

U.S. Department of Justice  
National Institute of Corrections



**Proceedings  
of the  
Large Jail Network  
Meeting**



**NIC**  
**Large Jail Network**

**July 2003**

## Table of Contents

<b>Meeting Highlights Large Jail Network Meeting July 13-15, 2003 .....</b>	<b>1</b>
<i>Highlights of Meeting Sessions.....</i>	<i>1</i>
<b>Stay Awake or You Will Trip Over the Future.....</b>	<b>3</b>
<i>Tom Esensten, Consultant, Organizational Effectiveness Consulting.....</i>	<i>3</i>
<b>Video Presentation: <i>Beyond the Myths: Jails in Your Community</i> .....</b>	<b>7</b>
<i>Virginia Hutchinson, Chief, NIC Jails Division .....</i>	<i>7</i>
<b>Defining the Future and Exploring Organizational Strategies.....</b>	<b>9</b>
<i>Tom Esensten, Facilitator.....</i>	<i>9</i>
<b>Future Trends and Their Impact on Jail Management .....</b>	<b>15</b>
<i>Marilyn Chandler Ford, Volusia County Corrections, Daytona Beach, Florida.....</i>	<i>15</i>
<b>Jail Population Growth: <i>Sources of Growth and Stability</i> .....</b>	<b>19</b>
<i>Allen Beck, Chief, Corrections Statistics Program, Bureau of Justice Statistics .....</i>	<i>19</i>
<b>Jail Standards and Accreditation: Are there Still Advantages?.....</b>	<b>23</b>
<i>Tim Ryan, Orange County, Florida .....</i>	<i>23</i>
<i>Robert Verdeyen, Director of Standards and Accreditation, American Correctional Association.....</i>	<i>25</i>
<i>Edward Harrison, President, National Commission on Correctional Health Care ....</i>	<i>27</i>
<i>Heather Lowry, Inspector, U.S. Marshals Service .....</i>	<i>29</i>
<b>Accreditation: Open Forum Discussion.....</b>	<b>31</b>
<b>Use of New Technology .....</b>	<b>33</b>
<i>Barry Stanton, Prince George's County, Maryland.....</i>	<i>33</i>
<i>Otto Payne, Jefferson County, Kentucky .....</i>	<i>37</i>
<b>Wrap-up Issues .....</b>	<b>39</b>
<b>Use of Existing Technology for New Purposes .....</b>	<b>41</b>
<i>Joe Russo, Program Manager-Corrections, National Law Enforcement and Corrections Technology Center.....</i>	<i>41</i>
<b>Use of Technology: Open Forum Discussion.....</b>	<b>47</b>
<i>Joe Russo, National Law Enforcement and Corrections Technology Center .....</i>	<i>47</i>

<b>Announcements and Discussion of Next Meeting .....</b>	<b>49</b>
<i>Richard Geather and Meeting Participants.....</i>	<i>49</i>
<b>Meeting Agenda.....</b>	<b>51</b>
<b>Meeting Participants .....</b>	<b>55</b>

---

## MEETING HIGHLIGHTS

### LARGE JAIL NETWORK MEETING

JULY 13-15, 2003

---

These proceedings summarize a meeting of NIC's Large Jail Network held in Longmont, Colorado, on July 13-15, 2003. Approximately 60 administrators of the nation's largest jails and jail systems attended the meeting.

The meeting focused on several issues affecting jail operations:

- The future and how to anticipate and respond to it;
- New technologies in jails
- Changing demographics of inmate populations

#### HIGHLIGHTS OF MEETING SESSIONS

- **“Stay Awake or You Will Trip Over the Future.”** In this opening session, **Tom Esensten**, founder of **Organizational Effectiveness Consulting**, pointed to the importance of building the capacity among jail administrators and staff to do long-range scanning. In addition to urging administrators to gather indications of the future from outside the field of corrections, he also summarized a range of emerging societal issues with the potential to affect jail operations in the next few years.
- **Video Presentation: “Beyond the Myths: Jails in Your Community.”** Virginia Hutchinson, Chief of the NIC Jails Division, presented a new NIC-produced videotape entitled, “Beyond the Myths: Jails in Your Community.” The video is designed to give jail administrators a tool for educating their communities and funding authorities about the role of the jail.
- **Defining the Future and Exploring Organizational Strategies.** In this session, **Tom Esensten** facilitated a group discussion designed to give participants experience in “futures thinking” and contingency planning to respond to some potential events of the future. Each table of participants was assigned a potential event and asked to address specific aspects of responding to that event.
- **The Impact of Jail Population Changes on Jail Management.** This session focused on both some general aspects of the future—technology, education, health issues, and life/social impacts—and on hard data on jail populations. **Marilyn Chandler Ford**, Volusia County, Florida, presented the general aspects of the future, highlighting their potential implications for jail administrators. **Allan Beck**, Corrections Statistics Program of the Bureau of Justice Statistics, presented data on population growth, projected growth, and demographics. He also summarized the requirements of the Prison Rape Reduction Act as they affect the Bureau of Justice Statistics and announced the 2004 Survey of Large Jails.
- **Jail Standards and Accreditation: Are There Still Advantages?** **Tim Ryan**, Orange County, Florida, set the stage for presentations by representatives of the American Correctional Association, the National Commission on Correctional

Health Care, and the U.S. Marshals Service. He emphasized the importance of professionalism in jail management. **Robert Verdeyen**, American Correctional Association, summarized ACA's new accreditation process and the performance-based initiative. **Edward Harrison**, National Commission on Correctional Health Care, provided information on CCCHC's role, including its accreditation program. **Heather Lowry**, U.S. Marshals Service, discussed the Marshals Service inspection program and standards. The ensuing Open Forum Discussion gave meeting participants the opportunity to ask questions designed to clarify the positions of ACA and CCCHC on the accreditation of health care in jails.

- **Uses of New Technology.** **Barry Stanton**, Prince George's County, Maryland, summarized that county's use of several technologies: Correctional Information Management System, Facial Recognition System, Image Ware System, and Automated Booking System. **Otto Payne**, Jefferson County, Kentucky, showed a videotape of the county's video visitation system and provided information on a new two-finger scan system being introduced in the jail.
- **Uses of Existing Technology for New Purposes.** **Joe Russo**, National Law Enforcement and Corrections Technology Center, gave an overview of NLECTC's services and provided examples of a number of existing technologies being adapted for use by corrections. In the ensuing discussion, he emphasized the importance of recognizing technology's limitations and of ensuring that technology is implemented only when it meets an agency's specific needs and matches its mission.
- **Announcements and Discussion of Next LJN Meeting.** **Richard Geather**, NIC Correctional Specialist, led the group in a discussion of potential topics for the next Large Jail Network Meeting, to be held in February, 2004. The topics selected were a legal issues update, emergency preparedness, including homeland security, contagious diseases, and partnerships.

---

## STAY AWAKE OR YOU WILL TRIP OVER THE FUTURE

---

### TOM ESENSTEN, CONSULTANT, ORGANIZATIONAL EFFECTIVENESS CONSULTING

The title of this presentation came from the Human Potential Movement of the '70s, which pointed to two types of people: those who trip over garbage and keep going and those who bend over and pick it up. Which will you be? Will you glance down and keep moving or ask, "What is this, and what should my organization do about it?"

As a jail administrator, you are a great problem solver. You can move large numbers of people around and supervise them in a safe environment. You solve problems with staff all the time. Your challenge is to move from being a problem solver to a problem preventer. The central tool for doing so is long range scanning. You must constantly look to the future to identify early signals of change that may affect your organization.

#### SCANNING

The strength of the Large Jail Network is that you get together and share your problems. This, ironically, is also the weakness of the Network, because it is really more important for you to talk to those in other parts of our culture. They may be experiencing things that could affect your organization. You should read *outside* the field for indications of events that have some potential significance for your world.

#### THE 3 C'S OF THE FUTURE

- Certainty—Some things about your future are pretty well defined. For example, the demographics of your organization in three to five years can be predicted fairly accurately.
- Chance—Chance events may not have happened yet, but they may cause significant pain for your organization.
- Choice—The choices you make today are the biggest determinants of your future. Where you put your money, the types of facilities you build, the kinds of technology you buy, and the types of staff you hire all will determine whether you have a successful future or not.

#### THE ICEBERG THEOREM

The Iceberg Theorem says that 7/8 of everything cannot be seen. Scanning is about investing the time and resources to anticipate whether adjustments need to be made when you encounter an iceberg. You never have perfect information on which to make decisions. A concerted scanning effort won't allow you to see 100%, but it will enable you to pick up on an additional proportion of what is really going on.

#### A+V+P = FF

**A=anticipation.** You need to anticipate what might happen to affect your agency. Those of you who are now under Federal mandate are unable to define your own future.

- “Those who are first on the battlefield and wait, are at ease. Those who are last on the battlefield and head into battle, get worn out.” Sun Tzu
- “At the beginning the disease is easy to cure but hard to recognize; but as time goes on, it is easy to recognize but hard to cure.” Machiavelli

**V=vision.** You need a vision of what you want to achieve. Employees everywhere say that they don’t know where their organization is going or what they are trying to accomplish. They don’t know what their boss’s vision is. It is hard to get staff to be excited about the future unless you can give them an idea of your vision.

