



# **Proceedings of the Large Jail Network Meeting: September 24–25, 2012**

**Media Relations**

**Civilianization of Officer Posts  
and Use of Volunteers**

**Outsourcing: Pro and Con**

**Mental Health Care in Jails**

**Reentry from Jail**

**Legislative and Association  
Updates**

**Open Forum**

## **National Institute of Corrections**

Morris Thigpen  
Director

[Vacant]  
Deputy Director

Virginia Hutchinson  
Chief, Jails Division

Michael P. Jackson  
Correctional Program Specialist

U.S. Department of Justice  
National Institute of Corrections  
Jails Division  
320 First Street N.W. Room 5002  
Washington, DC 20534  
(800) 995-6423

**Proceedings of the Large Jail Network Meeting  
Aurora, Colorado  
September 24–25, 2012**

U.S. Department of Justice  
National Institute of Corrections

Michael P. Jackson  
Correctional Program Specialist  
Large Jail Network Program Coordinator

October 12, 2012

Constance Clem  
Meeting Recorder  
Clem Information Strategies  
Longmont, Colorado

## About the Large Jail Network

The National Institute of Corrections (NIC) established the Large Jail Network (LJN) in 1989 as a connection point for administrators of jails and jail systems housing 1,000 or more inmates. The network was launched with 67 member agencies and convened at its first meeting in 1990. Participants meet twice yearly, in the spring and fall.

The contact for information about the Large Jail Network is Mike Jackson, Correctional Program Specialist, NIC Jails Division, Washington, D.C., (800) 995-6423, ext. 69565, or [mpjackson@bop.gov](mailto:mpjackson@bop.gov).

NIC provides a private web site for the LJN, where members can access presentation files from this and earlier LJN meetings as well as share other materials throughout the year. A member forum facilitates a day-to-day dialogue on issues facing large jails and strategies for responding to them. Current and prospective members can access the site at <http://community.nicic.org/forums>.

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### Purpose

The NIC Jails Division networks' mission is to promote and provide a vehicle for the free and open exchange of ideas and 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.

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### LJN 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.

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## ABOUT THIS MEETING

The September 2012 Large Jail Network meeting took place at the National Center for Employee Development in Norman, Oklahoma. There were 61 detention agency personnel in attendance.

The meeting included 2 days of presentations and discussion.

Guests and speakers at the meeting included:

- Karla West, Director of Communications, Davidson County Sheriff's Office, Nashville, Tennessee;
- Kathy Black-Dennis, Director of Standards and Accreditation, American Correctional Association, Alexandria, Virginia;
- Bob Kasabian, Executive Director, American Jail Association;
- Margaret Severson, Professor, University of Kansas; and
- Connie Clem, meeting recorder, Clem Information Strategies, Longmont, Colorado.

The agenda for the meeting is provided in Appendix A.

A list of LJN members in attendance and meeting guests appears in Appendix B.

An index of past topics covered at LJN meetings is provided in Appendix C.

## PROGRAM SESSION: MEDIA RELATIONS

### MEDIA RELATIONS: BEING PREPARED TO HAVE A GOOD RELATIONSHIP

*Presenter: Karla West, Director of Communications, Davidson County Sheriff's Office, Nashville, Tennessee.*

Karla West is a long-time presenter and trainer in the NIC Public and Media Relations program for corrections agencies. She observed that jail professionals often have a skeptical view of the media. Reporters are described as being a pain, fishers for information, inaccurate, and “hungry.” They don’t understand the jail business, in which case it’s up to the jail profession to educate them. It’s worth the effort, because the media are a jail’s best resource for getting accurate information to the public.

Large jail agencies usually have a public information officer, but jail directors also deal with news media personally and may need to advise their sheriffs or other superiors in doing so. Jail leaders don’t need to become comfortable with the media, but they should be able to defend the actions taken by the jail.

Agencies can take steps to build a better relationship with their local media.

- Understand what reporters need: accurate information to meet their deadlines, with quotable statements or video content.
- Use every opportunity to build relationships and improve reporting. For example, you may need to educate new reporters on mental health care in jails—over and over.
- Create transparency. Attorneys often advise the jail to say as little as possible. Rather than shutting down in a difficult situation, say, “Our attorneys say we can’t talk about that because we’re under a lawsuit.”
- Aim to get the jail’s story told accurately, whether it’s a good or bad news item.
- Lessen the possibility of an adversarial relationship through clear communication that transforms “ignorance into knowledge, apathy into interest, prejudice into acceptance, and hostility into trust.” (Source: World Health Organization)

Jails tend to get more media attention for their failures than their accomplishments, while police departments get positive press for arrests and drug busts. The actions of jail employees often become a source of bad press. The group watched examples of media coverage of a quadriplegic detainee dumped from his wheelchair, an intake officer accepting sexual advances from a female detainee, an inmate’s escape after gaining access to the jail’s property room, a cover-up of inappropriate use of force, and a romantic relationship between an officer and a suspect in a homicide case.

West shared several strategies for preparing for better media relationships.

- The jail's PIO should actively seek relationships with local reporters and make sure the first interaction is positive. West shares her home telephone number with reporters. This establishes her commitment to good communication, and her privacy is always respected.
- Relationships turn on simple things such as returning phone calls, being accessible, not stonewalling, and being as open as possible without "giving away the store" so the reporter can at least get started on his/her work. Reporters depend on the PIO to get them information when there is no other credible source.
- If there's a negative story, being upfront and honest is best. The jail should share its side of the story and take control of it. Saying "no comment" extends the story beyond the daily news cycle instead of getting the discomfort over with. Some useful phrases include "This is what I can tell you right now," and "I don't have all the details yet; I'll get back to you."
- Reporters understand that a PIO can't necessarily answer the whole story right away. They need the basics from a credible source, and in the case of television news, ideally someone on camera as well.
- Telling one media source you have no comment, then giving information to a competing channel erodes trust.
- If a PIO has a bad experience with a reporter, talk it out with the reporter later, and discuss it with the reporter's news director if necessary.
- Sometimes a PIO may not be able to work with a particular reporter. In this case, communicating by email only may be the best approach.

Additional aspects of media relations are addressed within the agency.

- Develop a media policy and review it annually.
- Keep employees informed in the event of a crisis or an ongoing issue. This is important for containing rumors and quashing leaks. Davidson County posts emerging information on its staff intranet. Net Notify software is used to send out automatic "pop-up" messages on DCSO computers; these can be either short, complete messages or a short message that advises the employee to go to the intranet for details.
- Discuss media issues with new cadets. Tell them they do not want to become a headline through poor judgment at work. If approached by media, staff should never say "No comment"; instead they should direct the reporter to the communications director. Emphasize to staff that what they do when they're off the clock also matters. Careless behavior in person or online can jeopardize a staff member's job.
- The jail director should prepare for all media interactions and interviews: "Prepare, practice, perform." The PIO can ask the director 10 practice questions. Examples were included in a handout with 77 questions commonly asked by reporters during a crisis. Consider what the 10 worst questions are that the agency may be asked, and be ready with answers.

- Don't assume any story will be easy to handle. Be aware not only of the stated reason for the interview but what other viewpoints or topics might be raised. Unexpected questions might be triggered by items in the local or national news.

## Crisis Communications

The way an agency handles media coverage in a crisis is very important.

- The agency can always say something. "No comment" is a comment and will not be positively viewed. It is better to share what facts are known, to facilitate accurate media coverage.
- When the PIO trusts a reporter, it may be appropriate to share information beyond the basics to promote a fair story that is more favorable to the agency than might otherwise be likely. For example, if an arrestee dies after being detained, and the reporter has 2 hours until deadline, he/she may not have time to read the police report. The PIO can share that the suspect was high on bath salts and assaulted the officers and hospital staff.
- If a mistake was made, taking responsibility for the error takes some of the air out of the story. Getting out as much information as possible, as quickly as possible, limits the life cycle of the story rather than extending the story with fresh revelations over several days. It can help to release bad news on a Friday, when people are least likely to be watching the television news. Sunday night is good for reaching audiences with good news.
- Explaining how the agency will follow up on an error is effective. In one instance, a loaded gun was found behind a chair in the booking area of a Nashville jail. It had been missed in two searches of a detainee. The PIO gave a statement that the jail had spent the morning looking at videos of the booking area but got no information from them. She said that if a violation of policy was found to have occurred, the jail would take action, and that the agency was lucky to have gotten "this wake-up call."
- Use news conferences sparingly. They are useful for getting information out to everyone at once, but a one-on-one interview has a better feel and allows for better responsiveness. On the other hand, sometimes a press conference can help to end media demands.

Agencies can decide case-by-case who will handle media interviews—the PIO, the sheriff, the chief deputy, or another administrator. Sometimes the sheriff or county executive should represent the jurisdiction on either good or bad news coverage. In the case of bad news, this shows that the agency is not shying away from a difficult situation or downplaying its responsibility. In other situations, having the jail director give the interview can be helpful for distancing the story from those at the top. Jail leaders should keep in mind that the jail's own inmates may see the news broadcast.

Television reporters in particular appreciate having a staff member appear on camera. Knowing who on the staff will do a good job with an interview is helpful. It takes time to develop a comfort level with a variety of staff who can speak on behalf of the agency in different situations. Many PIOs have worked in the media as reporters, which can be an advantage.

## Discussion

- PIOs who have patrol experience but less experience with jail issues may not be the best choice to represent an agency in an interview.
- Art Wallenstein (Montgomery County, Maryland) added that jail leaders can shape the interview. He advised appearing at an operational location in the jail rather than at a desk. This shows the interviewee as engaged in the jail's work and also gives the news clip more educational value for the public. If the news coverage is positive, let the staff whose work is being acknowledged speak for themselves.

## Interview techniques

West described four skills interviewees can use to prepare for an effective media interview.

- **Focusing on a SOCO.** The SOCO (single overriding communication objective) is the core message the agency wants to convey, no matter what questions the interviewer asks. Examples are, "We are professionals," "Our purpose is to protect the public and our inmates," "We are accountable for our actions," "We are fiscally responsible," and "We are part of this community and need your help."
- **Bridging.** Often the most difficult skill to master, bridging means responding to any question by linking it back to the SOCO. Examples of bridging include statements such as, "That's been a problem in the past, but what we have done is . . ." and "Although that seems to be the case this time, what we train our officers to do is . . ."
- **Flagging.** Flagging means alerting the listener when you're about to say something important. This improves the clarity of your message and also helps the video editor (who probably is not the interviewing reporter) know what to include. An example is saying, "What is important to remember is . . ."
- **Hooking.** Hooking is ending a comment with a statement that gets the reporter to ask the follow-up question you want—either now or at a later interview. Examples are, "I think our new programs will help," "We're excited about the changes in store," and "That may be what the public thinks, but that isn't the case." This skill is particularly important for jails, to get viewers and reporters interested in what jails do.

Jail leaders should be aware of other ways to deliver a good interview.

- Don't run from a reporter. If ambushed, offer to sit down for an interview at a later time.
- Before the interview, get background from the PIO if needed on what the story is about.
- Be polite and friendly.
- Don't appear as if you have something to hide.
- Don't sit in a chair that turns.
- Conduct the interview in a place without external noise, such as traffic.
- Be centered and block out any personal "noise" that could interfere with your focus.

- Stand during interviews for radio and television for better breath and voice projection.
- Do not wear sunglasses; let viewers see your eyes.
- Remember that the microphone is always on, as long as the camera is close or the mic is clipped to you.
- Stay on topic; don't talk about unrelated issues.
- Don't do things you can't defend—on or off the job.
- Whatever the reason for the interview, always take the opportunity to compliment the staff.

