer.
- Regulations affecting boot camps are constantly evolving; the next issues may be ADA issues and those relating to females.

*For Additional information, contact Harold Wilber, Pinellas County Sheriff's Office, 14400 49th St. North, Clearwater, FL 34622; 813/464-6466.*



## **David Owens, Jr., Camden County, New Jersey**

### ***Background***

Camden County's youth center is now under the adult system in a new Department of Corrections and Juvenile Justice. What prompted this move was a high-profile case, in which an 11-year old boy tried to carjack a well-known physician's car and, in the process, shot and killed the doctor. The boy was so short that he could not see over the steering wheel, so he then injured two people in another car. The community was upset and angry.

### ***Needs Assessment***

Even before the youth center was brought under adult corrections, we had begun to see juveniles certified as adults and had found staff were ill-prepared to deal with them. Our first step was to do a needs assessment, in which we asked staff, "What training do you need? What would benefit you in doing your job?" We were surprised by the level of response and by the substantive ideas we were given. Based on the staff response, we developed a central theme on which we would provide training. The department also did a needs assessment of the kids. After gathering this information, we turned to the American Correctional Association, which assisted in developing the training program for staff.

Two major points:

1. Training is crucial. You cannot assume that because someone has been in corrections for years or has worked with a younger population that the individual can work with juveniles.
2. Juveniles, even those certified as adults, should be kept separate from the adult population to provide an opportunity to make a difference. The principle reason we made this decision, however, was that the older inmates asked to have the kids kept separate.

### ***Training Points on Juveniles' Behavior***

- Understand the individuals with whom you are dealing:
  - Treat each resident with the dignity that he or she deserves. This can be the most important step in teaching residents how to respect the feelings of others.
  - Treatment starts and ends with you.
- Juveniles' need for power and control is apparent:
  - They see people as valuable only if they bend to the delinquent will.
  - They crave the excitement that comes from having the power to make victims yield to their demands.
  - Juveniles want to dominate every situation and will resort to any tactic to get their own way.
  - Manipulation is a form of overpowering.
  - Angry outbursts may be a way of getting their way.

- They refuse to listen to another point of view.
- Juveniles' narcissistic outlook on life:
  - They have a self-centered view of life.
  - They see things in terms of "what is in it for me?"
  - Giving of themselves to help others is a foreign idea.
  - They confuse needs, desire, and control with love in a relationship.
  - Their view is, "I'm number one! I can do anything I want and there is nothing anyone can do about it."
- Juveniles' Criminal Mask
  - They seem to wear a mask all the time and quickly change masks to match others' demeanor or behavior. (For example, they may show remorse or guilt while talking with staff but brag about their behavior to a group of juvenile residents.)
  - This is a useful defense mechanism for both juveniles and adults.
- Juveniles' Lifestyle of Lying
  - Most people lie occasionally, but lying becomes a lifestyle for some.
  - Many lie for so long that they begin believing their lies. Once it becomes clear that the person believes the lie, do not confront him.
- Juveniles' Low Frustration Tolerance
  - Their attitude is characterized by "I want what I want NOW!"
  - They immediately become angry because they are disciplined.
  - Many juveniles blame instructors or counselors for their problems.

### ***Identifying Staff to Work with Juveniles***

Young staff like clients from the same culture, tend to have a low tolerance for frustration. We look for maturation factors and have screened officers to find those who have a number of children of their own. Female officers have often been better at working with kids and getting them calm. It is important to identify staff with maturity and understanding.

*For additional information, contact David Owens, Camden County Correctional Facility, 330 Federal Street, Camden, NJ 08103; 609/225-7632.*

## **Patrick Sullivan, Sheriff, Arapahoe County, Colorado**

### ***Background***

Arapahoe County is in the southern suburbs of Denver; the county is 72 miles long and 12 miles wide and has a population of just under 450,000. The population of Denver itself is about 485,000, Jefferson County has 475,000, and Adams has about 300,000. Arapahoe County has two jails, one old one in Littleton with 127 beds and a new one built in 1987, which has 384 double-bunked cells.

In 1988, the Colorado Division of Youth Services (DYS), which handles juvenile jails, ran into problems at a youth center in Denver. The Division was under a court order to improve housing conditions for juveniles. The legislature eventually provided funds for remodeling, but they needed a place to put the kids while the remodeling was taking place. Arapahoe County had room in the jail, so a pod was turned over to DYS.

### ***Housing Juveniles for the Division of Youth Services***

DYS put all the juveniles into one 96-pod cell, which they ran and staffed. The kids were in their own civilian clothes, including their gang colors. Staff who were also in civilian clothes, did not like being there, so they tended to sit around and read newspapers. They opened the doors between the modules that held males and those that held females; the result was inevitable. Our staff had to try to get the attention of DYS staff to break up couples. When DYS returned to their own facility, they had to reimburse Arapahoe County \$25,000 in repairs. Although we held their juveniles for 13 months, we had very little control.

### ***Juveniles Bound Over as Adults***

In 1992, the governor called back the legislature for a special session on youth violence. A number of laws were passed cracking down on youth crime, and more space was needed to house juveniles. We again agreed to hold some juveniles, but this time only if Arapahoe County Sheriffs staff not DYS staff, were in charge. We cleared out three modules and, in the process, Arapahoe County followed all the Office of Juvenile Justice and Delinquency Prevention (OJJDP) requirements, including sight and sound separation and separate staff.

Thirty deputies were assessed to select those who would be trained as juvenile deputies. Those selected were sent to the Division of Youth Services for 40 hours of training on how to work with juveniles. The staff were impressed by the training but could not understand why DYS staff had not followed it. The 30 deputies would be the only ones to handle the three juvenile modules.

The juveniles went into orange jumpsuits and got haircuts; this eliminated all gang symbolism. The program was not as regimented as a boot camp but there were some established routines such as cleaning their area before meals. It went well.

The same staff are now taking care of the kids bound over as adults. Their pods run on the same open hours and same lock-down schedule as the rest of the facility. We have 15 kids in a 16-cell

module. We are holding bound over juveniles from neighboring Jefferson and Adams counties. For these counties, we trade bound over juveniles for a female inmate. We are picking up kids from around the state because smaller jails have a major problem with how to handle juveniles who have been bound over.

Our staff learned a lot from watching the earlier mistakes of DYS staff in the facility. Our staff also received good training. The juveniles' units are now the cleanest, most orderly, in the jail.

*For additional information, contact Sheriff Patrick Sullivan, Arapahoe County Sheriff's Office, 5686 South Court Place, Littleton, CO 80120-1200; 303/795-4710.*

# **Community, Media, Intergovernmental and Inter-agency Issues**

## **Denis Dowd, Shelby County, Tennessee**

About two years ago at a Large Jail Network meeting right after I started at Shelby County, I gave a snapshot of how we were handling juveniles and offered some projections for the future, based on a new law. I was absolutely wrong.

The Shelby County Jail houses all pretrial detainees for the entire county, irrespective of the arresting agency. The jail has a total capacity of 2792 and a capacity for 90 remanded male juveniles and eight remanded female juveniles. We have a close working relationship with local juvenile facilities, in part because responsibility for juveniles with severe medical problems is shared with them

Tennessee has removed any age restrictions on remanding juveniles to adult court; an offender of any age can be remanded. In addition, the number of crimes for which a juvenile can be remanded has been expanded. Once remanded to adult court, a juvenile must always be tried in adult court. For any charge, such a juvenile would be considered an adult in terms of housing.

Two years ago, the Shelby County Jail held 88 remanded juveniles. The crime they were most commonly charged with was murder, and aggravated assault was second. We anticipated an increase in the number and severity of charges and an expanded remanded population. However, we were wrong. The population of juveniles is down to 79 and the most common charge is aggravated robbery. We have seen a decrease in the number of remanded juveniles and in the crime severity. There is no explanation for this, but at ours is at least one jurisdiction that has not followed the general trend.

### ***Community and Family Issues***

The juvenile detention facility has noted significant problems with parental attention to juveniles. Many are in the facility because a parent or guardian will not come get them. Based on that experience, we expected the same pattern with remanded juveniles. However, it has not been the case. Of the under-18 year old remanded juveniles, every one had a legitimate home address and nearly all had a family visit from a parent or sibling within the past two weeks. Ironically, family interest seems to increase when a youngster becomes part of the adult system perhaps, in part, because family responsibility for a problem kid is relieved when a juvenile is remanded. There is a certainty of sorts, a predictable future in which the kid will be doing hard time.

Nearly all remanded juveniles, except a few in protective custody, also get visits from colleagues in gangs. The contact with gangs continues, and what happens in the community affects what happens in the jail--and vice versa. We have also noted that juveniles in jail continue to act like juveniles in terms of compulsiveness. In their housing area, the greatest need for medical treatment results from fights between inmates.

### ***Media Relations***

Because of the remand process, the media knows about juveniles committed to the adult court for serious or heinous crimes before we do. When a notorious juvenile offender is remanded to adult court, I know it because the media contacts me for an interview.

Our practice had previously been neither to encourage or discourage inmate contact with the media. If a media representative wanted to interview an inmate and the inmate agreed, we let this happen. However, I began to wonder if under 18 year-olds had the same legal status as true adults. The opinion of the legal advisor was that if we permitted media representatives to interview a remanded juvenile before the juvenile had a court-appointed attorney, we might be interfering with access to due process. Based on that quasi-opinion, we established a policy that prohibited media contact without the express approval of a juvenile's appointed attorney. The media have so far accepted this policy without question.

Because of remanded juveniles' high profile, there is generally an increased media focus on how juveniles are treated in adult jails. There has also been more volunteer, religious, and social service emphasis on this group, with over half the volunteer resources currently committed to remanded juveniles. Our policy has been that any-media, questions about-remanded juveniles are addressed by an invitation to come to the facility and look. Media representatives are free to talk to people and to look around. Our policy of providing an honest perspective of how the jail deals with juveniles has not created any problems.

In dealing with all aspects of the community, the expectation seems to be that, on the one hand, juveniles should be treated like an adult in terms of control and security, and, on the other, in terms of treatment, they should be treated like juveniles.