- “Vision is the art of seeing things invisible.” Jonathon Swift
- “Where there is no vision, people perish.” Psalm 29

**P=passion.** You need a passion for your vision. True vision requires passion. It isn’t enough to create a “vision statement.” You must have a passion for what you want your organization to become and you must live it out on a daily basis.

- True vision requires passion.
- Passion=a cat sitting on a gopher hole.

**FF=futures focus.** Wayne Gretzky used to say, “I skate to where the puck is going to be.” Getting there before the puck allows you to capitalize on opportunities and prevent problems.

- Anticipation, vision, and passion enable you to master a futures focus.

## SOME INTERESTING FUTURES

### ***Domestic Discontent***

- *Economic uncertainty.* We don’t know what will happen to the economy, if stocks will go up or down.
- *Mistrust of institutions.* The American public is losing trust in fundamental institutions that have served the country well in the past, including government, industry, health care, and education.
- *Social isolationism.* Segments of society are feeling isolated by their beliefs and by economic conditions.
- *Civil disobedience.* Civil disobedience was originally practiced in the context of civil rights and war protests. It is now targeting institutions worldwide.

### ***Pharmacological World***

- *Treatment for physical and mental conditions.* There is an increasing turn to pharmacological solutions rather than behavioral interventions. What are the impacts of this change on your costs for inmate care?
- *Issues of privacy.* This is a growing issue.
- *Reduced medical retirements.* This change will affect both inmates and staff.
- *Conditions of employment.* How much control will you have over staff medications?

- *Monitoring.* Will you be able to require a staff person to go on meds for a specific problem?
- *Mandates.* The requirements for a “drug-free workplace” will be different.

### **24/7 Connect**

- *Ubiquitous computing.* Even inmates may show up with 24/7 connectivity.
- *Multi-function miniaturization.* Every staff person can have a connectivity device on a belt; how will you know what communications are work-related?
- *Blurring of work and personal lives.* How will you determine when staff are on duty and when not?
- *Accountability.* How will staff be held accountable in such a context?
- *Responsibility.* Constant connectivity can present big problems and great opportunities.
- *Compensation.* This issue could also affect staff compensation.
- *Mandates.* Can you require staff to be hooked up all the time?

### **Town Hall Government**

- *The credibility of government in question.* The question is whether government is serving itself or the people.
- *Informed communities.* The more informed people are, the more questions they will have. At present, about 80-85% of U.S. residents have Internet access.
- *Special interest politics.* With term limits, there are more single-issue candidates.
- *Competition for priorities.* Public concerns over health care, the elderly, terrorism may eclipse any concern over corrections and public safety. How can you convince the public that they should spend money on your jail?
- *Electronic connections.* There is a current push for electronic voting, which saves money and may increase voting participation.
- *Role of elected officials in question.* With the mistrust of elected officials and the public’s increased participation in elections, what will happen if large numbers of people comment on your business?

### **Welcome to Competition**

- *Cost effectiveness is key.* In an increasingly competitive environment, it is crucial to demonstrate that your operations are cost-effective.
- *Competition for finite revenues.* You must convince the public that you are offering a service at less cost than anyone else could.
- *Strategic alliances.* In this competitive environment, competitors must sometimes cooperate, as they can do a better job together than alone.
- *From service provider to service provision. Are you a commodity?* Ask yourselves if you have a plan to ensure that critical services are provided by whoever is the best provider.

### **Building Organizational Scanning Capacity**



- *Actively challenge all assumptions about the future.* Don't assume that you are hiring a 25-year employee, for instance. The challenge is identifying where the next generation will come from.
- *Make scanning everyone's job.* Talk about the issues and challenges facing other industries and how they could be part of your organization's future.
- *Dedicate time for exploration and debate.* Set aside meetings in which you and your staff do nothing but discuss assumptions about the future.
- *Build new organization models based on alternative futures (If/ then).* Think "if this happens, what will we do?" Always uses a pencil to do organizational charts. The best tool for a futurist is a pencil and eraser.
- *Build interagency information-sharing networks.* Build networks both within and outside corrections. Reach out to the private sector. Find a successful business owner and ask that person to come in and give you advice. From this input, you may learn some interesting ways to think about how to use resources.
- *Dedicate 20% of your time to the future.* You are in the best position now to focus on the future, and you have the responsibility to prepare your organization to carry on even after you are gone. Start looking at the future. Be sure your organization has a vision and that you drive that vision with passion.

*For more information, contact Tom Esensten, Organizational Effectiveness Consulting, 11342 Sulphur Mountain Road, Ojai, California 93023; (805)933-9723; [DogRanch3@aol.com](mailto:DogRanch3@aol.com)*

---

**VIDEO PRESENTATION: *BEYOND THE MYTHS: JAILS IN YOUR COMMUNITY***

---

**VIRGINIA HUTCHINSON, CHIEF, NIC JAILS DIVISION**

The NIC-produced videotape, “Beyond the Myths: Jails in Your Community,” is designed to give jail administrators a tool for educating their funding authorities and communities. Communities often don’t understand the role of the jail, and they have misconceptions about the complexity of jail operations. Such misunderstandings are often shared by county commissioners and funding authorities.

This videotape can be useful as a springboard for discussing issues specific to individual facilities. Large Jail Network members helped produce the videotape, and some of them appear on screen to share their insights.

A copy of the videotape is being provided to each participant in this meeting. Jail administrators who are interested in receiving additional copies, including copies for distribution to county commissioners, may obtain them through the NIC Information Center at [asknicic@nicic.org](mailto:asknicic@nicic.org); (800) 877-1461 or (303) 682-0213.

NIC has also developed a companion document entitled, “Jail Resource Issues: What Every Funding Authority Needs to Know.” This document is also available through the NIC Information Center.

*For more information, contact Virginia Hutchinson, Chief, NIC Jails Division, 1960 Industrial Circle, Longmont, CO 80501; (800) 995-6429, x140.*



---

## DEFINING THE FUTURE AND EXPLORING ORGANIZATIONAL STRATEGIES

---

### TOM ESENSTEN, FACILITATOR

#### USEFUL WEBSITES FOR SCANNING

- [Commandcollege.com](http://Commandcollege.com)—click on “futures files” to find a large number of futures files about technology, demographics, and economics, as well as their potential implications for criminal justice.
- [Ceoexpress.com](http://Ceoexpress.com)—based on interviews with 500 CEOs who were asked what they wanted to find on the web. Easy access to interesting sites on this site.

#### OVERVIEW OF THE GROUP EXERCISE

To understand the future, you have to engage in exploration, creativity, imagination, discussion, and debate. Exploration is best done in groups so you can feed off each other's ideas. Usually, it is best done in diverse groups with people who have perspectives and experiences different from your own.

The group exercise in this segment of the meeting was designed to give participants some experience in contingency planning to address a few potential events of the future. Each of the 10 tables of meeting participants was assigned one potential event from a list and given the following assignment:

- Briefly describe the potential event and its key components.
- Identify the impacts of the event on large jails and label each impact as either positive or negative.
- Develop 3 or 4 strategies the organization can implement in anticipation of the event becoming a reality.
- Assign a probability of occurrence to the event and a projected year in which the group believes the event might possibly occur.
- Have someone take notes to be handed in.
- Have someone prepared to stand up and present the group's work.

#### SUMMARY OF GROUP DISCUSSION OF POTENTIAL EVENTS

##### 1. GPS implants are legally and socially accepted.

- ◆ *Potential event and key components:* All persons arrested will receive a GPS implant to track them while in custody, post-conviction, and in the future.
- ◆ *Positive impacts:* We will know where everyone is at all times. GPS will eliminate escape attempts, enhance pretrial and alternative release, and could be a deterrent to crime.
- ◆ *Negative impacts:* There will be an increase in inmate populations as a result of the ease of locating individuals for warrants. An increase in funding will be

required for operations, tracking, and equipment. There will be a loss of civil rights.

- ◆ *Strategies:* Increase funding to create additional jail space and meet staffing needs. Begin to discuss the format to change or revise county ordinances or state statutes to require offenders to pay something toward their detention. Begin to develop detailed policies and procedures for the use of this device.
- ◆ *Probability:* High probability within the next 15 years.

**2. Drugs are developed that can effectively control all forms of violent behavior.**

- ◆ *Potential event and key components:* The drugs will control violent behavior associated with mental illness, sociopathic behavior, and violent behavior manifested in the commission of crime. Issues to be addressed include how many violent incidents will cause a person to be classified as violent and who will determine whether drugs are appropriate.
- ◆ *Positive Impacts:* Violence in the institution will be controlled. It might be possible to have only two classifications: violent and non-violent. There should be a decrease in the inmate population as more people could be sentenced to day reporting as an alternative.
- ◆ *Negative Impacts:* Medication costs will increase. There will be increased liability, and additional staff training will be required.
- ◆ *Strategies:* New laws will be needed to allow institutions to give medications to inmates, and institutions will require immunity from liability in this context. Clear guidelines for administering drugs will be necessary. Facilities will have to assess the proportion of offenders with violent behavior in order to determine housing assignments.
- ◆ *Probability:* High probability by the year 2010.