### Heading Off Friction

Having a good relationship with the media doesn't prevent a reporter from airing a bad story. The best an agency should hope for is fair and balanced coverage. Jail leaders can take several actions to improve their media coverage.

- If a specific reporter has shown bias against the jail, go to the news director with specific examples. If the media provider can't control the reporter, the jail can limit access by responding only to questions in writing. Art Wallenstein (Montgomery County, Maryland) pointed out that the media "need you more than you need them."
- Holding a quarterly meeting with local news directors can improve the quality of coverage.
- Inviting reporters in to look at documents can defuse negative media interest.
- Reassure staff by keeping them up to date on an emerging story. For example, remind staff members that they will be notified if a reporter asks to review their human resources file.
- Glenn Kurtz (Sedgwick County, Kansas) suggested holding short, small-group information sessions with reporters from three media outlets. Agency representatives can answer key questions the jail wants to answer and then close the interview.

### Social Media

Today, people get their news differently. Interactive sites such as Facebook offer both risks and advantages for public relations. Karla West and a few other people manage Davidson County's Facebook account. Agencies can "turn off" the comments function on their Facebook page and take other steps to have some control of what appears on the page. Tulsa County has a good social media policy that is not as restrictive as those in some other locations.

There are both risks and advantages in having a social media presence, but overall the advantages predominate. It's better to be "plugged in" than operate in the dark.

- The agency's leadership can say what it wants, with no editor between the agency and the public. Leaders can have a direct and wide-reaching voice in the community.
- The agency can get instant feedback, which helps gauge whether the right message is getting out and how to adjust.

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- The agency's closest readers will be its critics. Art Wallenstein (Montgomery County, Maryland) said this is both an opportunity to constantly repeat your message to the people who most need to hear it and a chance to better define your message.
- The agency has an unprecedented ability to communicate immediately with its audience, which is very useful in a crisis.
- The agency's message can better reach people who have not felt part of the process.
- The agency may be among the first to know something new.
- The agency can watch how an issue unfolds and evolves in public discussion.
- The agency can monitor comments about the jail and local justice issues from its employees, former employees, and potential employees.
- The agency can watch for items that need follow-up, such as a comment about an officer.

Some potential results are on the riskier side of the equation.

- Negativity can mushroom.
- Social media posts create a public record that is subject to a public records request.
- Some posts could create a security risk.
- Agencies that are beginning to integrate the social media into their operations may make mistakes. One agency asked all applicants for public safety jobs (not just the stronger candidates) to share their social media account names and passwords.
- Disgruntled employees can be a source of bad visibility.

In sum, West suggested that agencies watch how the social media work for a while before deciding whether to adopt these tools.

**Discussion**

- Oscar Aviles (Hudson County, New Jersey) commented on the need for clear policies and training. Managers should not be "friends" with subordinates online. Staff must not mention situations at the jail, even if they don't name specific individuals.
- Art Wallenstein (Montgomery County, Maryland) said agencies can use the social media for public education. Leaders can pick an article they disagree with and provide a thoughtful response. The local media appreciate the high-level, factual interaction. With the future of the traditional print media uncertain, jail leaders should begin considering new possibilities for outreach now.
- As an example of using social media to share good news, Kathy Black-Dennis described how the American Correctional Association used its Facebook page to announce its

recognition of the Kentucky Department of Juvenile Justice with the ACA Golden Eagle Award.

*Karla West can be reached at [kwest@dcso.nashville.org](mailto:kwest@dcso.nashville.org). Go to [www.nashville-sheriff.net](http://www.nashville-sheriff.net) for links to the agency's social media accounts.*

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## PROGRAM SESSION: CIVILIANIZATION AND VOLUNTEER WORK FORCES

### PART 1. REASSIGNING OFFICER POSTS TO CIVILIAN EMPLOYEES

*Presenter: Art Wallenstein, Director, Montgomery County Department of Correction and Rehabilitation, Rockville, Maryland.*

Art Wallenstein opened the session by stating that it is not a new idea for jails to switch some posts from uniformed to civilian staff. Still, it can be controversial. The *Washington Post* recently ran a piece on a decision to replace police crime technicians in the District of Columbia with civilian staff. By having civilians at work on forensic investigations, the agency would be able to “put badges back on the street.” Local union voices argued that quality would decline and that juries would be less likely to believe the evidence presented in court.

Agencies explore civilianization when they can get the work done as efficiently and/or at lower cost, and at the same level of quality. Salary and benefits may be significantly different or about the same, but the agency can benefit in other ways.

A strong labor environment can be a hurdle. There may be claims that no one can be trusted except a correctional officer, or that only an officer can know the inmates. Presenting the argument in a fact-based, depoliticized manner is important.

Experience is showing that many of the core functions of the jail can be performed by non-uniformed people. Skill sets should be the primary consideration, and quality of work should drive the argument. This is an opportunity for jail leadership to do more to segment out the interpersonal skills that are genuinely necessary with officer positions. From there, agencies can go on to structure their training accordingly and address any negative behaviors in the officer pool.

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## PART 2. ISSUES IN CIVILIANIZING JAIL POSTS

*Presenter: Steve Kelly, Jail and Court Services Director, Ada County, Idaho.*

Steve Kelly talked about his experiences in Washoe County, Nevada, and Ada County, Idaho. He said the question of whether to civilianize positions comes down to four factors: cost, efficiency, resources, and commitment.

- **Cost.** Civilian staff positions usually have lower pay grades than uniformed positions.
- **Efficiency.** When hiring officer candidates who meet POST standards and other requirements, jails will sometimes net three qualified candidates from a pool of 100 applicants. But some POST requirements are unrelated to a job description the jail needs to fill. Civilianization changes this dynamic.
- **Resources.** Civilian staff positions may have annual training requirements, just like uniformed positions, but they may be less resource-intensive for the agency.
- **Commitment.** Civilian staff in corrections posts do one task and can focus on doing it well. By contrast, a uniformed officer is expected to excel at a wide range of security tasks. Kelly has not observed any weaker job commitment among civilians than uniformed officers.

Deciding what positions to staff with civilians depends on the agency's goal. To get the right people in the right position, jail managers should identify the tasks where the badge and the gun are important. Agencies can look at their mission, processes, staffing requirements, and training. They may need to create new job descriptions that steer uniformed personnel away from doing particular kinds of work. By defining more specific duties for uniformed officers, agencies will have a stronger basis for developing officers' skills in interpersonal relations, inmate management, and security-related topics.

Dealing with civilian contracts is completely different from both unionized and non-unionized officer systems. Unions may be concerned or resist when a job is eliminated. Statutory obligations also may have an effect on staffing. For example, if Idaho jail standards require two deputies to be on site at all times, can that standard be changed to make compliance easier for small agencies? Similarly, Georgia regulations require that only certified officers can have contact with inmates.

Staffing reviews can raise unexpected questions. At one Idaho work release center, the fire code says the secure fence is too close to the building, so the front gate is left open. The agency could put these offenders on home arrest, or use a civilian instead of a deputy to run this non-secure facility.

Civilian staff are common in jail control rooms, classification, food service, medical care, casework, and counseling. Ada County will move the booking function to civilian records staff. One reason is that 20% of the booking records created by deputies have errors; officers are hired for their physical abilities and on-their-feet thinking, not their keyboarding skills. Records staff own the quality of the data.

In Ada County's pay scale, civilian posts cost the agency 10% to 20% less. Retention in civilian posts has been good, except in the kitchen, where staff recently received a substantial increase so their salaries would be competitive with area restaurants.

## Discussion

- Mitch Lucas (Charleston County, South Carolina) said that civilianizing the agency's classification unit didn't work out. The quality of information was not as good as when collected by officers, but the reason is not clear. In addition, in smaller operational units, if a civilian staff member misses his or her shift, a uniformed officer is needed to fill the post using overtime at a higher cost.
- Mark Bolton (Louisville, Kentucky) said officers may not be a good fit for maintenance positions. Officers who bid on these posts may not recognize a Phillips-head screw.
- Participants discussed how civilian staff may move into officer positions for the higher pay. Some officers move in the other direction—perhaps to avoid inmate contact, to make themselves ineligible for overtime, or because the officer position isn't what they expected. Art Wallenstein described how Montgomery County's Position and Career Education (PACE) system allows officers to work in a new position for 3 months to see if they like it.
- Art Wallenstein commented that uniformed officers should be ready to perform in any officer position. On the other hand, uniformed staff may be paid a higher rate when they develop specialized skills beyond the typical officer duties. An example is when the kitchen is managed by Correctional Dietary Officers.
- Steve Kelly said his agency uses non-sworn staff on patrol to take non-dangerous "cold" calls, including some crime scene investigation. Sworn deputies respond to "hot" calls.
- Some participants' agencies still use sworn staff to manage community work details. Jim Coleman (Shelby County, Tennessee) said his agency uses new civilian hires and part-time staff for this duty. Art Wallenstein agreed that work detail supervisors need interpersonal skills, not firearms.
- A participant said his agency would like to hire for 12 civilian positions without losing officer positions. Steve Kelly said his agency argued that saving money by switching to civilian positions would allow the jail to hire more officers to do specific, needed tasks. Tim Ryan (Miami-Dade County, Florida) used savings from an overtime budget reduction to buy civilian positions, including 150 positions of "Correctional Technician"; county managers and commissioners have been very pleased.
- To provide for career advancement for civilian staff, participants said reclassification of positions is hard work but worth it. Just as an agency can have positions of Correctional Officer I, II, and III, it can define similar grades for case manager positions. New positions can be defined, such as Case Worker Supervisor.
- Mark Bolton said the Louisville Metro system has non-officers answering grievances and developing reentry plans. They work with inmates on the units, bringing their materials with them on carts.

### PART 3. USING VOLUNTEERS IN THE JAIL

*Presenter: Don Pinkard, Jail Administrator/Colonel, Gwinnett County Sheriff's Department, Dacula, Georgia.*

Don Pinkard discussed why volunteers can be an important resource in a jail, gave examples of how they contribute, and identified some issues in managing them.

Volunteer programs are valuable because they bring talent and skills into the jail at no cost. Often, volunteers are able to complete tasks that would otherwise be ignored because of a lack of resources. Volunteers also provide a way for the jail to interact with the larger community and create a channel for independent feedback. Local senior groups often are a good source of volunteers.

Common and not-so-common volunteer assignments run the gamut of jail operations. They can be task-based, services-based (e.g., religious outreach or counseling), or skills-based (e.g., surgical or legal expertise).

Examples of volunteer roles include:

- Inmate mail sorting;
- Library management;
- Lobby directions/assistance desks at courts, county records offices, etc.;
- Inmate education;
- Substance abuse support groups;
- Reentry planning;
- Investigations (Washoe County, Nevada, had a retired investigator review cold cases); and
- Surgical case review (advising on the necessity and urgency of some medical services).

Inmates also can volunteer. The jail in Sedgwick County, Kansas, trained volunteers to scan inmate paper medical records. A team of four women inmates answers incoming telephone calls to the jail 5 days per week; they are supervised by a deputy who handles questions that can't be answered through public record information.

Special considerations exist in the recruitment and management of volunteers. For example, retention strategies are different. Social interaction, inclusion, and recognition are the top motivators for volunteers. Some agencies hold an annual barbeque or other celebration to recognize and thank volunteers. One jail recently had a mailroom volunteer retire at the age of 84; the jail had held a birthday celebration for her each year.

It's important that jails can depend on their volunteers. Jails need to be clear about communicating their expectations to volunteers as well as being clear on the degree of commitment required. Volunteers must understand the chain of command and go to the right person when a problem needs to

be addressed. Volunteers should feel appreciated but understand that this doesn't give them permission to intrude.

