

National Institute of Corrections

Jails Division

Large Jail Network Meeting

**July 9-11, 2000
Longmont, Colorado**

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Meeting Highlights

Large Jail Network Meeting

July 9-11, 2000

Longmont, Colorado

These proceedings present highlights of a meeting of NIC's Large Jail Network held in Longmont, Colorado, on July 9-11, 2000. Approximately 60 administrators of the largest jails and jail systems in the country attended the meeting.

The meeting focused primarily on topics related to marketing the jail, strategies for budget preparation (including a discussion of performance measures), and other sources of funding for jails.

- **Opening Presentation**--Ken Ray Director of the Yakima County, Washington, Departments of Corrections and Security, focused on the broad principles upon which marketing--especially marketing corrections--is based. He highlighted the importance of knowing the needs and values of the public in determining how to market corrections.
- **What Does Marketing the Jail Mean and Why Do It?**--Michael Parker, Los Angeles County Sheriff's Department, outlined some effective strategies for marketing, including a marketing plan, tours, articles, and brochures. He pointed to the fact that employees are the most effective marketing tools. John Rutherford, Duval County, Florida, highlighted the importance of developing advocates for corrections. Art Wallenstein, Montgomery County, Maryland, spoke about the general lack of understanding of the role and scope of jail operations. He emphasized the need to establish linkages with the community because most of those who move through the jail return quickly to the community.
- **Identifying Creative Marketing Opportunities**--Harold Wilber, Palm Beach County, Florida, described a unique health and wellness fair that provided a strong tool for marketing to community agencies, staff, and inmates. Tim Ryan, Santa Clara County, California, emphasized the need to develop a variety of creative approaches to marketing and to focus on marketing every day. Ken Ray, Yakima County, Washington, highlighted several successful marketing strategies, including an annual report, a special report to the legislature, and a marketing approach that emphasized economic development.
- **Strategies for Demonstrating the Need for Adequate Budget Resources**--Dennis Schueller, Alameda County, California, focused on ways to make the budget process effective. He emphasized the need to prioritize budget items and to involve the whole department in the process. David Owens, Camden County, New Jersey, focused on the importance of marketing all year and working with key decision-makers in the community.
- **Identifying Undiscovered or Under-utilized Funding Resources**--Kenneth Berry, Harris County, Texas, emphasized the need to take a business perspective to identify existing resources and other potential resources. He noted the importance of presenting a budget to the county honestly and of emphasizing services the jail provides to the county. Bill Montague, Shelby County, Tennessee, presented several suggestions for competing with other agencies for funds. He highlighted the importance of being highly visible in the community and working proactively with the media.

- **Issues for Large Jail Network Consideration**--Meeting participants discussed the Congressional Correctional Officers Caucus, the need for a program similar to the Police Corps, a Prince George's County program for juveniles in adult facilities, and standards of the National Commission on Correctional Health Care.
- **The Jail Auditing Process**--Les Breeden, San Bernardino County, California, described the role of an Administrative Support Unit in ensuring compliance with policy, developing new policies, and revising existing ones. The Unit serves as liaison to outside agencies and conducts facility audits to determine compliance with current policy and procedure to reduce the chance for litigation against the Sheriff's Department

Exploring Issues and Strategies for Marketing, Funding, and Auditing Large Jail Systems

Kenneth Ray, Director, Yakima County, Washington, Department of Corrections

What is Marketing?

The Declaration of Independence provides a framework within which to understand what marketing corrections is. The ideals in the Declaration were not new, but Jefferson summarized the overall philosophy in that document.

Marketing is the means for corrections officials to share the truth with the public and decision makers. One truth that needs to be shared is that the field of corrections cost-effectively establishes climates that promote work skills, education, and the health of individuals in corrections environments. Corrections is meant to be about strengthening community wellness and public safety.

Marketing is something that corrections officials do on a daily basis. It resets public expectations of us. Marketing American corrections can be defined as follows:

"Marketing American Corrections is the correctional leader's most important and formidable professional endeavor. It is the unyielding daily process of educating our public that American Corrections is totally committed to the needs and values of our free and participatory society.

Marketing American Corrections is simply the unending task of obtaining informed consent from our public for the implementation of decisions intended to solve important problems and/or to take advantage of important opportunities."

Why Market American Corrections?

American freedom creates a challenging decision-making environment because political contexts often block good ideas. It is easy to stop any of our best, most feasible and reliable ideas and projects. It is therefore quite difficult to get any project implemented. Both our staff and the community at large know that no issue is impossible to challenge. They are liable to do so if they believe, rightly or wrongly, that the project threatens the stability of a community or other things of value. People have learned that they do not have to take "no" for an answer; they are prepared to fight if they believe our decisions are not legitimate or appropriate.

Today's correctional leaders are more likely to succeed if people feel honestly informed when consenting to our actions. If they perceive our decision-making processes and solutions as fair, they are willing to live with outcomes that can affect them unequally. They can support potentially negative solutions if we tell them what the solutions look like and if they feel that the solutions are not being imposed on them. People are willing to

suffer personal losses and hardships as a result of our decisions, if certain conditions are met. They must feel that:

- We are addressing a serious problem or taking advantage of an important opportunity;
- We are the proper people and agency to be involved;
- Our methods and solutions are reasonable, sensible, and feasible;
- We seriously consider their concerns, fears, losses, and hardships;
- Our decisions and actions are better, on the whole, than other alternatives, even if those alternatives are attractive to them.

These are the most critical aspects of successfully marketing corrections.

To Whom Do We Market Corrections?