*For additional information, contact Denis Dowd, Shelby County Sheriff's Office, 201 Poplar Ave., Memphis, TN 38103; 905/576-2414.*

## **Tom Allison, Orange County, Florida**

What is wrong with our profession is that we don't like to make waves and don't like to make smoke. This means that we do not get to make the decisions. People who do not understand our system tell us what to do. We hold in our hands the power to change the system but we are replicating with juveniles the same tired system that has failed time after time with adults.

### ***Balancing Retribution and Treatment***

A Task Force on Juvenile Crime in Orange County brought together all the community leaders. After spending a year a half arguing about what to do about juvenile crime, we finally arrived at a juvenile continuum of care that includes a boot camp, a youth academy, a secure school, and aftercare programs back in the community. The program is balanced between retribution and treatment. When the media started seeing drive-by shootings and turned their cameras on, we had answers. Typically what happens in our communities is a reactionary answer. If you look at corrections' history, you find that corrections has been one reactionary movement after another.

Hundreds of tours go through our facility every year, and the first question from visitors is, "How do you support this and survive?" Orlando, Florida, is one of most conservative communities in the country. Who would have thought we could have an entire school inside a jail supported by this community? Of course, one answer is that we run the program for about two-thirds of what it used to cost. This is the kind of "smoke" we have to provide for the media.

### ***Attacking Crime***

What is wrong with our nation is a lack of balance. There is nothing wrong with punishment, but punishment alone creates an angry person. If all you do is punish someone, you will have an awfully angry person in your community. These are the things that cause crime: you can't read, you are under-employed, have mental health problems, or you abuse substances. The more of these factors at work in a person, the higher the probability the person is a criminal. If you want to attack crime, you must attack these issues.

The five largest states haven't added a single university classroom for five years because they are building prisons. We are doing less education in this country, even though education is the key to attacking crime. We who know best about the importance of balance have to stand up and say "No more." The continuing challenge is to take the existing body of knowledge and act on it. For example, a recent NIJ study of youth boot camps says that they make no difference without an after care program. A continuum of care is necessary.

We have to start thinking of corrections as connected to our community. We have a responsibility to our community. We also have to accept the challenge to be efficient so that the money that is saved from corrections can go back to the community. It is the infrastructure of the community that creates crime. Until we attack the infrastructure, we will always have crime.

What I know about children is that children always act out the inconsistent messages they get. Why are they doing what they are doing in society today? They are reacting to the messages our

society is giving them The system works for a 62-year old, but what message do we give to the child and to our society when we put 14-year-olds in jail?

I survive in a conservative community because I have created smoke for the media to follow. When I speak, for example, to a Lions Club, I often follow another speaker who is quite vocal about the horror of crime in our community. Eventually, someone will ask, “How do you create a balanced system?” What I have found is that people want to respond to this challenge. The idea that the American people expect and demand that we be cruel to these children is a lie. What they want is for us to stand up and speak. It is our job to provide alternatives to punishment alone.

*For additional information, contact Tom Allison, Orange County Corrections Division, P. O. Box 4970, Orlando, FL 32802; 407/836-3523.*



## **Tim Ryan, Alameda County, California**

The Alameda County Sheriff's Department has no juveniles in custody. Probation has sole responsibility for juveniles, except for transportation. Because juveniles are not my business, I am taking a different tack on this issue.

There is no question about the widespread perception of the level of violence among juveniles. In the county next to mine, a six-year old broke into a house and nearly killed a six-week old baby. Four weeks ago, a 12 year-old mentally retarded boy used a baby as a baseball bat. Alameda's Juvenile Hall is holding 350 juveniles in a facility with a capacity of 288.

### ***Justice and Injustice***

The concept of the juvenile court dates back only to about 1899, but juvenile justice has been defined as a parental role since Hammurabi about 5,000 years ago. We have some ideas about justice and injustice, but when kids are involved, there is a difference. Society has trouble with this issue because we do not want to adversely affect the child, but at the same time, we recognize our need for safety. We require the following when we speak of justice: a demand for equality; a need to recognize human dignity; conscientious human behavior; due process; and fulfillment of human expectations.

We search for definitions and factors that cause the problem so that we can fix them. We want to say that it is their age, but that does not work when six-year-olds are committing crimes. We want to say that it is only young men causing the problems, but we have girl gangs. We want to attribute crime to certain minorities, but it crosses all racial lines. It is not just the poor, and it takes place in all communities. We blame it on gangs. In essence, we are searching for who to blame.

### ***Focus on Prevention***

- ◆ Schools--As a 13-year member of our local school board, I know that the community wants schools to have the answer. We have been asked to take action by closing campuses, providing anger management classes, providing school resource officers, having zero tolerance for guns, establishing DARE programs, and considering uniforms.
- ◆ Communities--Communities have added police on city buses, established curfews, prohibited cruising, established "parents' days."
- ◆ States--Legislatures have developed "three strikes" laws, abolished parole, and reduced the age limits for being tried as an adult.
- ◆ General--Violence has been seen as a public health issue, and groups have tried to establish business partnerships
- ◆ Santa Rita Jail Program--A pilot program with a local high school involves placing students in cells, where they are locked down for ten minutes. This visit to the jail impresses them greatly.
- ◆ Other Programs--At the local prison, high school students with a disciplinary history are given a tour and one-on-one counseling by an incarcerated individual.

- Media--Although we might like to, we cannot turn back the clock to a day when movies had better values. We need to look at the movies our kids are watching. We put ratings on them but no one is stopping them TV, even the nightly news, seems to put excessive emphasis on the violent side of our society.
- Music--Rap and other music espouse sexism harassment, weapons, and violence.
- Computers--Pornographic material is available through the Internet.

### *Alameda County Programs*

- Alameda County is restricting TV to certain channels. Local channels and the major network channels are not allowed. We allow educational programs only, including PBS, TNT, and, sometimes, ESPN, for special events. However, the juvenile facility does not do the same thing.
- Local Approaches
  - Locally, we are trying more kids as adults, which seems to feel good, but is it an answer? Recent discussions have focused on trying kids as adults, but incarcerating them locally. Nothing has developed along these lines yet.
  - An Orange County Probation study showed that fewer than one-third of juveniles re-offend. If we could concentrate on those one-third, we might be able to reduce recidivism
  - A law passed recently that allows sheriffs discretion to house juveniles, provided that the juvenile court and probation officer agree. I do not want juveniles in our facility, but we have started a pilot project with Probation. The first test is an electronic monitoring program for 30 juveniles. The Sheriffs Office oversees the computer technology and faxes the Probation Department if there is a violation.
- State Approaches
  - Alameda County recently received \$97,000 to examine the feasibility of housing at least some of the state's juveniles. A plan was submitted in June.
  - State/County Corrections Realignment--As part of the 1996/97 state budget, \$20 million has been proposed for three pilot projects to initiate the plans outlined in the grants.
  - DOC Overseeing Juvenile Facilities--The Board of Corrections will set up standards for juvenile facilities. Hearings are now taking place, and it is not clear what this may mean.

### *The Future*

When we look to the future, we have to decide how to spend our money. Possibilities include such uses of technology as video monitoring at home or voice control of individuals. Other, more practical, suggestions include a return to the military, paddling in schools, caning (as in Singapore), or more police on the beat.

If these things do not work, things will get worse. Statistics show that between 1984 and 1994 homicide rates tripled among those under 17. By 2005, 24% of all homicides will be in this age

group. By 2000, we will be incarcerating 5,000 teen killers annually; as in 1994, 82% of these used a gun.

***The Other Side of the Story***

Three years ago, there were seven gun incidents on our campuses, which house 10,000 students in a fairly affluent suburban neighborhood.

At a middle school, a boy was caught attempting to sell a gun to another student. He was brought to the School Board for expulsion. However, it turned out he was selling the gun to buy food for a destitute family. Each School Board member chipped in ten dollars. The gun was destroyed, and the boy had to prove that he bought groceries. In other words, nothing is simple.

*For additional information, contact Tim Ryan, Alameda County Sheriff's Department, 1401 Lakeside Drive--12th Floor, Oakland, CA 94612-4305; 510/208-9812.*



# Summary Remarks

## Richard Gable, National Center for Juvenile Justice

The discussion at this meeting fell into three categories: 1) what the public expects of us; 2) what is practical; and 3) what is right. Everyone pointed to the tension among these three things. Programs are not what is expected by the public, but it is not right or pragmatic for kids to watch television all day. We have focused on what happens when pragmatism and expectations collide. Although juveniles are really in jail for punitive reasons, this may not be right. Certainly the community wants to feel secure, even though jail may not be an appropriate place for some of these offenders. So the question is, "What is our role?"

There have been some striking similarities about the presentations at this meeting:

- We are all traveling down the same path. It is a new road, and none of us knows where we are going. The Large Jail Network enables administrators to talk to one another and, perhaps, keep each other out of trouble.
- The quality of the discussion of education has been impressive. You all recognize the importance of providing education, not only because of the availability of funding, but because it is the right thing to do.
- Most of you still believe that there is youth left in youthful offenders.
- I have been surprised by how much you are pressed to respond to mandates for which you have no resources.
- The conventional wisdom is that serious juvenile offenders are the toughest, hardest to manage offenders. Some of you are experimenting, however, and finding that this characterization is not altogether true.
- Like all other meetings on juvenile justice, everyone here wishes that someone early on had done a better job. The fact is, we are not going to have a great deal of influence over what happens upstream.

### *Some Other Observations*

You have entered the Alice-in-Wonderland world of juvenile justice as a result of someone else's decisions. In a sense, the discussion here was very similar to those that have-taken place about juvenile justice for ten years. The question continues to be: "Should we do good, do bad, do nothing for these kids?" My recommendations are:

1. Stay with your mission. The mission of jails is principally to hold offenders off the street. There are juvenile detention centers with excellent services, in part because judges and probation officers know that they are the only places where some of these youngsters can

get good services. But providing services to youthful offenders is separate from the jail's original mission. I dread the day when people will say, "If you want the good stuff go to the jail."