**3. Fiscal resources to support the criminal justice system are reduced by 35% due to competition from education, the elderly, terrorism, and the environment.**

- ◆ *Potential event and key components:* This event would have an impact on the entire criminal justice system, including detention, courts, law enforcement, and public safety. The cutback may create a potential for crime to increase, and it is likely to require new alternatives to incarceration.
- ◆ *Positive impacts:* More alternatives to incarceration would have to be developed. There would be more programs for the elderly. Strategic alliances would be formed with other systems addressing related issues. Money would be spent for better services, and there would be more prevention strategies instead of reactive strategies. There would be an increased use of volunteers. In the long run, the result could be better-run jails.

- ◆ *Negative impacts:* There would have to be staff layoffs, primarily in service positions, although probably also among security staff. There would be increased overtime and system slowdowns. In the short run, there would be an increased rate of crime.
- ◆ *Strategies:* State legislators and county councils would be encouraged to change laws, creating alternative sentences and shortening sentences. Alternative funding, including grants, would be pursued more vigorously. Better use of technology would help replace the loss of funds.
- ◆ *Probability:* Very high probability within 5-7 years.

**4. OSHA declares contact with prisoners a significant safety and health risk and mandates hazardous duty compensation and staffing ratios.**

- ◆ *Potential event and key components:* The event would have an impact on the supervision, screening, and classification of inmates. Specialized equipment, including masks, would be issued to staff and possibly inmates. Negative pressure cells and booking areas would be required, necessitating retrofitting.
- ◆ *Positive impacts:* Staff safety might increase as a result of the precautions taken. This event might reduce amount of touching of inmates, as pat searching might be eliminated. Direct supervision might be reduced.
- ◆ *Negative impacts:* The financial impact on counties would be significant, as staff pay might be reduced. Contract negotiations would be negatively affected, which might lead to a reduction in jail staff. Alternative forms of supervision would be instituted, including robot patrols and surveillance video. Automated booking that would require no staff might be instituted. Direct supervision would be likely to disappear. Filtering systems for staff and inmates would have to be installed. Court appearances would have to be via video, as would visiting. It would be hard to recruit civilian staff, and there would union problems with existing staff in terms of equipment and scenarios for handing it. The safety of inmates would decline.
- ◆ *Strategies:* More administrators would apply to NIC for technical assistance. New jail designs would have to be implemented, and organizations would have to retrofit current facilities, including video, ventilation systems, and staff equipment. Staff training and recruiting strategies would have to change. Institutions would look to the medical field for assistance, and screening would become more intensive.
- ◆ *Probability:* A medium to high probability by 2010.

**5. Amendments to the Patriot Act deny individuals awaiting trial for felonies the right to bail or any pre-trial release.**

- ◆ *Potential event and key components:* This may be seen as a Federal issue as it would address Federal crimes, but the Feds rely on local agencies to detain their prisoners. The Federal government could require states and localities to hold offenders without bail.

- ◆ *Positive impacts:* Because there would be more prisoners in local facilities, the Federal government might be willing to pay local jails a per diem for housing their prisoners. There might also be additional Federal dollars available for new construction. This event would also provide an opportunity to get the attention of county commissioners and the public.
- ◆ *Negative impacts:* This could be an unfunded mandate. There would be increased security issues, and it might be difficult to recruit staff. Without additional resources and as a result of the influx of higher security Patriot Act detainees who cannot bond out, less serious offenders might get released. (This could present a positive opportunity for community corrections.) There would be a shift from a local emphasis to a national one. Rights to privacy would deteriorate.
- ◆ *Strategies:* It would be important to educate the community at large, as well as county commissioners, about who is appropriate for jail, community release alternatives, or emergency release. Local agencies would have to establish relationships with Federal agencies and would have to seek Federal funds to lay the groundwork for dealing with this event. It would be important to involve the local criminal justice planning or advisory board.
- ◆ *Probability:* a 60% chance by 2013.

**6. Inmates are allowed to form collective bargaining units and negotiate for living, working, and safety conditions.**

- ◆ *Potential event and key components:* This event would affect facility control and costs. Grievance procedures would have to be developed.
- ◆ *Positive impacts:* The contract might reduce management problems and lessen liability. Crowding might be eliminated, and there would be less violence. It might be possible to have fewer staff.
- ◆ *Negative impacts:* Depending on the result of collective bargaining agreements, additional issues could be created. There would be a huge cost for this change, and there would be a loss of control in the facility. Privileged communications would be affected. Meetings would have to be facilitated.
- ◆ *Strategies:* Be proactive; anticipate whom the inmate group would choose to represent them. Establish a grievance procedure, and ensure that there is an anti-strike clause in any agreement.
- ◆ *Probability:* Less than a 5% probability, except in California, where the probability is 80%.

**7. Country-wide civil war in Mexico results in 10,000,000 refugees coming to America in one year.**

- ◆ *Potential event and key components:* The southern border would be overwhelmed with refugees seeking safety in the U.S. Border states would be most affected, but the impact would filter up to major population centers throughout the

U.S. Health, public safety, and housing resources would be unable to cope with the influx. As the place of last resort for dealing with society's ills, large jails would be flooded with additional arrestees, resulting in severe crowding.

- ◆ *Positive impacts:* This would be an opportunity for jails to test their contingency plans. Collaboration among large jails would increase.
- ◆ *Negative impacts:* There would be tremendous crowding in jails. Mental health issues among staff would grow, and overtime would increase. Language and communication problems would increase. There would be additional pressures on financial resources, and services such as food services would be strained.
- ◆ *Strategies:* Plan with state and Federal authorities to manage the influx of refugees once they have been processed through local facilities. Coordinate the use of National Guard and the active military to staff facilities in prison compounds and military bases. Local and state governments, working under the Federal Emergency Management Administration, should develop action plans to deal with 10,000,000 refugees.
- ◆ *Probability:* Unlikely probability; 5% by the year 2020.

#### 8. **International treaties require local incarceration and internet-based trials for defendants charged with transnational crimes.**

- ◆ *Potential event and key components:* This event would probably occur as a response to international terrorism and would require multi-jurisdictional responses. It would be hard to define which jurisdiction has authority with respect to those who commit international crimes, and this might have to be worked out via treaties. The World Court or the Federal government might be the prosecuting authority. This situation could also be defined to apply only to institutions that hold Federal prisoners. We could select or limit which jails would be involved, although they would likely be large jails with high security and the ability to hold maximum security prisoners.
- ◆ *Positive impacts:* There would be fewer extradition proceedings. The U.S. jail would be elevated to international status, and additional funding could result. There would be lower transportation costs.
- ◆ *Negative impacts:* There would be increased costs associated with upgrading technology, including video technology for trials. There would also be increased costs associated with hiring and maintaining information technology staff. A huge variety of language, religious, and dietary issues would emerge.
- ◆ *Strategies:* Create special regionalized/centralized locations in which detainees charged with transnational crimes would be held. Use headhunting to recruit I.T. staff. Develop specialized staff, especially those with expertise in international law. Partner with the media so that jails could link into satellite systems. Develop systems of cost sharing with other countries. Send the problem to state prisons.



- ◆ *Probability:* A high probability by 2011.

**9. Federal law requires that only disability retirement pensions can start before age 65.**

- ◆ *Potential event and key components:* The insolvency of Social Security would result in a run on local retirement systems. This would be a tough issue, as the work force in jails would be getting older as inmates are getting younger.
- ◆ *Positive impacts:* None.
- ◆ *Negative Impacts:* There would be an increase in disability retirements, probably a huge wave of them. There would be additional recruiting and retention factors; burnout would be a big factor. Salaries would likely increase to offset retention problems, and there would probably be an increase in deferred compensation packages.
- ◆ *Strategies:* Create counseling teams to deal with morale. Develop plans for how to deal with an aging work force, including the use of more non-contact positions for older staff. Create physical training plans and onsite wellness programs to maintain health. Depend more on technology for inmate management.
- ◆ *Probability:* A very high probability by 2020.

**10. A SARS-type virus infects 30% of the inmates in Los Angeles County Jail, resulting in 250 deaths.**

- ◆ *Potential event and key components:* This event would be a community problem. The jail would have to be quarantined, and temporary booking and handling facilities would have to be established. The medical community would have to set up temporary care facilities. The Centers for Disease Control and public health agencies would have to respond.
- ◆ *Positive impacts:* Preventive measures would be developed by large jails. There would be zero contact with inmates; arraignments would be done via videoconferencing.
- ◆ *Negative impacts:* Lawsuits would be filed. The event might not be considered a national problem, but it would have national consequences.
- ◆ *Strategies:* Develop protective gear. Provide better training and medical screening of prisoners and staff. Provide information to the media and public. Develop and put into place emergency staffing plans and drills.
- ◆ *Probability:* Very high; it may be happening right now.

**COMMENTS BY TOM ESENSTEN**

Some of these scenarios would obviously have more impact than others. I suggest that you take the scenarios back and sit down with your staff to talk about them. Ask how your institution would respond if each of these scenarios came true. You may need to add one more contingency plan to those you already have.