### **Discussion**

- Some locales use reserve detention officers. Training can be a challenge that not everyone will meet. Few people gravitate naturally to jail work, because the correctional officer position lacks a strong public image. Recruiting for officer positions should target people both early in their careers and farther along.
- Volunteers are not used to replace paid staff positions. The volunteer role is very different. Jails don't create positions specifically for volunteers; things get rearranged in response to needs and available resources.
- Volunteers typically get a background check. Tests for tuberculosis are not uncommon.
- In one jail, a volunteer worship team member was assaulted by an inmate and submitted a claim for workers' compensation. If incidents like this happen, the jail should cover the volunteer's medical bills to compensate him/her for the injury as well as express thanks for his/her service; the jail should not let a situation like this lead to a civil suit.

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## PROGRAM SESSION: THE PROS AND CONS OF OUTSOURCING SERVICES

### PART 1 — OUTSOURCING SERVICES

*Presenter: Major Glenn Kurtz, Sedgwick County Sheriff's Office, Topeka, Kansas.*

Glenn Kurtz opened by saying jails can outsource food preparation, medical services, commissary, transportation, office work (such as document shredding and scanning), janitorial services, inmate money handling (through kiosks), inmate programs, construction management, and much more.

But jails cannot contract away their liability for the services they outsource. Decisions about contracting are concerned with how the jail will fulfill its duties and responsibilities under the law and as defined through accreditation or state standards. Careful oversight and management of contracted services is essential.

Kurtz shared a few tips from his experiences with contracting.

- In a project such as document scanning, do some detailed checks to be sure of the quality of the work.
- When Sedgwick County could no longer afford to offer GED courses to jail inmates, it contracted with an organization that worked with the school district. Now the state pays for GED programming under the state's contract.
- Sedgwick County's construction management projects go through the county purchasing office, and maintenance responsibilities are defined there. The contracts cover camera replacement, re-wiring, etc.
- Parts of any task can be outsourced, instead of outsourcing the entire process. For example, X-ray service can be split out as a separate contract.
- Close scrutiny of what the jail is paying for pays off. Kurtz has a team of people who can wrangle with hospitals over length of inmates' stay. Mitch Lucas (Charleston County, South Carolina) also has a group that reviews medical bills. One participant described finding an X-ray that was billed as an ultrasound. Another inmate was admitted to the hospital on Friday for a test to be administered on Monday, so the jail brought him back for the weekend. Jails also need to make sure they pay Medicaid/Medicare rates for inmate care.

## Contracting: Pros and Cons

Many of the “pros” of contracting relate to cost control.

- When the experts do a job, the jail needs fewer staff.
- If there’s a cheaper way to deliver services, a contractor should have the answer. In the example of medical care, does the jail want to make care decisions, or does it want people with professional expertise to decide?
- Fixed billing is a plus for services such as medical care.
- Professional providers give consistent results. Among other examples, inmates are no longer good at floor care.
- Contracting simplifies the jail’s operations by clarifying what the jail’s core job is, as distinct from all the other work that goes on there.
- Contracting creates an easier budget process, especially when maintenance agreements and similar clauses are included.
- Contracting reduces down time of equipment such as copying machines.
- Experience with contracting means the agency will spend less time working through the bidding process. Once the agency has the RFP process “down,” it can establish a vendor pool and have sources on call for smooth contracting going forward.
- Contracting can give the jail additional resources in an emergency.
- Contracting can facilitate speed of completion when a problem arises. Contractors can bring in people to handle problems speedily.

There also are potential negatives to contracting.

- Less control, because contract staff report to their supervisors instead of directly to the jail administration.
- More paperwork.
- The need to depend on others. Contracts and penalties are how the jail gets its work done the right way.
- Potentially higher costs.
- Potentially longer project completion time, because of the extra layers and response loops.
- Less direct control of which vendor is chosen (depending on the jurisdiction’s contracting process and decision-making).

- The presence of “outsiders” in the facility to work on HVAC, information technology, plumbing, etc.
- Security considerations.
- The need to control the agency’s data—all blueprints and project specs need to come back to the agency. Contractors cannot retain file copies, or security may be compromised.
- Often-considerable time needed to develop contractual requirements for each function that is outsourced.
- Less task rotation for agency staff and less variability in the positions where staff can work.

### **Administrative Considerations**

Several factors to consider relate to the inner workings of the agency and the overall government unit. What is the culture of the organization and the broader government unit? What control does the sheriff or jail administrator have over funding? Does the sheriff have spending authority or set the budget? If outsourcing allows the jail to generate or save funds, will the jail get that money back or will it revert back to the county’s general fund? Does the organization have its own income stream? How is the financial health of the community and local government?

What is the public expectation regarding the functions that may be outsourced? Unions and other stakeholders may be potentially concerned.

What is the form of the controlling authority (e.g., a board or a council), and what are its limits in terms of obligating funds? Is there a required bid process per local or state law? Does the law specify any training requirements?

Who will the contracts actually be between? Will the sheriff or the board of county commissioners be party to the contracts? If your agency or county has a purchasing department, its staff can be a good resource.

Does the sheriff or county have attorneys available to review contracts, or will counsel need to be brought in at hourly rates? Does the agency have trained staff who can develop, manage, and monitor contracts? If qualified staff are in place now, are attrition or retirements likely to be a factor long-term?

### **Resource Considerations**

Kurtz discussed several factors to consider when weighing a decision to contract for services.

- Does the agency have the equipment and the staff time to get the project done in-house? (Examples of equipment could include special scaffolding or cranes for high-elevation painting.)
- What would be the costs for doing the project in-house—including salaries, uniforms, equipment, tools, storage, materials, maintenance, etc.?



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- What are the expected management costs of the project? How many levels of management will need to be involved? Who has the technical expertise to direct the work? Is all the agency's expertise centered in one staff member who may be retiring before long?
- If the agency does outsource, what are the costs associated with the outsourcing process itself? How many staff-hours will be needed to create a Request for Proposals, to evaluate responses, to interview bidding contractors, and to conduct background checks?
- Once a project is underway and contract personnel are working inside the secure perimeter, what are the potential costs for overtime for security to protect both the inmates and the contractors? What will be the agency's costs for staff assigned to project management and liaison?

**Focus: Medical Services Contracting**

When the Sedgwick County jail provided in-house inmate medical services, it was directly responsible for hiring and managing skilled staff, providing medications, and delivering medical and mental health care and treatment. Keeping doctors, physician's assistants, and nurses was difficult because their pay rate was too low. There was friction between the medical and mental health care teams. There was a surprising level of costs for things like file folders. When the medical staff was responding to emergencies or its members were out on sick leave, backup was a concern.

Sedgwick County outsourced its medical care and is now on its second provider. With the first contractor, the jail's medical services were chronically understaffed. In contracted inmate medical care, accountability is particularly critical. There must be clarity on who makes the final call on medical necessity of procedures and levels of care. It must be clear who the jail staff will call if there's a problem.

For cost savings, a contract monitor should review expenditures to be sure the jail is getting due discounts and hospital rates. Monitors typically read a sample of the month's medical reports for quality assurance and to look for issues or patterns. For example, a contractor had a jail inmate moved inappropriately to a hospital over the Thanksgiving weekend just because he had an IV.

Some contracts specify the number of medical staff who will be on-site in different categories. Kurtz prefers to operate this way and monitors a list of positions and whether they were filled. If the contractor has recommended and committed to a particular staffing level it then does not meet, money comes back to the jail. This works in the jail's favor in a competitive marketplace. Other administrators prefer to stay away from head-counting and focus instead on performance indicators, such as response time, and incentives, such as a higher percentage administrative fee if costs are kept down.

Agencies use different personnel for contract monitoring. Giving a \$60,000 RN oversight over an \$8 million contract can be a wise expense. In Sedgwick County, the medical contract is monitored by the purchasing office. In Charleston County, South Carolina, one person monitors all the jail's contracts. Patrick Tighe (St. Lucie County, Florida) said that a contract monitor should have professional experience in the area being monitored. In this case, the jail will have different monitors for different services, and they may do their monitoring just 1 day per month.

Pharmaceutical costs are a major concern. Rolling pharmaceuticals into the medical contract can create a big drop in costs. Pulling mental health care into medical care contracts has also made a big difference for agencies; vendors will typically choose less expensive medications.

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## PART 2: OUTSOURCING CONCERNS

*Presenter: Ron Eddings, Jail Administrator, Jefferson County Sheriff's Office, Birmingham, Alabama.*

Ron Eddings described an example of outsourcing gone wrong as a result of poor ethics. A federal court ordered an upgrade of Birmingham's sewer systems. The project was funded via issuance of \$1.7 billion in bonds, some of which paid for golf trips and junkets, among other inappropriate uses. Jefferson County declared bankruptcy in 2011 with debts of \$3.2 billion. The former mayor and several former county commissioners are serving prison sentences for corruption, including bribery, conspiracy, fraud, and money laundering. The Alabama Ethics Commission has recommended blind review of RFPs so they can be evaluated without knowledge of who the bidders are.

Meanwhile, the jail in Jefferson County has been taken to court over conditions of confinement, and Eddings would welcome federal intervention in order to get the necessary leverage for change. The county has a new jail but no staff to run it.

Eddings noted several ethical pitfalls jail leaders should avoid.

- Acceptance of inappropriate gifts, such as meals, awards, vacations, and receptions—even if their stated purpose is to celebrate employee achievements.
- Involvement in outside financial interests that conflict with official duties, such as leveraging of investments or preferential hiring.
- Misuse of government resources, such as travel funds, official vehicles, equipment, and proprietary information.
- Preferential treatment in exchange for endorsements.
- Involvement in politics or with political interest groups, which can apply pressure to set aside standards and/or facilitate their agenda.

After inmates died after receiving inadequate medical care under a contract that was preferentially awarded, the state health commissioner tried to lay all the blame on the sheriff. Under the terms of the contract, the sheriff had received all the medical records, which became evidence protecting the jail. To prevent contractors from cutting corners at expense of inmate welfare, services must be reviewed at a case-by-case level. Reviewing a random monthly sample of reports is an effective approach. Agencies also need a clear process for reviewing and responding to complaints, with quick access to the top levels of jail management.

Security concerns also are a factor in contracting. The jail needs to know exactly who will have access to the facility. If one RN resigns, the jail will need a new RN on the job with a full background and security check in a short amount of time. All RFPs should specify that the vendor can lose the entire contract if it is learned they have personnel with a relative in the jail and did not disclose it. Many contract staff are in low-paying but essential jobs and have access to inmates. This can lead to contraband, such as cell phones or worse, entering the jail. Policy violators should be prosecuted as a deterrent to others.

Contracts must spell out exactly what the agency will be responsible for and what the provider must do. If there's a loophole in the contract, the contractor will find it. Emergency plans need careful attention. During a recent tornado season, the jail was feeding the county's rescue workers. The food services contractor absorbed the up-front costs and was reimbursed.

Liability issues also are important. In one incident, an inmate kitchen worker encountered a contract worker who had badmouthed him; they fought, and several kitchen staff were hurt. The contract did not address who would cover the employees' medical costs in this situation. The agency paid because it was the correct thing to do. Now, contractors with the agency need to have a bond protecting employees from medical obligations if they are injured on job. This shows that agency contracts can include an indemnification clause to get out from certain liabilities.

Eddings identified several reasons why jails might decide not to outsource.