2. I encourage you not to duplicate what already exists. The kids in the detention centers are a lot more like those you hold than they are different. If we can share resources, we can save money and trouble.
3. It is probably easy to become isolated, but you can't afford to be because you can't afford to do everything yourself
4. Although you feel resource-poor, compared to juvenile detention centers, your facilities are rich. I worry about the depth of your resources, because the only reason we don't incarcerate everyone is that we have run out of room. If room is available, we will think less about what we are really doing. I think you should be selfish about your resources.
5. Finally, I think this group is up to the task confronting it. I am most impressed that you chose to tackle this issue. Juveniles still represent only a very small part of your population. Perhaps a reasonable objective is to keep your eye on the jail's main mission, which is to protect the community, and to ensure that most kids leave your facility a bit better than when they came to you. If you can do this, you will be doing a lot.

# Developing the LJN Electronic Mailing List

Larry Solomon, NIC, and Art Wallenstein, King County, Washington

## *An Electronic Mailing List*

The turnover among administrators of large jails is quite small, and information exchange strengthens group cohesiveness. Participation in a mailing list would enable members to ask questions of each other. The Large Jail Network is not currently taking advantage of technology, so NIC was asked to look at the potential to link Network members via technology.

Meeting participants agreed that they would like to participate in an electronic mailing list. A number of jail administrators already have access to e-mail via the Internet. Those who are not linked to the Internet may follow the directions *in the Large Jail Network Bulletin*. The Department of Justice file server will be the vehicle for communication; DOJ's Eric Miller will be in charge of the file server.

NIC will work individually with jail administrators to help them gain access to the mailing list. A few ground rules need to be established, such as whether membership in the mailing list will be agency-based or based on an individual. Even with such issues, it is possible to have the Large Jail Network Mailing List up and running in 30-60 days.

*For additional information, contact Larry Solomon, Deputy Director, National Institute of Corrections, 320 First Street, NW, Washington, DC 20534; 202/307-3106.*





# Accreditation and Large Jail Management

Tom Reid, Ph.D., NIC Jails Division

## *Benefits and Value of Accreditation*

I will be compiling a report to the NIC Advisory Board on what the Board could do to support accreditation. Only a handful of jails have received accreditation from the American Correctional Association (ACA). Of 3,304 local jails, 77 are currently accredited, and an additional 28 are in the process of seeking accreditation, together representing only 2.9% of all jails. However, there are clear benefits of accreditation for large jails; accreditation provides:

- Reduced liability;
- A better system of documentation;
- Better policies and procedures;
- A good management tool;
- A good planning tool;
- Systematic change;
- Direction for the future;
- A way to confirm quality; and
- A process for identifying problems and developing solutions.

## *The Accreditation Process*

The first step in the process is identifying and solving (potential) problems through:

1. Self-assessment, through which you identify areas of current compliance by reviewing policies and procedures, documentation, and operations. Areas of non-compliance are also identified, and potential changes and their costs are assessed.
2. The next step is to develop a compliance work plan.
3. Prepare documentation files, including policies and procedures and written proof of compliance with those policies and procedures;
4. Prepare the facility. Aggressively attack the issues of fire, safety, and sanitation.
5. Call for Pre-Accreditation Audit. NIC will provide this service to review the facility's readiness for accreditation 90 days before the actual accreditation visit.
6. Call for the ACA audit. Three auditors will be in the facility for three days.

You will then receive the Audit Report, indicating compliance with mandatory and non-mandatory standards. (100% compliance required on mandatory standards and 90% compliance with non-mandatory.)

7. Accreditation hearing will be held, offering an opportunity for appealing and laying out a plan of action.
8. The final stage is to plan for ongoing accreditation activity to ensure continued compliance.

### ***Management Benefits of Accreditation***

The benefits of accreditation for managers of jails include:

1. Reduced liability as a result of identifying problems and solving them;
2. Policies and procedures tested against a national standard for their content;
3. Identified gaps in documentation;
4. Aggressively attacked fire, safety, sanitation issues;
5. Gained better insight into actual operations;
6. The accreditation team performs as an internal auditor for your organization on an ongoing basis.

### ***The NIC Accreditation Assistance Program***

NIC's Accreditation Assistance Program offers the following services:

1. Initial Assessment
2. Pre-Accreditation Audit
3. Consultation prior to the hearing
4. Ongoing consultation on standards compliance

### ***Why Are Jails Not Participating in Accreditation?***

Jail administrators express a variety of reasons for not participating, including a sense that the process is too expensive, that the standards themselves are sometime irrelevant and unrealistic, and that they bear little real relationship to quality in jail management. In some minds, there is a conflict between what is politically appealing and what is actually good for the profession of corrections. Given recent legislation, accreditation is not clearly necessary in order to avoid litigation. Accreditation is also seen as having little force in the county budget realm, because it is difficult for a jail administrator to justify the expenditure of staff and other resources with no immediate, direct pay-off.

# Topics for the Next Large Jail Network Meeting

## Richard Geather, NIC Jails Division

The following topics were proposed for discussion at the next meeting of the Large Jails Network:

- Technology
- Privatization--an update
- Media Relations
- Violent Inmates
- Liability
- Professional Standards
- Health Issues
- Litigation Reform Act
- Workers Compensation
- Jail and Community Relations
- Restorative Justice Model
- Impact of the Crime Bill
- Contracting for services

The group agreed to focus on:

1. Privatization--how to compete with the private sector;
2. Contracting for services--how to contract for and monitor services; and
3. Liability-an update