---

## **FUTURE TRENDS AND THEIR IMPACT ON JAIL MANAGEMENT**

---

**MARILYN CHANDLER FORD, VOLUSIA COUNTY CORRECTIONS, DAYTONA BEACH, FLORIDA**

### **INTRODUCTION**

This presentation will focus on the “softer side” of looking at the future, and then Allen Beck will summarize the “hard facts.” The following statement might almost be the motto of NIC and the Large Jail Network: “The leadership obligation is to think beyond your experience and plan beyond your tenure” (Edward D. Barlow, Jr., *Creating the Future*, Inc.). These meetings give us an opportunity to come together and talk about where we are headed. I will focus on four aspects of the future: technology, education, health issues, and life/social impacts. Although we may think we know many of these things, we may not evaluate them clearly in terms of how they apply to our environment.

### **INFORMATION EXPLOSION**

- Assuming that mankind had one unit of knowledge in the year AD1:
  - ◆ It took approximately 50,000 years for humanity to acquire the first unit of knowledge.
  - ◆ It took 1500 years to double that first knowledge base.
  - ◆ By the early 1970s, mankind doubled the knowledge base every 6 years.
  - ◆ Human knowledge is expected to double every year by 2012.
- The implications of these facts are staggering, and they give one some idea of the proportion of what we don’t know to what we do know. The rapid growth in information will affect how we do our jobs, and it has implications for what our staff must learn.

### **TECHNOLOGY**

Technology is changing every two to five years, which makes it difficult to predict the future. The following technologies have implications for how we do our jobs and monitor our staff:

- Biometric identification—including fingerprint, iris, retina, facial, hand, DNA, walk (gait), and odor identification.
- Voice-oriented—voice to text, text to voice, and translation. This is on the horizon and will become part of our world.
- Information management—COMSTAT-type, AI, grid computing. These sophisticated tools for planning will require a technologically sophisticated staff and an internal network.
- Bio-interactive materials—including voice prompts that will reveal if someone has been exposed to stress or even anthrax.

**Will technology change the face of crime?**

Electronic surveillance systems, bankcards, and smart cards will work only with a legitimate user. However, the new targets for crime will be their component parts, such as chips and precursor chemicals.

- Identity theft and information theft will be the targets of technologically sophisticated criminals. Large urban jails are likely to hold more sophisticated criminals, while those who commit “garden variety” offenses may be housed in rural jails.

### **The Digital Divide**

It is important to remember that technological innovations are not the same as social innovations. Although there has been nearly a doubling in the number of households with Internet access, the majority of the population is still not computer literate. In addition, minority groups and lower income groups still lag behind in terms of Internet access. One implication of this is that if our jails get sophisticated technology systems, we will need to do a lot of staff training to make these systems useful.

### **EDUCATION**

#### **SKILL LEVELS**

- Although 78% of teachers think that public school graduates have or will have the skills to succeed in the work world, only 41% of employees and 67% of parents share this belief.
- Employers’ concerns about public school graduates’ skills are reflected in the fact that the following percentages of employers rated graduates’ skills as “poor” or “fair” in these categories:
  - ◆ Write clearly—73%
  - ◆ Grammar and spelling—73%
  - ◆ Basic math—63%

#### **Work Habits**

- The percentage of employers who rated public school graduates’ work habits as fair were as follows:
  - ◆ Being organized and on time—69%
  - ◆ Being motivated and conscientious—72%
  - ◆ Being curious and learning new things—53%

#### **Respect**

- Employers’ ratings for: “Students treat each other with respect in [my] high school”:
  - ◆ Parents—39%
  - ◆ Teachers—18%

- ◆ Students—30%
- These ratings in all categories have implications for jail administrators.

## HEALTH ISSUES

Jails are important gatekeepers for identifying diseases that affect the community as a whole. They have a crucial role in screening for diseases such as tuberculosis, AIDs and HIV, and sexually transmitted diseases. In addition, as you know, we have an aging population with concomitant health issues.

## LIFE/SOCIAL IMPACTS

The number one reason people move is related to housing rather than jobs. When we think about recruiting staff, we need to remember that line staff will not move across the country for work.

If we could shrink the population of the earth to a village of precisely 100 people, with all the existing human ratios remaining the same, it would look like this:

- There would be 57 Asians, 21 Europeans, 14 Western Hemisphere people, and 8 Africans.
- 70 persons would be non-Christian and 30 would be Christian.
- 50% of the entire world's wealth would be in the hands of only 6 people, and the 6 people would all be citizens of the U.S.
- 70 people would be unable to read.
- 50 would suffer from malnutrition.
- 80 would live in substandard housing.
- Only 1 would have a university education.

These figures give some sense of how the world is changing.

## “Bubbles” on the Horizon

- *Shift and post assignments.* There is phenomenal growth in serial relations, even within the same workforce. Many people have been divorced twice. This affects how we assign staff.
- *FMLA and other leaves.* Same gender relationships are increasing, which is affecting health coverage.
- *Sensitivity training and EEOC issues.* Future training will have to address age discrimination. In addition, genetic discrimination may become an issue as technology enables us to identify genetic make-up.

## REFERENCES

- <http://www.futurist.com/futuristnews/archive>
- Alvin Toffler, “Communications Revolution Just Waiting to Happen,” [www.indiaonline.com](http://www.indiaonline.com). January 25, 2002.

- *Falling Through the Net: Toward Digital Inclusion (2000)*.  
[www.ntia.doc.gov/ntiahome/digitaldivide](http://www.ntia.doc.gov/ntiahome/digitaldivide). July 10, 2003.
- Jean Johnson and Ann Duffett, “Where Are We Now: 12 Things You Need to Know About Public Opinion and Public Schools.” Public Agenda. 2003.
- Carol Ann Meares and John F. Sargent, Jr. (June, 1999) *The Digital Workforce: Building Infotech Skills at the Speed of Innovation*. U.S. Department of Commerce. Washington, DC.
- U. S. Census Bureau (May, 2001), *Geographical Mobility: Population Characteristics, March 1999 to March 2000*. Washington, D.C.
- U. S. Census Bureau (April, 2003), *The Older Population in the United States: March 2002*
- U.S. Census Bureau (May, 2001), *Why People Move*

*For additional information, contact Marilyn Chandler Ford, Ph.D., CJM, Volusia County Corrections, 1300 Red John Road, Daytona Beach, FL 32120-2865; (386) 323-3524; [mcford@co.volusia.fl.us](mailto:mcford@co.volusia.fl.us)*

---

## **JAIL POPULATION GROWTH: *SOURCES OF GROWTH AND STABILITY***

---

**ALLEN BECK, CHIEF, CORRECTIONS STATISTICS PROGRAM, BUREAU OF JUSTICE STATISTICS**

### **POPULATION GROWTH**

- Incarceration rates have soared over the last 25 years and are still rising. In 2002, 476 of every 100,000 persons in the U.S. were incarcerated.
- Jail populations peaked in 1997, followed by a substantial decline until a spike in 2002.
- Jail capacity is up 168,100 since 1995, and jails are now at 97% of capacity. Jails are actually less crowded now than in the mid-'90s. If populations had continued to grow 4 or 5 percent a year, jails would now be full.
- Jail admissions were up 75% from 1988 to a total of 12.5 million in 2002.

### **Sources of Population Growth**

There is only a weak relationship between population growth and crime rates or arrest trends. Jail populations are actually the result of how we respond to crime; small changes in policy and practice can result in large impacts on population. For example, pretrial release rates have declined for those charged with violent crimes, resulting in increased jail populations, independent of arrest rates.

- The rise in numbers of unconvicted jail inmates accounts for 71.4% of jail population growth. Approximately 60% of all jail inmates on a single day are awaiting trial.
- There is a steady flow of felons now being sentenced to jail. Of the more than 920,000 convicted felons, a quarter are sentenced to jail.
- Time served has also increased, from an average of 5.7 months in 1996 to 6.4 months in 2002.
- Increasing numbers of offenders on community supervision are returning to jail. The number of probationers revoked and incarcerated rose from 268,000 in 1990 to 479,800 in 2001. The number of parolees revoked and incarcerated was 215,000 in 2002, up from 133,900 in 1990. These numbers may stabilize, however.
- Increasing numbers of inmates are being held for other authorities. In 2002, 18.7% of jail inmates were being held for federal, state, or other local authorities, up from 12.2% in 1988.

### **Characteristics of the Inmate Population**

- The offense composition of jail inmates is largely unchanged.

- The jail population is aging, becoming more middle-aged than in the past. In 2002, 26% of jail inmates were 35-44 years old, up from 16.7% in 1989. This trend reflects the aging of the U.S. population as a whole.
- Despite higher rates of incarceration, racial disparities remain unchanged.
- Special needs of inmates remain the challenge for jail management: A third report regular use of cocaine or crack; 1 in 8 use heroine or other opiates. Forty percent report using alcohol at the time of their offense; 42% had received treatment; 29% of these while under community correctional supervision. Nearly half (47%) of women and 13% of men report past physical/sexual abuse. Sixteen percent have a history of mental illness; 10% of males and 16% of female received services. One-third report having medical problems that required medical attention since admission.

### **PROJECTED GROWTH IN THE INMATE POPULATION**

Future growth is linked to demographic trends and rising arrest rates. There are three models being used to project jail population growth by 2010:

- The first assumes that the rate of increase will be the same as the past 5 years. This model projects that jail populations will increase 100,000 by 2005 and another 100,000 by 2010.
- The second model assumes slower growth, similar to the past two years, and projects an increase of approximately 100,000 by 2010.
- The third model looks only at demographic trends, projecting a growth of less than 100,000 by 2010.

