



Summer 2006

Proceedings of the
Large Jail Network Meeting

**Diagnosing, Analyzing,
& Improving the Jail's
Organizational Culture**

**Planning for Catastrophes
& Other Crises**

**Prison Rape Elimination
Act (PREA) and Jails**

**Criminal Registration Unit:
Hillsborough County, FL**

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Table of Contents

Meeting Highlights	1
Open Forum: Hot Topics for Discussion	3
Don Leach, Lexington/Fayette County, KY, Moderator.....	3
Understanding Culture: The Root of It All	9
Carol Flaherty-Zonis, Consultant, Scottsdale, AZ	9
NIC Information Center Briefing.....	15
Sandy Schilling and Josh Stengel, NIC Information Center.....	15
Analyzing Our Culture to Improve Our Jail.....	17
Mark Foxall, Douglas County, NE	17
Changing the Jail’s Organizational Culture	23
Robert Green, Montgomery County, MD	23
Planning for Catastrophes and Other Emergencies	29
Jeffrey Schwartz, Ph.D., LETRA, Inc., Campbell, CA.....	29
Prison Rape Elimination Act (PREA) and Jails.....	37
Larry Solomon, Deputy Director, National Institute of Corrections	37
Criminal Registration Unit	39
Dave Parrish and Jim Compton, Hillsborough County, Florida	39
Emergency Assistance Agreements Among Jails: Supplies, Money, and Staff.....	41
Jeffrey Schwartz, LETRA,INC.....	41
Topics for the Next Large Jail Network Meeting	43
Marilyn Chandler Ford, Volusia County, FL, Tom Merkel, Hennepin County, MN, and Richard Geather, NIC Jails Division.....	43
Appendix I: Meeting Agenda	45
Appendix II: List of Attendees	49

MEETING HIGHLIGHTS

This document summarizes a meeting of NIC's Large Jail Network held in Longmont, Colorado, on July 9-11, 2006. Approximately 60 administrators of the nation's largest jails and jail systems attended the meeting. In addition to several open forum discussions of issues of special interest to participants, the meeting focused specifically on the following topics:

- The culture of the jail; and
- Planning for emergencies.

Following is a summary of the major sessions of the meeting:

- **Open Forum: Hot Topics for Discussion.** Led by Don Leach, Lexington/Fayette County, Kentucky, the group discussed the following topics: Best practices in intake; Inmate refusal of medication/the right to die; MRSA (methicillin resistant staphylococcus aureus); mutual assistance agreements; juveniles in jails; and inmate property storage options.
- **Understanding Culture: The Root of it All.** Carol Flaherty-Zonis, President, Carol Flaherty-Zonis Associates Consulting and Training, spoke on the importance of understanding the culture of a jail when attempting to address problems. Organizational culture is defined as "the values, assumptions, and beliefs" that people hold and that drive the way an organization functions. She led a discussion of the Organizational Culture Inventory (OCI) designed to help participants understand what their scores on the OCI suggested about the culture of their organization.
- **NIC Information Center Briefing.** Sandy Schilling and Josh Stengel, NIC Information Center, summarized the Information Center's services to jails. She and Josh Stengel both highlighted changes in the LJN web site, including a private forum and private file library that will replace the current listserv and "vault area."
- **Analyzing Our Culture to Improve Our Jail.** Mark Foxall, Douglas County, Nebraska, summarized that agency's experience as the first jail to undergo a culture study sponsored by NIC. Some positive results of the culture study included: a reduction in discipline hearings and assaults on staff; improved communications; better relations between the union, black officers, and the administration; and an increase in counseling and conflict resolution; and greater professionalism.
- **Changing the Jail's Organizational Culture in the 21st Century.** Robert Green, Montgomery County, Maryland, spoke on the importance of recognizing and responding to the differences among the generations of correctional staff. He emphasized the need to understand and respond to the

personality and values of the generations of “Xers” and “NXers,” including their approach to authority and their independence, as well as their optimism and sense of civic duty.

- **Planning for Emergencies.** Jeffrey Schwartz, President, LETRA, Inc., spoke about his review of the way corrections agencies responded to Hurricanes Katrina and Rita and led an extensive discussion among meeting participants on how to prepare for emergencies.
- **Prison Rape Elimination Act (PREA) and Jails.** Larry Solomon, NIC Deputy Director, noted that NIC has tailored some information on PREA to jails. Among other resources, NIC has prepared a pamphlet, “Prison Rape Elimination Act and Local Jails.”
- **Hillsborough County, Florida’s Criminal Registration Unit.** David Parrish and Jim Compton, Hillsborough County, FL, discussed the county’s Criminal Registration Unit, established in 2003 to respond to a legislative requirement for all sexual predators, sexual offenders, career offenders, and other convicted felons to report when they move to a local community. David Parrish then summarized Hillsborough County’s Self-Arrest Program in which persons with outstanding bondable arrests are notified by postcard to report to the CRU, where they are booked and released.
- **Emergency Assistance Agreements Among Jails: Supplies, Money, and Staff.** Jeffrey Schwartz summarized NIC’s efforts in working with jurisdictions on state and regional emergency agreements. He also cited some advantages of informal agreements.
- **Topics for Next Large Jail Network Meeting.** Marilyn Chandler Ford, Volusia County, Florida, Tom Merkel, Hennepin County, Minnesota, and Richard Geather, NIC Jails Division, led participants in a discussion of potential topics for the next Network meeting. The topics will be: grants for jails; a legal issues update; Culture II: Strategies; mental health; and medical treatment and liability.

OPEN FORUM: HOT TOPICS FOR DISCUSSION

DON LEACH, LEXINGTON/FAYETTE COUNTY, KY, MODERATOR

BEST PRACTICES IN INTAKE

Tim Albin (Tulsa County, Oklahoma) is interested in getting Oklahoma law changed to allow collection of a booking fee for jail operations. Approximately half of the meeting participants indicated that their agencies charge a booking fee to inmates. The approaches to fee collection vary, with some jurisdictions collecting cash at the time of booking, while the court collects the fee in other jurisdictions. The discussion raised the following points:

- *Who in the county collects:* In California, the booking fee is charged to the arresting agency. If the inmate is found guilty, the fee can be collected from the inmate. However, the collection rate is very poor (less than 17%). In some jurisdictions, the county collects and disburses the fee.
- *Where the fee goes:* In Michigan, by law, the booking fee funds must be used for officer training. In Hillsborough County, FL, the fee goes to the county fund. In Colorado, the \$30 fee is distributed according to law to different funds.
- *Indigent inmates:* In some cases, inmates who do not have the funds to pay the fee are held accountable next time they are arrested. In other cases, a deficit account can be run for medical fees but not for booking.
- *Collection from pretrial inmates:* Steve Thompson (Snohomish County, Washington) noted that you can't take money from someone who is not guilty, so you can't collect at the time of booking unless you give the money back if the inmate is found not guilty. In Colorado, an inmate who has been acquitted may request a return of the fee. Don Leach indicated that his county considers the fee a kind of tax for coming into the jail. Funds are not returned if the inmate is found not guilty.
- *Disadvantages of a booking fee:* There is sometimes a problem when inmates' accounts are debited to pay the fee, leaving them without funds for personal hygiene. In Hillsborough County, Florida, inmates found that canteen funds were being taken; the up-front per diem charge is actually hurting the jail system. The fees sometimes overburden family members, and they sometimes prevent inmates from making bond. One jurisdiction that charges \$1/day collected \$200,000 last year, but finds that collecting the fee is an administrative nightmare. Although the public and county board is often in favor of booking fees, they are often seen as a burden by jail administrators.

Offenders Who Ingest Their Drugs

The discussion also dealt with offenders who ingest their drugs as they come into the jail to avoid being charged with a drug offense. One question was how jurisdictions can discover when this is happening, so they can give incoming inmates medical treatment.

In Lexington, Kentucky, incoming inmates have an opportunity to put anything into an "amnesty box" without being charged. To avoid having inmates ingest their drugs, the

jurisdiction has put a large notice in intake telling inmates that if they have any drugs, they will not be charged if they put them in the box. Prior to this policy, the jurisdiction had two deaths related to inmates taking drugs. Tulsa County has a similar policy, with a “hot box” where inmates can deposit anything. Administrators sold the policy on the basis of helping officers, who don’t need to rewrite the charge. Other meeting participants commented that it’s a DEA issue for drugs to be in the custody of the jail.

Some jurisdictions are also experiencing problems with inmates dying from ingesting cocaine, also to avoid charges. In several instances, these have been cases involving misdemeanor charges. The discussion focused on how to prevent such incidents, and meeting participants expressed different perspectives. While some take the position that the jail is not a law enforcement agency and that the only issue is saving lives, others emphasize the important role of medical providers in responding to inmates who come to the jail after ingesting drugs. Most jurisdictions represented by meeting participants have nurses 24/7 in their intake areas to do medical screenings, which helps the jail identify if there is a potential problem involving the ingestion of drugs. Some have a medical protocol calling for a repeated check if vital signs are low; if the inmate shows a decline in vital signs, he/she is sent to the hospital.

A number of jail systems simply refuse to take inmates who exhibit symptoms of having ingested drugs; they require law enforcement officers to take them to the hospital.

Other Intake Issues

- Traditional vs. open booking: Dave Parrish (Hillsborough County, FL) commented on the difference between traditional and open booking. He suggested that any jurisdiction considering a new booking facility should go around the country to look at the “saner” open booking concept. Tim Albin (Tulsa County, OK) noted that representatives of ICE had visited his facility to consider it for housing but they didn’t like the openness of the booking area or the lack of division between males and females. A number of meeting participants use some kind of passive booking system, allowing inmates freedom of movement and sometimes including access to soft drink or candy machines.
- Pre-booking: A number of participants have quick booking or pre-booking, especially for those with alternative sentences. Others have developed alternative ways of handling weekenders and those with other alternative sentences, such as having weekenders clean up the jail grounds without ever actually coming inside the institution. Another cited a Sheriff’s Work Alternative Program in which weekenders are sent to do community work in local suburbs.

INMATE REFUSAL OF MEDICAL TREATMENT AND RIGHT TO DIE IN JAIL

In most cases, if an inmate refuses medical treatment, medical staff will monitor the situation. If the person’s life is threatened, the jail can get a court order requiring the inmate to take medication. In many instances, the judge will assume an inmate who refuses medication is not competent to make the decision.

Meeting participants commented on instances in which inmates wanted to die. In one case, a sex offender insisted he wanted to die. The case went to state court, which found in favor of the jail, but the inmate hanged himself a few months later. In another instance, an

inmate wanted to be in the general population rather than in the medical unit. This was a quality of life issue rather than a medical one.