We need to know who our constituents are. The list is extensive and includes:

- Local press
- Our staff
- Local church groups
- AARP
- Joe "six pack"
- Courts
- Sierra Club
- You, me, our families
- Offender haters/lovers
- Inmates/those supervised
- Aspiring politicians
- Local day care
- Single mom of daughters
- Legal counsel

Understanding the needs and values of the public is vitally important in how we market corrections. This recognition helps us to better respect our public and teaches us how to market corrections strategically and responsibly. Human needs and values are the basis of laws and policies. These needs and values are global and they affect individuals, groups, organizations, and societies.

Maslow's Hierarchy of Human Needs can also be applied to the field of corrections. The public expects corrections to support, help, and facilitate them in meeting these needs, not to hinder them. In order to sell our ideas, we must connect to the higher level needs. This means that we have to recognize the real values at the root of the objections being made. All parts of the community---as well as our staff--need to understand how a proposed project will meet their needs. The public's perception of corrections is based on basic

human needs and values. When we market to our constituents, we market to their needs and values.

Where and When Do We Market?

We market:

- Anywhere potentially affected individuals exist;
- Anywhere potentially affected groups exist;
- Anywhere potentially affected interests exist;
- Any time there is or seems to be a lack of information;
- Any time our public is or seems polarized.

We market any time our past or present decisions are, or could be, viewed by our public as illegitimate, unreasonable, irresponsible, ineffective, or non-participatory.

How Do We Market?

How we market American corrections determines if, and the degree to which, we earn informed consent from our public, and if, and the degree to which our decisions and actions impact public safety and community wellness. We market to establish and maintain:

- The legitimacy of our agency, decisions, and actions;
- The legitimacy of our problem-solving and decision-making process;
- The legitimacy of earlier decisions and assumptions, whether good or bad.

We market to:

- Understand as best we can the potentially affected interests our public;
- See those interests through the eyes of our potentially affected public;
- Identify and understand problems and effects;
- Generate alternative solutions;
- Articulate and clarify key issues;
- Protect and enhance our credibility and the credibility of our mission;
- Provide all information needed to openly communicate to our public honestly and understandably;
- Receive and understand all information our public communicates to us;
- Depolarize portions of the public who have diametrically opposed values;
- Depolarize portions of the public that are polarized for some other reason.

The hard work in marketing corrections was completed over 200 years ago, with the signing of the Declaration of Independence. Marketing corrections is simply the honorable daily task of obtaining informed consent from our public to implement decisions intended to equally protect and keep well our free and participatory society.

A Marketing Success

The Yakima County Department of Corrections developed a Powerpoint presentation designed to sell the idea of a community restitution center to the public. The presentation, entitled "Envisioning Restitution Center," focused on: 1) the Justification Review; 2) Feasibility Study Summary; and 3) Progress Update.

Justification Review

Information was provided to show an informed public what the population looked like from 1996-99.

- During that period, Yakima County held King County inmates and had come to rely heavily on the subcontracting revenues.
- From 1989 to 1999, the average daily inmate population had increased from approximately 400 per day to almost 1,000.
- An NIC population projection report indicated that a 7.7% average growth in population could create a serious crowding problem. The report therefore recommended an average growth of only 3% in inmate population
- A facility designed to hold low-risk offenders was seen as the solution: "Current and projected increases in low-risk offender populations in Yakima County justify immediate and innovative planning and action. County and city resources will soon be severely challenged if immediate actions are not taken to reduce correctional costs associated with this growing population. Implementation of a low-risk correctional facility will respond cost effectively to this problem. Justice services, public safety, and offender accountability will be substantially improved by the implementation of a community-oriented corrections restitution center."

"Low risk" was defined as offenders sentenced by the court for such offenses as: Driving Under the Influence (DUI), Driving With a Suspended License (DWLS), Non-Valid Operator License (NVOL), Shoplifting, and other low-risk offenses.

The primary benefits anticipated from the restitution center were:

- Reduced criminal recidivism and improved public safety;
- Controlled and/or reduced corrections costs and a reallocation of county and city resources;
- Improved delivery of criminal justice services and system efficiency.

Feasibility Analysis

Preliminary conclusions of the Feasibility Analysis were as follows:

- It is feasible to construct and operate a 160-bed facility programmed for full, partial, and community custody low-risk offenders, *with or without growth in local corrections populations*. This is true because:
 1. The Center's operating costs will be lower than current costs for the same target offender population.
 2. Revenues directly associated with Center programming and daily bed fees will cover the total operating costs.

3. The Center's projected daily bed rates will be lower than current DOC daily bed rates. The combined rates for the Center and current DOC bed rates will also be appreciably lower than the DOC rates if the Center did not exist.
4. A significant and sustainable increase in non-local contract bed revenue will result by using DOC beds vacated by the Center's target offender population.
5. All current and new correctional alternatives programs will operate at least as effectively and efficiently, if not better, if co-located at the Center. Proposed programs included electronic home monitoring and supervision, work ethic detention, pretrial reporting, day reporting, and community work crews.
6. The Center will provide target female offenders access to the Work Ethic Detention program, as well as to other programs.
7. The Center will create cost-effective opportunities for effective, strategic, and innovative responses to the new DUI laws.
8. Current community partnerships can be expanded and new ones created to deliver Center and community-based offender services. Co-location can create partner-lease opportunities that can help reduce costs.
9. The Center's location will optimize access by offenders, both custody and non-custody, to transportation, relevant external services, and the criminal justice system.

Progress Update

The Department of Corrections provided an update on the total construction budget, including all costs.