The model with the middle ranges may be the most likely because sources of growth have weakened substantially for a variety of reasons.

### **PRISON RAPE REDUCTION ACT OF 2002**

This bill has been around for about two years and has broad-based support from an unusual coalition of liberal and conservative groups. It is moving through Congress right now and may well be passed in the next few years.

#### **Provisions of the Prison Rape Reduction Act**

The bill, which was re-introduced on June 30,2003, as H.R. 1707, requires the Bureau of Justice Statistics to:

- “Carry out, for each calendar year, a comprehensive statistical report and analysis of the incidence and effects of prison rape”;
- Sample “not less than 10 percent of all federal, state, and county prisons, a representative sample of municipal prisons”;
- “Use surveys and other statistical studies of current and former inmates.”
- “Not later than June 30 of each year...shall submit a report...with respect to prison rape, for the preceding calendar year”;

- “The report shall include...a listing of those institutions...ranked according to the incidence of prison rape in each institution.”
- A Review Panel will each year hold a hearing regarding the 3 prisons, jails, and juvenile facilities with the highest incidence of rape.

Facilities that show a high rate of rape face the possibility of being subpoenaed and asked to explain why the rates are so high. There are allegations that prison rape is rampant. The belief is based on older studies that include a broad definition of rape, including all rape attempts, fondling, and unwanted touching. These studies show a rate of about 20%, but rates are more likely about 1% or 2%. If BJS collects data on standard definitions of rape, the prevalence will be fairly limited. This is technically a difficult mandate for BJS to fulfill. Obviously, if the rate is as great as 10%, it will be easier to measure.

### **BJS Implementation Plans for the Prison Rape Reduction Act**

- Administrative records collection for 2003;
- Development of Audio-CASI (Computer Assisted Self Interviews)
- Testing in prisons, jails, juvenile facilities of administrative records collection and CASI.
- Testing in parole offices. The current bill requires interviews with former, as well as present, inmates.
- Developing a paper questionnaire to be administered by the medical staff. The problem in jails is the high volume of people flowing through the facility; on any given day, those who have experienced sexual assault may not be there. BJS needs a mechanism for collecting information over time, which would be best done by the medical staff.

Because of the problem of unsubstantiated claims, BJS may study only events that have been brought to the attention of facility administrators. In trying to develop the questionnaires, BJS would welcome participation from Large Jail Network members. Subject matter experts will be convened in November. BJS is also looking for facilities to volunteer to test the questionnaires.

### **2004 SURVEY OF LARGE JAILS**

We know much less about jails than about prisons. It is difficult to collect information from so many jurisdictions, especially since jails use differing information systems that collect different data. It is difficult to impose uniformity on jail systems, so data are restricted to information that can be compared across jurisdictions. Through the help of the Large Jail Network, BJS has developed a new questionnaire, which should be approved by the Office of Management and Budget in the next few months.

The questionnaire will deal with the largest jails in the country, those with an average daily population of 1000 or over. It focuses on the volume of flows and seasonal variations of those flows.

The survey will collect data on the following:



- Characteristics of admissions—including race, gender, and type of offense.
- Programs—number and types of programs.
- Length of stay—including the difference between the length of stay of convicted vs. unconvicted inmates.
- Rates and types of discharge—including numbers of those transferred elsewhere and the various kinds of release used for unconvicted inmates.

BJS expects to mail the survey in mid-January 2004. With this new survey, BJS hopes to make some real progress in understanding the diversity of activities of a local jail, as it is clear that average daily population does not provide an adequate picture.

*For additional information, contact Allen Beck, Bureau Chief, Corrections Statistics, Bureau of Justice Statistics, 810 Seventh St., NW, Washington, DC 20531; (202) 307-0765; [becka@ojp.usdoj.gov](mailto:becka@ojp.usdoj.gov) The complete PowerPoint presentation summarized here is available on the NIC Information Center Website at <http://www.nicic.org/Resources/Networks>*

---

## **JAIL STANDARDS AND ACCREDITATION: ARE THERE STILL ADVANTAGES?**

---

### **TIM RYAN, ORANGE COUNTY, FLORIDA**

Setting the stage for this presentation was the discussion at last February's Large Jail Network meeting. The questions that surfaced included the following:

1. Why seek accreditation? It costs money, takes resources, and, many times, the community doesn't seem to care.
2. If you seek accreditation, which should you pursue—ACA, NCCHC, local, or state?
3. There seems to be a special concern regarding medical standards. What should we do?
4. Overall, there seem to be only a few jails actively seeking accreditation. What might that mean?

In considering what I might say about this, one possibility was that of course you do not need to become accredited in any way. Given the many things we face, why have another, especially if it is self-generated?

I am sure that most of you have or will be audited by some of the following: the Grand Jury; the local political body; your bosses; your state jail agency; FBI Civil Rights Division; EEOC; ACLU; Prisoners Union; Amnesty International; and ICE. However, this list does not include the local media whenever something happens or they think something happened. When you consider the number of groups that come in and examine the jail, including the media and special interest groups, it makes sense to be accredited.

James Baldwin said in 1961, "The price one pays for pursuing any profession or calling is an intimate knowledge of the ugly side." Unfortunately, each day I can add to my knowledge of the ugly side. So as a professional in the business, I do my best to remain focused on the "formula for success." This means that each day I am going to be held accountable for some of the following:

- Making defendants available for court;
- Maintaining healthy and sanitary conditions;
- Protecting offenders from predatory conduct;
- Ensuring quality medical services;
- Dealing with the special prosecutor;
- Ensuring compliance with legislative and court mandates; and
- Anticipating the next problem and correcting it before it adversely affects the agency, the county, and my community.

Of course, you also have to do all this in the most efficient, cost effective manner, and with the least staff possible. Some have said that this is the ugly side of managing such a business. However, we do all this pretty well. I truly believe that we do it better than our counterparts in other areas of criminal justice.

Professionalism is not just a word, but I believe a special calling in the jail management business. This is why I believe we must set our vision on the high road of accreditation. The following remarks about the “Standards of Professionalism” were presented during recent training:

1. **We will seldom respect our profession if we expect it to be without fault. The profession of which we are a part did not begin yesterday.** It is the result of creation, codification, compromise, and character. It is neither perfect nor irreparably broken. Those who came before us left a legacy upon which we have a responsibility to improve. They created canons, codes, policies, rules, and standards to guide us in the proper direction. They changed and modified those guidelines as circumstances and conditions changed, hence giving the profession its own character, tempered and shaped by the test of time.
2. **Success in our profession is measured not by how much we glean personally, but how much we contribute.** Although giving is not a popular concept in today’s society, it is perhaps the best way to discover the wealth that lies within us. Even the Bible says it is better to give than to receive. Each of us was given the opportunity of employment because we convinced someone that we had the energy and desire to be creative and productive in the workplace. The legacy we leave is a direct reflection of how skillful and persuasive we have been in our particular job environment. An appropriate question relative to this concept might be, “When my peers and employers think of me, which of my accomplishments come to mind?” If we ourselves can think of none, perhaps no one else can either.
3. **Our personal thoughts are the seeds of our professional action.** What we do and say in the work environment is most often indicative of how we think and feel. If we are positive, we reflect that image. If we are sour and downcast, it is almost impossible to disguise our disposition. In essence, if we are to project the type of image we want, we must first plant that image inside our own consciousness and then allow it to grow. It is not easy to accomplish the first part, but once accomplished, the visible change, which people notice, is almost instantaneous.

*For additional information, contact Timothy Ryan, Chief, Orange County Corrections Department, P.O. Box 4970, Orlando, FL 32802; (407) 836-03565; [timothy.ryan@ocfl.net](mailto:timothy.ryan@ocfl.net)*

**ROBERT VERDEYEN, DIRECTOR OF STANDARDS AND ACCREDITATION,  
AMERICAN CORRECTIONAL ASSOCIATION**

As you know, accreditation is not necessarily voluntary. There are circumstances in which a facility must either be accredited or face other consequences.

You certainly expect me to say all the good things about accreditation, but you should not take my word for this. Talk to others here whose facilities are accredited by the American Correctional Association (ACA) and see if they back up what I say here.

All accreditation organizations must change constantly, reappraising their standards in terms of changes in case law and your needs. "Its [accreditation] durability and growth will require a continuing, dynamic reappraisal of its mission and function." (*Measuring Excellence: The History of Standards & Accreditation*, Paul Heve, 1996)

**ACA'S NEW ACCREDITATION PROCESS**

- Sign an agreement
- Correspondent status (2-4 months)
- Candidate status (6-9 months)
- On-site review (3-4 days)
  - ◆ Assignment of auditors--There are 605 auditors, including 125 health care professionals.
- Accreditation hearings (January, May, August). ACA is now considering late fall hearings as well.

**THE PERFORMANCE-BASE INITIATIVE**

- 1995—ACA Standards Committee promoted the development of performance-base standards, which tie outcomes to budgeting processes.
- 2000—ACA published the accreditation manual for Adult Community Residential Facilities
- 2002—ACA published the Manual of Correctional Health Care, which provides performance-base standards for health care.

**OBJECTIVES**

- Enhance existing standards;
- Develop realistic outcomes within our direct control;
- Develop a process that is led by professionals with input from stakeholders; and
- Implement standards that are driven by mission, principle, and vision.