Dennis Williams commented that one issue in such a case is whether the inmate has a living will; the other issue is the individual's level of competency.

In some instances, a jurisdiction has gone through the protocols for the right to die with a critically ill person. In others, the jail has gotten a court order when an inmate is starving himself. Jails often send such inmates to the hospital, but because there are times when a hospital refuses to take inmates, some jails have set up a hospice in the facility.

DETOX BENZOS PROTOCOL

All meeting participants have a detox protocol, which is overseen by the medical staff.

METHICILLIN RESISTANT STAPHYLOCOCCUS AUREUS (MRSA)

Education and established protocols are the key to preventing and responding to MRSA. Inmates and staff, especially medical staff, need to be educated. Meeting participants made the following recommendations for dealing with MRSA in the jail:

- Isolation of those affected;
- A clean towel every day;
- Hand sanitizers throughout the jail;
- Regular monitoring to ensure MRSA is not present;
- Initial medical exam to identify those with possible MRSA;
- A video educating inmates about MRSA;
- Regular clean-up of vehicles used to transport inmates;
- Washing mattresses after inmates leave the jail;
- Careful cleaning of hand rails and countertops; and
- An Infection Control Committee in the jail.

Gordon Bass (Jacksonville, Florida) reported that staff didn't take MRSA seriously until one was infected. The case opened their eyes and educated them about the importance of prevention. Incoming inmates are now given a medical exam to identify those who might have MRSA.

MUTUAL ASSISTANCE AGREEMENTS

Dennis Williams (Escambia County, Florida) noted that, after Hurricane Ivan, 30-35 agencies from Florida and other states came to the jail to help rebuild it. The sheriff decided that the jail would never again be in a position like that, and he formed a compact agreement for mutual assistance with adjacent counties. Taking it a step further, the sheriff allocated \$1 million to allow Sheriff's Office employees to go into other communities that needed help. They can now do disaster relief of any kind, including preparing 1,000-1500 meals a day and clear roads. They have a generator, and can bring an aviation unit with them. The Sheriff's Office has now been designated a first responder in the Southeast. A CD is available, which

outlines the capability, including equipment, and describes how the disaster relief effort was put together.

JUVENILE OFFENDERS

Jim Coleman (Shelby County, Tennessee) raised the issue of juvenile offenders and how they are handled in jails. Two years ago the jail had 24 juveniles, and they now have 80. One problem is that most of the juveniles won't get out of jail because their offenses range from aggravated assault to murder. The staff has been trained to deal with adults, and they now have to deal with children. The discussion raised the following points:

- Federal law restricts the confinement of juveniles in an adult facility unless they have been adjudicated as adults.
- Adult corrections officers shouldn't supervise juveniles, who must be separated from adult correctional officers except incidentally.
- Barry Stanton (Prince Georges County, Maryland) commented that his jurisdiction received technical assistance from NIC to visit jails around the country to see what they were doing with juveniles. They didn't learn very much, so they established their own program, which parenting, education, and bringing families in. There are separate disciplinary rules for juveniles. They have a breakfast and lunch program with the same menus as the school system. If an officer wants to work with juveniles, he/she must have special training.
- Gordon Bass (Jacksonville, Florida) commented that his jurisdiction has a designated public school in the facility.
- In Tulsa, juveniles who commit certain crimes are automatically adjudicated as an adult. They must petition the court to be handled as a juvenile.
- Charles Walters (Orange County, California) noted that the largest jail in the county has a 60-bed juvenile unit. They met with judges in the superior court and juvenile justice system and said that they must supply specially trained officers to work with the juveniles. Orange County provides the facility, and they provide the staff.
- The issue comes down to training. Perhaps officers who will deal with juveniles should be required to have specialized training.

REDUCING THE JAIL POPULATION

David Parrish (Hillsborough County, FL) summarized initiatives his office has taken to reduce the jail population. For the first time in 25 years, the bed count in county facilities is down. Col. Parrish spent a year and a half working with the Chief Judge on initiatives such as a court to handle technical probation violations; rapid transfer of inmates to prison; an agreement with the U.S. Marshal's Office to hold fewer inmates; a self-arrest program; and a Global Positioning System (GPS) monitoring system as an alternative for low-risk inmates who couldn't pay for a bond. The local newspaper wrote an editorial praising Col. Parrish as an "enterprising leader."

RECRUITMENT: BACKGROUND SEARCHES ON RESIDENT ALIENS

Nearly all jails represented by meeting participants require staff to have U.S. citizenship. The jail that does not require citizenship relies on Federal authorities' records.

RE-ENTRY FOR JAIL INMATES

Jim Barbee of the NIC Jails Division announced that he is working on an initiative directed at jail re-entry. The NIC Prisons Division has been working on re-entry for about five years, and seven states are currently involved. The Jails Division is assessing the elements that can be applicable at the jail level and will issue a cooperative agreement next year to identify the issues specific to jails.

Several meeting participants cited efforts related to re-entry. For example, in California, the state DOC is looking at re-entry programs that could be managed by jails. The DOC, which is looking for alternatives because of serious crowding, will fund such programs. A similar program in Virginia has apparently not been successful. Jacksonville, Florida, is implementing a program that involves a re-entry assessment as part of the classification process, which determines inmates' needs, health, and whether they have a drivers' license.

INMATE PROPERTY STORAGE OPTIONS

Participants recommended a simple stacking system rather than an elaborate system that can break down. Some jurisdictions donate excess property if it is not removed within a certain time. Tulsa, for example, allows inmates to bring in only what fits in an 11x8 property bag. Most jails put cell phones with other inmate property, but Don Leach (Lexington, KY) allows inmates to keep their cell phones.

UNDERSTANDING CULTURE: THE ROOT OF IT ALL

CAROL FLAHERTY-ZONIS, CONSULTANT, SCOTTSDALE, AZ

Ms. Flaherty-Zonis spoke on NIC's role in promoting a positive corrections culture. NIC realized a few years ago that the agency was providing technical assistance to a number of prisons that were facing the same problems and began to understand that the assistance was dealing with symptoms rather than causes. The agency began to look at the profit and non-profit worlds to see if they had similar problems and how they were handling them. In fact, the problems jail administrators face, especially at the staff level, are the same in both schools and Fortune 500 companies. And, while the end result is different, jail administrators are probably going to run into the same problems as prisons. NIC set out to create several cooperative agreements, all of which focused on prisons. This afternoon, Mark Foxall of Douglas County, Nebraska, will speak about the first project on institutional culture done in a jail.

NIC developed a new model of strategic planning at the prison level. It is a bottom-up process and includes all staff. Because it takes some months to go through the process, NIC began to look for something that could be done in a very short time. Ms. Flaherty-Zonis conducted a 2-day pilot course, which was expanded to 3, and then again to 4 days. Today's presentation is a brief overview of what the process is like.

The final NIC project was to evaluate the cooperative agreements, for which there is currently only anecdotal information. They are now going back to prisons or jails where the course or a culture assessment has been done and trying to discover what is different, whether things have changed.

STAFF-RELATED PROBLEMS

Meeting participants identified the following staff-related problems:

- Misconduct;
- Absenteeism;
- Trust level between labor and management and among staff;
- Inconsistency from shift to shift and staff to staff;
- Poor work ethic—taking short cuts to get job done;
- Staff to staff conflicts—sexual misconduct, workplace violence;
- Difficulty in having senior staff enforce rules effectively; because promotion from within leads to former peers becoming supervisors;
- Turnover—people using the jail as a jumping-off point for law enforcement;
- Officers' code of silence
- Disagreement on staff role; officers don't see their role as helping, only as gatekeeper; and
- Poor written reports.

Ms. Flaherty-Zonis pointed out that administrators can attempt to address all of the issues identified by putting band-aids on them, but that is insufficient. It is relatively easy to

describe what is happening, but not so easy to say why. This is what an organizational culture study helps you understand.

ORGANIZATIONAL CULTURE

- **Organizational culture** is the values, assumptions, and beliefs that people hold that drive the way an organization functions and the way people think and behave.
- **Organizational climate** is how the culture feels to the people who work in the organization; it is comprised of characteristics that people can observe and hear.

Organizational climate is what is happening, the surface things. In one institution, the staff said that the prison was so old they couldn't keep it clean. A dirty facility can tell you about the climate, but what you need know is why it is dirty. In the institution in question, it turned out that every person said, "it's not my job, it's someone else's job." In another facility an officer talked about the "dog runs" when referring to exercise yards. Using the term tells you something about the climate, but why is it like that?

DEFAULT CULTURE

In most correctional institutions there are "default cultures." They exist because no one is paying attention. Default cultures are the cultures that fill the vacuum when leaders do not attend to shaping the formal culture. They are also often sub-cultures, and they can be very powerful. If there are unions, they can create a sub-culture, and long-term inmates can also create a sub-culture. There can be subcultures all over the jail, which have developed because no one has done anything about the overall culture of the jail.

THE RUBIK'S CUBE

You can think of your jail's culture in the context of a Rubik's Cube. The beauty of the cube is that it is interdependent; the relationship of every piece changes with only one turn. In a jail, things such as a new sheriff, a younger staff with a different work ethic, a new program can all have an effect on the jail. Programs that fail are planted in ground that hasn't been tilled, which means they can't be incorporated into the current culture. The culture isn't strong enough to hold the parts in place. Inside the jail are values, assumptions, and beliefs that drive how people behave. Unless these are well-defined and accepted by all, the jail doesn't work. The pieces begin to fall off.

In 1985, Ms. Flaherty-Zonis worked with her mentor on a project with firefighters who were having difficulty in having women in the department. She wanted to react to an improper remark in training, and the mentor said, "If you want to wear your sheet at home, okay, but you can't wear your sheet at work." That remark meant that people can behave however they want at home, but they can't do so at work. It's your responsibility to see that your staff don't wear that sheet at work. The culture at work cannot allow it.

MANAGEMENT STYLES

It is possible to learn a lot about an organization just by looking at its performance review process. Is it a monolog or a dialog, do staff have the opportunity to evaluate their supervisors, is there any coaching, are any goals set for personal and professional growth? Usually the supervisor just checks off "satisfactory." This tells one about the climate. To understand why it is happening, you need to understand the culture.

When you stand up at a staff meeting, what questions do you ask? Do you ever say, “Do you understand?” The other way to ask that is, “Did I say anything that you don’t understand?” Is there a different place of responsibility in this question? You’re asking, “Did I explain it well enough?” This difference reveals your values.