By defining the Restitution Center as focused on "Preparing for Responsible Community Living in the 21st Century," the Department was effectively marketing the center to the public. Highlighted in this marketing approach were the following points:

- The Center is an opportunity to better prepare low-risk offenders for responsible community living.
- The Center is a 160-bed, 24-hour supervised facility with around-the-clock security, which is designed for local offenders and will return a cost-effective investment and management of tax payers' dollars.
- The Center operates to promote (1) offender accountability, (2) rehabilitation through treatment and training, and (3) work.
- The definition of offenders to be served by the Center was as follows: "Residents of the Center are local community members who are low-risk offenders. They include dads, moms, aunts, uncles, sisters, brothers, and workers. They are being held accountable by the Yakima County Criminal Justice System according to Washington State law."
- The marketing emphasized that only non-violent offenders could participate.
- It defined what would go on at the center as the following programs: electronic monitoring and supervision, work ethic and community service, life skills education and practice, physical and spiritual health and wellness, counseling and treatment, and community involvement.

The entire marketing approach appealed to community values and needs. It emphasized that the Center would focus on preparing offenders to take their place in the community. The presentation to the community emphasized exposure of offenders to a work ethic, life skills, spiritual wellness, counseling and treatment. By appealing to these community values, the Department was successful in gaining widespread support for the Community Restitution Center.

For additional information, contact Ken Ray, Director, Dept. of Corrections and Security, 111 N. Front St., Yakima, WA 98901; 509-574-1704; kenray@co.yakima.wa.us

What Does Marketing the Jail Mean and Why Do It?

Michael Parker, Lieutenant, Los Angeles County, California, Sheriff's Department

Why Do Marketing?

1. As corrections administrators, we must do marketing because the press won't do it for us. It's very difficult to get the press excited about corrections because the media is most interested in the following six "C" topics: celebrities, children, catastrophes, corruption, critters, and compelling events. If you try to use one of these six topics in relation to your system, you will be more successful, but it is very difficult for corrections to provide stories that fit into any of these categories. However, marketing involves much more than doing press releases.
2. CCA and Wackenhut may be good reasons why we want to do effective marketing. If we market ourselves well, the public will be satisfied and will not be interested in the private operation of jails.
3. Marketing helps increase our effectiveness in recruiting good staff. This means we need to market both within and outside of our agencies. The public is unaware of the good things that our staff do, which should be highlighted.

How to Market Effectively

- Develop a Marketing Plan--The Sheriff of Los Angeles County directed all divisions to develop a marketing plan. An effective marketing plan should include the following sections:
 - Executive Summary that briefly covers the key elements of the plan.
 - Mission of the plan, which addresses why the plan is being done, the department's current image, environment, core values, research, competition, the target market, and strengths and weaknesses, including current programs.
 - Objectives, which are defined by SMART (Specific, Measurable, Accountable, Realistic, and Time-specific).
 - Strategies designed to support specific objectives of the plan.
 - Activities needed to support the strategies.
 - Resources required to achieve the objectives of the plan.
 - Implementation plan, including timelines for the plan.
 - Post-program measurement and reporting on the plan's success.
 - Exhibits, including reference materials and examples.
1. It is important to remember that part of what you are marketing is your agency's core values--who you truly are and what you stand for.
 2. Keep your target markets in mind. In addition to the press and other media, your target markets are the public, employees, the criminal justice community, inmates, and visitors.

3. Make tours available. Provide information on policies such as who can attend and the hours available for tours.
4. Create brochures. L.A. County developed a brochure for every unit in the jail system; each includes a message from the sheriff; inmate visiting hours, the Sheriff's Department's Web site, the 24-hour inmate phone line, and a discussion of what the jail is.
5. Put information on the Web. Los Angeles County has developed an Inmate Information Center on the Internet, which puts information on each arrestee and inmate on line. This approach has helped with the Social Security Administration and other government entities. Bail bondsmen and consulates as well as a variety of other users also access the site.
6. Remember that our most important marketing tools are our own employees. Custody personnel often believe that non-custody personnel don't give them adequate respect. This means that we must market internally. What our employees believe about the department is what the public and potential employees will hear. Employ such tools as a suggestion box, Employee of the Month awards, employee barbecues, and a newsletter for employees. In addition, identify national and regional awards for which you might nominate your employees.
7. To market to law enforcement and other justice system entities, publish information about department activities and programs in professional journals. Marketing to these groups makes them positive about the experience of working with your agency.
8. To market to inmates and their visitors, make the jail more child-friendly, a better place to visit.
9. Involve external organizations, such as church groups and the ACLU, in what you are doing. Getting a buy-in from the beginning pays off in the end.

For additional information, contact Lt. Michael Parker, Los Angeles County Sheriff's Dept., 450 Bauchet St., 2nd Floor, R273, Los Angeles, CA 90012; (213) 743-6591.

John Rutherford, Director, Duval County, Florida, Sheriff's Office

What is Marketing the Jail?

Marketing is educating a target population for a specific purpose. The populations and purposes will change over time, but two things about marketing are stable:

1. If you are going to market, you need a vision. Marketing forces you to develop a vision for where your organization is now and where it should be going. When you begin to think about the public's view of your organization, you recognize that they don't know very much, including the difference between state and local corrections. We need to convey our vision to them better than we have in the past.
2. You will never learn a subject better than when you try to teach it. Marketing forces you to look at your organization from every possible angle, because, obviously, you don't want to get up in front of a community group without knowing your business thoroughly. There is another value in looking closely at the organization, because you can sometimes discover that things are going in a different direction than you thought.

Our Mission is not "Guarding"

The term "guard" is what the public knows. It's important to remember that, for one example, all of the 2850 inmates in Duval County's facilities will be back on the street by November 28. Therefore, it is clear that guarding cannot be our mission. As jail administrators, we are about more than care, custody, and control. We must also be having a positive impact on peoples' lives.

To create an organizational climate that makes officers want to do a good job, we must give them a job worth doing. Even if we have all the best programs in the world, if we don't motivate employees, we lose. We must also reward people for doing a good job.

Creating Advocacy Groups

There are no advocacy groups for corrections. We should look for all possible advocates, because we need approval—more than consent—from the community. An example of a possible advocate is the mental health networks that have become stakeholders in how we treat our mentally ill offenders. Because they have worked with us, members of NAMI (National Alliance for the Mentally Ill) in Duval County are willing to speak to the media and tell them what a great job we are doing.