# **APPENDIX A**

## **EMERGING TRENDS:**

### **Tables and Graphs**



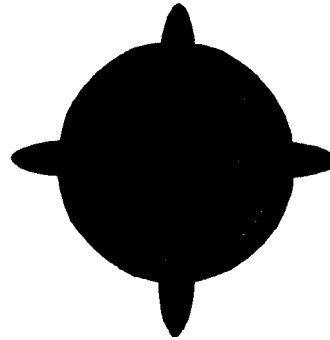
---

# The Juvenile in Adult Jails

## Emerging Trends and Concerns

Richard Gable, Director Applied Research  
National Center for Juvenile Justice

{ Presentation Overheads }

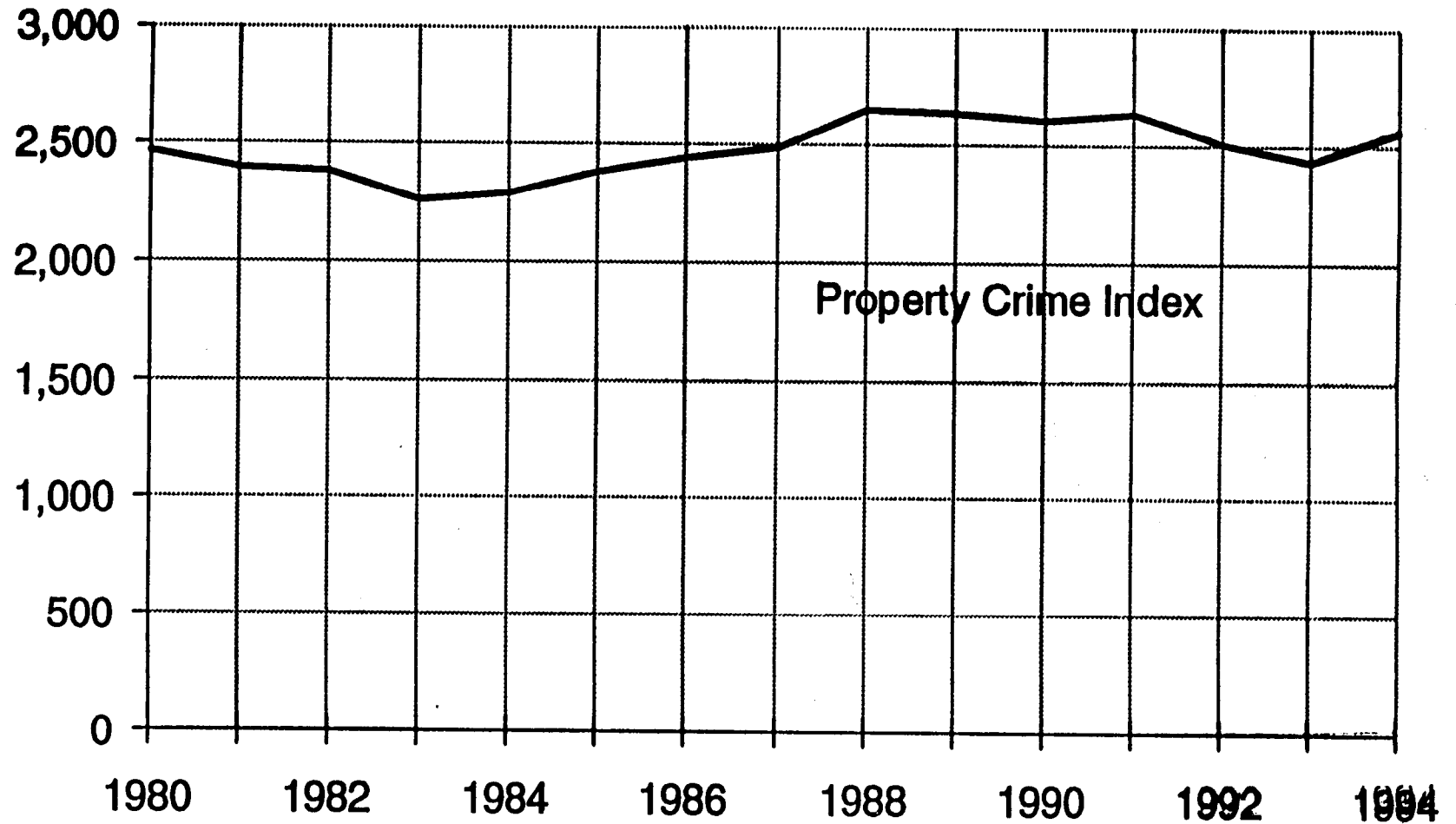


**LARGE JAIL NETWORK MEETING**

JULY 8, 1996

---

## Arrests per 100,000 population ages 10–17

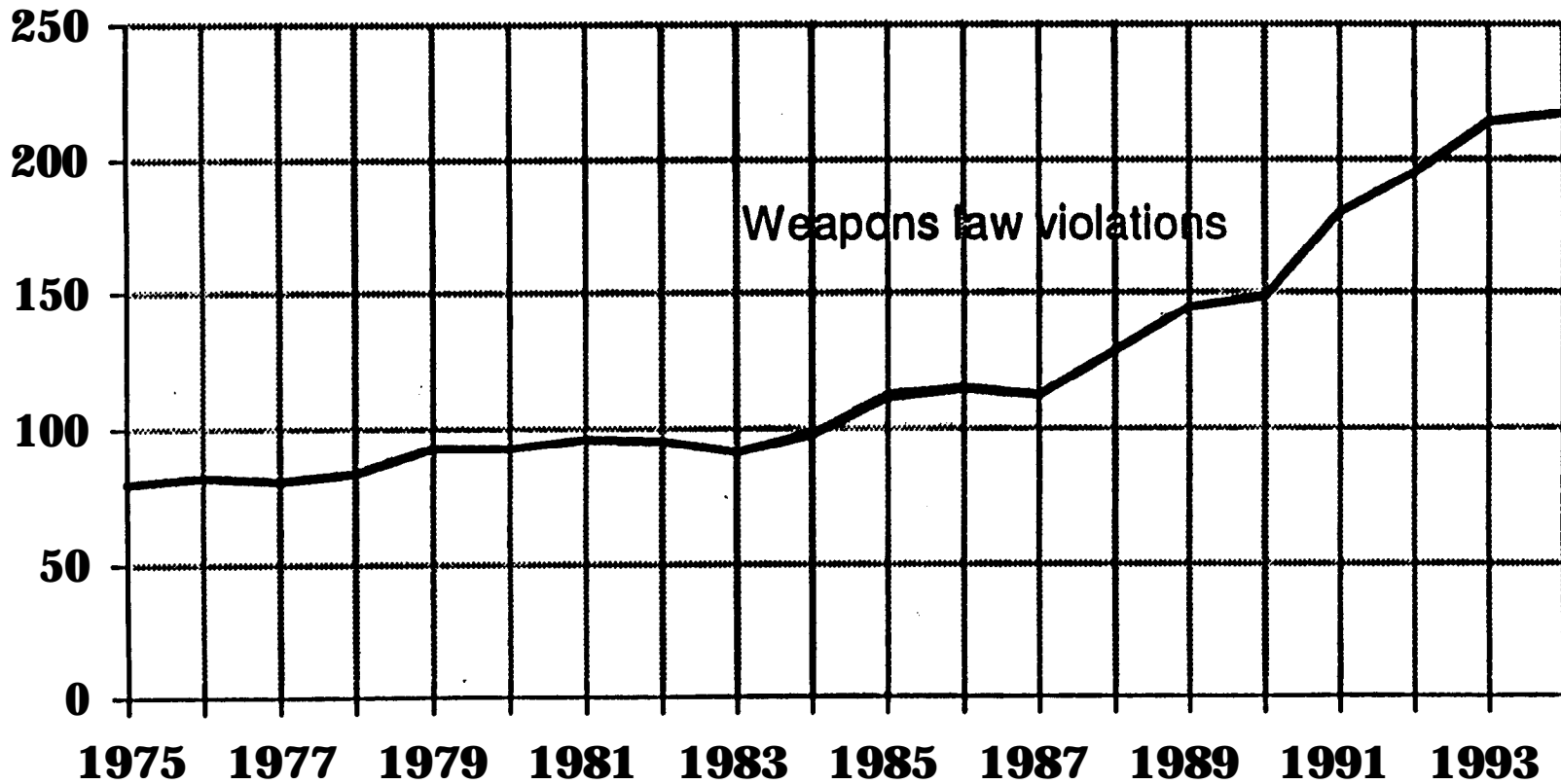


Data sources: FBI. Crime in the United States for 1980-1994 and unpublished data for 1980 and 1981. Bureau of the Census. Current population reports, series *P-25*.



# The 20-year trend in the rate of juvenile arrests for weapons law violations closely parallels the juvenile arrest trend for murder

Arrests per 100,000 juveniles ages 10-17



Data sources: FBI. (1994). *Age-specific arrest rates and race-specific arrest rates for selected offenses 1965-1992*. (1994). *Crime in the United States 1993*. (1995). *Crime in the United States 1994*. Bureau of the Census. (1995). *Resident population of states 1992-1994* [machine-readable data file] and *Current population reports, series P-25*.

Source: Snyder, H., Sickmund, M., and Poe-Yamagata, E. (1996). *Juvenile offenders and victims; 1996 update on violence*.

# Mandatory Minimums

- **14 states have added or modified statutes allowing mandatory minimum sentences**  
Arizona, Colorado, Connecticut, Idaho, Indiana, Louisiana, Massachusetts, Missouri, New Jersey, Ohio, Texas, Virginia, Washington DC, and Wisconsin
- Most mandatory minimums target certain violent crimes
- Some also target certain age offenders

# Changes in transfer/sentencing laws ➡ correctional programs needed

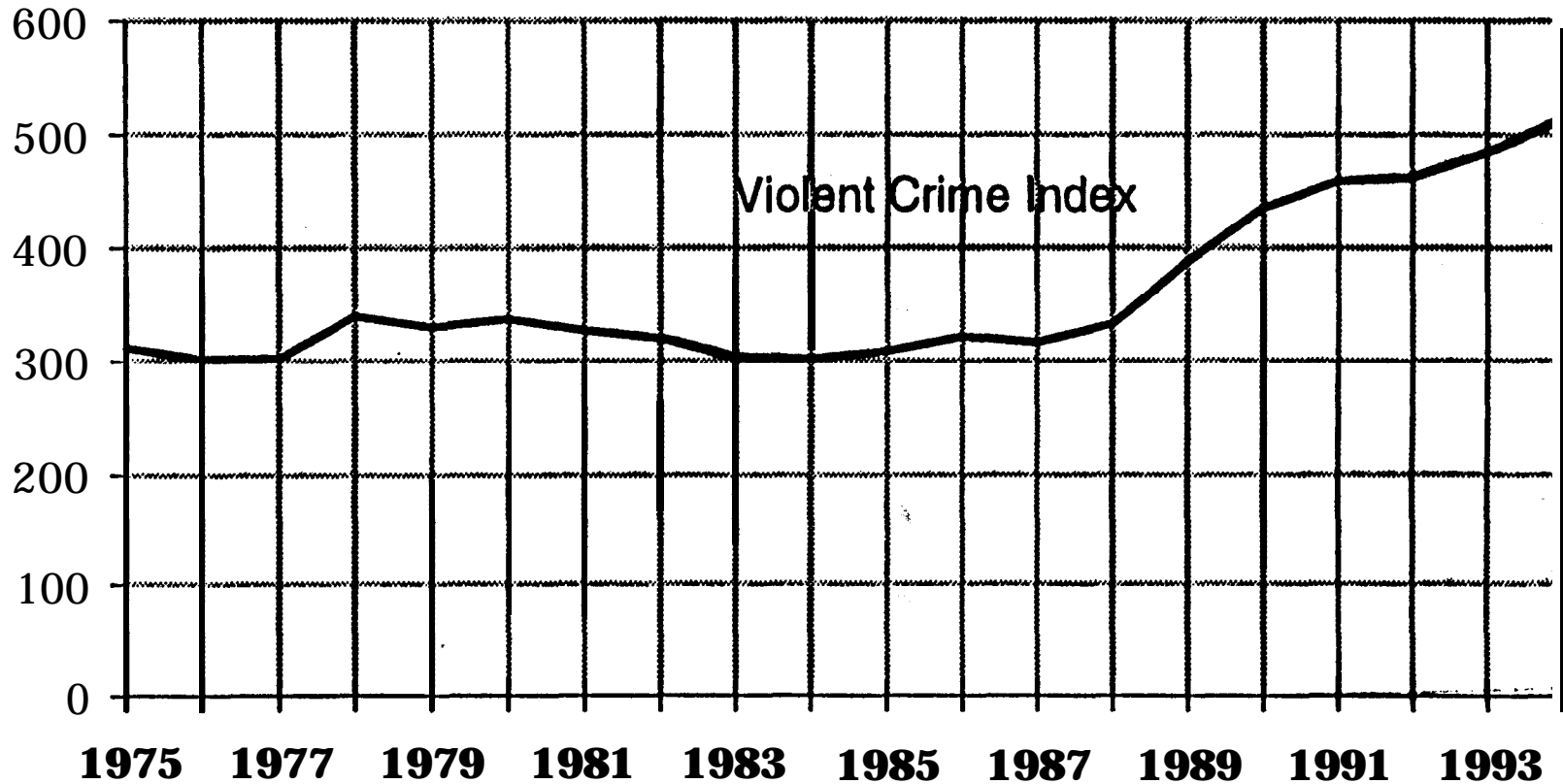
- Straight adult incarceration
- Graduated incarceration
- Segregated incarceration
- Youthful offender designation
- Back to basics

# Summary

- Change is nearly everywhere
- Change is consistent
- Change has differential impact on minorities
- Decision making roles are changing
- Change increases secure placement
- Change precedes capacity
- Change is not tested

**From 1975 through 1988 the juvenile arrest rates, for violent crimes remained relatively constant, but these rates have climbed rapidly in recent years**