Are meetings guided by an agenda on which things get checked off, or are they interactive? When there is a problem to be solved, do you ask people to be involved? The answers can clarify what the culture is.

DISCOVERING THE CULTURE OF AN ORGANIZATION

Meeting participants at each table discussed a number of questions under six categories: leadership, management styles, history, interpersonal relationships, environment outside the culture, and perceptions of stakeholders. Ms. Flaherty-Zonis pointed to the importance of getting under the surface of some of these questions; you begin to understand the culture, rather than the climate, of an organization.

As you began to get under the surface of some of these questions, you begin to get at culture rather than climate.

- History: You must understand how the organization got where it is. You must value what has gone before. If you devalue it, those involved in the past will sabotage your work.
- Leadership: This includes both formal and informal leadership styles—not just what they do but why they do it. Do you have conversations about what values you hold, why you supervise the way you do? This doesn’t often happen.
- Management styles: How are people managing and why?
- Interpersonal relationships: This includes all kinds of things, including how policies and decisions are made, and how conflicts don’t get resolved.
- Perceptions of stakeholders: Everyone is a stakeholder; we all have an investment in what you do.
- Environment outside the culture: What is your relation with judges, with the media? What do they report about you?

ORGANIZATIONAL CULTURE INVENTORY (OCI)¹

- The OCI was developed in the mid-‘80s by Human Synergistics;
- It is used by the Federal Aviation Administration, Navy, international companies, and organizations, and in a number of departments of corrections;
- It examines how people are expected to behave in an organization.

Meeting attendees were previously asked to complete the Organizational Culture Inventory. They were asked to respond to the Inventory as if someone on the staff were orienting a new employee to work at the jail, telling them “how it really is.”

In scoring their responses to the inventory, participants charted answers on a circle. They were then asked to look at their own high and low scores.

¹ All information on the Organizational Culture Inventory® is from *Organizational Culture Inventory* by R.A. Cooke and J.C. Lafferty (Plymouth, MI: Human Synergistics, 1983, 1986, 1987, 1989). Copyright 1989 by Human Synergistics, Inc. Permission pending.

THE “CLOCK”

The clock, or circumplex, as Human Synergetics calls it, is divided into 3 main sections:

- Constructive Styles (11-2) –(on the clock)
- Passive/Defensive Styles (3-6); and
- Aggressive/Defensive Styles (7-10).

IN PASSIVE-DEFENSIVE CULTURES:

People are expected to seek approval, act cautiously, not take risks, not rock the boat, and avoid situations that might result in or lead to conflict. The emphasis is on a concern for what other people are doing.

IN AGGRESSIVE-DEFENSIVE CULTURES:

People are expected to fight other people’s ideas and change, exercise power and try to limit other people’s power, be competitive, work to never make mistakes and point out other’s mistakes.

IN CONSTRUCTIVE CULTURES:

People are expected to achieve their potential, do their best work, be kind and encouraging of others, and operate in a team spirit, encouraging a sense of belonging. The emphasis is on creating satisfaction in the work environment.

DISCUSSION

Tom Carroll, Delaware Department of Corrections: The agency was a pilot for culture changes. Majors were withholding information because they didn’t want to give up power, which was a sign of a dysfunctional organization. Thirty-two staff from all ranks participated in training, and what they observed was just what the leaders had seen.

Ashbel Wall: The Rhode Island Department of Corrections also participated in doing the OCI with Carol with very depressing results. Being forced to ask each other why anyone would want to work in the department led us on a 2-year journey to answer this question. We saw the union as a problem, but managers were also at fault. We went all the way back to the history; how we got to the way we are. We recognize that if we got this way, we can change and become another way.

Benefits of the Process

The tangible benefits of the process are clear, according to Carroll and Hall. They include reduced staff turnover, staff who want to come to work and who are empowered to make decisions.

Ashbel Wall: There is a benefit in the process. Managers were given a way to understand why they felt the way they did. I can feel our management now come together as a team. We used to have a culture in which managers sued the administration, but that is changing.

Tom Carroll: There is now a more collaborative way of developing things in the jail. We used to have line staff and admin throwing rocks at each other. We see this as a 7-year journey, and we are only at the 3rd year. Our agency used to be a place where people didn’t want to come after they graduated from the academy.

Carol Flaherty-Zonis: If you want to understand what’s happening, either terrific or not, the most effective way is to discover the culture so you can identify the problem and the

sources of recovery. You must get under the surface. What happens eventually is that you reach “the tipping point.” Change begins by infecting one person, who may infect another five, and this grows. All of a sudden you have an epidemic of change. Rather than living in a default culture, you can structure conversations, set goals, and explore values and beliefs that drive what happens--and therefore you can do things differently. We can't prove the effectiveness of the process, but we know what happens if you don't go through it.

In response to a question about what happens if staff are unwilling to change the culture, Tom Carroll noted that, in his agency, the chief of security resigned. Carol Flaherty-Zonis commented that that's what usually happens. People get the sense that they won't be comfortable with the new environment, and they have to make a decision.

Steve Thompson, Snohomish County, Washington, cited an economic development report that said that communities that had a way of celebrating themselves were successful. He commented that it would be interesting to see if jurisdictions that have annual awards ceremonies correlate with good culture generally. Carol Flaherty-Zonis responded that understanding rituals is part of the way to understand a culture.

For additional information, see a complete copy of Ms. Flaherty-Zonis' PowerPoint presentations at <http://www.nicic.org>, or contact her at 16676 N. 108th St., Scottsdale, AZ 85255; 480-419-5776.

NIC INFORMATION CENTER BRIEFING

SANDY SCHILLING AND JOSH STENGEL, NIC INFORMATION CENTER

Sandy Schilling briefly summarized NIC services:

- Web site (www.nicic.org), which is always evolving;
- Library with on-call researchers to help answer questions and find materials; and
- Special resources, including a computer lab. Meeting participants can use the lab if they didn't bring their own laptops; it is open 7:30 am – 9 pm. At night, participants should bring their name tag and press the button to be admitted.

The library has over 20,000 documents, including a publication on jail fees. Most of these documents are available on line. If you want a hard copy, there is a check sheet at the meeting to indicate what you want. Sometimes there is a small charge for returning a loan document, but all other services are without charge.

Participants were invited to sign up for NetLibrary, which is a virtual library that includes many publications on management. Those who sign up while at the meeting can continue to use the service free for a year.

Sandy Schilling and Josh Stengel both highlighted changes in the LJN Web site:

- A private forum will be created that will replace the LJN listserv for online discussions among LJN members.
- A private file library will replace the current LJN vault web page and will provide categorized access to those documents. The “vault” area would not allow you to attach a document in email; this will be solved with the new system, which will have a great deal more flexibility.
- An announcement and information are will be created specifically for LJN members.

The **Corrections Exchange** is now being called the **Corrections Community**. It will have a different format that includes blogs, and it will provide forms that can be filled out for various purposes. It is an open listserv, so anyone in the country can post on it, which means that no confidential information gets posted. Eventually, all of NIC's “communities,” including the Large Jail Network, will go to that format. (The LJN listserv will not be in the public domain, of course.) The format is a bit more contemporary, and it may be a bit easier to use than the current format. There will be a transition period to the new format, and there's no official start date for moving the LJN listserv to the new format. However, LJN members can now register for the community. Sandy Schilling will have her own blog there, which will provide information on the transition.

The listserv is currently accessible through the Information Center's home page (www.nicic.org), which provides links to it. Richard Geather noted that after every meeting, he adds every one at the meeting to the listserv automatically.

For additional information, contact Sandy Schilling at schill@nicic.org or jstengel@nicic.org

ANALYZING OUR CULTURE TO IMPROVE OUR JAIL

MARK FOXALL, DOUGLAS COUNTY, NE

Mark Foxall summarized the changes in Douglas County's jail system over the past several years, including a culture study

KALMANOFF REPORT

In 1998, Al Kalmanoff did a countywide assessment of the Douglas County criminal justice system. Among a number of issues, he found that the jail was too small and was not clean. As a result, the county board authorized construction of a new jail on the site of existing structure.

A side note: Consultants have consistently recommended a new computer system, but the jail is still using a mainframe system.

TRAINING NEEDS ASSESSMENT

In July 2001, the county brought in a consultant to investigate allegations of discrimination. The report determined a variety of problems, including:

- Employees don't communicate well;
- Employees don't talk to each other outside of their group of friends; and
- Most supervisors rely on "writing staff up" instead of coaching or counseling.

A number of the race and discrimination issues were actually issues of fairness in general. The culture study of the jail found this, as well, as it is hard to tell problems related to the "good ole boy" system from issues of race or gender. Not only minority staff members, but also white staff, were disenfranchised or not prospering.

Fairness

- Staff commented on allegations of racism they had heard about but not actually experienced;
- Playing favorites; black-black/ white-white;
- A "Good Ole Boy" network was comprised of white male managers with rank and tenure who chose others like them for certain jobs and promotions.

The problems originated from three sources:

- Unions;
- People going directly to elected officials; and
- Turnover in leadership. Union and elected officials filled the leadership void.

It was only 5-10% of the staff, who had the ear of elected officials, who were creating problems for us. Bringing outside people into the agency to take a look at it and make recommendations was a good first step. The key, as always, is to follow through on the recommendations.

OPERATIONAL REVIEW

Jeffrey A. Schwartz did an operational review of the system in March 2003. He found that the agency was unhealthy but “not a deeply troubled institution.” However, his report described the staff culture as negative and pointed out that the staff were accustomed to both favoritism and mediocrity. He described staff accountability and correctional standards as low and noted a varied work ethic among staff. Racism and sexism were major issues. Even if not about race, if the perception is that it is racism, you have to act on that perception even if it’s not the root problem. You have to be thick-skinned to hear these things, or you shouldn’t let the consultant in.

Dr. Schwartz also found that the staff were oblivious to safety and security concerns. He noted that the organization’s priorities were personality-driven rather than established by policies and procedures. There were three different shifts and three different cultures. Without a policy manual, they did things within the guidelines of that particular shift. When a different shift came in, you could see the culture follow. There were many inconsistencies within the organization.

What led to this study was a new director, Bob Houston, who had 30 years experience in prisons. He had extensive experience with NIC, and he contacted the agency to get Jeff Schwartz to do an operational review of the jail. It makes good sense to do an operational review of the jail—looking at staff-inmate relations, the structure of the organization, training, medical, booking, release, etc.—before you do a culture study. Find out how the operation is functioning, then look at the culture.