Think about the power of MADD (Mothers Against Drunk Driving) and the effect of that group on drunk driving. We need advocates, because the public despises what we do only because they don't understand it.

Helping Victims Can Create Additional Advocates

We also need to consider victims. They have essentially been dropped out of the criminal justice system at the point when corrections takes over. I believe that we can create advocates for corrections through working with victims. It is time for corrections to key in on how to reach back and help victims, either through restorative justice concepts or through reparation or Victim Offender Reconciliation Programs. Every time you respond to a victim's needs, you create an advocate for corrections.

And that is what marketing is all about.

For additional information, contact John Rutherford, Director, Duval County Sheriff's Office, 501 East Bay St., Jacksonville, FL 32202; (904) 630-5898; 6839JRH@cot.net

Art Wallenstein, Director, Montgomery County, Maryland, Department of Corrections

There is a lack of understanding, both globally and locally, of the scope of jail operations. We do ourselves a disservice by not explaining what, in general, jails do and what, exactly, our own jail does.

National Data Should Report Bookings and Releases

On a national level, the U.S. Bureau of Justice Statistics, which combines data on prison and jail populations, perpetuates this misunderstanding. The current population report notes that prison and jail populations are over 1.8 million, with jails housing 625,000. These figures suggest that jails are a relatively minor part of the criminal justice system. However, the relevant data element is not average daily population, but bookings and release. Jails now book and release about 10 million inmates a year. This is the number passing through our jail systems. The implication of this difference is enormous, and it has great importance in terms of policy.

The Jail's Role: What We Need to Market

The vast majority of those who move through the jail system return to the community very quickly. Therefore, the results of what we do and those we work with go back into the local environment. This fact can be a tremendous marketing bonus; we do ourselves a disservice by not marketing what we actually do. We should also try to get additional resources directed toward jails because of the multitude of people who pass through our jail systems.

If the number 10 million were publicized, there would be much more interest in local jails. There would also be more awareness of the jail's role in responding to mental illness, co-occurring disorders, and educational needs. These would be seen as the crucial issues they are for the role of jails in the community.

The jail's role creates an opportunity to carve out a unique and distinctive position that enables us to establish linkages with the community, with human service agencies, such as family, mental health, children, and youth services. The average person in jail has multiple problems and is involved in an additional five to nine human service delivery networks. Intervention at the local jail makes very good sense.

We have a terrible communications problem to overcome. Getting the word to the public is difficult, but the real role of the jail is an important piece of public policy information. We should take the lead in the community in making clear the importance of giving jails additional resources to respond to such problems as co-occurring disorders. In addition, if the jail can link with some other aspects of the human services delivery system, we have the opportunity to prevent multiple bookings of the same person. We need to do a better job of marketing ourselves out of, not into, the business of the mentally ill.

Other Important Marketing Roles

- *Relationship to the press.* We have to make a commitment to be equally accessible to the media when something goes wrong. Relationships with the press can be lost over a single story.

- *Market internally.* Create an environment among staff that will win support. Work at lower levels first; executives will come along with you if you do the groundwork.
- *Create networks.* Stakeholders are essential; they are on our side. Create networks before you need them. Build them when times are good.
- *Take on leadership roles.* Corrections has the opportunity to take leadership roles on issues, which results in respect from the community. As the perceived values of corrections become apparent, other benefits will come to the jail.

For additional information, contact Arthur Wallenstein, Director, Montgomery County Dept. of Corrections, 51 Monroe St., 11th Floor, Rockville, MD 20850-2320; (240) 777-9976; arthur.wallenstein@co.mo.md.us

Identifying Creative Marketing Opportunities

Harold Wilber, Director, Palm Beach County, Florida, Sheriff's Office

Palm Beach County is the biggest metropolitan area east of the Mississippi, with 2,000 square miles. One of the wealthiest places in America, it is very near one of the poorest places. There are three widely dispersed jails, whose total capacity is 3,000.

Marketing Tools

Our department held a successful health and wellness fair, which had a variety of marketing benefits. The health fair is the topic of this presentation, but I first want to point to a few other useful marketing tools:

1. Annual reports--These slick documents are essentially propaganda, but they are worth their weight in gold. After noticing that previous Sheriff's Department documents included only a scant mention of corrections, I established a liaison person from corrections and asked for coverage of sites, staff, and numbers. Annual reports are useful tools within the department as well as outside it. We found, for example, that staff at a site 40 miles from the main facility had no idea of what happens at the main facility.
2. Human resources person as ambassador--It is important to have good people in human resources to promote the jail. After having a poor human resources manager, we now have a professional. As a result, there are now only three vacant positions in the department. New strategies included giving a sign-on bonus to staff for referrals plus a weekend from Disney World. Internal marketing is essential.

Health and Wellness Fair

On a visit to British prisons, I came across a successful health and wellness fair at Wolverhampton, which was the origin of the idea for us.

- Preliminary plan--The plan established the goals and objectives of the fair and defined the location and target population. It was also important to get buy-in from the sheriff. The Stockade facility was selected for the fair, as it holds all medium and minimum offenders and all the women. All 900 in the facility would return to the community within a year.
- Marketing to staff and inmates--It is important to let staff and inmates know that the fair will take place and what its purpose is.
- Security issues--After identifying all the agencies that would participate, we held a basic security class informing them of what they could bring into the facility. Security checks were run on all exhibitors.
- Exhibitors--Thirty-eight exhibitors participated. They included groups on effective parenting, substance abuse, religion, health care, and others.
- Public relations--The department prepared news releases on the fair and invited media representatives. Good press resulted from the fair. CorrectCare, the

publication of the National Commission on Correctional Health Care, gave the fair front-page coverage.