**Arrests per 100,000 juveniles ages 10-17**

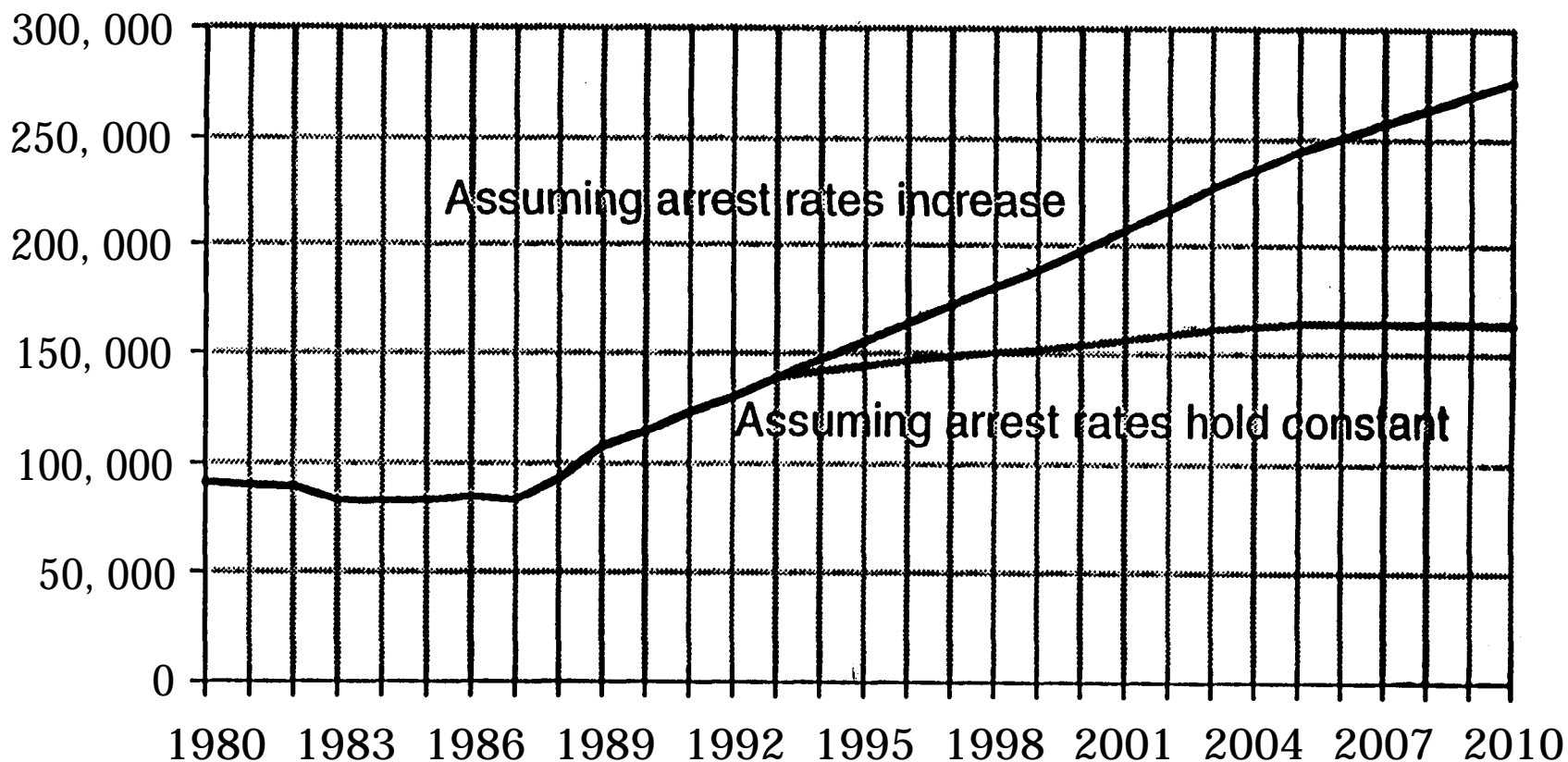


Data sources: FBI. (1994). *Age-specific arrest rates and race-specific arrest rates for selected offenses 1965-1992*. (1994). *Crime in the United States 1993*. (1995). *Crime in the United States 1994*. Bureau of the Census. (1995). *Resident population of states 1992-1994* [machine readable data file] and *Current population reports, series P-25*.

Source: Snyder, H., Sickmund, M., and Poe-Yamagata, E. (1996). *Juvenile offenders and victims: 1996 update on violence*.

**If Violent Crime Index arrest rates for juveniles ages 10-17 Increase in the future as they did from 1983-1992, arrests will more than double by 2010**

**Arrests of juveniles ages 10-17**

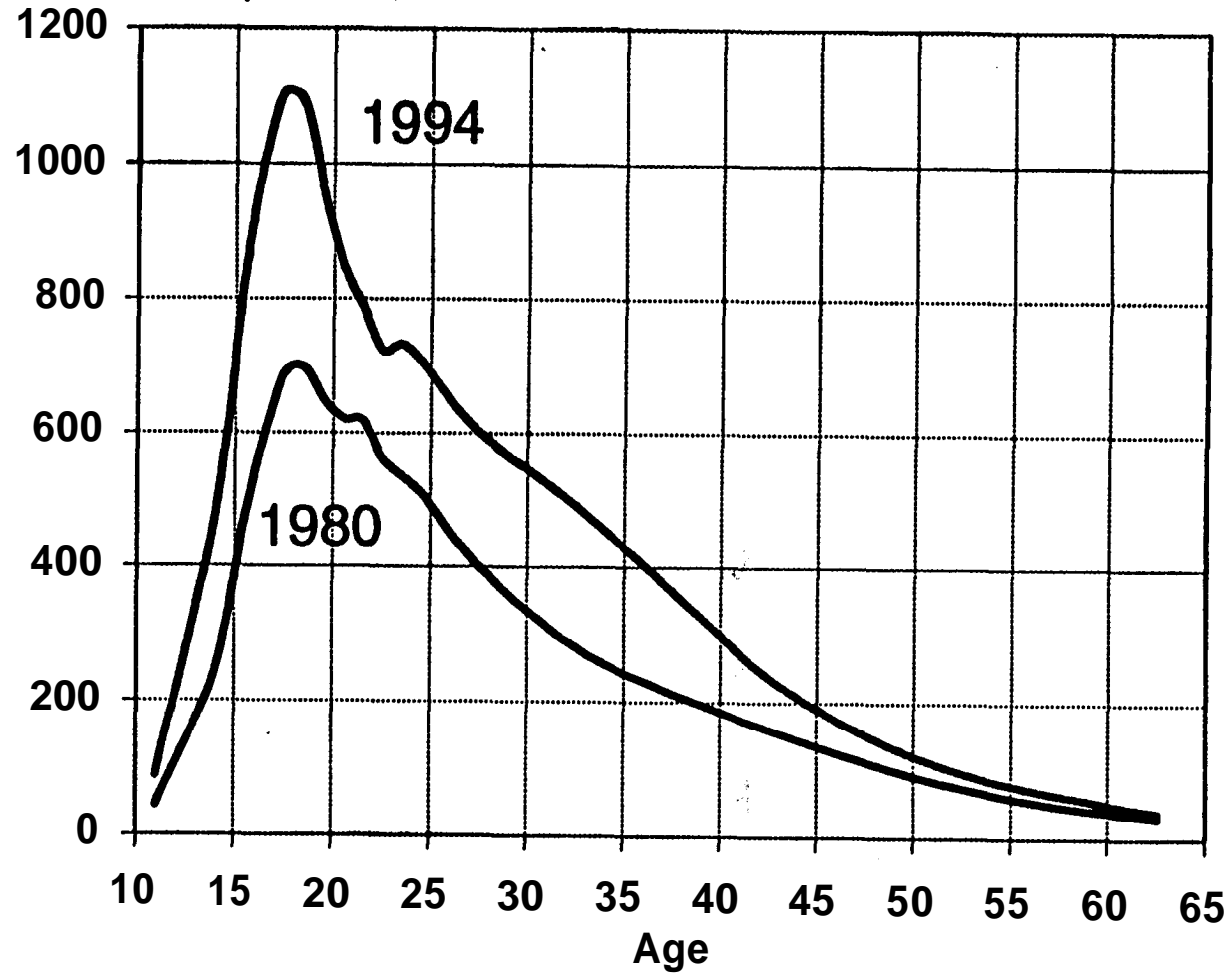


Data sources: FBI. (1994). *Age-specific arrest rates and-race-specific arrest rates for selected offenses 1965-1992*. Bureau of the Census. (1993). *Current population reports, U.S. population estimates by age, sex, race and Hispanic origin: 1980 to 1991*. (1995). *Current population reports, U.S. population estimates by age, sex, race and Hispanic origin: 1992 to 2050*.

Source: Snyder, H., Sickmund, M., and Poe-Yamagata, E. (1996). *Juvenile offenders and victims: 1996 update on violence*.