## DEFINITIONS

- Performance standard (what is to occur): A statement that clearly defines a required or essential condition to be achieved or maintained. A state of being, not an activity.
- Outcome measures: Measurable evidence over time to show improvement (or not)
- Expected practices (how to accomplish it): Actions and activities if conducted properly will produce the desired outcome.

## CURRENT STATUS

- Field testing of standards for:
  - ◆ Therapeutic communities
  - ◆ Parole and Probation Field Services
  - ◆ Juvenile Health Care (1/04)
  - ◆ Adult Local Detention Facilities (1/04)
- If you are interested in seeing what we are currently doing, sharing your thoughts, or serving as part of a review panel, please let me know.

## ADVANTAGES OF ACCREDITATION

- “Being accredited puts a legitimacy in our operation” Sheriff B.J.U. Roberts, VA
- “Due to accreditation...we were able to increase the level of staffing...”J. Devoe, Jail Administrator, OH
- “The knowledge of knowing we are the best that we can be.” Sgt. W. Pulliam, IN
- “Accreditation shows that...willing to police ourselves and that we are dedicated to getting the job done right the first time.” E. Sturdivant, Accreditation Manager, VA
- “The defendants are relieved of other requirements...imposed through orders of this court, provided that defendants maintain accreditation...through the American Correctional Association...and does not have its accreditation revoked.” Excerpt from ruling of United States District Court, Middle District of Louisiana

*For additional information, contact Robert Verdeyen, Director of Standards and Accreditation, American Correctional Association, 4380 Forbes Boulevard, Lanham, MD 20706; (301) 918-1845; [bobv@aca.org](mailto:bobv@aca.org)*

## **EDWARD HARRISON, PRESIDENT, NATIONAL COMMISSION ON CORRECTIONAL HEALTH CARE**

### **BACKGROUND: HISTORY OF NCCHC**

The National Commission on Correctional Health Care (NCCHC) began in the 1970s as a project of the American Medical Association. NCCHC originally addressed only jails, following a survey of health care in jails around the country that found that care was frequently not being provided by health care professionals and that there was little overall scrutiny of care. NCCHC received funding from the Law Enforcement Assistance Administration (LEAA), put together panels, and developed the first standards for health care in jails. NCCHC was formally established in 1983.

### **NCCHC'S ROLE TODAY**

Today, NCCHC is an independent body. NCCHC is a federation of other associations, with 37 groups represented on the board. There are no membership dues. We believe that we can give you an unbiased evaluation. NCCHC's other activities include educational programs and technical assistance in addition to standards review.

The largest of the 250 jails accredited by NCCHC has over 10,000 inmates, and the smallest has fewer than 20. NCCHC, which also accredits prisons and juvenile facilities, completes approximately 100 reviews a year. The review is based on the standards, and we try to do them in a blind fashion. We spend a lot of time providing technical assistance to help facilities receive accreditation. After giving you suggestions for overcoming deficiencies, we give you time to make corrections. The accreditation committee meets three times a year.

We are also glad to respond to questions about health care even if your facility is not accredited by NCCHC. You can come to NCCHC to get an idea of how your medical staff is doing, and we will provide suggestions for making improvements.

NCCHC also works with consultants around the country. Some of you under court order may need to address medical issues, and working with NCCHC can help you get out from under the thumb of courts. As with ACA, there have been a number of court cases in which jails have been required to become NCCHC accredited.

Advocacy groups often look to our guidelines for the treatment of certain diseases as standards that should be met. NCCHC standards require more than paper compliance; we look at both written policy and practice to see how they match. In the health care field, quality improvement is always expected.

*For additional information, contact Edward Harrison, National Commission on Correctional Health care, 1300 West Belmont, Chicago, IL 60657; (773) 880-1460, x290; [Harrison@ncchc.org](mailto:Harrison@ncchc.org)*



## **HEATHER LOWRY, INSPECTOR, U.S. MARSHALS SERVICE**

Currently, 32,000 U.S. Marshals Service prisoners are housed in 903 private and contracted local facilities. The Marshals Service conducts 700-800 inspections every year, based on Department of Justice court detention standards. The standards are used simply to highlight conditions; the Marshals Service provides several programs to help facilities meet the standards. The Federal Excess Property Program can also help by making available excess equipment such as mattresses or computers that can help you meet standards and improve your jail.

Standards are important to the Marshals Service because outside sources ask about conditions in jails. Our review teams answer to Congress. The Marshals Service is working on developing national standards with which everyone can agree.

The Marshals Service does not require accreditation of the jails with which it has contracts, but accreditation is encouraged. Accreditation prevents future problems that can arise with the continuing increase of inmate populations.

*For additional information, contact Heather Lowry, Inspector, U.S. Marshals Service, Attn: Prisoner Services Division/HL, P.O. Box 2366, Arlington, VA 22202; (202) 307-9034.*





---

## ACCREDITATION: OPEN FORUM DISCUSSION

---

The session on accreditation surfaced some disagreements between ACA and NCCHC on the issue of health care accreditation. During the ensuing discussion, meeting participants had the opportunity to raise a number of questions about health care accreditation with representatives of both groups. Following is a summary of these questions and the answers provided by representations of ACA and NCCHC.

- *Is it possible to get initial accreditation if your facility is crowded?*

*Verdeyen:* Absolutely. It is a myth that you cannot be. If your facility is over its rated capacity, there is an additional requirement for you to detail how you will mitigate this problem. It is also conceivable that you won't be accredited if crowding affects health care or results in such problems as increased assaults.

- *How are ACA and NCCHC working together? It seems like you are fighting for the same dollar and for the same standards?*

*Harrison:* Your question isn't clear to me. NCCHC is used to co-existing with other groups' standards; for example, the American Public Health Association, the American Nursing Association, and other associations that have their own standards are on our board. NCCHC has a long history of working with correctional facilities on improving care. From our point of view, health care standards are good, and the accreditation process gives them value. When our review team comes on site, they try to understand how you do things to determine if the intent of the standards is being met. There are other approaches.

*Verdeyen:* ACA has been in the accreditation business longer than anyone else. In 1999, we began to emphasize health care standards because we realized that we hadn't been doing a good job of keeping up with contemporary practice in that area. We are now doing stand-alone audits of health care. We don't communicate with NCCHC about what they are doing; there are differences in our philosophies. My predecessor at ACA had accepted at face value other accrediting bodies' reports, but I had a problem with that because it is difficult to put ACA's seal of approval on a process we know nothing about. We decided it was our job to develop separate standards for health care.

- *Does this mean that ACA does not accept NCCHC accreditation?*

*Verdeyen:* If you come to ACA without being NCCHC accredited, your options are two: you can either follow ACA health care standards and be fully accredited by ACA or you can exclude health care in your ACA accreditation. In addition, if you are already accredited by NCCHC, you can elect to be accredited by ACA "excluding health care." If you are currently accredited by both NCCHC and ACA, you can remain fully accredited by ACA.

*Harrison:* If you are already ACA accredited and you want to secure NCCHC accreditation, you are 2/3 of the way there. We go a lot further than ACA in looking at health care; we send three or four auditors to look only at health care.

- *Are we still required to come up with a plan of action if we cannot or will not meet a non-mandatory standard? Can an administrator simply say, "We can't or won't meet this standard"?*

*Verdeyen:* There is a belief that CEOs should have the ability to say that the facility will not meet a particular standard rather than putting together a meaningless plan of action. Philosophical differences are at stake here. A good example is unit management. There are people on both sides of this issue, and there are legitimate differences of opinion.

---

## USE OF NEW TECHNOLOGY

---

### **BARRY STANTON, PRINCE GEORGE'S COUNTY, MARYLAND**

Five years ago, Prince George's County Corrections began to look at technology and determine how to connect with other public safety systems in the county. The systems I will describe today include the following: Correctional Information Management System, Facial Recognition System, Image Ware System, and Automated Booking System.

#### **CORRECTIONAL INFORMATION MANAGEMENT SYSTEM (CIMS)**

The county had an outdated information system that allowed us to put information in but not to retrieve it. That system was replaced by the Correctional Information Management System (CIMS), which is helping us do both data gathering and analysis.

- CIMS is a client-based system.
- Its Windows-based point-and-click interface replaces command line operations in the old mainframe system.
- The open database architecture is accessible with ODBC-compliant reporting tools, such as *Crystal Reports*.
- Individual user log-ins allow for precise access control and tracking.

A new system can be frustrating for staff, of course, because they get used to the old way of doing things. I initially heard complaints that it takes too long to use, that the screens were hard to use, and addressed other questions about how we found the money to put in the new system. However, the system really changed the way public safety worked in the county. We can now track head counts, classification, medical, accounts, and booking. We can find anything we want to know about any inmate, and there is an alert system for specific inmates. We used to have one unit that made hard copies and sent them to relevant parties, but based on a staff person's level of access, it is now possible to get any information that is needed from the CIMS.

The system is working well, and we are still adding components. We added 180 computers, and now everyone does their work on them. Those who don't like computers are beginning to retire. One question when we began was how many staff had computer skills, but we found that 85% were computer literate, which meant that training was very short.

#### **FACIAL RECOGNITION SYSTEM**

The Facial Recognition System was funded through grants from the National Institute of Justice and the Department of Defense, which asked us to be a beta test site.