CULTURE ASSESSMENT REPORT

The Criminal Justice Institute in February 2003, assessed six characteristics of the organization:

- Dominant characteristics—overall jail organization
 - Douglas County was typical of jails in its chain of command, S.O.P, internal focus, and stability and control.
- Organizational leadership—style and approach of the director;
 - Douglas County staff had a desire for the Director to spend more time on the internal needs of the institution and its staff.
- Management—how employees are treated by management
 - Informal sources of power (internal and external) dictate how employees were treated, evaluated, and promoted.
- Organizational glue—bonding mechanisms that hold the facility together
 - What held the staff together was the need to “keep their heads down” to avoid disciplinary action and concentrate on survival. There were constantly changing rules and a fear-based environment.
- Strategic emphasis—mission and vision that drive the jail’s strategy
 - Staff felt that the mission of the organization was driven by staff competitiveness, which was, in turn, created by the informal power structure, fear, a hostile work environment, and a survival mode.
- Success criteria—how success is defined and what gets rewarded and celebrated
 - “It doesn’t happen here!”

- External stakeholders—county board, media, union, inmate interest groups, and local political forces
 - Informal power groups had emerged to fill voids in leadership.

SIGNIFICANT ISSUES EMERGING FROM THE REPORT

- Move the department from informality to professionalism.
 - Consistent leadership
 - Stable clear operation procedures
- Exclusivity and exclusion
 - Hostile work environment
 - Lack of diversity and tolerance of differences (women, minorities, white line staff)
- Dealing with change
 - Resistance to change in the organization
 - Particularly among a small group who preferred informality and exclusivity over change

RESPONDING TO THE STUDIES

IMPROVED COMMUNICATION

- Duty officer meetings (weekly)
- Incident review meetings (daily)
- Shift supervisor meetings (daily)
- Lieutenants meetings
- Voice mail (shift briefings)—Voice mail rather than meetings because officers demanded additional pay for meetings. We are now talking about going to intranet briefings.

Audience comment: There is a good product, a Web Board, which enables you to put all shift briefings online. Officers log on before they go to their shift. You administer it and can scroll back 30-60 days for stored information.

SANITATION

- Porters on the housing units do a good job of keeping them clean;
- Paint crews; and
- Safety and sanitation officer, who is worth his weight in gold. He addresses fire safety, and sanitation. The Bureau of Immigration and Customs Enforcement (ICE) came through to review our jail for taking its prisoners and representatives were impressed by our level of sanitation.

TRAINING

Douglas County has moved beyond new employee hiring and orientation and expanded the curriculum.

- Officer professionalism
- Direct supervision
- Emergency preparedness—policies re: hurricane, fire, etc.

- Management diversity
- Leadership
- NIC training
- Corrections learning network—satellite—many good opportunities

Identifying who received training also used to be an issue. The “good ole boys” determined who got training and therefore who was eligible for promotion. Specialty positions are now posted; 5 years ago the system for selecting for promotions was terrible, but it is now good. Although people still sometimes claim there is favoritism, we keep records of the system, which can respond to any complaints. We now have tabletop exercises every week.

DISCIPLINE

Executive staff no longer sit on the discipline hearing board, which is now comprised of a three-person panel consisting of various ranks.

COMMUNICATIONS

The director changed the approach to dealing with different groups:

- CO 1, II meetings—the director attends. Officers have an opportunity to air their grievances in a regular way.
- Sergeants meetings
- Union and AACOA (African American Corrections Officers Association)
- Union and director

Staff have been trained in conflict resolution, which has decreased disciplinary hearings dramatically. Once a dispute is resolved, there’s a report.

PROBLEM SOLVING

Complex operational problems are solved by forming ad hoc committees that make recommendations to the director. This creates ownership in solutions.

POSITIVE OUTCOMES OF CULTURE STUDY

- Discipline hearings have been reduced by 80%;
- Inmate assaults on staff are down;
- Union and AACOA have a better relationship;
- Policies and procedures guide staff behavior;
- Counseling and conflict resolutions have increased;
- In pursuit of ACA accreditation;
- Passed ICE review; and
- Progress continues despite change in leadership.

ROADBLOCKS

- Administrative turnover—in 8 years, 3 administrators; in 6 years, 5 administrators
- Politics
- Lack of management training for sergeants, lieutenants, and captains;

- Good ole boys who remain; and
- Union.

However, there has been progress on all of these fronts.

RECOMMENDATIONS FOR A CULTURE STUDY IN YOUR DEPARTMENT

- Do an operational review first.
- Have a commitment to continuity of leadership to see through recommendations.
- Share the contents of the report with staff and external stakeholders. If it's bad, you must nevertheless be transparent.
- Identify the role of the principal investigator.
- Advise staff of goals and objectives.
- Understand how the data is to be collected.
- How are staff to be selected for the focus groups?
- How and to whom will the final report be distributed?
- How will you use the findings?
- What is the plan for follow-up? (That's the big piece. You have to have a plan to follow up on recommendations that come out of culture study)

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CHANGING THE JAIL'S ORGANIZATIONAL CULTURE

ROBERT GREEN, MONTGOMERY COUNTY, MD

CORRECTIONS FACTS (BUREAU OF JUSTICE STATISTICS)

- On June 30, 2002, the incarcerated population in the U.S. exceeded 2 million for the first time in history;
- State and Federal prisons accounted for 2/3 of that number; 773,912 were in jails.
- Rhode Island, Maine, and West Virginia had the highest growth rates;
- The largest systems, Texas, California, and New York, showed declines in prison population.
- Over 10,000 incarcerated adult facilities were juveniles;
- Privately operated facilities were down 6.1%;
- The number of inmates in jail were up 5.4%;
- The incarcerated female population rose at a faster rate than the male population;
- Mid-year 2002, 93% of jail bed capacity was filled.

REALITIES—WHERE ARE WE NOW? HOW ARE WE DOING?

- Mid-year 2001 – 1.96 million incarcerated, the highest rate per capita in history;
- 51% increase per capita from 1990-2001
- Sanctions overall (probation, parole, jail, prison) increased from 1,842,100 in 1980 to 6,467,200 in 2001.
- Probation-Parole + 125,000 (1999-2000)

PRISONER RECIDIVISM

- In a study of 272,111 offenders: within 3 years of release, 67.5% were re-arrested; 46.9% were re-convicted, and 51.8% were returned to prison.

REALITIES: SYSTEM COSTS

The hard costs of incarceration are currently approximately \$50 million a year, and there are also enormous “soft costs,” which include societal and quality of life costs. Currently, 80% of incarcerations are related to substance or alcohol abuse.

LOCAL JAILS

Local jails are often ignored in policy discussions, but they process more than 12 million admissions annually. Jail populations have increased an average of 3.9 percent from 1995 to 2005.

The growth in jail populations is linked to:

- Increasing use of jails for housing by other correctional authorities;
- Rising number of pre-trial detainees;
- Growth in number of community release violators;

- Time expected to be served by sentenced inmates. This has not changed (the mean is 9 months, the median 5 months).

WHAT ARE WE PLANNING FOR?

Some apparent and some not-so-apparent trends will affect jails' institutional culture:

- A changing workforce, which creates generational communication gaps, increased sick leave, different loyalties, and a steep learning curve;
- A potential labor shortage;
- Continued impact of technology;
- Much greater oversight required.
- A global shift in cultures;
- Technology and information overload;
- Changing community expectations;
- Changing workforce values;
- Policies set by boards;
- Changing philosophies; and
- Ethical standards.

Our responses are also changing. Young staff can create significant changes through technology. They need to see themselves as just as empowered as those in the jail for 30 years. Direct supervision requires a different set of skills than earlier management styles. Our responses to offenders are changing, with increasing numbers of programs targeting young offenders.

TECHNOLOGY ENHANCEMENTS

Technology enhancements and solutions are flying at us like never before...

- Radio took 38 years to reach 50 million people;
- Television took 13 years;
- The personal computer took 16 years;
- The internet took 4 years!
- Half a million emails are sent worldwide every half a second.

GENERATIONS IN THE WORKPLACE

- The Veterans: 1922-1943 (43 million people);
- The Baby Boomers: 1943-1960 (73.2 million people);
- Generation Xers: 1960-1980 (70.1 million people);
- Generation Nexters: 1980-2000.

GENERATIONS IN CORRECTIONS

- Veterans: 35,000 (probably fewer than 1% now);
- Baby Boomers: 319,000 (41%, many now retiring);
- Gen X 284,000 (40%);
- Millennials: 71,000 (Generation Nexters: 16%).

VETERANS: GENERATIONAL PERSONALITY AND VALUES

- Like consistency and uniformity;
- Like things on a grand scale;
- Conformers;
- Believe in logic, not magic;
- Disciplined;
- Past-oriented and history-absorbed;
- Believe in law and order; and
- Spending style is conservative.

The core values of veterans are dedication/sacrifice; hard work; conformity; law and order; respect for authority; patience; delayed reward; duty before pleasure; adherence to rules; and honor.

BOOMERS: GENERATIONAL PERSONALITY AND VALUES

- Believe in growth and expansion;
- Have always been the trendsetters;
- Tend to be optimistic;
- Learned about teamwork in school and at home;
- Pursued personal gratification at a price to self and others;
- Are soul searchers, looking for the true meaning of life through spiritual pursuits; and
- Think of themselves as the stars of the show.

The core values of Baby Boomers are optimism; team orientation; personal gratification; health and wellness; personal growth; youth; work; and involvement.

XERS: GENERATIONAL PERSONALITY AND VALUES

- Self-reliant;
- Seek a sense of family;
- Crave balance in their lives;
- Non-traditional orientation regarding time and space and the workplace;
- Like information;
- Casual approach to authority;
- Natural skeptics; and
- Techno-literate.

The core values of Generation X are diversity; thinking globally; balance; techno-literacy; fun; informality; self-reliance/independence; balance of family and work; unimpressed by authority; and saw many of their role models fall.

MILLENNIALS (NXERS): GENERATIONAL PERSONALITY AND VALUES

- Expect diversity;
- Leisure time is interwoven with work;
- Natural multi-taskers;
- Independent spirits;
- Stimulation

- Stimulation “junkies”; and
- They will dismiss you quickly.

The core values of Millennials are optimism, a sense of civic duty, confidence, morality, diversity, achievement, hopefulness, and scheduled activities.

WHY XERS AND NXERS LEAVE

- Limited career growth;
- Lack of promotion;
- Lack of regular feedback on work performance;
- Low pay;
- Poor treatment from managers;
- Lack of recognition; and
- Stress, especially stress caused by under-staffing.