How the Fair Was Organized

- Inmates from 10 confinement buildings were moved through the fair in sequence. Each inmate had 43 minutes at the fair, which provided very useful information and also broke up the inmates' routine. All were well behaved.
- Food was provided for vendors, and a pharmaceutical company provided cookies and coffee. There was a drawing for a giveaway of a gift basket to a participating vendor.
- The evaluation indicated an almost universally positive response to the event. Both inmates and staff indicated that they learned about resources they did not know existed. They were given information about a large number of community resources. Testing, including AIDs testing, was also done on site at the fair.
- Despite its positive value for staff and inmates, the impact of the Health and Wellness Fair on jail operations was negligible. It had a very positive impact on the jail's health department, and it also opened the door for strong competition for grants.

For additional information, contact Harold Wilber, Director, Palm Beach County Sheriff's Office, 3228 Gun Club Road, West Palm Beach, FL 33406; (561) 688-4410; wilber@pbsso.org

Tim Ryan, Chief, Santa Clara County, California, Department of Corrections

How to Develop Creativity

1. We should be cautious about talking about retirement because of what it says to the community. It is very important to talk about a vision for 10 years from now. We must think beyond our own tenure and we must project our vision into the future.
2. We must challenge ourselves to make a difference in the lives of inmates. We live by 8-second sound bites, which influence how the public views us. The image presented must be the strongest possible. Alcatraz is what the public knows; they don't really know what we do. Because we live in a world of perception, what is seen becomes what is real.
3. We must find a way to come to grips with all the interest groups in our communities and work with them.
4. Santa Clara took away all television privileges for inmates except educational programming. This was not a public relations problem, nor was it an internal problem with inmates.

Thoughts on Marketing

1. We need to have at our desks a big binder containing information on a year of activity at the jail. We need pictures, not numbers, to sell ourselves. The binder should contain a copy of every pamphlet, a list of all awards, the number of citizens' complaints, a list of all speaking engagements, and all staff accomplishments. Use information such as this to respond to questions and emphasize all positive achievements.
2. Develop a connection with the local TV station. In addition to the department's public service announcements, the captain should speak every quarter on TV. The captain should also speak once a week over the jail's TV network to inmates.
3. Connect to at-risk youth in the community. Find ways to have inmates speak to at-risk kids and bring them into the jail for a day.
4. Establish programs such as video visiting, which can be financed through the inmate welfare fund.
5. Hold town hall meetings and make sure your staff attend. Feed them and encourage them to bring their families. Connect the meeting to awards ceremonies. At such meetings, be available to answer all questions posed by staff.
6. Use the Family Leave Act. We need to respond positively to such laws. It also makes sense to find other ways to market within our organizations, such as sending a letter on the birth of a new child.
7. Market your cooperative work with law enforcement.

8. Connect to seniors in the community. These taxpayers love to see you in uniform. They listen intently and are interested in what you are doing. It takes energy, but it is worth connecting with this group. They are also a likely pool for volunteers.
9. Find other ways to market to the community. For example, connect to the mental health community. Send a column to the newspaper every quarter. Teach a course in a local high school. Invite groups such as Amnesty International and local human rights groups into the jail.
10. Market every single day.

For additional information, contact Tim Ryan, Chief, Santa Clara County Dept. of Corrections, 180 West Hedding St., San Jose, CA 95110-1772; dcryanti@doc.co.santa-clara.ca.us

Ken Ray, Director, Yakima County, Washington, Department of Corrections

The Annual Report

Provide statistics and highlight the best things you do. These may include:

1. Awards and recognition--Do presentations once internally for peers and then again for the county council.
2. Community Linkages
3. Partners--Show substantial involvement of the jail with the community.
4. The facility, programs, and staff--Show them at their best.

Special Report to the Legislature

Yakima County prepared a special report to the legislature, highlighting why additional support was needed. The report summarized significant findings related to crime and corrections in Yakima County. It provided a strong case for the legislature to provide emergency and ongoing funding "to help Yakima County's debilitating economic state that contributes to unique and unmatched crime and corrections problems."

Data in the report offered evidence that the county operates a cost-effective system and that the index crime problem in Yakima County was one of the worst in the state. The project was successful in obtaining additional funds for the county's corrections system.

Marketing the Community Restitution Center in Terms of Economic Development

Data were collected to provide evidence that, rather than decreasing surrounding land values, the proposed Restitution Center could increase values. The data indicated that local land and property values surrounding other correctional facilities in the county had increased since 1993.

Other economic benefits included:

1. \$1.5 million annual payroll.
2. 25-32 new professional jobs.
3. Up to 130 new jobs created by expanding the County Work Ethic program capacity.
4. Access of the corrections department and other community partners to local, state, and federal funding opportunities.
5. Local tax dollar savings through reducing and /or controlling the local cost of corrections for low risk offenders.
6. Workforce preparation, training, and co-supervision through the center.

7. Increased revenue through renting surplus higher risk beds at the DOC.
8. Local tax savings through reduced recidivism and crime resulting from the program's emphasis on accountability, treatment, education and work. Reduced cost to the private sector in terms of less absenteeism and turnover and improved employee reliability.

For additional information, contact Ken Ray, Director, Departments of Corrections and Security, 111 N. Front St., Yakima, WA 98901; (509) 574-1704; kenray@co.yakima.wa.us



Strategies for Demonstrating the Need for Adequate Budget Resources

Dennis Schueller, Commander, Alameda County, California, Sheriff's Office

Although the economy is strong, it is still a real struggle to get funding for jail operations. One would expect that in Silicon Valley, where Alameda County is located, there would be no problem. However, when we submitted our budget to the county, we got the same amount as last year—which was the same amount as the year before.