- Large transition costs related to the severance of employees who are replaced. In some jurisdictions, county employment boards or equivalents are a barrier to dismissing anyone.
- Risk that displaced employees who are not financially savvy may lose their retirement sureties.
- Compromised security of the facility.
- Potential for corruption in the contracting process.
- The risk of no true savings for taxpayers.
- Significant rate increases after the initial contracting period.
- Diminished accountability of government officials.
- Superior expertise and experience of many government employees over private providers in specialty areas.

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- Transparency issues and rumor control. When an RFP is released, the jail may want to keep it quiet, but staff will know anyway.
- Transition issues and planning. When one jail's food services contract was about to start, the agency's kitchen staff stopped reporting for work. Jail staff made sandwiches, and the new vendor was able to bring people in over the weekend.
- Effects on the morale of remaining agency employees, who ask, "Are you getting rid of us next?" The true cost of transition includes its impact on personnel. Agency culture is like a spider web—if you touch one part, the whole thing shakes.

**Discussion**

- Glenn Kurtz (Sedgwick County, Kansas) employs a hard and fast rule to avoid the appearance of favoritism: when his agency is within 1 year of the end of a contract, he will have no contact with the vendor unless it's to resolve a direct issue with the work. He also will not talk to other potential vendors. The county's purchasing office is his buffer.
- Mitch Lucas noted that most states have ethics laws and regulations that spell out correct conduct for agency personnel involved in contracting.
- Ron Eddings said each holiday season, the county ethics department sends around a reminder about not accepting inappropriate gifts.
- Campaign laws are a separate matter, relevant in agencies working under an elected sheriff or other administrator.
- Art Wallenstein suggested looking for ethics guidance and policy templates from the National Association of Counties.

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## PROGRAM SESSION: JAILS BECOMING MENTAL HEALTH CENTERS

### PART 1. THE MYTH OF DEINSTITUTIONALIZATION: CRIMINALIZING MENTAL ILLNESS

*Presenter: Mark Foxall, Director, Douglas County Department of Corrections, Omaha, Nebraska.*

In this session, Mark Foxall discussed the history of mental health intervention in the U.S., leading to the situation today where jails have become the largest providers of residential mental health care. He outlined policy and planning strategies to build better solutions, including appropriate services at the jail level. One question jails face is whether opening dedicated mental health housing units is a good idea or one to be avoided. If created, would such units fill quickly? Would these inmates actually belong in the jail?

The intersection of law enforcement, community mental health, and jails is beginning to get the attention it deserves. In Douglas County, Foxall has been making progress with county officials, who are looking more squarely at the role of community mental health facilities and why their clients end up decompensating on the streets and ending up in jail. Foxall showed a video clip from Saginaw, Michigan, where a decompensating mentally ill person was shot by responding officers.

#### **Historical Background**

Dorothea Dix was an activist whose work led to the establishment of asylums for the mentally ill beginning in the 1840s to remove the mentally ill from jails. Decades later, many problems were recognized in how public psychiatric facilities were operated and in the indefinite nature of commitments. When institutionalization of mentally ill people was at its height, there was 1 mental health care bed for every 300 Americans. Now, that number is 1 for every 4,000 Americans.

Around 1955, pharmaceutical companies introduced the first psychotropic medications. It became possible to treat institutionalized people and release them from psychiatric facilities. Releases accelerated in the 1960s. Deinstitutionalization was a good idea, but it was done badly, and plans for a system of community-based case management were abandoned. By the 1970s, it was clear that community services were not adequate and jails' populations of mentally ill detainees were increasing; "deinstitutionalization" became "reinstitutionalization." Today, mentally ill Americans are 3.2 times more likely to be in jail than in a psychiatric hospital. This includes people ranging from the profoundly schizophrenic to the chronically depressed.

Community mental health services are ill equipped to help severely mentally ill persons, and they tend to turn to law enforcement for help when people turn up who are physically combative or assaultive. In one example, a woman seeking help from a community mental health center pushed a

computer off a desk and was jailed for destroying property. The center said the jail was the best place for her.

## Effects on State and Local Government Today

The daily cost of housing mentally ill inmates is estimated at 2 to 3 times higher than the general population, and mentally ill individuals spend 2 to 5 times longer in jail than their mentally healthy counterparts. These figures suggest jails spend 4 to 15 times more money on mentally ill inmates. Mentally ill inmates also are 5 times more likely to be in segregation to reduce their potential risk to staff and to other inmates, and they are at greater risk of making suicide attempts.

Foxall reviewed data on impacts in several states.

- **Arizona.** The state cut spending on community mental health services by \$50 million. A \$16 million crisis response system was later established in Maricopa County. Data showed a 20% increase in serious mental illness among jail inmates, a 40% increase in psychiatric emergency room visits, and a 26% increase in crisis calls. Lawsuits are pending.
- **Tennessee.** After 20% of the state's psychiatric hospital beds were closed, the Davidson County jail doubled its volume of psychiatric assessments, and there has been a 26% increase in the jail's population of seriously mentally ill inmates.
- **Texas.** Reductions in mental health care funding began in 2003. A study found that only nine indigent mentally ill individuals accounted for 2,678 emergency room visits in a 6-year period, with associated costs totaling \$3 million. The Harris County jail in Houston, Texas, houses 2,400 mentally ill inmates daily, boosting jail costs by \$27 million annually.
- **Ohio.** A \$14 million cut in community mental health services coincided with a \$20 million increase in spending on prison mental health services.
- **California.** Community mental health services were cut by \$587.4 million from 2009 to 2011. The Los Angeles County Jail is now the largest de facto psychiatric facility in the nation, housing 3,300 mentally ill people daily. The U.S. District Court blocked Sacramento County from enacting cuts to its mental health services, citing 'catastrophic harm' to a protected class under the ADA.
- **Nebraska.** The number of individuals in state hospitals was reduced by 72% from 2009 to 2011, and the number of people receiving other publicly funded mental health services also was cut. Of residents receiving state-funded mental health care, 69% had at least one jail admission from 2006 to 2009.

## Taking Action

Foxall examined factors that increase the likelihood that mentally ill people will be admitted to jail in Douglas County. Individuals aged 19 to 34 were twice as likely to have a jail admission compared to older individuals with mental illness. Jail admissions were twice as likely for those without a high school diploma, those without medical insurance, and for homeless people. Most critically, mentally ill individuals with substance abuse patterns were 7 times more likely to be admitted to jail.

Foxall said that an analysis by the University of Nebraska found that a single inmate cycling in and out of the Douglas County jail has cost the jail \$3 million.

Foxall was persistent in getting himself invited to meetings of all the service providers, where he was the first to represent the jail or prison perspective. He found that community mental health agencies' line staff understand the interrelatedness of care systems, including the jail, but the top administrators are less aware. When he mentioned the example of a particular woman, people recognized her case. The regional mental health care director said he could allocate more money to services in Douglas County, but the local agencies turned down the offer, saying they didn't need more money. On a visit to a Nebraska mental health facility, Foxall was told there was low demand for services and that jails are the right place to house people with critical mental health treatment needs.

Initial obstacles were overcome. A Council of State Governments advisor recommended that all agencies use the same formulary of less expensive medications; the community mental health center refused until a budget cut forced the change. Ultimately a comprehensive new collaborative strategy was put in place. Douglas County's new discharge planning process has cut the wait time for mentally ill individuals nearing release from jail. The jail provides an initial screening, and within 2 weeks, the county community mental health center will take the individual and provide a full psychiatric intake. The community mental health center also provides discharge planning for 250 individuals per month, working mostly with sentenced offenders. A pretrial diversion element is run by three licensed mental health professionals who work out of an office at the jail. Still, there is a tendency for community mental health to want to avoid taking more severe cases.

Society has never properly addressed mental illness. It is clear that jails are inappropriate for dealing with many mentally ill individuals, and in fact are often harmful to them. Large, long-term institutions are costly and have been poorly operated. Community based services have never been funded adequately to address the level of need.

Foxall advised other jail administrators to work assertively on community mental health issues, join local coalitions, and communicate this issue to elected officials and community leaders. He is now on Omaha's homelessness task force and its behavioral health task force, and he reports on mentally ill inmates to the county board of commissioners each month. He advocates getting out of the jail and into the community to drive policy. Jail and prison professionals need to be part of the discussion. Constant advocacy is a must.

## **Discussion**

Participants agreed that currently, people in need are getting better treatment for mental illness in jails than anywhere else. Jails tend to be prepared with segregation rooms and restraint chairs and know how and when to use them. Jails receive detainees with mental health needs, optimize their medications, and ideally are able to move them to general population.

Definitions are hazy. It would be useful for jails and other agencies to use common definitions for metrics on serving their mentally ill populations. Many jails use the number of inmates who are taking psychotropic medications.

Most psychiatric facilities won't accept people with criminal charges or who are under arrest. They insist the jail take individuals who batter their staff, though assaults could be reduced if the centers were willing to use restraints when necessary. Often, the individuals in question have some type of

behavioral problem rather than a mental illness. People may be discharged on bond and are still feeling suicidal, but the community mental health agency won't accept them.

- Scotty Bodiford (Greenville County, South Carolina) cautioned agencies to look out what they ask for. Jails sometimes focus on developing a mental health unit when their real goal should be to get people into the general population. The jail has a 34-bed unit for people who can't handle general population. Officers receive training on crisis intervention and psychological issues. Other inmates are held while their competency to stand trial is determined, which can take time. The agency works closely with the mental health community and judges and still keeps people with mental health needs for months. After they are eventually transferred to a state bed, the state releases them 2 days later, and they return to the jail.
- Mark Bolton described how Louisville Metro Detention looked at its 60 top "frequent flyers" as a cost center to make show that jail is not the best place for mentally ill persons. An example is "Tim," who has cycled through an average of 18 days in jail and 11 days out over the past several years. Tim is HIV-positive and not violent. (Only 8 of the agency's 60 frequent flyers had any history of violent behavior.) Tim was arrested 80 times in 5 years. A university economist analyzed the system costs for managing Tim—such as arrest costs, police resources, public defenders, jail, homeless services, medical care from the university hospital, public assistance, HIV medications, and psychiatric services. Over 5 years, costs totaled nearly \$6 million. The lowest cost among the other 60 frequent flyers was \$1 million.
- Art Wallenstein (Montgomery County, Maryland) said that county attorneys should call the state to task for not providing adequate bed space. When a prisoner decompensates, the court can be asked to issue a ruling to move him to state custody. If the inmate is not moved, the jail is in contempt of the order and is under additional liability for not moving the inmate. Tim Ryan said that Miami-Dade County has sued under such circumstances; the state has 15 days to take custody of the inmate, or the jail will deliver him or her. Wallenstein commented that 15 days is a long time to wait for pick-up because of the risk of suicide attempts or other incidents.

Participants discussed ways to shape a system-wide approach to the problem. Until jails engage with them, other players in the mental health system may not realize what jails are dealing with and what the costs are.

Jails can engage in partnerships with service providers to facilitate care before and after release from jail. Mental health courts can be effective. Mentally ill people often are arrested as a result of failing to take their medications; the arrest makes them ineligible for benefits, and community mental health providers cut off their responsibility for them. There is a consensus that mentally ill people need a managed care plan in place to succeed in the community; they need oversight to help them stay on their medications and to prevent relapses into substance abuse. They need someone to walk them through the assistance system and access benefits, such as meal vouchers. The community treatment model used in cities such as Seattle, Portland, and Miami is promising.

Long-term residential services are also needed. Another pattern is when mentally ill people who receive housing assistance violate low-level rules (such as by drinking alcohol) and are kicked out of their facility or unit. The housing providers need to be convinced to tolerate certain lower-level rule



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infractions or to change the rules. Most mentally ill people are not a threat to public safety. Having landlords who understand mental health issues is one thing that makes a difference.