THINGS MANAGERS DO THAT DRIVE THEIR YOUNGER EMPLOYEES CRAZY

(Or, 10 Sure-Fire Ways to Increase Turnover)

- Micromanage;
- Fail to give feedback and regular performance reviews;
- Ignore employee opinions and ideas;
- Overlook unacceptable behavior from staff members;
- Answer questions with, “Because I said so” or an answer that reflects that attitude;
- Share the stress of a district or corporate visitor with the whole staff;
- Allow the workplace to be disorganized, cluttered, or dirty;
- Throw people into jobs they’re not trained or qualified to do;
- Give insincere, gratuitous “thank you”s and pats on the back; and
- Give raises that are virtually meaningless (a few cents an hour).

MANAGING THE XER AND NXER

- Stress the changes the organization is going through; to Xers, change=opportunity=growth.
- Create a fun, relaxed work environment;
- Take the point on “political” manners, so they are free to do the job you hired them to do;
- Establish a balance between adequate and frequent feedback and “elbow room”; and
- Use lateral moves to promote skill development.

Following are recommendations made by both meeting participants and Warden Green:

- Have everyone on the staff turn in a resume. Some young people have absolutely wonderful technical skills that can help improve security systems and jail management systems.
- Let people train at home, using Ipods.
- Take advantage of this group’s sense of civic duty by having them commit to something outside themselves. For example, one agency is creating the category of

“Correctional Treatment Officer” and, after training them, placing these officers in therapeutic communities.

- Because an incentive based on retirement has no meaning for this generation, offer a cash amount (e.g., \$2,000) to staff who miss no work over the course of a year.

. LEARN ABOUT YOUR STAFF

- What do sociograms tell you?
- Dynamic workgroups?
- Informal culture?
- How do you reward?
- How do you retain?
- Staff advancement and the perception of advancement?
- How do you train staff?

ARE WE OVER-MANAGED AND UNDER-LED? WHAT ARE LEADERSHIP EXPECTATIONS?

- “Leadership is Action, Not Position” (Donald McGannon)
- “Example is Not the Main Thing in Influencing Others, It’s the Only Thing” (Albert Schweitzer)

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PLANNING FOR CATASTROPHES AND OTHER EMERGENCIES

JEFFREY SCHWARTZ, PH.D., LETRA, INC., CAMPBELL, CA

Jeff Schwartz had three major objectives for his presentations to the group:

- To talk about his review of how corrections agencies responded to Hurricanes Katrina and Rita;
- To discuss what jails need in order to have a reasonable level of preparedness for emergencies; and
- To review inter-agency emergency agreements.

NIC AND EMERGENCY PREPAREDNESS

NIC has provided substantial resources and support in the area of emergency preparedness. Last year, NIC did a publication for prisons and community corrections on the topic of emergency preparedness, and the agency is working on one for jails that will, in essence, be an audit instrument. It will be available in about a year from NIC, which has frequently paid for agencies to do local audits.

REPORT ON LOUISIANA HURRICANES

In this session, meeting participants could ask questions and comment on Dr. Schwartz's report, "Hurricanes Katrina and Rita and the Louisiana Department of Public Safety and Corrections: A Chronicle and Critical Incident Review." Following is a summary of the discussion.

Barry Stanton (Prince George's, MD): I'm concerned about the Federal Emergency Management Agency's (FEMA) response. Is FEMA aware of the needs of jails and prisons in situations like hurricanes?

Jeff Schwartz: No. FEMA is probably better at reacting after a crisis than responding to a continuing emergency. (Remember that my comments here are my own.) There was a great deal of bitterness when David Webb, who worked with me on this project, and I spoke to DOC and jail representatives. There were some big problems. Don't expect that in an emergency you will find anyone at FEMA with any knowledge of jail operations. You will be fortunate if you can get any money that FEMA controls. What we heard consistently was that the crucial actions right after the flooding didn't take place; these included water, communications (biggest problem for corrections), diesel fuel and gasoline. Supplies of fuel and water were rather quickly confiscated by FEMA, but they didn't make the necessary decisions about how to distribute them. The reason the DOC was able to evacuate the jails was that the person in charge of emergency operations in the DOC was a retired police officer who had contacts in the Department of Transportation. He called them and arranged for fuel supplies.

Tim Albin (Tulsa, OK): We learned the "yo-yo" principle: you're on your own for at least the first 10 to 14 days. My best friend is with the Department of Transportation, and you need contacts with those people. You also need to do advance planning with these agencies.

Jeff Schwartz: Every state does planning with FEMA. You need to know your state people, who will, in some cases, be very good about responding to jail needs. The trouble is that when the hurricanes hit in Louisiana, FEMA did what it is used to doing. They simply

staffed a desk at the state with all generalists, who certainly didn't know anything about criminal justice. In addition, they weren't from southeastern Louisiana, because FEMA arranged for outside consultants who came in, which didn't work well. Often, when you practice large-scale exercises, FEMA will send someone to observe, but I haven't seen FEMA actually get involved. The state's DOC needs to ask FEMA to participate if you want them to.

Dennis Williams, (Escambia, FL): When Katrina happened, FEMA caught a lot of heat because there were several competing interests. The first question was who was going to pay for everything. We sat with the Florida Sheriffs Association and the Governor's Office and battled via phone for 3 days with the governors of Louisiana and Mississippi. FEMA caught the heat for this, but the reality was that local politicians wanted to know who was going to get them the money. What we learned was that it's all about networking. That's what saved us in Florida and in parts of Mississippi. Louisiana was a mess because of a breakdown in all communications.

Jeff Schwartz: A rule is that you need to be self sufficient for 72 hrs. However, there were places in Louisiana that were isolated for 10 days. One institution had no communications at all for 3 days, and the state had no idea what was going on. There was a sharp contrast in the way various corrections departments responded. The Secretary of the DOC in Louisiana, Richard Stalder, has close personal ties with some long-term DOC directors in other states. When he talked to Pennsylvania, New York, and New York City jails, they offered to send help. These agencies then went through the Emergency Management Assistance Compact (EMAC) process. When you offer to send help to another agency, you need to get authorized through EMAC, but first you have to fill out a lot of paperwork on overtime, transportation costs, and so forth. You're trying to help, but you have to wade through a lengthy process before you can get approval and actually go. Pennsylvania agencies had staff ready to go, but they were told that EMAC could not deal with them. Finally, they didn't worry about who was going to pay, but just sent help without formal approval.

Mitch Lucas (Charleston, SC): You have to have a plan if you're going to act without EMAC; you have to be talking with someone who wants help. If you just send staff, they can be in harm's way. There was an unprecedented flow of support during the hurricanes from corrections agencies. In every case, the agency was sending help to a specific place with a specific purpose. It has to happen this way.

Tom Merkel (Hennepin, MN): Our agency also sent people down. The problem was that the sheriff in Plaquemines Parish had no concept of what he needed to do, and we ended up having to walk him through the entire process. Those in Louisiana wouldn't approve our help until a formal request came from the sheriff. It all worked eventually because we just sent people down. We were lucky to have an 800-megahertz radio system, which ended up being the communications mechanism for the entire county.

Jeff Schwartz: Plaquemines Parish was not even one of the hardest hit; the parishes in the southern tip really took the brunt. In Louisiana, the Attorney General is not the Chief Law Enforcement Officer, the sheriff is.

In New Orleans, the evacuation plan in jails was essentially vertical, and there was no other plan. When the city began to flood, the jail complex, which is low-lying, ended up in 5-9 feet of water. As water came in, the emergency power went out at the same time.

Windows didn't open, so all of a sudden, there was no ventilation. In one building, inmates quickly set fires. There was no running water, no flushing toilets. The call to the DOC from Orleans Parish Prison and from Jefferson Parish Prison came in within 15 minutes. The night after the hurricane hit, the DOC was trying to monitor the jails, but communications were failing everywhere. The indication was that the jails were in control, but at about 11 pm, the jails said they couldn't get inmates out and they needed help. When Jefferson Parish Prison went to evacuate inmates, they couldn't drive close to the jail buildings, so they ended up evacuating inmates three to six at a time in small skiffs. In one women's prison, they took inmates out windows, down scaffolding, to the freeway overpass, where the women climbed up.

At one time about 3,000 inmates were evacuated, and probation and parole officers were trying to keep order. This was a situation no one had seen before. Over the next 3 days, they evacuated 10,000 inmates from New Orleans. They initially planned to take them, to Baton Rouge. One facility there grew to 5,000 inmates, with 3,000 in the yard under gun control. I don't know of any other evacuation of that scale in any place, and it had to be done very quickly. Because of food and water shortages, inmates showed up in not very good shape. There were many lessons to be learned. One problem in Louisiana was that they were using DOC vans, private cars of staff, and other vans to evacuate prisoners. The DOC didn't know how to identify each vehicle or where it was going or when it would arrive. (Be sure and have numbers on your vans.) Many institutions don't do serious evacuation plans because it's too hard, and the need for an evacuation seems unlikely. However, there have been more jail evacuations than you might imagine.

Steve Thompson (Snohomish,WA): One thing we learned from Mike Jackson's (National Sheriffs Association) program, "Weapons of Mass Destruction," was that we could just release a number of inmates and say, "Watch the news and report back later." I don't know if New Orleans had that idea.

Jeff Schwartz: No, but it looks like an easy solution after the fact. Jefferson and St. Bernard parishes did release a fair number of inmates. If you're going to do that, however, you want either a state statute or a local ordinance allowing such a release. The last thing you want to face is to release a lot of short-term sentenced or pretrial people, and the hurricane veers off, but one of those you released commits a heinous crime in the community. Be sure you have state or local authority to release.

Steve Thompson: It's easy to get a court order to authorize release—if, of course, you can get hold of a judge.

Jeff Schwartz: The courts were down for a number of months in New Orleans. In general, releasing inmates is a common sense move. In New Orleans, some who might have been released ended up in Houston or elsewhere.

Tim Albin: You can get such an order in place before an emergency.

Schwartz: Yes, this gives you a release and relief mechanism in advance. What we're really talking about is crisis and emergency planning, not hurricane planning, of course. In any major evacuation, if you can get rid of a significant chunk of the population without compromising public safety, that's a huge advantage.