# Violent Crime Index

Arrest rates per 100,000

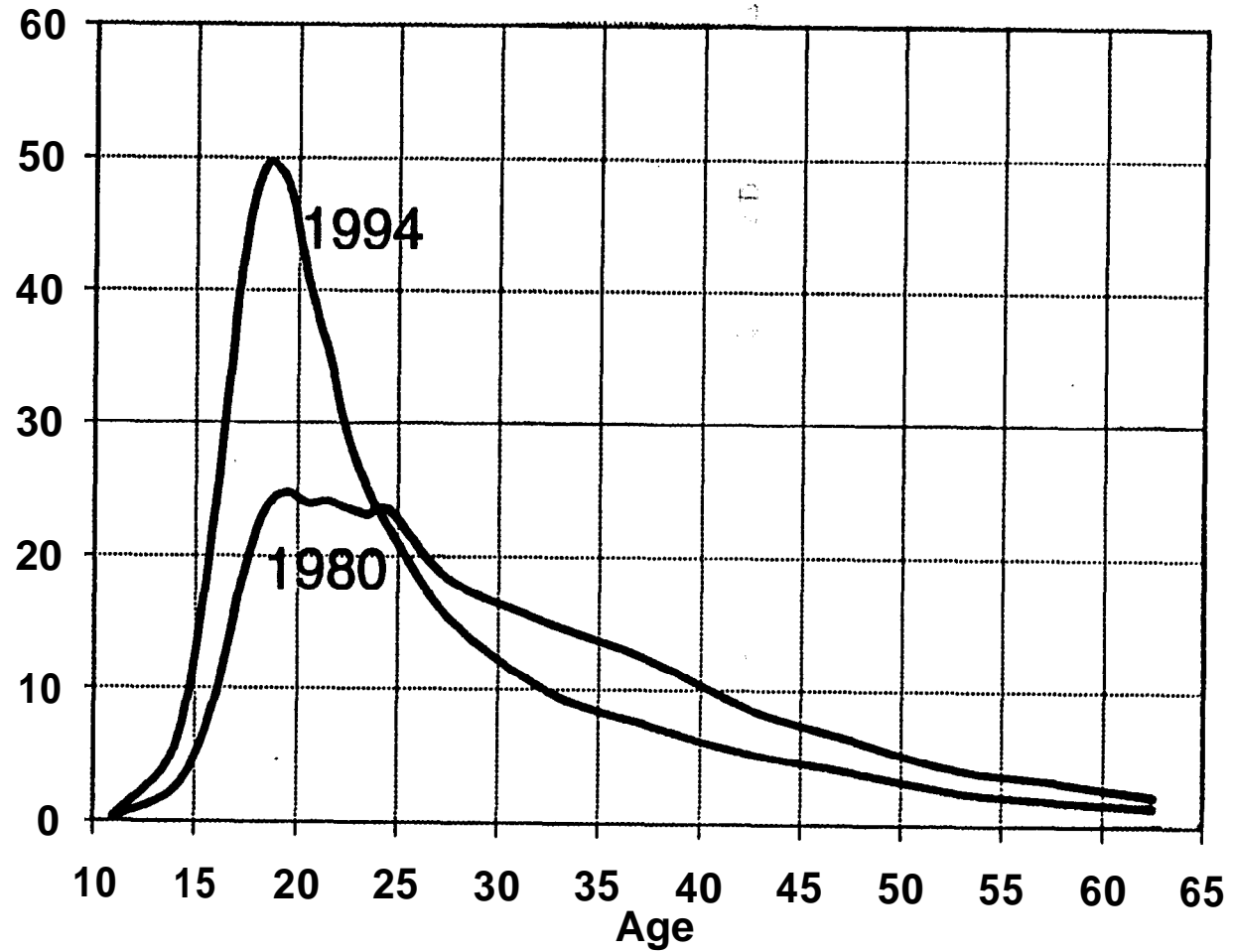


---

**NOJJ / OJDP**

# Murder

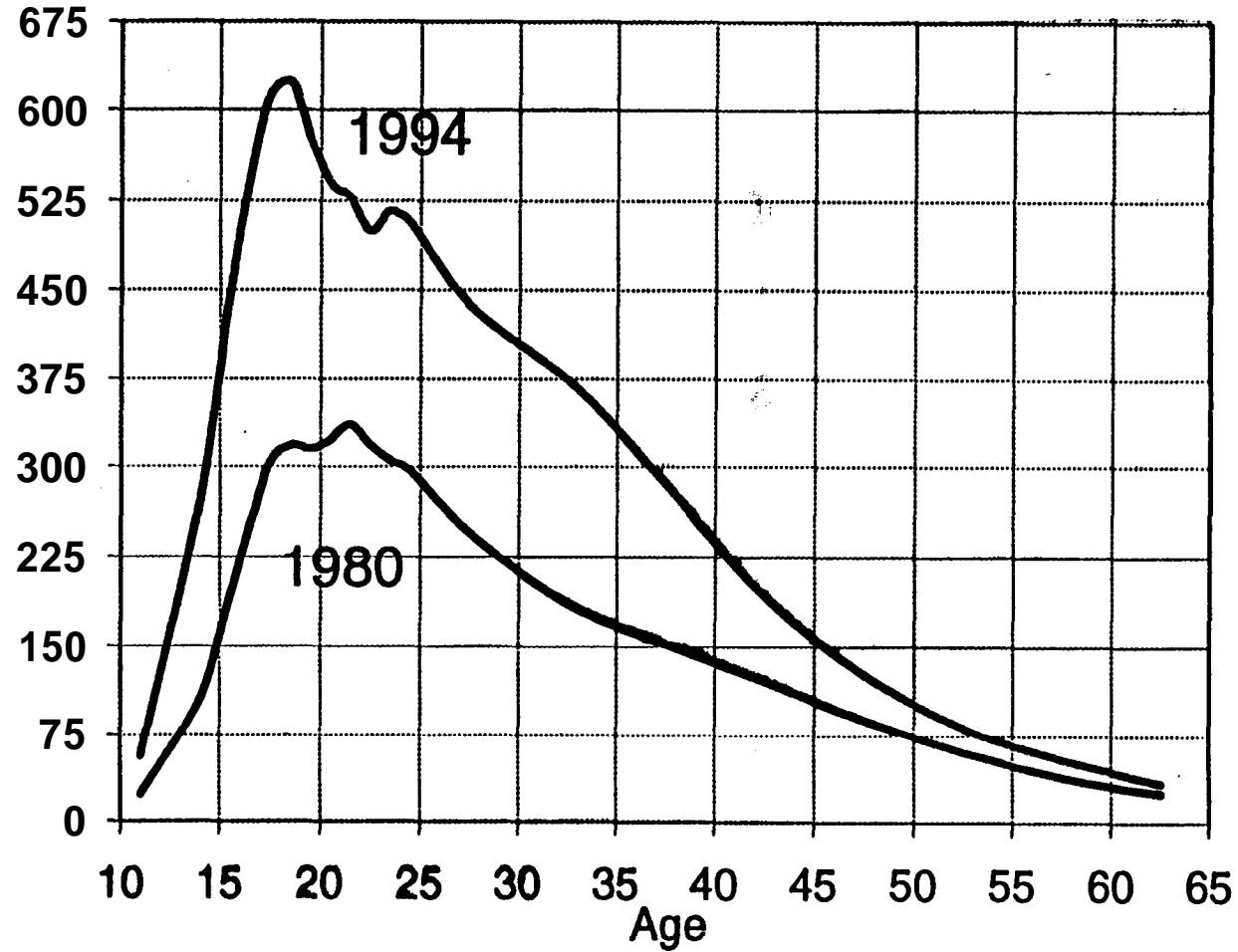
Arrest rates per 100,000





# Aggravated Assault

Arrest rates per 100,000



---

**NCJJ / OJJDP**

# The Research

- An analysis of legislation passed from 1992 through 1995 that responds to violent juvenile offenders.
- A phone survey to identify substantive and procedural changes and their impact.
- A review of existing data and research that describes recent changes and their impact.

# The Current Climate

- Increased levels of juvenile violence
- Increased media focus on juvenile violence
- Increased political focus on juvenile violence
- Perceptions that the juvenile justice system is antiquated and failing
- Assumptions that the criminal justice system can do better

# Areas of change: 1992 - 1995

- More juvenile offenders are being transferred to the criminal justice system
- Confidentiality provisions are being challenged
- State legislatures are experimenting with disposition/sentencing options for juveniles
- Victims encouraged to be active participants
- Juvenile and adult corrections must respond to changes, shifting populations

# More juveniles are being transferred to the criminal justice system

- **Judicial Waiver:** Provides the juvenile court judge with authority to decide whether to waive jurisdiction and hand case to adult court.
- **Concurrent Jurisdiction:** Gives prosecutor discretion to file in criminal or juvenile court.
- **Statutory Exclusion:** State statute excludes certain juvenile offenders from juvenile court jurisdiction.

# Modification of Waiver Provisions

- **11 states lowered age limits:**

Idaho, Missouri, Nevada, North Carolina, Ohio, Oregon, Tennessee, Texas, Virginia, West Virginia, and Wisconsin

- **10 states expanded list of eligible crimes:**

Alaska, Arkansas, California, Missouri, North Carolina, Ohio, Oregon, South Carolina, Tennessee, and Utah

- **9 states established presumptive waiver:**

Alaska, California, Colorado, Illinois, Minnesota, North Dakota, South Dakota, Washington DC, and Wisconsin

- **2 states added prior record provisions:**

Alaska, Colorado

# **Modification of Concurrent Jurisdiction Provisions**

- **5 states enacted or modified statutes:**  
Arkansas, Colorado, Florida, Louisiana, and Wyoming

# Modification of Exclusion Provisions

- **24 states expanded list of eligible crimes:**  
AL, CT, DE, GA, ID, IA, IL, IN, KS, KY, MD, MN, MS, NV, NH, NM, ND, OR, PA, RI, SC, UT, WA, WV
- **6 states lowered age limits:**  
Miss., Nevada, Okla., Oregon, S. Carolina, Wisconsin
- **5 states enacted exclusion provisions**  
Ark., Colorado, Florida, Louisiana, Utah, and Wyoming
- **2 states changed from “may” to “shall”:**  
North Dakota, West Virginia
- **1 state added “lesser included offenses”:**  
Idaho



# **Concerns regarding increasing transfers to criminal justice system**

- Increased demands on court/prosecutor resources (especially in states with 3 strikes statutes)
- Longer pre-trial detention
- Detention issues: crowding & programming
- Prosecutor decision making guidelines needed
- Due process of first 2 of 3 strikes