- Steve Kelly (Ada County, Idaho) said that Washoe County, Nevada, is opening a lower-level drug court. Community service providers met to talk through cases like “Tim”’s to see which agency would pick up which piece of the puzzle. One discovery was that Veterans Administration benefits were available, but none of the agencies was tapping in to them.
- Wendell France (Maryland Department of Public Safety and Correctional Services) said jails can coordinate with probation officers and mental health courts to get people out of jail when they land there as a result of noncompliance with medications. The Baltimore jail has safety cells and a step-down unit to move mentally ill detainees back out to the community.
- Mark Bolton (Louisville, Kentucky) commented that mentally ill detainees often can’t stay out of jail long enough to reenroll in Medicaid. He said that connecting the “silos” of the agencies who deal with them is the first step in collaboration to create results.
- Mary Lou McDonough (Prince George’s County, Maryland) came to corrections after a career in public housing and homelessness issues. She said mental illness is being grappled with in social services, but the problem overlaps many different agencies and positions. In jails, the pressures are concentrated.

Funding is the pressure point. When jurisdictions don’t provide adequate resources elsewhere in the system, mental health care costs are shifted to jails.

- Mitch Lucas suggested shifting the cost discussion to what needed services are not being delivered, when patrol officers are busy responding to calls about mentally ill individuals.
- Art Wallenstein referred participants to a short paper on the Affordable Care Act developed by the National Association of Counties. It urges agencies to focus on data collection, more linkages with human services providers, and provision of more resources at the community level.
- Tim Ryan (Miami-Dade County, Florida) said that ultimately, mentally ill people are the jail’s problem, because jails have less leverage to turn away people who need services. No one will engage with jails on solutions as long as the problem is felt mainly at the jail. The same way some jails have improved matters by taking over pretrial services and probation for misdemeanants, they can consider providing comprehensive services for the mentally ill. Maybe this is the right direction to take, because no one else can address the problem.
- Mark Bolton took the opposite view. He said most mentally ill inmates are not violent. It will be more cost effective for local governments to explore long-term supportive housing, work with landlords, and create incentives.
- Herb Bernsen (St. Louis County, Missouri) said the St. Louis area had a state-run facility where the courts could send people needing emergency care, but it closed. All stakeholders should be involved in creating a new plan, and the jail should facilitate the discussion. Art Wallenstein agreed that jail leaders should do whatever they can to help their communities get foundation grants and federal funding for developing proactive interventions.

## PART 2. USING BUSINESS ANALYSIS MODELS FOR PROCESS CHANGE

*Presenter: Claudia Balducci, Director, King County Department of Adult & Juvenile Detention, Seattle, Washington.*

In this session, Claudia Balducci reviewed how the King County detention agency examined its mental health services through a business process lens to find leverage points for change. The jail operates the second-largest mental health facility in the state. Balducci used the “serenity prayer” as a theme for working on mental illness issues in the jail. It reads, “God grant me the serenity to accept the things I cannot change, courage to change the things I can, and wisdom to know the difference.”

Balducci commented that, as one possible metric, jails can use the number of inmates with at least one mental health diagnosis. But a diagnosis doesn’t always translate into security or behavioral problems in the jail.

More than 50% of the jail’s mentally ill inmates are being held on misdemeanor charges. Their average length of stay is long and has not been determined with certainty. The presence of a mental health court tends to keep mentally ill inmates in jail longer in pretrial status. Currently 8% of the jail’s population is in psychiatric housing. Psychiatric housing in the jail ranges from open dorms to acute isolation housing, with various frequencies of checks. The jail has 80 inmates on 15-minute suicide prevention checks.

Fewer than half (44%) of King County’s mentally ill jail inmates are county detainees. Out of county holds make up the balance. Acute psychiatric care costs the jail \$231 per inmate per day, in addition to the basic \$132 for all inmates. Area cities pay to house their mentally ill inmates in King County because there is nowhere else for them to go. Washington State cut its budget for community mental health. The state hospital has very limited beds for competency evaluations and other services. Overflow patients go to private hospital emergency rooms and may be strapped to gurneys in hallways.

The legislature in 2005 passed a measure authorizing counties and cities to impose a 0.1% sales tax, without passing a local measure, to fund mental health treatment. In King County, funds are being used for a mental health diversion center for people who are causing problems but not are appropriate for jail. It has 16 crisis beds and a 2-week, 30-bed interim services program. The county has also added a mobile crisis team with civilians trained in crisis intervention (CIT). Police and sheriff’s deputies are also getting CIT. Jail reentry staff work on releasees’ benefit status.

### Analysis

The jail team developed a matrix on how inmates with mental health issues were managed. The left (Y) axis indicated who provided management, and the top (X) axis listed all the possible housing choices. The result was very complex. It was used in an intensive review of which inmates should be housed where and what kind of treatment they should be getting.

At this point, King County had been under U.S. Department of Justice monitoring for 3 years. The facility had gotten suicide prevention improvements. Officers had become part of the mental health treatment team. But screening needed attention; inmates were being screened into psychiatric units if they ever had been mentally ill or suicidal. A step-down process was slowing releases considerably when people failed a step. The staffing model was completely overwhelmed in performing required checks.

The jail team used the LEAN industrial management approach to analyze the jail's mental health work. LEAN is a management philosophy and methodology for continuous improvement that has been adopted by the King County government. Some LEAN principles include "gemba," or getting out on the shop floor to observe the work, and doing only the work that the customer values.

The jail's psychiatric services were mapped into detailed flow charts. The analysis examined why and how the jail "overproduced" psychiatric-status inmates.

This process identified several problems and opportunities, including:

- Too many ways to get into psychiatric status, and too many automatic triggers;
- Too much difficulty getting out of psychiatric status (step-down process with many chances to fail);
- Lack of access to psychiatric staff in booking (they were replaced by nurses due to budget cuts, and the nursing staff were very risk-averse as a result of DOJ monitoring);
- Too many screens for possible psych status (multiple rework loops/duplication of effort);
- Too-broad definitions of what inmates should be on timed status checks; and
- Lack of therapeutic housing alternatives to improve status and get inmates released.

One decision has been to eliminate the jail's psychiatric receiving unit. By operating the separate receiving unit, the jail was making it more likely people would be placed in the psychiatric unit. Other changes are being phased in over a year's time. Challenges include labor issues, the need to keep focused on goals and strategies, and budget constraints.

Balducci advised other jail teams to examine whether they may be over-screening detainees into psychiatric status.

## Discussion

- Darren Long said the jail team in Travis County, Texas, did a gap analysis and found that a low percentage of inmates with mental health needs who were released to community care were reporting for their first appointment. Now inmates are released on the same day as the appointment and given a courtesy ride there. The jail and local mental health authority worked out a shared formulary. Released inmates receive up to a 30-day supply of medications. The jail has made its mental health unit a two-officer post, and officers are on a waiting list to work there. Long joined every local committee he could to improve understanding of mental health issues, service gaps, and budget impacts.

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- Balducci said that King County releases inmates with a 14-day supply of medications. The jail provides limited therapy beyond medications; it never has provided mental health treatment, which is handled by the public health authority. A show of hands indicated that most of the agencies represented at the meeting provide group therapy for mentally ill inmates.
- Dane Collins said that up until a year ago, the jail in Muskogee County, Georgia, had no services for mentally ill detainees other than medication. Now there's a contract with a community mental health services provider that provides three counselors plus psychiatrists and psychologists. Inmates in acute status receive 10 hours of group or individual therapy weekly and an extra 5 hours of structured recreation time designed to get them out of their cells and interacting with others. As a result, instead of having 30 mentally ill inmates locked down all the time, the jail has just two or three. Collins said the agency's philosophy is that law enforcement is as good at mental health care as it is at security. The jail's work with mentally ill inmates reflects a community standard of care, just like its medical services.

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### PART 3. CLOSING A PERMEABLE BOUNDARY

*Presenter: Dr. Margaret Severson, J.D., M.S.W., Professor, University of Kansas, Department of Social Welfare.*

Margaret Severson began working in community mental health in Colorado in the 1970s. She was part of NIC's first mental health conference in the early 1980s.

Severson urged administrators who contract for inmate medical and/or mental health services to interview and approve the person who will run the mental health services. Jails should not let their contract medical provider hire the mental health director without direct review; they must claim the right of refusal. It is critical to have someone in the position who understands the specific issues surrounding mentally ill inmates in jail. Jail administrators know what their own agencies' issues are and how most aspects of jail operation touch on mental health care in some way. They should make sure the candidate has suitable professional experience and is prepared and informed. Taking the person on a tour through the jail will allow jail leaders to assess their reaction to jail environment and ask them questions on subjects such as their decision-making on prescribing psychiatric medications.

Severson commented that the issue of persons with mental illness being housed in jails has captured the attention of the country. Many people believe that it is okay for jails to be the leading provider of mental health services. But, this is not okay—jails should not take on the work that community mental health centers can and should be doing. Jails' can-do attitude needs to stop short of taking on the role of chief mental health provider, because it is not consistent with the core mission of jails. Jails have enough to do. If the mental health experts and hospitals cannot manage persons with

mental illness, financially and otherwise, why would jails believe they can do so? They have neither the mental health expertise nor the money to do the job.

Mentally ill people on the streets share many of the same antecedents as the inmate population: poverty, poor education, poor job opportunities, medical issues, barriers to medication, and lack of consistent health care. Appropriate care accepts that it's OK for people to be mentally ill at some times, as long as they are not dangerous or suicidal. About 50% of those who complete a suicide in jail are later found to have had a diagnosable mental illness.

The jail's role is to make sure people appear in court and to hold people who pose a public safety risk. Jails can clarify their responsibilities by focusing on this limited role.

Jail leaders can anticipate the inflow of different categories of inmates who are likely to have mental health care needs and use that information to plan their staffing and their facility designs for optimal management.

- A large proportion of women inmates have histories of victimization, including violent victimization.
- Elderly inmates are an increasing issue in jails, and jails are seeing more older inmates with mental health problems and cognitive problems in addition to their physical care needs.
- Veterans are entering jails with head injuries, impulse control issues, and neurological damage; Veterans Administration hospitals and support systems are not able to keep up.
- Substance abusers may appear to have a mental illness but actually have a substance abuse disorder as their primary issue. Street drugs, methamphetamine, and prescription drugs all exacerbate any mental health issues, so it can look like mental health is an inmate's primary concern when it actually is not. Jails should hire a substance abuse treatment director and provide treatment for inmates who have substance use issues, with a plan for treatment that can last longer than 6 months. The research is clear that substance use/abuse is a primary contributor to incarceration and recidivism.

Severson said that when she's called in to conduct a site visit, she looks at screening first. How many screenings take place at intake? They may be done by medical staff, mental health staff, classification, the arresting officer, and unit officers. A full psych screen can collect several pages of information. Yet most inmates probably don't need psychiatric housing even if they do have some type of mental health issue. People with histories of suicidal behavior are not necessarily suicidal at present, and they should only be placed on a watch only if they are assessed at present as being at risk for suicide. Many get absorbed unnecessarily into mental health units, which bogs down the system. If a large jail has 100 people on suicide check, something is awry—inmates are being over-screened.

If community mental health remains underfunded, mentally ill people will continue to end up in jail. What's the jail's response? Jails don't need to cure them; they just need to stabilize them. This can be accomplished in the general population or even in an intake unit. Putting people in a mental health unit reinforces the logjam and may keep people in jail longer than necessary. Adding more staff is not necessarily better; it can divert minds from thinking about how to solve the larger problem.