You must also maintain responsibility for staff. You must first locate staff, and gas may be an issue if you want them to come to work. Louisiana gave 10 gallons of gas to each

employee coming to work because, without it, they couldn't come to work. The state DOC staff were amazingly dedicated, but some local jails had serious problems with employees not coming in or leaving. The Louisiana State Police is a small organization, and it wasn't much help. Because Probation and parole staff from the DOC were the only armed staff, they were assigned to ride with firefighters who were getting shot at. A number of probation and parole officers live in New Orleans and the surrounding area. They were extremely hard hit, but they were very dedicated. At one point, 40% of probation and parole staff hadn't been located, and their houses were under water. The lesson is, if your crisis planning is realistic, the tone in the agency is reasonable, managers are supportive of staff, history suggests that staff will not walk off. But if you do nothing except tell them they can't go home, you'll have trouble.

David Simons (Portsmouth, VA): We allow families to stay with staff in the jail. Any others?

Tara Wildes (Jacksonville, FL): Yes, this policy worked out well for us. The staff brought in their families and even their animals. Every single staff person came in; not one was absent. We now ask all staff to file a plan saying what they will do in case of an emergency.

Marilyn Ford (Volusia, FL): It works well to allow staff to bring their families in.

Jeff Schwartz: Remember that this is true not just for hurricanes. Institutions have had families come to the gate in instances of disturbances. In these instances, inmate families may also be there. Your plans should specify separate areas for staff and inmate families. If you have an insurrection going on, this is crucial, as the combination of groups is an incendiary mix.

In New Orleans, they had no plan for families to show up. The city was violent, out of control, and those who hadn't left were in a lot of trouble. Families with small children of staff did come to the jail, but the problem was how to protect them. Inmates broke chairs, and at one point were one door away from staff families. A DOC CERT team had to use strong force to get the inmates back up some stairs and get the families out. As they evacuated inmates, they had a huge problem with staff families, who were upset that inmates were being moved first. Civilians went to a bridge they believed was a place of safety, but there were also inmates there.

Following are important steps that jails should take related to staff:

- You need to know immediately the blood type of every staff member. This allows you to have whole blood brought to the institution if someone is injured.
- Annually update contact information for staff.
- Ask staff to give you exclusive information about any medications they are on.
- Ask staff to keep a spare pair of eyeglasses and supply of medications.
- Tell staff that it's a good idea to have a personal family relocation area because something may knock out phones and cell phones.

Peggy Hill (Travis County, Tx): We have ham radio operator come in. Before a hurricane, we have an agreement with the cell phone company to get phones in before.

Jeff Schwartz: Ham radio operators are a good idea. They get communications everywhere. That network springs into action, and they are very dedicated. They are a reliable source. Although they can't substitute for regular communications, they are better than nothing and don't require a big investment in technology even if you have to buy a system and train a few staff.

Crews cleaning the roads near New Orleans had no communication, and neither did evacuation vehicles. You should send an empty vehicle to pick up people from any disabled vehicle. You also need some kind of communication. Very cheap portable walky-talkys are useful and can be used for a few miles. There's no fancy technology to fail.

Another technology to consider is satellite internet service instead of cable and DSL. If you travel a lot, you can get satellite service almost everywhere in the country. In addition to telling staff they should have an alternate location for the family when can't get to their house, you need to remember that local phone service may be down for weeks, while long distance remains up. The implication is that it makes sense to agree to communicate through someone from out of state or a long distance call away.

Glen Pratt (San Bernardino, CA): Management staff's phone calls get priority through a special PIN # provided by the cell phone carrier. You can get access through the Government Emergency Telecommunications Service (See <http://gets.ncs.gov/>)

ADDITIONAL RECOMMENDATIONS FOR EMERGENCIES

Jeff Schwartz commented on and made recommendations on several additional topics:

- **Food and Water Supply**—In some facilities, a 3-month supply of food is impossible to maintain on site because of overworked kitchens or small storage areas. It is an advantage to keep emergency food supplies, but even more important is potable water. In one New Orleans jail, they got 1,000 gallons of water from hot water heaters after the hurricane took out the pumping station.

In one of the institutions hardest hit by hurricane, the warden was a hero. His performance while they were completely out of everything was amazing. The local water company was not running; thugs were stealing water trucks from the company, and selling the water to the community. The warden put CERT teams outside the gates, captured the thugs, let them go, and took the water to the institution. The same warden found a tanker truck that could carry water; he went to a truck stop and traded 40 gals of diesel fuel to haul the tanker truck for water. He used that water to flush toilets. So, no matter how good your plan, you'll need a good measure of good luck in addition. The second lesson is that there's plenty of room for creativity.

- **Inmate Records During Evacuation**—The New Orleans jails have a unique computer system, which interfaces with no one outside the city. There was therefore no way to create electronic records to send with inmates being evacuated. They had only colored wristbands for identification, and everyone simply bit off or tore off their wristbands. As a result, when they got to the DOC, there was no real information on who inmates were. You need to think carefully about what records must go along with inmates, either on paper or electronically. Medical records are probably the most crucial.

- Other records—What kinds of records will you lose if you abandon the jail? What about staff confidential information or informant source records? If you can't take them with you, shred or burn them.
- Plan for non-ambulatory people—This is necessary.
- How many vehicles do you have under your control? How large are they? How much fuel do they use?
- Do you have a plan for dealing with gang members in an evacuation?

CONSEQUENCES OF MAJOR EMERGENCIES

- The instant problem;
- Staff morale;
- Political;
- Public relations;
- Budget;
- Continuing tension; and
- Legal problems.

WHAT IS NEEDED

- A comprehensive, unified plan;
- Emergency policies;
- Organizational structure;
- Specific procedures; and
- Coordinated support functions.

CHARACTERISTICS OF A GOOD EMERGENCY PREPAREDNESS SYSTEM

- Practical
- Simple (KISS)
- Generic (“All-Risk”)
- Policy-Based
- True System
- User Friendly
- Checklist-Driven
- Agency-Wide
- Tailored (To each facility)
- Detailed
- Auditable
- Field Tested

LESSONS LEARNED ABOUT EMERGENCIES

1. Happen evenings and weekends;
2. Shift commander most crucial;
3. Postman doesn't ring twice;

4. Event and coverage are interactive;
5. It's not over when it's over, no matter who sings;
6. Pre-disturbance tone may determine the extent of violence;
7. Three principles: Prevention, Preparation, Leadership

SUPPORT FUNCTIONS

1. Public Information

The media becomes a player in the incident and can determine its outcome. When an event happens, the news can go instantly all over the world. Dr. Schwartz showed a video of live coverage of the 1993 Lucasville, Ohio prison riot to illustrate this point. The media greatly influenced the event.

The Public Information Officer is a high-skill position. It makes sense to set up a joint information center to coordinate public information. Train your staff that they will always be on camera during an emergency and that they need to watch what they do. It is also important for them to refer any questions to the public information person.

There are cases where it's possible to arrest a media representative, but not usually. In addition, doing so makes a bad situation worse. Most people in law enforcement and corrections have a built-in antipathy toward the press, but that works against you as a leader today. There is more transparency in your position than you may like, but it's there. You are certainly not going to be able to get the media away from an incident. If you handle it well and do frequent press updates, you can come out fine. But you can't really "manage" the media.

The single most important principle is to have one channel to the media. In an emergency, the person running the emergency must have control on the one channel out. Everything must go through the commander.

For a number of years, NIC provided public information officer training for corrections agencies. The courses were well done, but they are no longer offered. There are some other resources out there. For example, FEMA offers training for the media and other entities. It is inexpensive and provides good information.

2. Emergency Staff Services (ESS)

One important part of your emergency plan is ESS, Emergency Staff Services, to provide help for staff and staff families during emergencies. After a bad incident, you must provide counseling, but that's not enough. You should have an appointed emergency staff services position reporting to the person in command. In emergencies, it is predictable that staff will have a hard time, and many agencies are not prepared to respond. Staff need mandatory time off and mental health screening. What help do you provide for people who have been through something horrific?

It's also important to remember that the chief administrator may also be affected. You have the weight of the organization on your back. The leader needs to heal, as well.

The need to take care of your own staff has been overlooked for years in hostage situations. It is good form to get someone to the house of the hostage quickly. Give the hostage's family the choice of going to the jail or staying in the home or even going to a hotel under some other name. A responsible person should stay with the family: to keep

them informed, coordinate resources (meals, child care, etc.), screen the door, and screen the phone. That person also serves as a conduit for information about the medical condition of the hostage or any other key information about the hostage that the family knows. If a family member starts to come apart, you should get professional help.

3. Intelligence

4. Legal Advisor

CONCLUSION

It's important to remember that emergency preparedness isn't cheap or very easy. The level of preparedness should not be excessive. It's better to put more effort into running a good place with a good tone. There must be some balance. There is a tendency to prepare for the last disaster; but the next one won't be the same.

Jails must have general "emergency readiness," not a plan for every eventuality. Most jails have a fire plan, a plan for a work stoppage, and a plan for some hostage situations. Depending on the jail's past experience, there may be a plan for a flood or tornado. . Many jails have had numerous plans sitting with the sheriff or jail chief. What's wrong with that? The plan tends to be position-specific or personality-specific. The plan isn't flexible, and it isn't integrated with other emergency plans.

What are the chances that you will have seven emergencies and that you can train staff for all? Zero. This is why there has been a recent move away from different plans for different emergencies. Often, jails in the same region have widely different plans.

The move has been toward developing a comprehensive, integrated emergency plan—one plan with offshoots for various emergencies. Within 20-60 minutes, 90% of the response is the same, whether it's a fire, hostage situation, or tornado.

For additional information, contact Dr. Jeffrey Schwartz, President, LETRA, Inc., 1610 La Pradera Drive, Campbell, CA 95008, 403-379-9400.

PRISON RAPE ELIMINATION ACT (PREA) AND JAILS

LARRY SOLOMON, DEPUTY DIRECTOR, NATIONAL INSTITUTE OF CORRECTIONS

The Prison Rape Elimination Act (PREA) of 2003 is a Federal law established to prevent sexual assault in correctional systems. The law applies to jails and community corrections facilities as well as to prisons. It addresses both staff-to-inmate and inmate-to-inmate sexual assault. The Jails Division recommended that NIC tailor some information on PREA for jails. Among other resources, NIC has prepared a pamphlet entitled, "Prison Rape Elimination Act and Local Jails: The Facts."

The back of the pamphlet lists additional resources, which include:

- Training programs and technical assistance are offered by American University, Washington College of Law and, under a cooperative agreement, by The Moss Group.
- A document, "Prison Rape Elimination Act (PREA) Considerations for Policy Review." This document is designed to help you create the initial draft of PREA policies.
- Videos on prison rape and sexual assault are available from the NIC Information Center.

Mr. Solomon will provide on the listserv a more detailed summary of what the Bureau of Justice Statistics (BJS), Bureau of Justice Assistance (BJA), and NIC are doing. BJS will come out with a second report soon. There is also a national commission charged with developing standards in this area.