The system is used to:

- Control access to the facility for employees and volunteers;
- Account for all staff in the facility at all times in real time; and
- Scan visitors against a database of former inmates.

The Facial Recognition System is about 85-90% effective at this point and is improving every day. The system is used simply for recognition; it is not a time clock and is not tied into payroll. When an employee comes in, he/she logs in with a card, and the system tests the person's face and either allows them into the system or not. It takes only a second or two, and it handles 600 employees and 350 volunteers.

#### **IMAGE WARE SYSTEM (PHOTO IMAGE CAPTURE SYSTEM ON OFFENDERS)**

This system allows us to capture a photo of everyone at booking. It will also allow us to do lineups. From each district police station it will be possible to analyze any number of variables, such as the number of black men with black hair who are 5'9" tall. This system was also obtained through a grant.

The benefits of the Image Ware System are as follows:

- Improves efficiency at inmate booking;
- Improves efficiency of investigations; and
- Reduces costs.

#### **AUTOMATED BOOKING SYSTEM**

The Department of Corrections does booking for every agency in Prince George's County. The automated booking system is designed to:

- Get the police officer back on the street as quickly as possible;
- Reduce confrontations between police officers and arrestees; and
- Positively identify each arrestee.

The police officer brings in the arrestee, corrections does the final booking and takes the arrestee before the Court Commissioner, then takes the person to the Department of Corrections or releases him. The system is also tied into the state booking system. Prince George's County is one of seven counties in Maryland with an automated booking system, but is the only county that has multiple facilities. It is a complex system, but it works very smoothly.

For additional information on the booking system, see the article in the 2003 issue of the *Large Jail Network Exchange*.

#### **OTHER TECHNOLOGIES**

Other technologies being used by Prince George's County include metal detectors, x-ray machines, card reader access, satellite training for staff and inmates, wise computer training that allows officers to be trained while on shift, a fingerprint system, and video recording for the Emergency Response Team.

We are looking into Global Positioning Technology to track offenders in the county in the future.

## QUESTIONS

- *How long is the arresting officer off the street?*

*Stanton:* The officer's time off the street used to be four to six hours, but it is now 55 minutes to one hour.

- *Have you had to hire new employees to handle this technology?*

*Stanton:* We gained some additional staff, including four technical positions to oversee technology in the department.

- *How did you develop the strategic plan to work with other public safety agencies?*

*Stanton:* We have a good relationship with the criminal justice system as a whole. The original idea was to get police officers back on the street quickly. Staff conceived of the idea of regional arrest and booking, and we are very happy we made it possible.

- *How do you evaluate?*

*Stanton:* We work with a criminal justice coordinating council to which we provide statistics every month. Everything is supported by that committee.

*For additional information, contact Barry Stanton, Director, Prince George's Department of Corrections, 13400 Dille Drive, Upper Marlboro, MD20772; (301) 952-7015; [blstanton@co.pg.md.us](mailto:blstanton@co.pg.md.us)*



## **OTTO PAYNE, JEFFERSON COUNTY, KENTUCKY**

### **VIDEO VISITATION**

Jefferson County's video visitation system is used for 1,715 inmates a day. The video system is being expanded to connect the public defender's office with the jail, and administrators are considering expanding it to attorneys' offices as well.

The video visitation system has been in place for three years. Video visitation is held twice a week, and each visit is limited to 15 minutes. It is automatically cut off after that time. Visitors are checked for warrants; if one exists, the visitor is arrested.

### **TWO-FINGER SCAN**

The two-finger scan system has been in place for only a week. Designed to prevent errors in releasing inmates, it is being used for identifying and tracking work release inmates at present. A picture of the inmate also appears along with the two-finger scan.

### **QUESTIONS**

- *Did you consider eye scan technology?*  
*Payne:* Yes, but we weren't comfortable using the iris scan for this purpose.
  
- *What was the cost for video visitation?*  
*Payne:* You can actually put this system in yourselves. You can have a company build the booths and put in the wire and connect it. Our cost for wiring was \$300,000. Ours is a direct system that works only within the booth; there is no switcher.
  
- *Are video conversations recorded?*  
*Payne:* No.
  
- *Are you saving money by using video visitation?*  
*Payne:* No, but we are cutting down on contraband.

*For additional information, contact Otto Payne, Deputy Chief, Louisville Metropolitan Corrections Department, 400 S. Sixth Street, Louisville, KY 40202; (502) 574-2167; [otto.payne@loukymetro.org](mailto:otto.payne@loukymetro.org)*





---

## WRAP-UP ISSUES

---

This session of the meeting provided the opportunity for participants to ask questions or discuss unresolved issues.

### **DAVID PARRISH, HILLSBOROUGH COUNTY, FLORIDA**

A company that wants to put in a big screen system that includes bondsmen ads in our booking area has contacted us. I was unwilling to be the first do this, so I am interested in knowing if other agencies have similar systems.

*Response:* Other agencies have also been approached, and most have decided not to use such a system.

### **KIMBERLY A. GREGG, ATLANTIC COUNTY, NEW JERSEY**

Our hearing officer is rewriting the inmate disciplinary hearing officer's training manual for the jail. He is seeking information on how other agencies handle inmate disciplinary hearings, and I have distributed a survey to you. We would appreciate it if you would share information on your processes.



---

## USE OF EXISTING TECHNOLOGY FOR NEW PURPOSES

---

### JOE RUSSO, PROGRAM MANAGER-CORRECTIONS, NATIONAL LAW ENFORCEMENT AND CORRECTIONS TECHNOLOGY CENTER

#### OVERVIEW OF NLECTC

The National Law Enforcement and Corrections Technology Center (NLECTC) is a grant-funded program under the National Institute of Justice (NIJ). NLECTC's mission is:

- To support development of new technology which will enhance law enforcement & corrections mission performance;
- To provide criminal justice agencies with a resource center for information about technology; and
- To provide criminal justice agencies with free technical assistance to implement new technologies.

In the mid-90s, the Federal government recognized that:

- Technology to assist state and local criminal justice agencies was not as accessible as it should be. Although the private sector and the military had access to a wide variety of technologies, law enforcement and corrections did not.
- There was no single, unbiased source of technology information.
- Vendors, often the only source of information, do not understand the needs of the criminal justice community and/or have their own agenda.
- Up-to-date information on existing or emerging technologies is not readily available.

#### HOW NLECTC SERVES YOU

NLECTC:

- Identifies needs through a Law Enforcement and Corrections Technical Advisory Council and Regional Advisory Councils;
- Draws on existing resources to develop and demonstrate technologies to be commercialized & made available;
- Assists in identifying and evaluating technology to aid mission performance;
- Provides direct technical assistance to agencies implementing new technologies; and
- Provides information, education, and training on technology issues.

#### USE OF EXISTING TECHNOLOGY FOR NEW PURPOSES

- Corrections is a small fragmented market from a business perspective.
- Very few technologies are developed specifically for correctional use.
- Corrections must look to other industries for technology that can be adapted to their use.

- Corrections must also “force” the market by analyzing, documenting, and making their requirements known.

## **EXAMPLES OF TECHNOLOGIES ADAPTED FOR CORRECTIONS**

### **1. Enclosed Space Detection System**

- Developed by Oak Ridge National Labs (ORNL) in the 1990s;
- Took existing sensors designed to detect seismic movement and developed software to analyze readings of the human heartbeat;
- Goal was to devise a system to prevent a “Trojan Horse” operation from entering a Department of Energy facility and taking it by force;
- ORNL licensed the technology to the private sector to develop the product for corrections use;
- Heartbeat detector detects humans hiding in vehicles;
- Each time the heart beats a shock wave is generated;
- Shock waves are transferred to the surface;
- Sensors placed on the vehicle detect these shock waves and the software analyzes the signal and identifies a human presence;
- Future uses include children unintentionally left in cars.

### **2. Vulnerability Analysis Methodology for Corrections**

- Sandia National Labs (SNL) is responsible for the security of our nation’s nuclear facilities.
- SNL has developed sophisticated analytical tools (EASI-Estimate of Adversary Sequence Interruption) to assess the vulnerability of assets to attack.
- SNL has worked with several correctional facilities (in Pennsylvania and Texas) to learn about their security issues in order to apply EASI to corrections.
- Goal: To transfer knowledge of security to corrections professionals through training, customized software, etc...
- The following input information is required by the EASI model:
  - ◆ Detection probability for each sensor;
  - ◆ Communication probability of alarm to officer;
  - ◆ Officer response time; and
  - ◆ Delay times of each element of delay.
- Based on these inputs, the EASI software can identify most vulnerable paths out of the facility.

- Current status of EASI:
  - ◆ Sandia is working with ACA to develop easy-to-use software that will allow any facility to use the EASI model and incorporate security audit protocols to improve security. The software will be tested at three sites.