The best answer is to engage all stakeholders in a solution. Deinstitutionalization never played out the way it was planned, with robust community mental health networks. Jails are now the natural relationship-makers that can intervene and help prevent rearrests. This is outside their mission, but it also helps protect their mission. Jails can be at the center of community involvement. They can help get the process started to organize the community, build community networks, and do community assessments. The solution will need a leader and it will need ownership by community members.

Jail leaders can bring together law enforcement, community mental health staff, homeless shelter people, jail experts, and (optionally) judges and discuss how the community should handle people who are creating problems. These groups can focus on known multi-system users. They can find ways to try some prevention. If “Tim” is acting up and bothering shopkeepers downtown, send out the mental health experts—working in conjunction with law enforcement and the other community stakeholders—to see if something can be done to intervene in a trajectory that will land the person in jail or in a psychiatric bed. This is outreach.

Severson suggested that NIC should recommend a consistent metric for quantifying mental illness in corrections. Numbers don’t mean anything until agencies use uniform definitions. According to a 2006 Bureau of Justice Statistics study, 16% of jail inmates have a mental illness, and 90% of correctional inmates self-reported a mental health issue, such as a substance abuse problem or suicidal tendencies. But this doesn’t mean they have a mental illness.

Jails are too busy to be the solution. Jails don’t have the burden and responsibility of curing mental illness, only of stabilizing people. There is no magic in therapy, and no magic in therapy in jail. What matters is human relationships, not any specific intervention methodology. On this level, officers can do amazing things. Few jails actually need a psychiatric unit; once a jail gets a psychiatric unit, it complicates the classification process. Many jails can use a “special needs” unit to accommodate persons who have mental illnesses, who are at risk for suicide, or who otherwise are at risk in general population. But the work to move the person out of a psychiatric or special needs unit must begin the moment they are admitted into it.

Severson said jail leaders should take a birds-eye view and focus on different problems: the need to have practitioners with prescriptive authority for psychotropic medications; the need to have targeted screening; the effectiveness of social work concepts; and the presence of someone who can build a relationship with an inmate and make a plan. Jail leaders should be sure their mental health director has a clue about how jails function and the mission of the jail; they should hire a substance abuse treatment director; and they should look closely at their mental health screening.

This is an opportunity for jails to establish new boundaries. A jail’s boundaries are permeable as it absorbs people with mental health issues, substance abusers, people facing poverty and homelessness, and others with high and overlapping criminogenic needs. Some people do need to be incarcerated, and some do not. Jails should articulate the difference to their communities. Jails should not take on responsibility for responding to all these needs. They should not be responsible for actions taken, or not taken, elsewhere in the system.

## Discussion

Participants discussed their options in accepting mentally ill inmates who are brought to the jail. Parallels with medical care are useful. Once the jail accepts mentally ill detainees, it assumes liability. If detainees arrive in a crisis state, they should be taken to a public hospital to become stabilized.

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- Don Pinkard said Gwinnett County, Georgia, defers acceptance of inmates when needed. If detainees refuse treatment at the hospital and are brought back to the jail, the jail returns them to the hospital.
- Darren Long said Travis County can deny inmates at intake for medical reasons or for serious mental illness. The jail works with prosecutors to get charges dismissed and move detainees to a mental health facility. Inmates with mental health needs are released in 5 days whether or not they are stabilized; if not, they are taken to a mental health hospital, involuntarily and without an appointment if necessary.
- Mitch Lucas commented that if a police officer takes a mentally ill person into custody, it can keep the officer off the street for 12 hours, so jails should accept the detainee to get the law enforcement officer back on duty. Why move the response away from the jail, where at least it can be contained? Severson said there is usually room for patrol officers to make better arrest decisions. Communities should have an alternative other than jail. Darren Long said nine full-time deputies focus on crisis intervention and diversion in Travis County. Patrol officers turn over their problem detainees to CIT deputies and return to their normal shifts. The CIT officers take the detainees to hospitals. The process is working very well and getting support from judges, the public, and the overall system.
- Wayne Dicky (Brazos County, Texas) described a crisis intervention team staffed by four deputies that diverts low-level arrestees from jail, such as those detained on public intoxication or criminal mischief. Each deputy has a caseload and monitors how people are functioning, taking people to their community mental health center appointments if needed. The vast majority are getting the help they need to stay out of crisis. The deputies have specialized training and can make emergency commitments to the mental hospital if needed.
- Margaret Severson said that events such as the death of a social worker make people more comfortable with the security of an officer response. Tim Ryan (Miami-Dade County, Florida) agreed that this strengthens the view that community mental health people can't do the job, so public safety becomes the default provider to get it done.

Participants discussed further issues and additional community-based solutions.

- Margaret Severson said mental health courts have become popular, but they don't generate data on the people who aren't getting treated. Community mental health care is a finite resource; if one person gets into treatment under a court order, who else is not getting help because that slot is filled?
- Amadeo Ortiz (Bexar County, Texas) gave an overview of the Haven for Hope public assistance complex in San Antonio. It was built using public and private money and provides access to all local assistance agencies. It's located across the street from the jail. When a detainee comes in to the jail, staff can check whether he or she has been assisted by the mental health agency. If so, the agency and judge can be notified and the person diverted from jail. Police and detention officers are being trained in crisis intervention. Haven for Hope has a homeless shelter component, provides food, trains people for trades, has a large GED center, and helps with job placement. Information is online at <http://www.havenforhope.org>.

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- Dale Menkhaus (Hamilton County, Ohio) agreed that jails can only do so much and need to concentrate their resources on those who are truly psychotic or suicidal. He participated in a law enforcement/mental health committee for 16 years and found the problem is much bigger than the resources. People choose not to cooperate with available programs; no one can provide mental health treatment until clients get treatment for their substance abuse issues. Crisis intervention is promising, but the jail has continuing difficulty with its extreme cases. Mental health courts are vying for funding just like everyone else, and to show positive results, they may take the easy cases. They can't do anything with "Tim" either.
- Mark Bolton (Louisville, Kentucky) commented that the key to running a world-class jail is classification. It's the same in community corrections and community mental health. The majority of people in jails' mental health beds are not dangerous. Bolton has talked with his agency's "Tim." He just wants to be drunk, and he can't find a place to live where co-residents will accept him. He needs help staying on his medications and getting stable, supportive housing. Most people don't need crisis management.
- Jim Coleman said that Shelby County is helping to educate future jail and mental health professionals through an internship program with the University of Memphis.

Participants discussed suicide risk management. Severson said better assessments are the key; it is fairly easy to find inmates at high risk for suicide. If an inmate has no suicide plan and no specific time in mind to commit suicide, his or her risk is actually low. Agencies need to document their risk assessment and their follow up. If practice is sound, even if there is a suicide, it doesn't invalidate the agency's decision-making.

- A participant said a federal inmate who had been in the jail for several months succeeded in a suicide. All protocols were in place and were followed, and the documentation was good. The jail later learned that the inmate's cellmate knew what he was going to do but didn't disclose the information to the jail staff.
- Claudia Balducci commented that jails can't protect against every possibility of self-harm. A work release inmate in King County threw a chair through a window in a seventh-floor work release center and jumped to his death. Adding bars to the windows of a historic building would be an over-response.
- Steve Kelly (Ada County, Idaho) said jails can add a direct-dial crisis line in their housing units for inmates who want to talk to someone other than jail staff.
- Mitch Lucas (Charleston County, South Carolina) asked about agencies' use of suicide gowns and mitts. Most use them, but there is a new awareness that detainees experience less trauma if they are not stripped and placed in gowns. Claudia Balducci agreed that people seem to decompensate in suicide smocks. Margaret Severson commented that practices evolve; people did not volunteer the information that their dignity was harmed, so this was not understood as a factor; smart people will continue to come up with new answers to old problems.



## PROGRAM SESSION: REENTRY THAT WORKS

### COUNTY OF HUDSON COMMUNITY REINTEGRATION PROGRAM

*Presenter: Oscar Aviles, Director, Hudson County Department of Corrections, Kearny, New Jersey.*

An elected county official asked Oscar Aviles a few years ago what the Hudson County was doing to keep people from returning to jail. At the time, there was no large-scale, evidence-based effort in place. Since then, Aviles and his team have done the research, done the site visits, and done the work to put together a program that makes a difference.

Of the roughly 12,000 inmates who were admitted to the Hudson County Correctional Center (HCCC) in 2011, 16% were admitted more than once that year. Nearly half had been admitted in 2011 or a prior year. For women, drug- and prostitution-related charges were most frequent. The most frequent charges for male inmates were burglary/theft, drug charges, DWI charges, and failure to provide child support. Over the past 3 years, 17% to 20% of the HCCC inmate population received psychotropic medication daily. A significant number of inmates are chronically homeless. Others lose their housing as a result of incarceration.

Hudson County pursued a systemic approach to reentry with attention to individual, institutional, community, and systemic issues. It did this through the establishment of the Hudson County Community Re-Integration Program, a collaborative partnership of the Hudson County Department of Corrections, Department of Family Services, and Department of Health and Human Services as well as community based programs. The key to success was engaging the law enforcement and union culture to reshape it and create a rehabilitative culture.

A reentry task force was formed in September 2009 to plan a new reentry strategy, with broad representation from justice, human services, and educational and job training agencies. It examined the jail population and trends, its treatment and housing needs, and reviewed plans for reentry services. The result was a model that benefitted both jail inmates and state prison releasees. Data collection was a stated goal, an important element for grant-seeking. The task force continues to meet quarterly.

Implementation was undertaken by county department managers, working from the task force plan. Hudson County's Community Re-integration Program (CRP) is now actively working with inmates. Elements include use of the COMPAS risk/needs assessment with 6-month updates, case management with weekly client meetings, and ongoing case tracking and re-determination every 3 months by case managers. Case management starts in the jail and follows releasees out into the community. Staffing includes six master's degree case workers, two of whom conduct assessments.

CRP is a voluntary program, with priority given to county-sentenced “frequent flyers” and court referrals. COMPAS scores each individual for risk of violence, risk of recidivism, and risk of failure to appear in court. It also scores individuals on 19 needs or factors that can influence criminal behavior. In a second phase of the assessment process, clients are screened using the Test for Adult Basic Education (TABE) to determine their academic levels and needs. The COMPAS assessment process takes about an hour. The agency’s goal is to assess everyone who is booked into the jail. Two social rehabilitation counselors conduct the assessments.

The CRP focuses on people with risk issues, not just those were not paying their child support or in jail for other low-risk offenses. It aims to intervene with jail inmates who could otherwise get lost in system and be released without interventions. Previously, inmates in the municipal court pretrial program were released within a few days on bail. Now they can be placed on electronic monitoring pending adjudication, assessed, and enrolled in programs. When they return to court in a few weeks, the judge has better information for deciding whether to release them or continue them in the program. Judges appreciate the COMPAS data.

A full range of programs and services are offered to inmates before release, including education and job skills, assistance applying for benefits, and medical and psychiatric care. When inmates are released, they report to the county’s Department of Family Services to get into the county’s service delivery system. Services are comprehensive and include treatment, education, provision of a county identification card, temporary and permanent housing assistance, money for food, and residential and intensive outpatient treatment programs for drug addiction and/or mental health needs. A 50-bed inpatient psychiatric unit and mental health counseling and therapy are available. A One-Stop center recruits employers who are willing to hire ex-offenders. The jail has an extensive list of program partners and is always looking for new partners.