Strategic Planning and the Budget

Strategic planning to define what we want to do is crucial, but it comes to nothing unless there is a dollar sign connected to it. In my department, we start from ground zero in developing a budget, and I then ask for input from everyone. How much do you need to operate? At that point, we define the mandated, the desired, and the optional services. After we attach numbers, we say, "What do we really need?" It is very important for the budget request and the final product to have realistic numbers. We must be able to explain the numbers we submit. We need to counter the notion that we are interested in building kingdoms.

Issues to keep in mind:

- It is important to have long range and short range goals.
- Be aware of any legislation that might affect the jail.
- Keep in mind likely increases in the cost of training, equipment, and wages.
- Look at trends and forecast the future.
- Be sure you stay within the allocated budget every year. If you don't, you'll be met with skepticism the following year.

How Do You Get the Money?

The Alameda County sheriff is very dynamic. A few years ago, in dramatic style, he put on a uniform and carried a chainsaw while talking about cutting budgets. But today, that won't work. We all work in a political arena and it does help to have a strong political leader. Doing back door politics with the Board of Supervisors also helps. However, it is even more effective to determine who your allies are. Surprising groups can turn out to be your allies:

- The Grand Jury tours our jail every year. Although they don't give money directly, they do have influence in terms of the county budget.
- It is also important to keep the media on your side.
- The general public can be a real ally. Stay in touch with them and give them opportunities to be involved in the jail. They elect the board, so they must be educated about how your jail keeps them safe.
- Families of inmates also have a big impact.
- County counsel and other lawyers need to be allies for the jail, as they can influence the flow of money.

- Identify who competitors are in seeking funds. Obviously, these include county agencies, but other groups may speak out against the department. Try to get these groups on your side.

Other Sources of Funding

- Donations from private industry. In most communities, there are corporations looking to give money away. Jails usually don't take advantage of this source, which can be helpful, not in terms of salaries, but to support specific programs.
- Local, federal, and state grants. Have someone in your agency assigned to keep an eye open for grants. Because grants often have requirements for matching funds, you must be able to get buy-in for providing these matches.

Alameda has been successful in getting funds for a program for pregnant inmates that connects them with community resources. We got support from the social services department and the county. We also went to other agencies in the area. It was surprising how many lined up to provide resources for the program, which sounded like something that would benefit them in the long run. We received funding from social services for staffing, and we also drew on the Inmate Welfare Fund. We were very happy to get additional funding from the community.

The bottom line:

- Make sure you know where money is going to go by prioritizing budget items.
- Use the whole department to do this kind of prioritizing. Make it realistic.
- Build advocates in the community.

For additional information, contact Dennis Schueller, Commander, Alameda County Sheriff's Office, 1401 Lakeside Drive, 12th Floor, Oakland, CA 94612-4305; (415) 203-9312; dschueller@admin.mail.co.alameda.ca.us

David Owens, Jr., Warden, Camden County, New Jersey, Correctional Facility

Marketing to County Decision Makers

We need to market all year. We can't wait until just before the time when decisions are to be made. Invite those in charge of your budget to the institution and to lunch. Do all you can to demonstrate what an outstanding job you and your staff are doing.

Most of the jail's budget is set in terms of salaries, which can be predicted. Recently, when I learned that staff positions were going to be cut, I asked for an additional 15 staff. I learned a valuable lesson, which is the importance of listening to what is going on. When I found out that our road gang program was going to be cut, I talked to some local mayors, who all showed up to defend the program, which they did not want to lose.

We have to be careful how we present our case to those who make budget decisions. When I wanted to expand our work release program, I had to demonstrate the economic value of the program in making offenders contributors and local taxpayers. I had to choose carefully how to do this, because a slick document makes the county freeholders question where the funds to produce the document came from.

Draw upon all possible resources:

- It is important to find out who the key decision-makers are and to begin working with them to bring them to your side.
- Belong to every organization possible, and assume members will be allies you can call upon when you need support. Become affiliated and invite members into your institution. In Camden, teachers have become involved as tutors, and an organization for retired accountants has also provided help at budget time in defining the value of the jail.
- Talk to ministers, churches, and synagogues in the community as often as possible. Although this is taxing, it is important.

Other Suggestions

- Cleaning parks and roads is great for the community, and it is also great for inmates. Such programs take on lives of their own.
- A consent decree can actually be an ally at budget time. Even the ACLU might be a very valuable resource in helping achieve a good budget.
- It is foolhardy to cut capital expenses and maintenance, because it will simply cost you more in the end
- Present a fair and truthful budget and then fight for it. Truth times two can get you in trouble.

For additional information, contact David Owens, Jr., Warden, Camden County Correctional Facility, 330 Federal St., Camden, NJ 08103; (856) 225-7632; dowens@co.camden.nj.us

Identifying Undiscovered or Under-utilized Funding Resources

Kenneth Berry, Major, Harris County, Texas, Sheriff's Department

We need to change our way of thinking, to see ourselves as business people in a business world. We need to know what resources we already have and what we need; are our needs for personnel, equipment, or services?

Identify Existing Resources

Existing resources may include revenue-generating programs that are already in place, the commissary fund, and other sources. We should also look at ways to reallocate existing resources, for example, by working with medical services to see if inmates who are now moved to the hospital could be treated in the facility. It may also be possible to provide mental health services in the jail rather than taking inmates to community facilities for the mentally ill. Such a change can keep us from having to use officers to transport inmates for services.

Identify Additional Resources

Additional resources can include the following:

- Grants--Some grants provide complete funding; others require matching funds. Other agencies or local colleges can sometimes provide assistance in writing grant proposals or can apply jointly for some types of grants. Partners may sometimes have better access to federal grants.
- Partnerships--Existing partnerships can often help resolve funding needs. We also need to ask ourselves how new partnerships might provide a benefit in terms of funding. Brainstorming what new partnerships might bring often uncovers a number of new opportunities.