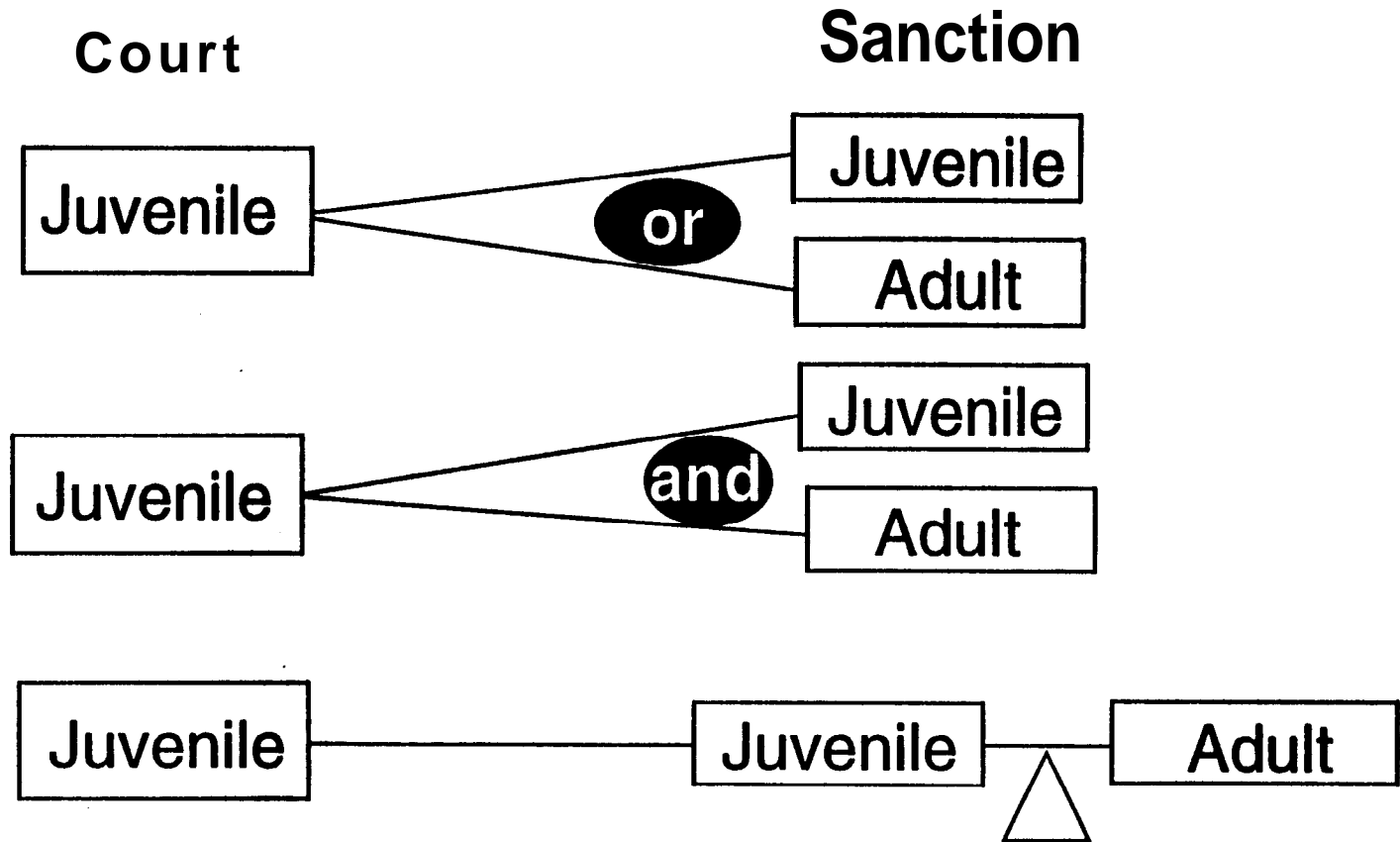
# Current Transfer Provisions

- Most states have a combination of transfer provisions
- Judicial waiver: 47 states
- Presumptive waiver: 14 states
- Statutory exclusion: 37 states
- Concurrent jurisdiction: 11 states
- Once an adult always an adult: 18 states
- Reverse waiver: in 22 states criminal court can send cases back to juvenile court

# State legislatures are experimenting with disposition/sentencing options

- Mandatory Minimum Requirements
- Extended Jurisdiction Juveniles
- Blended Sentencing: The imposition of both juvenile and / or adult correctional sanctions to serious juvenile offenders
  - **Exclusive Blend**
  - **Inclusive Blend**
  - **Contiguous Blend**

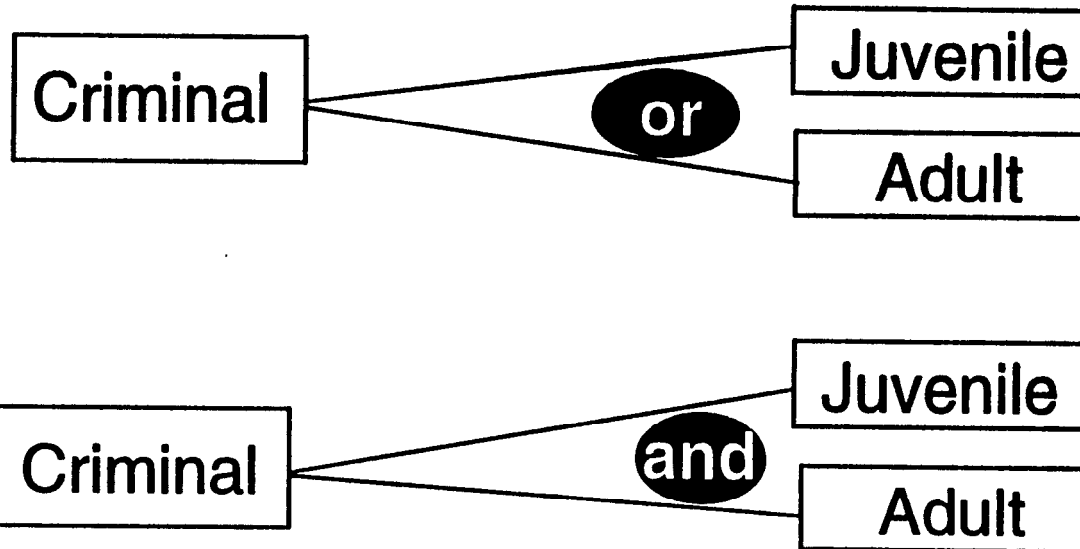
# Blended Sentencing



# Blended Sentencing

**Court**

**Sanction**



# Blended Sentencing

- 16 states have some form of blended sentencing
- The most common form allows the criminal court to impose juvenile or adult sanctions
- In several states the juvenile court may impose a sentence that would be in force beyond the age of extended jurisdiction

# **APPENDIX B**

## **Agenda**





# Large Jail Network Meeting

---

---

Longmont, Colorado

July 7-9, 1996

---

*Paintree Plaza Conference Center*

---

## *Agenda*

SUNDAY, July 7, 1996 6:00 PM - 8:00 PM

### *Informal Dinner*

Welcome . . . . . Larry Solomon, Deputy Director  
National Institute of Corrections

Introductions and Program Overview . . . . . Richard Geather  
Correctional Program Specialist, NIC Jails Division

---

### *Opening Address:*

Presentation

#### ***The Juvenile in Adult Jails - Emerging Trends and Concerns***

. . . . . Richard Gable, Director Applied Research  
National Center for Juvenile Justice

7:30 AM BREAKFAST

8:30 AM ***Discuss effective approaches that have been developed for juvenile offenders in jail including those being adjudicated as adults.***

..... Richard A. Wilson, Maricopa Co., AZ

..... David M. Parrish, Hillsborough Co., FL

..... LaMont W. Flanagan, Div. of Pretrial, MD

..... Arnett Gaston, New York City DOC, NY

**Group discussion**

10:00 AM BREAK

10:15 AM ***Discuss methods or procedures you have employed for the acquisition of resources as the result of confining juvenile offenders in jail.***


..... John Simonet, Denver Co., CO

..... Anthony W. Pellicane, Monmouth Co., NJ

..... David Gustafson, Fresno Co., CA

**Group Discussion**

12:00 NOON LUNCH

1:00 PM  ***Special Presentation: Public Health Dimension of Jail Medical Services*** ..... Alan Kalmanoff, JD, MSW, Ph.D.

2:15 PM ***Discuss approaches for preparing and training staff to supervise and manage juvenile offenders.***

..... David S. Owens, Jr. Camden Co., NJ

..... Harold B. Wilber, Pinellas Co., FL

..... Patrick J. Sullivan, Arapahoe Co., CO

**Group Discussion**

3:15 PM BREAK

3:45 PM *Discuss community, media, inter-governmental or inter-agency issues which arise regarding the confinement of juvenile offenders in jails.*

- ..... Denis Dowd, Shelby Co., TN
- ..... Tom Allison, Orange Co., CA
- ..... Donald Manning, Dade Co., FL
- ..... Tim Ryan, Alameda Co., CA

**Group Discussion**

5:00 PM ADJOURN

6:00 PM DINNER



**TUESDAY, July 9, 1996**

---

8:30 AM Let's discuss:

☛ **Accreditation and Large Jail Management**  
 ..... Tom Reid, Ph.D.  
 NIC Jails Division

☛ **Developing LJN Electronic Mailing List**  
 ..... Art Wallenstein, Director  
 King Co., WA

10:00 AM BREAK

10:45 AM Presentation of Future Meeting Issues

11:00 AM **RECAP AND CLOSEOUT** ..... Richard E. Geaither

12:00 Noon LUNCH is available for those who want to stay or you may request a "BOX LUNCH" to take with you.



# **APPENDIX C**

## **Meeting Participants**



---

---

# LARGE JAIL NETWORK MEETING

---

---

July 7 - 9, 1996

Longmont, Colorado

---

## *Raintree Plaza Conference Center*

---

---

### FINAL PARTICIPANT LIST

---

Mr. Tim Ryan, Commander  
Alameda County Sheriffs Office  
1401 Lakeside Drive - 12th Floor  
Oakland, CA 94612-4305  
(510)208-9812  
FAX 510-208-9818

Deputy Chief, Chauncey A. Spencer,  
Jail Administrator  
Bexar County Adult Detention Center  
200 North Comal  
San Antonio, TX 78207  
(210)270-6219  
FAX 210-270-6199

Ms. Elizabeth K. Robson, Assistant Director  
Alaska Department of Corrections  
4500 Diplomacy Drive, Suite 207  
Anchorage, AK 99508  
(907)269-7407  
FAX 907-269-7420

Ms. Susan McCampbell, Dir., Corr. & Rehab.  
Broward County Sheriffs Department  
2601 West Broward Blvd.  
Fort Lauderdale, FL 33312  
(954) 831-8916  
FAX 954-797-0936  
smccampbell@co.broward.fl.us

Mr. Patrick J. Sullivan, Jr., Sheriff  
Arapahoe County Sheriffs Office  
5686 South Court Place  
Littleton, CO 80120-1200  
(303) 795-4701  
FAX 303-797-4444

Mr. David S. Owens, Jr., Warden  
Camden County Correctional Facility  
330 Federal Street  
Camden, NJ 08103  
(609) 225-7632  
FAX 609-964-3207