- A medical release form is used to ensure continuity of medications and services. Releasees get their prescribed medications and are taken to a medical center for psychiatric care. The center is notified that the person will be released to its care.
- Cognitive behavior therapy is funded through a Second Chance Act grant and offered 5 days per week.
- Services related to housing/homelessness include prevention of housing loss, diversion assistance to those who have already lost their housing, and rapid rehousing for people and families who are living in shelters. Short-term rental assistance is available.

Many of the sources for CRP programming already existed, but pulling them together in a comprehensive approach is new. CRP is funded through the HCCC budget and existing community services, such as the Department of Family Services and area One Stop Career Centers. Some funding is through the HCCC inmate welfare trust fund.

The program is in its second year of U.S. DOJ Second Chance Act funding for substance abuse treatment and cognitive treatment in the community and is applying for a third year of funding. Funding from a U.S. Department of Housing and Urban Development grant covers homelessness prevention, rapid rehousing, transitional housing, and rental assistance for permanent housing. The program also has received help from COCHS for linking medical care in the facility and in the community. DOJ jail-based reentry program funding covers the case manager positions that work with people leaving the

jail. Medicaid reimbursement for mental health and substance abuse treatment services is an element in the long-term sustainability plan for the program.

### **Results and Lessons to Date**

Aviles said that strong leadership both at the planning (task force) and implementation levels were essential for developing a program of this complexity. A coordinated approach to county agency collaboration also was key for bridging systems and departments. Strong community partnerships and a popular desire for the reentry program to succeed were very important, as were the diverse funding sources that could be tapped at the state, federal, and county level.

Before the reentry program began, the agency tracked 3-year recidivism, as measured by a new arrest, at 53%. Comparable data will begin to be available after the program's third year. In the meantime, a Rutgers University doctoral student is conducting a study of the program using inmate interviews.

People Magazine and the Wall Street Journal have provided some media coverage of the reentry program in connection with former New Jersey governor Jim McGreevey, who is a counselor in the county's drug treatment programs. Having a well-known advocate for the program has helped to open doors and resolve issues. The Wall Street Journal's short video on McGreevey's counseling at the jail is online at <http://blogs.wsj.com/metropolis/2011/12/21/video-jim-mcgreeveys-second-act/>.

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## OPEN FORUM

“Hot topic” sessions for the meeting are an opportunity for participants to discuss emerging issues. The sessions were coordinated and presented by Mitch Lucas, Charleston County, South Carolina.

### SHOTGUNS IN JAILS

Mitch Lucas shared a photograph of two special security team officers who roam the Charleston County detention center for emergency response, officer back-up, and high-risk escort duties. They receive intensive training and carry an array of equipment, including shoulder-mounted videocameras. They also carry shotguns; the first round is blank, the next two are non-lethal projectiles. In 2 years of service, officers have discharged the shotguns 12 times. In most situations, incidents are resolved as soon as the team arrives at the scene.

### BODY PIERCING AND JEWELRY

Inmates' body embellishments involving skin piercings, particularly complex piercings, can pose problems in a jail setting. Some body ornaments are embedded in the skin. If they are left in place, inmates may risk theft or bodily harm in an assault, or the piercing metal might potentially be used to harm others or to fashion a handcuff key.

In most of the jails represented at the meeting, body ornaments must be removed and are cut off if necessary. Sometimes officers help inmates remove them. No jails reported any lawsuits on their practices. Mitch Lucas sent a team from the medical staff to a local tattoo parlor to learn how to remove items. Agencies are requiring inmates to replace large-gauge lobe piercings with a flesh-colored plug. Michael Shults said the Multnomah County jail has a detailed policy on this subject. If an item is embedded in the skin and cannot be removed reasonably easily, it is written up in the inmate's management plan and a form is completed and placed on file.

Officers and staff can have piercings in some agencies, as long as they are not visible.

Tim Ryan recommended that the security rationale for prohibiting piercings needs to be clearly stated in policy. The same is true for jails that prohibit hardcover books because they can be used to block locks and air vents. Insulated food trays have been used as a weapon, and staples are disallowed in some jails because of the risk of them being swallowed, used for self-injury or for tattooing, or used to interfere with electrical systems (such as door locks).

## CONTROL OF RAZORS

Participants discussed methods of maintaining control of razor blades. Razors can be used as weapons, and one jail has a mentally ill inmate who swallows razors. After he was placed in an isolation cell, other inmates slid razors under his door.

A few jails represented at the meeting issue razors as part of inmates' standard hygiene package. Some jails sell razors in the commissary. Most agencies issue razors for use in shaving and keep a count for logging them back in. Officers examine the razors to be sure the blades are still in place; inmate handbooks specify that breaking down a razor is a disciplinary infraction.

Participants observed that this can be a labor issue; if inmates could keep razors, staff would object. Another commented that the jail has experienced no inmate assaults with razors. When inmates remove razor blades, it's to cut each other's hair.

Participants discussed other ways jails minimize risk.

- **Suicides**—In Washoe County, several suicide attempts occurred in bathrooms, so the tops and bottoms of the doors were removed to reduce privacy.
- **Shoes**—When the jail issues shoes, inmates can't wear size 12 shoes on size 8 feet and use the extra space for contraband. Some jails return inmates' shoes after booking. Boots can be used in assaults.
- **Microwave ovens**—Some agencies won't provide microwaves in housing units; an inmate in Florida superheated water in a microwave and threw on another inmate. Miami-Dade County conducted a 6-month trial in one unit with no incidents. Microwave ovens have been available in all housing units for 3 years with no trouble.

## TRACKING AVERAGE LENGTH OF STAY

Jeff Teuscher said Dane County, Wisconsin, used average length of stay as the starting point for solving the jail's crowding problem. Each of the jail's 24 different classifications of inmates was examined separately. Small adjustments in sentencing practice, such as dropping 90-day sentences to 85 days, or 75 days, can have a meaningful impact without affecting public safety. Newer judges tend to be more open to making these small adjustments.

- About one-fifth of the agencies represented at the meeting actively track average length of stay.
- Jim Coleman said that Shelby County, Tennessee, looked at inmates' time in jail from entry to court. By the time most inmates got to court, they had already finished their sentences. Getting people to court sooner would get them out of jail quicker. Judges will be responsive when this issue is raised.

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- Glenn Kurtz (Sedgwick County, Kansas) had analysts develop a program to track length of stay for groups such as DUI offenders, probation or parole violators, etc. With 3 years of data now available, patterns are visible.
- A participant said that all the time detainees spend in the jail should be counted, even if they are there for just a few hours. All inmate time affects operational resources, food services, and other services.
- Mitch Lucas (Charleston County, South Carolina) said that average length of stay and the number of inmates booked are metrics that help people understand jails. County officials then need to understand medical and other costs on top of these volume basics.
- Tim Ryan (Miami-Dade County, Florida) said criminal justice coordinating councils can turn data into action. Drilling down into the details is useful. Why is a parole violator held for 6 months without a hearing? Why does it take 19 days to send sentenced inmates to prison? Multiplying 2,400 prison-sentenced inmates per year times 10 extra days in jail custody shows the budgetary impact.
- Mark Foxall (Douglas County, Nebraska) recommended engaging law students to examine cases and approach judges to approve the release of inmates on time served.
- Darren Long said the sheriff's office in Travis County, Texas, worked with the district attorney to prioritize people in custody to be processed within 30 days. As a result, the jail's average daily population dropped from 2,700 to 2,300 inmates. The jail provides the D.A. a list of those who still are in custody rather than bonded out.
- Length of time in pretrial status remains an issue. One jail's longest-staying inmate has been awaiting trial for 6 years. Glenn Kurtz said Sedgwick County's longest stays typically have had 20 to 30 continuances. Tim Ryan found that Miami-Dade had about 700 inmates in custody on murder charges, and they took an average of 4 years to get to court. Only 30% of them have had a public defender; the other 70% have private counsel, and little seems to happen in court except case extensions. He suggested jails invite local reporters to study this, plus the system costs for each of these appearances. Miami-Dade held an inmate for 15 years on murder charges, and in that time he had 244 appearances in court, with private counsel.

## QUALITY CONTROL IN BOOKING AND CLASSIFICATION

Data collection and entry errors can affect jail operations. Some jails conduct random audits for quality assurance. Jails can configure their online intake data systems to include sets of drop-down boxes and checklists to reduce data entry errors.

## KIOSKS FOR INMATE HANDBOOKS AND EMAIL

Few participants indicated that their agencies make the inmate handbook available on kiosks in the housing unit. About half have kiosks. Those that do have the handbook online also provide a print copy if requested.

Oscar Aviles said that Hudson County, New Jersey, now allows inmates to communicate via email through housing unit kiosks. The service is fee-based. Messages can include attachments, including photographs. Content is automatically monitored for security-related keywords and flagged for review if the number of these words exceeds a threshold. Users see a message that the mail may be read by officials. Writing the specifications for the contract was the main challenge. The jail has already seen an instance of a jail volunteer communicating with an inmate via email.

## VETERANS IN JAIL

Military combat veterans have higher than average rates of homeless, substance abuse, and mental health issues. Behavioral issues can lead to incidents with law enforcement and detention in jail. For example, a lieutenant colonel who sustained a brain injury in Iraq was doing construction work on his home and went out for supplies. When an issue came up at the store, he was unable to communicate clearly. Law enforcement was called, and he was cuffed and taken to jail.

Participants discussed issues and responses related to veterans in jail.

- Jim Coleman (Shelby County, Tennessee) said a Veterans Administration representative meets monthly with inmates. Shelby County has a new veterans' court and intends to open a jail housing unit for veterans. Some other agencies represented at the meeting either have a unit for veterans or plan to open one.
- John Hess said the jail in Kent County, Michigan, has an officer who specializes in veterans' issues, but no separate unit.
- Jails can also partner with area VA hospitals.
- Mitch Lucas (Charleston County, South Carolina) said that halfway houses now can be compensated for veterans' medical care costs, but veterans admitted to jail still lose their VA benefits. Jails are paying high costs for dialysis and other services.
- The Maryland Department of Public Safety and Correctional Services has launched a program in which prison inmates who are veterans will train service dogs to assist veterans with sight or limb injuries.
- Tim Ryan said that Miami-Dade County provides a special reorientation for employees who are returning veterans. The agency also hires veterans for its correctional technician positions, which have no direct inmate contact.

## ACQUIRING MILITARY SURPLUS MATERIALS

Ron Eddings (Jefferson County, Alabama) shared information on how jails can acquire materials at discount prices via a Defense Logistics Agency program, the DRMS Law Enforcement Support Office (DRMS-LESO). Local agencies need to go through a state-level coordinator to get access to the website to place orders. Information is available at <http://www.dispositionservices.dla.mil>. Jails can use the system to acquire items ranging from vehicles and kitchen equipment to towels, coats, soap, toilet tissue, and shower shoes by the truckload. Items are free, but the agency pays for shipping.

Eddings shared tips for using the system.

- Ignore the message that says the site's security certificate is not correct.
- Acquisition is first-come, first-served, and orders need to be placed within 12 hours of the item's posting. Items are posted at 2:30 a.m. in Eddings's time zone.
- Items are labeled for their condition. For example, Condition F items have been used and turned back in; they are still good for jail use.
- The program is also described under the State Coordinators 1033 Program law enforcement agreement. It can be difficult to find the coordinator in a state; agencies can check with local law enforcement for help. A list of contacts is online at <https://www.dispositionservices.dla.mil/rtd03/leso/statecoorinfo.shtml>.

Steve Morrison (Madison County, Alabama) was the state contact in charge of the similar 1122 Program, through which state and local government agencies can purchase items at GSA prices. It focuses on counter-drug, homeland security, and emergency response materiel, such as helicopters, airplanes, and boats.