Present Your Budget Honestly

It pays to be very honest when presenting your budget to the county. You can lose your credibility if you are not. We include everything we are doing for the county when we present our budget, and we attach a number to everything to suggest what value the county is getting. When doing this, it makes sense to figure salaries to indicate what the county, would, at a minimum, otherwise have to spend for the same service.

For additional information, contact Major Kenneth Berry, Harris County Sheriff's Department, 1301 Franklin St., Houston, TX 77002; (713) 755-8411; Ken_berry@harris.co.tx.us

**William Montague, Administrator of Operations, Shelby County, Tennessee,
Division of Corrections**

How to Tap Under-Utilized Funding Resources

Local jails and corrections agencies compete for funding with schools, hospitals, and roads, among other entities. We also face the problem that the public will ignore us if they can. They are generally willing to fund some kinds of basic services, but they usually express great reluctance to support programs and services beyond the basics. There are several solutions to this dilemma:

1. *Educate the public on the benefits of programs for the incarcerated.* It is up to us to ensure that the public understands what we do. We need to constantly reinforce the idea that we are part of the public providing a service. Some ways to do this include:
 - Form a liaison with the media by becoming customer-oriented;
 - Incorporate the media as an advertising agency;
 - Invite reporters to compare correctional services in your area with those in other areas;
 - Give the media the story in advance;
 - Be highly visible in your community by being available as a speaker/consultant on a cost-free basis to community organizations.
2. *Recruit diversified service volunteers.* Develop a volunteer service coordinator position. This person should be encouraged to recruit volunteers from a cross-section of the community. A needs assessment should match facility needs with volunteers' skills. Staff should be trained to work with the volunteers, and volunteers should be trained in the methods and mission of the facility.
3. *Recruit representatives of local business, industry, and government to develop work placement initiatives for ex-offenders.* For example, Opryland in Nashville now has a work release program that hires ex-inmates, and Shelby County also has a collaborative program with Habitat for Humanity.
4. *Identify public and private grant sources.* There are a variety of sources of funds for corrections, sometimes in cooperation with other community agencies.
5. *Give something back to the community.* Develop quality work programs that provide assistance to the community. For example, in one year, the Drug and Alcohol Program of the Shelby County Correction Center provided a total of 83,258 inmate work hours to agencies in the community. In the six months from July 1999 to January 2000, the Care and Custody section provided 922 inmate work assignments, 40,169 inmate work hours, and a savings to the taxpayer of \$206,871.
6. *Look to inmates to generate additional funds.* Hold inmates accountable for paying for part of the services provided to them. Examples include a medical co-pay or a variety of user fees. These can be charged as a one-time entry fee each time an individual is booked. Such fees, which must be approved by the county legislative body, generate additional funds for a variety of purposes.

Remember: If it's out there, you can find it. If can be done, but it takes a can do/will do attitude on your part.

For additional, information contact William Montague, Administrator of Operations, Shelby County Division of Corrections, 1045 Mullins Station Road, Memphis, TN 38134; (901) 385-5120; MONT-B@CO.SHELBY.TN.US



Issues for Large Jail Network Consideration

Congressional Correctional Officers Caucus

Art Wallenstein brought this caucus to the attention of the group. Headed by Representatives Ted Strickland of Ohio and Steve Horn of California, the Correctional Officers Caucus is a bi-partisan group committed to addressing the unique issues affecting federal, state, and local corrections agencies and officers. Its primary purpose is to influence and promote policies, practices, and operations that are of interest and concern to corrections officers and their families. Art noted that the Caucus is a target of opportunity. He suggested that Large Jail Network members contact those on the list of caucus members to see if they could visit them to provide an update on correctional issues.

Police Corps

John Dantis and John Rutherford discussed the Police Corps program, a provision of the Crime Bill, which offers scholarships to college students who agree to work in local or state police departments for four years after graduation. Each police department that employs a police corps graduate receives \$10,000 per year per participant. They pointed out that there is a great need for a similar program in corrections.

Juveniles in Adult Facilities

-Jacqueline Harris described Prince George's County Department of Correction's program for juveniles. Called JACS, for "Juveniles in Adult Correctional Systems," the program is a management strategy for dealing with incarcerated adolescents up to age 18. Its objectives are: 1) to reduce by 30% the incidents of aggressive behavior by juveniles in the department's facilities and 2) to provide program and treatment services specific to the special cognitive, physical, and emotional needs of juvenile offenders.

National Commission on Correctional Health Care (NCCHC)

Participants discussed the fact that accreditation by NCCHC is no longer accepted as an adequate demonstration of a facility's meeting ACA's health care standards. There was agreement that the National Sheriff's Association is a good target for discussions of accreditation and that Tom Faust, the new Executive Director of NSA, is aware of the issue of health care standards. NIC's mock audits were also cited as useful in preparing for ACA accreditation.



The Jail Auditing Process: How Does it Support Jail Operations and the Effective Use of Resources?

Les Breedon, Lieutenant, San Bernardino County, California, Sheriff's Department

Role of an Administrative Support Unit

The Administrative Support Unit (ASU) was developed in response to a lawsuit. Its goal is to "ensure that all Detention Corrections Bureau facilities strive for excellence through adherence to sound policies, practice of exemplary procedures, and success in all inspections." The unit implemented internal audits and inspections to help facilities to correct deficiencies. It also maintains a policy and procedure manual for the Bureau. There is a generic policy for all facilities and sub-policies that provide specific details on how each facility carries out the policy. In addition, the ASU coordinates with the training division to ensure that procedures and post orders correspond with the policies.