It is important for you to stay abreast of developments in this area. Don't hesitate to call on NIC for help.

For additional information, contact Dee Halley, Correctional Program Specialist, National Institute of Corrections, 320 First St., NW, Washington, DC 20534; (800) 995-6423; dhalley@bop.gov

CRIMINAL REGISTRATION UNIT

DAVE PARRISH AND JIM COMPTON, HILLSBOROUGH COUNTY, FLORIDA

Dave Parrish reported that certain felons coming out of prison have to be booked back into the community, as a result of state legislation that expanded the number of felons the Sheriff's Office had to deal with. Hillsborough County closed a jail in January, 2003 and sold the buildings to the Department of Transportation. The Criminal Registration Unit (CRU) uses the administrative wing of the jail that was shut down. All inmates who are going to be registered know where to go.

HISTORY AND FACTS

Jim Compton, who is in charge of the Criminal Registration Unit, summarized how the unit works.

The Criminal Registration Unit was established in Oct 2003. All sexual predators, sexual offenders, career offenders, and other convicted felons must report to the CRU within 48 hours of moving into the county, release from prison/jail, or when changing residence. In the U.S. there are a total of 563, 806 registered sex offenders and predators.

Hillsborough County is able to locate all 1400 in the country. Offenders are called into Compton's office, and he goes over each requirement with them and tells them where they can and cannot go.

Initially, criminal justice registrations took place in the same location where the public registered for other purposes. This situation created substantial liability for the county; and this liability now does not exist because criminal registrations take place only at the current site.

CRIMINAL REGISTRATION PROCESS

- The offender signs and provides state or federally issued identification;
- Separate forms are filled out by sexual offenders, predators, and criminal registrants;
- Sexual offenders/predators also complete a public safety information act form (PSIA) form;
- All persons are fingerprinted and photographed;
- Fingerprints are forwarded to the state; and
- Once the prints are confirmed, the person is given documentation that he/she is properly registered.

GROWTH IN CRIMINAL REGISTRATIONS

The number of registrations has skyrocketed. In 1996, there were 620 registrations, in 2003, there were 3695, and in 2005, there were 8777 criminal registrations. A new bill has just passed, making the sheriff's office in each county responsible for criminal registration.

SELF ARREST PROGRAM

Dave Parrish summarized Hillsborough County's Self-Arrest Program, which was relocated to the CRU in 2006. Persons with outstanding bondable arrests are notified by postcard to report to the CRU.

Staff book these individuals and then process their release. About 3,500 people participated in the Self-Arrest Program at the CRU last year, which will help reduce crowding in Central Booking. Bondsmen wrote a letter to the Sheriff's Office thanking them for initiating this program. The program will soon be moved to the work release center, where it will be convenient to central booking but not a part of it.

It is hard to know how many who receive postcards will come in, but the numbers will go higher when the program is moved to the new work release location.

For additional information, contact David Parrish, Hillsborough County Sheriff's Office, 1201 North Orient Road, Tampa, FL 33619, 813-247-8318; dparrish@hcsso.tampa.fl.us or Mr. Jim Compton, Deputy, Criminal Registration Unit, Hillsborough County Sheriff's Office, 813-247-8318.

EMERGENCY ASSISTANCE AGREEMENTS AMONG JAILS: SUPPLIES, MONEY, AND STAFF

JEFFREY SCHWARTZ, LETRA, INC.

STATE AND REGIONAL EMERGENCY AGREEMENTS

NIC pulled together people from the states in the Northeast and North Central regions in April for a planning conference in Baltimore specifically to look at how to overcome the bureaucracy to create realistic plans to help each other.

There are states, of course, in which several days of isolation can result from a blizzard. In these cases, the whole community is affected, so no one is trying to help you. Schools, churches, and hospitals have higher community priority.

In forming regional agreements, there is nothing to prevent you from looking at the surrounding agencies that would be most helpful to you, whether they are part of the state prison system or jails.

The more formal an agreement is, the more you may run into bureaucracies. The most formal require approval by the county commissioners, and interstate compacts require approval at the state level by the legislature and governor. The more formal the agreement, the less quick and easy it is. If you want to be quick, you want informal agreements.

The issues surrounding any agreement are predictable: Who is paying? Who is liable? Will you indemnify? A more complicated is whether you carry qualified government immunity when operating in another jurisdiction.

TOPICS FOR THE NEXT LARGE JAIL NETWORK MEETING

MARILYN CHANDLER FORD, VOLUSIA COUNTY, FL, TOM MERKEL, HENNEPIN COUNTY, MN, AND RICHARD GEAITHER, NIC JAILS DIVISION

PROPOSED TOPICS

Marilyn Chandler Ford, Volusia County, Florida, Tom Merkel, Hennepin County, Minnesota, and Richard Geather, NIC Jails Division, led participants in a discussion of potential topics for the next Network meeting. Suggested topics included the following:

- Grants for jails;
- Mental health—mental health courts, intervention through arrest agencies, strategies within the jail;
- NIC—live demo of the new listserv;
- How to handle juveniles jails—Where is the money, how you can access it, how to manage grants, and how to track what is available;
- Pros and cons of the media in the jail;
- Hostage planning and negotiation;
- Critical incident briefing;
- Sudden In-Custody Death Syndrome;
- Legal issues update—Bill Collins;
- No vacancy strategies;
- Update on safety;
- Overcrowding strategies;
- Culture II—Strategies to change the institutional culture;
- Retention strategies;
- FMLA; and
- Medical treatment and liability.

The following topics were selected; some will be the topic of a single presentation or a panel discussion, while others will be presented more briefly as “hot topics”:

- Grants for jails;
- Legal issues update;
- Culture II: Strategies;
- Mental health;
- Medical treatment and liability.

APPENDIX I: MEETING AGENDA

12:00 noon LUNCH

1:00 p.m. *Analyzing Our Culture to Improve Our Jail: Douglas County, NE* **Mark Foxall**
Douglas County, NE

2:45 p.m. *Changing the Jail's Organizational Culture in the 21st Century* **Robert Green**
Montgomery County, MD

5:00 p.m. ADJOURN

Tuesday, July 11, 2006

8:00 a.m. *Planning for Catastrophes and Other Emergency Crises* **Jeffrey Schwartz**
LETRA, Inc.
Campbell, CA

12:00 noon LUNCH

1:00 p.m. *Hillsborough County, FL, Criminal Registration Unit* **David Parrish**
Hillsborough County, FL

Jim Compton
Hillsborough County, FL

1:30 p.m. *Emergency Assistance Agreements Among Jails:
Supplies, Money, & Staff* **Jeffrey Schwartz**

4:30 p.m. *Presentation of Future Meeting Issues & Meeting Evaluation* **Richard Geather**

Marilyn Chandler Ford
Volusia County, FL

Tom Merkel
Hennepin County, MN

5:00 p.m. *Evaluation, Closeout, and Adjourn* **Richard Geather**

APPENDIX II: LIST OF ATTENDEES

Large Jail Network Meeting – 06J2402

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Sunday, July 09, 2006-Tuesday, July 11, 2006 Longmont, CO

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LARGE JAIL NETWORK MEETING

July 9-11, 2006

Longmont, CO

Presenters and Guests

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LARGE FAJL NETWORK MENTORS

Because of their career experience and commitment to LJN meeting attendance and participation, these members were asked to help new LJN participants feel more comfortable at their first Network meeting.

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Tom Bay, Captain
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Roy Cherry, Superintendent
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James Coleman, Chief Jailer
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Ronald Malone, Superintendent
Milwaukee House of Corrections, WI

Tom Merkel, Inspector
Hennepin County, MN

Delores Messick, Assistant Chief
El Paso County, TX

Graham Morris, Director
Jackson County, MO

Roy Mueller, Director
St. Louis County, MO

LARGE FAJL NETWORK MENTORS

David Parrish, Colonel
Hillsborough County, FL

Mike Pinson, Director of Corrections
Arlington County, VA

Michael Plumer, Captain
Dane County, WI

Timothy Ryan, Chief of Corrections
Orange County, FL

William Smith, Commissioner
Maryland Division of
Pretrial Detention & Services

Barry Stanton, Director
Prince George's County, MD

Steve Thompson, Director
Snohomish County, WA

F. Patrick Tighe, Director
St. Lucie County, FL

Shirley Tyler
Mercer County, NJ

Cliff Uranga, Jail Administrator
Oklahoma County, OK

Michael Wade, Sheriff
Henrico County, VA

Ashbel Wall II, Director
Rhode Island Department of Corrections

Art Wallenstein, Director
Montgomery County, MD

Dennis Williams, Director
Escambia County, FL

New ATTENDEES

We want to acknowledge those who are attending the Large Jail Network Meeting for their first time. Please take some time to give each a warm welcome.

Scott Bodiford, Warden
Greenville County, SC

Craig Callahan, Assistant Sheriff
Washoe County, NV

Mark Foxall, Assistant Director
Douglas County, NE

William Fraser, Deputy Chief
Las Vegas Detention Center, NV

Wyetta Fredericks, Executive Director
West Virginia Regional Jail &
Correctional Facility Authority

Ron Freeman, Bureau Director
Ada County, ID

Robert Green, Warden
Montgomery County, MD

Peggy Hill, Captain
Travis County, TX

Mikel Holt, Deputy Chief
Clark County, NV

**Scott Kurtovich,
Acting Executive Director**
Cook County, IL

Dennis McKnight, Deputy Chief
Bexar County, TX

New ATTENDEES CONT.

Keith Nelson, Chief Deputy
Kern County, CA

Charles Wagner, Sheriff
Brazoria County, TX

Colleen Walker, Captain
Riverside County, CA

SPECIAL GUESTS

Carol Flaherty-Zonis, President
Carol Flaherty-Zonis Associates, LLC

Jim Gondles, Executive Director
American Correctional Association

Michael Jackson, Project Director
Representing Tom Faust,
Executive Director
National Sheriffs' Association

Barbara Krauth
LJN Meeting Recorder

Robert Patterson, Former President
American Jail Association

Jeffrey Schwartz, Ph.D., President
LETRA, Inc.

Larry Solomon, Deputy Director
National Institute of Corrections

Summer 2006 Newsletter for NIC's Large Jail Network

NJC Jails Division Networks' Mission Statement

The Jails Division networks' mission is to promote and provide a vehicle for the free and open exchange of ideas, information, and innovation among network members. In addition, NIC networks reinforce the assumption that knowledge can be transferred from one jurisdiction or agency to another, and this knowledge can serve as a stimulus for the development of effective approaches to address similar problems or opportunities.