Mr. Jack Terhune, Sheriff  
Bergen County Sheriffs Department  
Justice Center, 1 Court Street  
Hackensack, NJ 07061  
(201) 646-3020  
FAX 201-487-5137

Mr. Gary E. Blake, Jail Administrator  
Chatham County Sheriffs Department  
1050 Carl Griffin Drive  
Savannah, GA 31412  
(912) 652-7701  
FAX 912-652-7775

Mr. W. H. Seifert, Warden  
Metropolitan on Center  
535 N. Alameda Street  
Los Angeles, CA 90012  
(213)485-0439

Mr. Peter Matos, Deputy Commissioner  
Connecticut Dept. of Correction  
340 Capitol Avenue  
Hartford, CT 06106  
(203)566-3717  
FAX 203-566-2003

Mr. William D. Shinn, Commander  
Contra Costa County Sheriffs Office  
P.O. Box 391  
Martinez, CA 94553  
(510)646-4643  
FAX 510-646-1365

Mr. Donald Manning, Director  
Dade County Correct. & Rehab Dept.  
8660 West Flagler Street  
Miami, FL 33144  
(305)229-7498  
FAX 305-229-7489

Mr. David Listug, Captain  
Dane County Sheriffs Office  
115 West Doty St.  
Madison, WI 53703  
(608)259-5950  
FAX 608-284-6163  
listug@co.dane.wi.us

Ms. Gayle E. Ray, Sheriff  
Davidson County Sheriffs Department  
506 Second Ave. North  
Nashville, TN 37201  
(615)862-8170  
FAX 615-862-8188

Mr. Walt Smith  
Denver Sheriffs Department  
P.O. Box 1108  
Denver, CO 80201  
(303) 375-5690  
FAX 303-370-1547

Mr. LaMont W. Flanagan, Commissioner  
Division of Pretrial Deten. & Services  
400 East Madison Street  
Baltimore, MD 21202  
(410) 637-1319  
FAX 410-637-1095

Mr. John H. Rutherford, Director  
Duval County Sheriffs Office  
501 East Bay street  
Jacksonville, FL 32202  
(904) 630-5847  
FAX 904-630-5825

Mr. Ralph W. Mitchell, Jail Administrator  
El Paso County Detention Facility  
P.O. Box 125  
El Paso, TX 79941-0125  
(915) 546-2228  
FAX 915-543-3810

Mr. David Gustafson, Captain  
Fresno County Sheriffs Department  
2200 Fresno Street  
Fresno, CA 93717  
(209)488-2917  
FAX 209-488-3982

Mr. D.V. McKaskle, Chief Deputy  
Harris County Sheriffs Department  
1301 Franklin Street  
Houston, TX 77002  
(713)755-6045  
FAX 713-755-6228



Mr. Clayton A. Frank, Division Administrator  
Hawaii Department of Public Safety  
919 Ala Moana Blvd. Suite 400  
Honolulu, HI 96814  
(808) 587-1258  
FAX 808-587-1282

Mr. David Sweikert, Deputy Chief, Deten.  
Las Vegas Metro Police Department  
330 So. Casino Center  
Las Vegas, NV 89101  
(702) 455-3951  
FAX 702-382-2904

Mr. Michael L. O'Brien, Captain  
Hennepin County Sheriffs Office  
300 South 5th Street, Room 26  
Minneapolis, MN 55415  
(612) 348-8361  
michael.o'brien@co.hennepin.mn.us

Mr. Barry King, Chief  
Los Angeles Sheriffs Dept.  
Custody Division South  
411 Bauchett Street, Room 1065  
Los Angeles, CA 90012-1350  
(213)974-4901

Mr. David M. Parrish, Commander  
Detention Department  
Hillsborough Co. Sheriffs Office  
P.O. Box 3371  
Tampa, FL 33601  
(813) 247-8310  
FAX 813-247-8897

Mr. Richard A. Wilson, Major, Custody  
Operations  
Maricopa County Sheriffs Office  
225 West Madison Street  
Phoenix, AZ 85003  
(602) 256-5345  
FAX 602-379-0095

Mr. Joe Payne, Jr., Deputy Chief  
Jefferson County Corrections Dept.  
730 West Main Street, Ste 303  
Louisville, KY 40202  
(502) 574-2167  
FAX 502-574-2184

Mr. Jim Pendergraph, Sheriff  
Mecklenburg County Sheriffs Dept.  
700 East Fourth Street  
Charlotte, NC 28202  
(704) 336-3672  
FAX 704-336-6118

Mr. Carl R. Griffith, Jr., Sheriff  
Jefferson County Sheriffs Department  
Rt. 4, Box 1000  
Beaumont, TX 77704-2950  
(409) 835-8418  
FAX 409-835-3684

Mr. Michael T. Abode, Deputy Warden  
Middlesex County  
Department of Adult Corrections  
P.O. Box 266  
North Brunswick, NJ 08902  
(908) 297-3636  
FAX 908-297-2947

Mr. Arthur Wallenstein, Director  
King County Dept. of Adult Deten  
500 5th Avenue  
Seattle, WA 98104  
(206) 296-1268  
FAX 206-296-0570  
arthur.wallenstein@mctrdkc.gov

Mr. Willie L. McFarland, Administrator  
Milwaukee County Criminal Justice Facility  
949 No. 9th Street, Rm L01-A  
Milwaukee, WI 53233  
(414) 226-7050  
FAX 414-226-7099

Mr. Richard C. Cox, Superintendent  
Milwaukee County House of Correction  
1004 North 10th Street  
Milwaukee, WI 53233  
(414) 427-4756  
FAX 414-427-8017  
xoc53@aol.com

Mr. Tom L. Allison, Director  
Grange County Corrections Division  
P.O. Box 4970  
Orlando, FL 32802  
(407) 836-3573  
FAX 407-836-3523

Mr. Anthony W. Pellicane, Director  
Monmouth County Dept. of Corrections,  
Youth Services  
1 Waterworks Road  
Freehold, NJ 07728  
(908) 294-5976  
FAX 908-294-5985

Mr. Jerry R. Krans, Asst. Sheriff  
Orange County Sheriffs Department  
P.O. Box 449  
550 No. Flower Street  
Santa Ana, CA 92702  
(714) 647-1802  
FAX 714-953-3092

Mr. Dan Noelle, Sheriff  
Multnomah County Sheriffs Office  
12240 N.E. Glisan Street  
Portland, OR 97230  
(503) 251-2400  
FAX 503-251-2428

Mr. John A. Alese, Captain  
Pima County Sheriffs Department  
1270 W. Silverlake Road  
Tucson, AZ 85713  
(520) 740-2848  
FAX 520-740-5885  
www.basher@az.starnet.com

Mr. Arnett "Pat" Gaston, Ph.D.,  
Deputy Commissioner  
New York City Dept. of Corrections  
60 Hudson Street  
New York City, NY 10013  
(212) 266-1212  
FAX 212-266-1219  
awgaston@lx.netcom.com

Mr. Harold B. Wilber, Major  
Pinellas County Sheriffs Office  
14400 49th St. North  
Clearwater, FL 34622  
(813) 464-6336  
FAX 813-464-6466

Mr. William T. Partain, Chief Deputy  
Norfolk Sheriffs Office  
125 St. Paul Blvd. #205  
Norfolk, VA 23518  
(721) 664-4714  
FAX 721-727-4723

Mr. Milton M. Crump, Deputy Director  
Prince George's County  
Department of Corrections  
13400 Dille Drive  
Upper Marlboro, MD 20772  
(301) 952-7014  
FAX 301-952-4386

Mr. Albert Gardner, Warden  
Rhode Island Dept. of Corrections  
40 Howard Avenue  
Cranston, RI 02920  
(401)464-3801  
FAX 401-464-1404

Ms. Alice F. Pollard, Executive Assistant  
St. Louis Division of Corrections  
Department of Public Safety  
1200 Market, Room 402  
St. Louis, MO 63103  
(3 14) 622-4991  
FAX 314-622-4392

Mr. Philip Murphy, Chief Deputy  
Sacramento County Sheriffs Dept.  
711 G Street, Room 401  
Sacramento, CA 95814  
(916) 440-5686

Mr. Roy Mueller, Superintendent  
St. Louis County  
Department of Justice Services  
100 So. Central  
Clayton, MO 63105  
(314) 889-3199  
FAX 314-721-8583

Mr. Leonard J. Johnson, Deputy Chief  
San Bernardino Co. Sheriffs Dept.  
655 East Third Street  
San Bernardino, CA 92415  
(909) 387-3636  
FAX 909-387-3402

Mr. Dan T. Richards, Asst. Chief Deputy  
Travis County Sheriff's Office  
P.O. Box 1748  
Austin, TX 78767  
(5 12) 473-9758  
FAX 512-473-9722

Mr. Daniel Vasquez, Director  
Santa Clara County Dept. of Corrections  
180 West Hedding Street  
San Jose, CA 95110-1772  
(408) 299-4005  
FAX 408-288-8271

Mr. Richard Bryce, Undersheriff  
Ventura County Sheriffs Department  
800 South Victoria Avenue  
Ventura, CA 93009  
(805) 654-2383  
FAX 805-645-1391

Mr. Andrew Taber, Jr., Deputy Director  
Shelby County Division of Corrections  
1045 Mullins Station Road  
Memphis, TN 38134  
(901) 377-4540  
FAX 901-377-4503

Mr. Michael T. O'Malley, Director of Security  
Vermont Department of Corrections  
103 South Main Street  
Waterbury, VT 05671-1001  
(802) 241-2383  
FAX 802-241-2377  
mikeo@statedoc.vt.us

Mr. Denis Dowd, Jail Director  
Shelby County Sheriffs Office  
201 Poplar Avenue  
Memphis, TN 38103  
(901) 576-2414  
FAX 901-576-2696

## **GUEST PARTICIPANTS**

---

Mr. Rich Scott  
Multnomah County Dept. of Juvenile Justice Services  
1401 NE 68th Avenue  
Portland, OR 97213  
(503) 248-3798