Compliance Functions

The ASU has the following functions related to compliance:

- Serves as bureau liaison with outside agencies.
- Assists with compliance issues related to previous Memoranda of Understanding.
- Proposes, drafts, and implements policies and procedures. The ASU serves as liaison for all policy changes and keeps records of all changes and dates.
- Chairs the Inmate Death Review Board. All suicides or other deaths of inmates are reviewed to be sure that they were not due to a problem with policy or procedure.

Inspections Functions

The ASU has the following functions related to inspections:

- Serves as networking liaison for all outside agencies.
- Helps facilities prepare for Board of Corrections and other inspections.
- Serves as liaison with the Adult Detention Facilities Advisory Committee.
- Coordinates and accompanies inspection teams at all facilities.

Why Conduct Audits?

Questions answered by conducting audits include the following:

- Are employees consistently following policy and procedure?

- Does current policy comply with all Title 15 and Title 24 standards?
- Is there any litigation or compliance issue that could be avoided by modifying policy?

Jail Logs

Staff often see keeping logs as unimportant--until an event occurs. The integrity of logs can be the primary focus of litigation if a serious incident occurs, so it is important to keep up with them. Ensuring the accuracy and timeliness of logs can reduce the opportunity to question whether they accurately reflected officers' observation of inmates. San Bernardino uses a bar code scanner to check if officers are keeping up with duties. Eventually, medication and transportation will also be handled and tracked by bar code.

Compliance Audit Procedures

Audits are designed to address compliance with policy and procedure to reduce the chances for litigation. The ASU conducts research on case decisions that might change policy or procedure and then makes recommendations to correct deficiencies. The major areas of litigation are: medical and mental health; crowding; staffing; and death in custody.

The ASU conducts the following types of audits:

- Inmate Grievance Procedures--Results are given to inmates within five days.
- Special Housing Logs and Observations
- Inmate Recreation
- Medical Screening and Receiving
- Discipline Procedures--The audit checks compliance with procedures.
- High Profile Inmate Booking and Release Procedures--These deal with celebrity inmates or those with a very high bail; the watch commander must review the audit.
- Ad Hoc Audits--As dictated by need.

Conducting Audits

Audits are not designed to find things wrong. They hold people accountable, but audits are used to offer suggestions for improvement. Staff are also given praise for doing things right. Audits include scheduled and unannounced inspections of records and procedures. They are conducted with the facility watch commander so that facility managers and supervisors can immediately see where deficiencies are. Action plans to correct deficiencies can be discussed and implemented immediately.

Inspections

- Self-Inspections--These include ongoing weekly inspections of all work positions by the watch commander. There is a standardized inspection form for each work area, and each inspected area or knowledge domain corresponds to relevant policy or

procedure. Self-inspections assess employees' critical knowledge of operations and equipment; they also address the cleanliness of the area or facility.

- Outside Agency Inspections--The State Board of Corrections inspects security, program, and operations every two years. The Fire Marshal does an inspection every year. The local health officer also does an inspection of medical and mental health programs. Prior to Board of Corrections inspections, the ASU does a half-day training on new requirements related to food, medical, clothing, etc. Following an inspection, the Department files a plan with the Board of Corrections to identify how any discrepancies will be corrected.

Adult Detention Facilities Advisory Committee

This committee oversees compliance with the California Penal Code. It annually inspects city and county adult detention facilities. It is concerned with the conditions of inmate employment, detention, care, custody, training, and treatment. There are six members, two appointed by the Board of Supervisors, two by the sheriff, two by the presiding judge. One must be a member of the California Bar.

Precedence of Manuals

Following is the order in which manuals addressing jail operations have precedence:

1. The California Penal Code
2. California Code of Regulations--Title 15, Title 24
3. San Bernardino County Sheriff's Department Policy Manual
4. Detention and Corrections Bureau Manual
5. Court Holding and Temporary Holding Facilities Manual

Policy and Procedure Revisions

Revisions of policy and procedure are undertaken through the following steps:

1. A deficiency or lack of policy is noted.
2. ASU researches the issue to determine the need for a policy.
3. Proposed policy and procedures are drafted.
4. All affected facilities and divisions review the proposed drafts.
5. Once approved by all, the master policy manual is amended to reflect the new policy.

Resources and Publications

The following documents can be useful in formulating an effective audit program:

- *Critical Analysis of Emergency Preparedness: Self-Audit Materials.* National Institute of Justice
- *Objective Jail Classification System: A Guide for Jail Administrators.* National Institute of Corrections.
- *Audits of Podular Direct Supervision Jails.* National Institute of Corrections.
- *Program Review and Internal Audits in Corrections.* National Institute of Corrections.

Internet Resources

- The Corrections Connection. <http://www.corrections.com>
- The American Correctional Association. <http://www.corrections.aca>
- California Board of Corrections. <http://www.bdcorr.ca.gov>
- National Institute of Corrections. <http://www.nicic.org.inst>
- Data Launch. <http://www.datalaunch.com/>

For additional information contact Lieutenant Les Breeden, San Bernardino Co. Sheriff's Department, 655 E. Third Street, San Bernardino, CA 92415; (909) 463-5005; lbreedden@sanbernardinosherriff.org

Presentation of Future Meeting Issues

Richard Geaither, NIC

Richard Geaither led a discussion of meeting participants on topics suggested as the focus for the next meeting of the Large Jail Network, to be held January 7-9, 2001. Proposed topics included:

- Presentations by the Executive Directors of the National Sheriffs' Association, American Jail Association, and American Correctional Association
- Performance data—how to collect it, how to use it
- Establishing and managing an Internal Affairs Unit
- Developing and implementing leadership performance measures
- Results-based management
- Mental health and retardation
- Legal issues, especially staff-staff or staff-inmate sexual misconduct
- Automation—the paperless system
- Building and security system maintenance
- Staff substance abuse

The group decided that the next meeting will focus on performance data and management's use of research. There was general agreement that someone with expertise in the area should be brought to the meeting to facilitate the discussion.