Our belief is that, collectively, network members are likely to have developed successful strategies for meeting challenges that arise. As a group, network members are an available resource to each other. The network provides a systematic way for information to be shared, which not only benefits the network member, but also those they serve and represent--the local government, state, community, staff, and inmate.



National Institute of Corrections Large Jail Network

Network Goals

- To explore issues facing jail systems from the perspective of network members with administrative responsibility.
- To discuss strategies and resources for dealing successfully with these issues.
- To discuss potential methods by which NIC can facilitate the development of programs or the transfer of existing knowledge or technology.
- To develop and improve communication among network members.
- To seek new and creative ways to identify and meet the needs of network members.



Jeffrey Schwartz, Ph.D.

Please welcome Dr. Jeffrey Schwartz as he addresses the Large Jail Network. Dr. Schwartz has just completed a critical incident review of the impact of hurricanes Katrina and Rita on corrections in Louisiana. He believes that many lessons can be learned from exploring these tragedies, and the lessons--ranging from evacuation plans to interagency agreements--apply directly to jails nationwide. New developments in assistance among correctional agencies will also be covered.

Schwartz has more than 30 years experience working with law enforcement and correctional agencies across the U.S. and Canada. He is a founder and President of LETRA, Inc., a small criminal justice training and research organization in the San Francisco Bay area.

Schwartz frequently has been responsible for conducting critical incident reviews following some of the highest profile emergency situations in jails and prisons in the country. He has also served as an expert witness on use of force issues and on conditions of confinement cases.

Carol Flaherty-Zonis

Carol Flaherty-Zonis comes to the LJN as an expert in organizational culture and will be helping the LJN understand "the root of it all," as each member takes a look at his/her agency's culture.

As President of Carol Flaherty-Zonis Associates, Zonis has worked with departments of corrections and community corrections across the country since 1985.

Zonis currently is directing two projects for NIC, "Building Culture Strategically" and "Promoting a Positive Corrections Culture," and was involved in the development of NIC's Executive Leadership for Women program.

The majority of Zonis' work concentrates on the individual's development, including leadership and management; group concerns, such as conflict resolution, team building, and collaboration; and organizational concerns, like planning and organizational culture and change.

Preparing for a Pandemic

Did you know that NIC has resources for helping jails plan their response to a pandemic? Preparing for pandemic influenza, maintaining agency operations in the event of a pandemic emergency, and dealing with the consequences of a pandemic are topics of current concern in the corrections field.

The NIC Information Center has corrections agency pandemic response plans that are now available online. Contact the NIC Information Center at (800) 877-1461 or follow the link for online resources for assisting in the planning of a response to a pandemic: http://www.nicic.org/WebPage_450.htm.

Correctional Vulnerability

The Correctional Vulnerability Assessment (CVA) project is in its final stages. With funding from the National Institute of Justice, the American Correctional Association has developed comprehensive resource materials that describe the CVA methodology, provide CVA tools, and include training materials.

The CVA project adapts the methodology that was developed for the nuclear power and weapons industries by Sandia National Laboratories. The CVA process is much more than a security audit. It involves data collection and produces a statistical calculation of the probability that an event, such as an escape or the introduction of contraband, will be prevented. The centerpiece of the methodology is an Excel-based program that calculates risk probabilities and also provides an excellent tool for modeling the impact of potential changes in practices, technology, or facilities.

ACA and NIJ have provided CVA training to nearly half of the state corrections agencies in the past three years. In May, six large jail systems (Arlington County, VA; Clark County, NV; Hillsborough County, FL; Marion County, IN; Montgomery County, MD; Tulsa County, OK) participated in a 5-day training event, testing the viability of the process for jails. At the end of the session there was a consensus that the CVA process holds great promise for jails.

For more information, contact Bob Verdeyen at RJVCconsult@aol.com or Rod Miller at rod@correction.org.

NSA News

NSA has released an updated version of the First/Second Line Supervisors' Training, a correspondence course geared for new supervisors or would-be supervisors. Along with the new hard copy version is a matching online course through a partnership with American Public University. The Jail Officers' Training course has also been updated and will be released soon in both hard copy and web formats. Both courses can be obtained through NSA.

The Jail Evacuation program has been on a hiatus due to some Department of Homeland Security restructuring and funding issues, but rumor has it this program will soon be available. This program has also been updated, including information regarding hazards other than terrorist attacks. NSA is looking into expanding this initiative into actual funding for exercises.

NSA's Inmate Information Gathering Initiative has received approval from the COPS Office to proceed after successfully finishing its pilot tests in Bergen County, NJ; Pierce County, WA; and Tulsa County, OK. The initiative is a technical assistance-based process for jails to establish policy and procedure to organize the flow of information inside the facility that may become intelligence for use either inside or outside the facility.

For more information on any of these programs, contact Mike Jackson at either (800) 424-7827, ext. 319, or mjackson@sheriffs.org.

Message to the Network from Bill Collins, Attorney

Read, think about, and discuss
*Confronting Confinement:
the Report of the Commission on
Safety and Abuse in America's Prisons*
with your staff and the elected officials
who have influence over your jail.
Don't reject any of the recommendations
until you have discussed their pros
and cons carefully.

Attain your copy at this LJN Meeting.

Large Jail Research Update

NIC has awarded a cooperative agreement entitled "Assessment of Change and Improvement in Large Jail Systems" to Jim Austin, Ph.D., of JFA Institute. During the next six to twelve months, Dr. Austin will conduct interviews and visit large jails to identify elements and strategies necessary to create and sustain organizational improvement in large jails.

Dr. Austin will be in Longmont, Colorado, for the January 28-30, 2007 LJN Meeting.

"Discussion and networking at this meeting is a rare opportunity to discuss common problems both on the agenda and those not on the agenda." --Broward County, FL

Correctional Education Assoc.

The Correctional Education Association (CEA) is the leading professional association in correctional education, nationally and internationally, giving leadership and direction to correctional educators and programs, and representing correctional education to the broader educational, political, and social circles.

The Correctional Education Association's mission is:

- To prepare offender students for a successful transition back into society by equipping them with academic, career/technical, and personal/social skills.
- To support correctional educators in providing quality educational programs with opportunities for leadership, networking, publication, and professional development.
- To increase community awareness and legislative support for correctional education by public relations and legislative consulting.

Major areas of emphasis include: research/advocacy, partnerships, professional development, and the Corrections Learning Network.

For a full description of the courses and the current broadcast schedule, visit <http://cln.esd101.net>. All CEA publications are available at no cost to the user at www.ceanational.org.

Large Jail Network Mentors

At this meeting you will see fellow participants with name badges that identify them as LJNI Mentors. Because of their career experience and commitment to LJNI meeting attendance and participation, these persons were asked to be the first group to help new LJNI participants feel more comfortable at their first Network meeting. There is not a great deal of structure planned for this effort, but we hope that it will help get new participants involved and promote cohesion among LJNI members. At this point, the mentors have simply agreed to assist in planning and organizing some LJNI efforts, meet new participants at our meetings, and talk with them about the Network.

LJNI Membership

The number of LJNI member jurisdictions stands at 173, including the state unified systems (Alaska, Connecticut, Hawaii, Rhode Island, Vermont, and Delaware). We would like to keep this membership listing current. *Please review the membership list while you are here and notify Richard Geaither of any changes at (800) 995-6429, ext. 139, or rgeaither@bop.gov.*

Meeting Reminders

- Due to meeting room and hotel limitations, additional agency-paid participants may not be approved.
- Only round trip airline tickets from a home airport to the Denver airport can be authorized.
- Participants cannot reimburse NIC or pay the difference for an airline ticket if other travel is needed while attending the LJNI meeting.
- The hotel cannot guarantee a single room to everyone who stays at the hotel; rooms are booked according to availability.
- NIC cannot reimburse participants' expenses if they do not stay at the Radisson Hotel.
- In the future, the waiting list for meeting attendance will be based on our chronological receipt of the registration form.

"I enjoy the fact that presentations are done by attendees. It adds credibility and makes you feel like you are part of an elite group. Most importantly, we discuss real and timely issues." --Henrico County, VA

Succession Planning and Leadership Competencies

If you attended the January meeting, you received the document entitled *Correctional Leadership Competencies for the 21st Century: Executive and Senior Level Leaders*. NIC invites you to complete the senior level leader core competency index profile at www.nicic.org/applications/ccip.

Though the document separates executive and senior level leaders, the core competencies in the document are the same for both except for the strategic planning and performance management. When you finish the survey, print out the "Leadership Skills Assessment Report," which will give you an assessment of your leadership behavior and your perception as to how you believe your organization would respond to the NIC core competency scales contained in the document.

NIC wants to know if there are any LJNI participants who would be interested in participating this fall in a synchronous online meeting. The meeting will provide training on how to use these materials in staff development as well as succession planning. *Feel free to discuss your interest with Richard Geaither during the LJNI meeting. If you do not have the document, you can get it from the NIC Information Center while here or order a copy by calling (800) 877-1461 or visit the website www.nicic.org and enter accession 020474.*

NJC Jails Division

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LJNI News Brief

Administrative Editor: Richard Geaither
Editor/Graphic Designer: Evelyn Holland

5 Things You Need to Know About NIC's Information Services

☉ NIC Has a Fantastic Web Site!

Go to **www.nicic.org** for:

- T** More than 4,000 online documents and web sites.
- T** Features on key issues in corrections.
- T** Active corrections communities in Training, Mental Health, and more.
- T** Details on NIC programs — classroom, broadcast, and online e-Learning.

Ù NIC Has an Even More Fantastic Library with On-Call Researchers to Help You.

- T** 20,000+ titles on corrections topics. Most are practitioner- and agency-developed.
- T** Information on offender programs, staff training, policies and procedures, management topics, and more.
- T** Open 7:30 a.m. – 9:00 p.m. for NIC program participants.

Call a Corrections Specialist to help find the resources YOU need.

●Prison issues
Peg Ritchie
pritchie@nicic.org

●Jail issues
Sandy Schilling
schill@nicic.org

●Community corrections
& Juvenile justice issues
David Shellner
shellner@nicic.org

●Correctional staff training
Jo Gustafson
jgustfsn@nicic.org

1-800-877-1461 | 303-682-0213

Ù Special Resources Are Only @ the Library.

- T** Computer lab.
- T** Full-text journal articles online.
- T** NetLibrary.com — Read e-books while here AND when back at home.
- T**

Ù . . . All NIC Information Services Are FREE!