### 3. Biometrics Count Project

- Existing technology used for counting things is being applied to corrections and used to count inmates.
- Rather than a bar code, NIJ is developing a prototype for identifying and counting inmates within a correctional facility by associating a unique biometric identifier (a fingerprint) to an existing database record (AFIS) for authentication.
- Desirable characteristics for this technology include:
  - ◆ Based on a unique, reliable biometric;
  - ◆ Commercial-off-the-shelf technology;
  - ◆ Near real-time response;
  - ◆ As inexpensive as possible;
  - ◆ Simple to use;
  - ◆ Durable; and
  - ◆ Centralized control.
- Test Unit: DS Verify 2-D Biometric Verification Reader
  - ◆ Includes: fingerprint reader; color display; 2.5 second scan time (a 4 second maximum); audible acknowledgement (a built-in speaker signals that fingerprint was read);
  - ◆ Weights 3 pounds, 5 ounces, including battery;
  - ◆ Windows CE 3.0 OS; Wireless/Serial/USB;
  - ◆ Test unit cost: \$4,951.
- Phase I
  - ◆ The system was successfully tested in an Arkansas DOC minimum security facility.
  - ◆ The system worked at ranges up to 400 feet through up to three walls. No technical or operational problems were reported.
- Phase II Goals
  - ◆ Improve the hand held unit design and get rid of unnecessary parts; get the weight down to 2 pounds.
  - ◆ Increase the speed of the processor (to 4-5 seconds per scan).

- ◆ Test the unit in a more taxing environment, i.e., high security, through metal, concrete, and steel.
- ◆ Identify other uses, such as inmate tracking, access control, and meal/medication control.
- ◆ Decrease the cost of the system to about \$2,000.
- ◆ Make the technology available through a private company by the end of the year.

#### **4. Geographic Information Systems (GIS)**

In the corrections environment, such a system could be used to identify anything with an address that can be mapped. NLECTC:

- Created a pilot program through a partnership with the Colorado DOC to establish GIS capability;
- Provides technical assistance and capacity-building services;
- Is helping to establish an incident tracking system that incorporates geo-data;
- Will assist in the analysis of incident data to identify trends, and hot spots to solve operational problems;
- Will document the entire process, including achieving agency buy-in, identification of obstacles and opportunities, data collection issues, and examples of how mapping helped identify and solve specific operational issues.

#### **5. Pupillometry**

- Pupillometry is the automated measurement of the pupil's reaction to light stimulus.
- One of the early uses of pupillometry was to identify fatigue in soldiers and truck drivers to determine fitness.
- In recent years, corrections agencies have examined pupillometers as a screen to detect impairment due to drug use.
- Four pupillometers are on the market for criminal justice. EyeCheck is the only portable one.
- The subject looks through a binocular-type device connected to a laptop.
- The device exposes the subject's eyes to a light flash that causes the pupil to rapidly contract and dilate.
- The software automatically analyzes the readings and compares them to pre-determined out-of-bounds parameters.
- The software provides a pass/fail indication and stores the results.
- Cost of the device: \$7,800.
- A field study with San Diego Probation found problems with false positives and false negatives, but the agency notes that they would be reduced with more

experience with the device. False positives may be caused by medical, physical, and addiction histories that were not accurately reported by offenders. They may also include drugs that are not in routine test panels or at levels below cut-offs. False negatives could be the result of medications, stress, chronic drug use, or other factors.

- Probation determined that 56% of all urine tests currently conducted could be eliminated through the use of EyeCheck, which could potentially save the department \$150,000 annually.

## **6. Wearable Computers**

- Wearable computers were developed for military purposes, but have recently been used by private industry and law enforcement.
- A current pilot study is being conducted at Essex County Correctional Facility, which is a ten-building complex housing 1100 inmates.
- The computers have a 50mhz processor and a folding touch screen; they weigh 2.5 pounds and cost \$4,500 each.
- Officers can write reports and submit them via the computer. They can also access inmate data.
- The computers are linked to the video system.

## **EXISTING TECHNOLOGY FOR NEW PURPOSES**

- Technology is being developed constantly for a variety of purposes.
- Sometimes it is being developed just because it can be.
- Corrections is looking beyond traditional thinking about technology.
- Identify your needs based on your unique situation, not on products currently available or being marketed at ACA. Your solution may not be found there.

## **THINK OUTSIDE THE BOX**

- Metal utensils are instant weapons but can be located by metal detectors.
- Plastic utensils are harder to make into weapons but can't be located by metal detectors. BOP is looking into manufacturing sporks with tiny metal pieces.
- What about edible utensils made out of soy?
- NIJ is working with Johns Hopkins University to study inmate weapons.

*For additional information, contact Joe Russo, Program Manager, Corrections, National Law Enforcement and Corrections Technology Center, 2050 East Illiff Ave., Denver, CO 80208; (800) 416-8086.*





---

## USE OF TECHNOLOGY: OPEN FORUM DISCUSSION

---

### JOE RUSSO, NATIONAL LAW ENFORCEMENT AND CORRECTIONS TECHNOLOGY CENTER

Technology is neutral; its value is in the application. It is a tool that is not good or bad in itself. It depends on who is using the technology, how they are using it, and what their intentions are.

#### ROLE OF TECHNOLOGY IN CORRECTIONS

- 1. Technology is not always the answer.**  
Don't try to apply technology to your problem without analyzing it. We often use technology inappropriately.
- 2. Technology is a means to an end, not the end itself.**  
Technology is only a step toward fulfilling a mission. Don't look for easy answers from technology.
- 3. Technology need not be "cutting edge" to be effective.**  
For example, handcuffs or inmate management systems don't have to be top of the line. The technology only has to do what you need it to. Genuine need, not product capability, is the issue.
- 4. Technology solutions are never ultimate.**  
Finding the right solution is an ongoing process, because technology is constantly evolving and becomes obsolete very quickly. Change is often created simply because it is possible, rather than to respond to real need.
- 5. Every technology solution has non-technology aspects.**  
Just because we can do something, doesn't mean that we should do it. Technology is developing so quickly that agencies don't have the capacity to analyze its use. Because of pressures on agencies, they may turn to technology to solve the problem even if they don't have the time or expertise to use it effectively. For example, the technology is there to put a chip in every offender, but is this a good idea? We aren't equipped to make many of these determinations.
- 6. Corrections is a people profession.**  
Most technology will not replace people, but it can make them more effective. Technology can free up time so that they can do the work that only people can do. Routine tasks and work that is not specific to corrections can often be replaced by technology, but the people aspects of corrections work cannot. You often need more people to operate technology, and they must be trained

carefully.

7. **Technology is only as good as the people using it, the procedures that govern how it is to be used, and the organizational support behind it.**  
You have to educate your staff, answer all their questions, and alleviate their fears.
8. **Technology should be implemented only when it is in alignment with and in support of an agency's mission.**  
Technology should match your core philosophy.
9. **There are no silver bullets.**  
Don't give technology too much credit.

#### **NLECTC AND THE LJN NETWORK**

Joe Russo asked the group if there would be a value in having members of the Large Jail Network pilot test technology on a regional basis and share the results. Meeting participants agreed that some kind of involvement would be helpful because the concept of sharing information about technology is important.

*For additional information, contact Joe Russo, Program Manager, Corrections, National Law Enforcement and Corrections Technology Center, 2050 East Illiff Ave., Denver, CO 80208; (800) 416-8086.*

---

## ANNOUNCEMENTS AND DISCUSSION OF NEXT MEETING

---

### RICHARD GEAITHER AND MEETING PARTICIPANTS

#### MEETING DATES

Richard Geaither announced that the next Large Jail Network meeting is tentatively scheduled for February 1-3, 2004. Invitations will be sent around Labor Day.

#### OPENING FOR DOC DIRECTOR

Bernie Giusto, Sheriff of Multnomah County, Oregon, announced that the State of Oregon is seeking applicants for Director of the Department of Corrections.

#### AMERICAN JAILS ASSOCIATION (AJA)

Tim Ryan, Orange County, Florida, announced that there are four board positions open on AJA. He also noted that there are currently about 300 Certified Jail Managers, certified through the CJM Program administered by AJA. Managers must be re-certified every three years.

David Parrish, Hillsborough County, Florida, noted that AJA has decided not to offer a similar certification program for entry level officers. He also reiterated Mr. Verdeyen's comment that if your facility is already accredited by NCCHC, you do not have to go through ACA's review of medical care; however, your ACA accreditation certification will exclude health care.

#### TOPICS FOR THE NEXT MEETING

Richard Geaither led the group in a discussion of possible topics for the next meeting of the Large Jail Network, to be held in February 2004. The following topics were suggested:

- Legal issues update, which is held annually

#### Other proposed topics:

- Inmate mental health;
- Strip search policy in the framework of legal issues;
- Emergency preparedness/ homeland security, including how to access grant money;
- Update on sources for grants;
- Contagious diseases;
- Employee privacy in the context of mental health medications used by staff; relation to HIPAA;
- Update on gangs and jails;
- Women's issues (medical, mental health);
- Cross gender searches;
- "Large jails/small jails";
- Partnerships;
- Juveniles in adult jails;

## Topics Selected

The group selected the following topics for the February 2004 meeting:

- Legal issues update;
- Emergency preparedness, including homeland security;
- Contagious diseases (to also be included in the legal issues update);
- Partnerships (This would involve inviting a representative from the Association of State Correctional Administrators to the meeting, but no formal presentation.)

*For additional information on the next meeting, contact Richard Geaither, Correctional Program Specialist, NIC Jails Division; 1960 Industrial Circle, Longmont, CO 80501; (800) 995-6429; [rgeaither@bop.gov](mailto:rgeaither@bop.gov)*

---

**MEETING AGENDA**

---









---

**MEETING PARTICIPANTS**

---