## SERVING BRUNCH

The jail in Lexington, Kentucky, began serving brunch daily, instead of both breakfast and lunch, after it was observed that inmates who were going to court often missed meals. Food costs and the total calories provide remain the same. Staff and inmates both are mainly pleased. The kitchen opens at 6:00 a.m. and begins serving inmates by 10:00 or 10:30. Meals for diabetics are handled separately. Gaps between meals do not exceed the ACA standard of 14 hours.

A number of other jails have moved to, or are considering, serving brunches on the weekends.

Scotty Bodiford said the jail in Greenville County, South Carolina, closed its kitchen temporarily to replace the flooring. Inmates liked the change to bag lunches with fresh fruits, vegetables, and sandwiches, so the jail still provides them.



## RELIGIOUS CLOTHING AND OBJECTS

Participants discussed current practices related to religion-based clothing and headwear. Prohibitions of religious observance items must be applied consistently and have a demonstrable security purpose.

- In a few jails represented at the meeting, Muslim inmates can wear a kufi head cover at any time. Other jails limit them to being worn on the housing unit. Some jails prohibit them entirely to reduce the risk of concealed contraband or to avoid their being viewed as a special privilege. A participant commented that contraband can be hidden in inmates' underwear, but underwear is not prohibited.
- Do-rags typically are not permitted; they are not a religious item. Some jails are writing frequent reports on inmates tearing fabric items to fashion a do-rag. Mitch Lucas (Charleston County, South Carolina) suggested issuing do-rags in one color only so they can be worn without also indicating gang affiliations.
- Gwinnett County and other agencies allow inmates to purchase prayer rugs in the commissary. Some agencies issue prayer rugs or allow outside groups to bring rugs into the facility. This reduces wear on towels.
- Pam Lofgreen (Salt Lake County, Utah) said that the Mormon Church prefers that inmates not wear the faith's distinctive undergarment when in jail custody.
- Muslim staff typically may not wear religious head coverings while on shift, on grounds they are not part of the uniform. The Sikh turban may be viewed differently. The U.S. armed services allow Sikh military personnel to wear turbans.
- Strictly observant Muslims prohibit women from appearing outside the family without a head covering. Herb Bernsen said that St. Louis County, Missouri, has reached an understanding with all parties on this issue. Women are not allowed to wear full-coverage burkhas, but they may wear a hijab to cover the head and hair. Searches are conducted in private. Mark Bolton (Louisville, Kentucky) said that two versions of the mugshot are taken: one for law enforcement use only with the hijab removed, and a version for public release with the headscarf.

## DELIVERY OF PRISON LEGAL NEWS

The publishers of *Prison Legal News* have been winning judgments all over the country. Jails that intend to stop delivery of the magazine need to proceed in a consistent, legally defensible manner. The publisher sends copies of the magazine to individual inmates after retrieving their names from the public record. If an agency reviews an issue and finds grounds to reject it, it must provide notice to both the sender and the inmate, citing the reason for the rejection, which either can appeal.

- Art Wallenstein said that Montgomery County, Maryland, requested an invoice for a five-copy subscription for the library, but nothing arrived. Gwinnett County offered to include the magazine on its book carts and allow inmates to initiate personal subscriptions.

- Wayne Dicky (Brazos County, Texas) was told that the jail could receive *PLN* only in pallets of 1,500 copies. The county's position was that the jail had no obligation to distribute the material to individual addressees. The ACLU is now involved and has been harsh in depositions with staff.
- Examples of valid grounds for disallowing a publication could include erotic content, content about drug paraphernalia, or content that poses a security concern. Tattoo magazines are in a gray area, because even if their photos are not intended to be erotic, some body images could be viewed as erotic.
- Patricia Mundell said Jefferson County, Colorado, disallows any magazines or catalogs printed on slick paper because the paper itself poses a security concern. This policy has been tested successfully in court.

## FACIAL RECOGNITION TECHNOLOGY

Larger local public safety agencies are investing in facial recognition technology that provides for improved arrestee, detainee, and inmate identification, identity verification at release, and use with inmate visitors. Systems can compare a photo of an individual to images on file and provide possible matches. The technology is faster than fingerprint ID. Accuracy enables systems to distinguish between identical twins on the basis of micro-measurements taken from multiple angles. Image data is compressed into 8,000 KB.

Sharing of image data is under way. The U.S. Marshals service is participating in state-level partnerships. The National Institute of Justice has not yet released standards for facial recognition technology.

## FAMILY AND MEDICAL LEAVE ACT

Jail managers continue to struggle with appropriate use of time off under the Family and Medical Leave Act (FMLA). FMLA is intended only for staff members who will be coming back to work. It is not for staff who are injured and disabled who won't return to the jail. Jim Coleman gave the example of a young woman staff member who claimed FMLA leave when she was unable to report for duty on time for her 6:00–2:00 shift. She was moved her to the 2:00 shift for own health. The decision was appealed, and the union stood behind the jail's action.

Participants discussed the need to review time cards to see if employees are adhering to an approved plan. If employees are out of compliance, the jail can provide a recertification letter for the employee to take to his or her physician and send a copy directly to the doctor. This approach shows some promise for getting inappropriate FMLA status canceled.

Don Pinkard (Gwinnett County, Georgia) suggested looking at Facebook to see what it shows employees doing on their FMLA leave time. The agency has terminated employees on the basis of Facebook evidence.

## WEARABLE VIDEO CAMERAS

Video cameras that can be worn by staff are useful for capturing incidents, sometimes from multiple viewpoints, for after-incident reporting and review. Mitch Lucas showed a photo of Charleston County's incident response team with their shoulder-mounted cameras. Glenn Kurtz said all Sedgwick County jail sergeants wear them. In an incident, they turn on the camera by opening the lens. Units are priced at about \$800 to \$900. Another agency equips its emergency response team with cameras with a price of about \$200.

Different camera systems provide different levels of security for accessing and editing the recordings. Policies need to specify how video evidence will be handled. Open record laws and retention time requirements are additional factors to consider.

- A participant said his county's prosecutor asked the jail not to use videocameras because of a concern there would be too many requests for the recordings. Glenn Kurtz said that Sedgwick County has fielded only one request for video evidence. Once the requesting attorney saw the tape of the client screaming at officers and being physically belligerent, he realized the inmate had no case.
- One attorney requested all of a jail's video content with images of his client. A participant said jails can charge a fee to retrieve video on request; in that agency, the fee is \$45 per hour.
- Mitch Lucas (Charleston County, South Carolina) said that videocameras can be useful to document actions at intake and searching. Cameras can be positioned so they provide privacy for the inmate but are able to capture personnel actions.

## PRETRIAL SERVICES AND JAILS

Roughly a third of agencies represented at the meeting have a role in providing community-based pretrial services. Art Wallenstein suggested that all agencies review the evidence-based information being shared in NIC's network for pretrial services and consider requesting NIC technical assistance to expand local programs. The Pretrial Justice Institute is another source of expertise.

- Glenn Kurtz said Sedgwick County no longer does an interview for pretrial release after booking. The agency does review people after their first appearance, those who miss bond, and those who have complications in their conditions of release. Misdemeanants can be released on their own recognizance.
- Mark Foxall said Douglas County, Nebraska, has law school students doing pretrial release interviews and, as appropriate, recommending detainees for own-recognizance or supervised release. Their compliance rate is 98%.

## SYSTEMWIDE CRIMINAL JUSTICE COORDINATION

About half of the agencies represented at the meeting have a local criminal justice coordinating council. Participants discussed their successes and the challenges.

- NIC developed *Guidelines for Developing a Criminal Justice Coordinating Committee*, available at <http://nicic.gov/Library/017232>. A recorded broadcast program, *Alleviating Jail Crowding: A Systemic Approach*, is available at <http://nicic.gov/Library/016975>.
- Hillsborough County, Florida, speeded the process of handling probation violators to move them more quickly through the jail. They now see a judge within 10 days for a decision on release, prison, or jail.
- Chris Kneisley said Palm Beach County, Florida, reduced average court processing time by 30 days, which cut jail bed use by about 100 beds per day.
- Another jail has begun operating a guilty plea court at the jail. Pleas are worked out a week or two in advance of the court date. The new system is successful and very efficient.
- Tim Ryan (Miami-Dade County, Florida) said that jails need to guide the agenda for local justice commissions and make sure they turn good conversations into action. Having structure in the form of bylaws and defined voting rights can help move meetings from the “feel-good” level to creating real change. Groups should meet monthly, sometimes at the jail. They should focus on questions such as why it takes so long to move a convicted inmate to prison or why murder cases take 4 years to go to trial.
- Mitch Lucas said councils need a judge and a member with ties to the county’s spending decisions, or they’re not going to work.
- Glenn Kurtz said the jail’s experience with the Sedgwick County criminal justice coordinating council has been frustrating. Jail construction and mental health issues are among the topics where progress has stagnated, even though stakeholders are willing to give and take. Everybody has a say, and some have a vote; the presiding judges don’t have the authority to make decisions.
- Michael Shults said the Local Public Safety Coordinating Council in Multnomah County, Oregon, has 84 members, including several legislators, five police chiefs, three judges, several mayors, the sheriff, the district attorney, members of a citizens’ crime commission, and others. It touches on everything related to public safety, and the sheriff is a target.
- A participant said that coordinating councils are supposed to be aimed at controlling jail crowding. Once the group gets people talking, they’ll sometimes take ownership of their organization’s role in the equation.
- Sheriff Adrian Garcia said he thought the council’s work in Harris County, Texas, would be done by consensus, but little seemed to be getting done to reduce jail crowding. Instead of waiting for someone else to lead, he began using council meetings to announce new programs being implemented at the jail. He quickly found that doing so created public

attention and support. Reporting on the populations in pretrial services, adult probation and parole, and juvenile detention gets the facts on the public record and into media coverage, whether people want to discuss them or not. The jail was recently able to reduce its bed use by 500 by adding work and reentry programs, without needing approval of the council. Garcia also uses council meetings to facilitate discussions and share the limelight with the courts and other partners. Judges are now coming to Garcia to discuss issues, such as a DWI court and how to monitor conditions of probation.

## HUNGER STRIKES

The detention center in Salt Lake County, Utah, recently lost a mentally ill inmate in a hunger strike. Custody staff did an excellent job monitoring the inmate's condition, but there were issues in communication between the medical care vendor and sheriff's medical personnel. Policies have since been changed. At issue was the process for pursuing a court order for forced nutrition and hydration. The ACLU is opposed to medical intervention that would override an inmate's right to free speech. Local officials recommended legislation that would allow a three-person panel in the jail to approve feeding until a court order could be obtained. The Utah legislature passed a new statute in early 2012, but local agencies still may not have the legal options they were looking for. If an inmate is not found to be mentally ill, he or she cannot be given forced hydration or food. The Connecticut Supreme Court ruled in March 2012 that inmates can be force-fed.

Participants discussed some cases where jail inmates have been force-fed or -hydrated under a court order.

- A participant described a protocol from her agency, in which after a third day of a documented lack of eating or drinking, the inmate is moved to medical housing and the agency requests a court order for medical intervention. The court order is then on hand in case it is needed.
- Another participant described a case in which a hunger-striker lost consciousness and could no longer make decisions. The court sided with the agency and permitted intervention.
- Art Wallenstein (Montgomery County, Maryland) said the courts have found that inmates do not have a right to die in jail. He said if hunger-striking inmates lose 10% to 15% of their body weight, the agency goes to court. When the order is granted, hunger-striking inmates are taken to a hospital for medical intervention and hydration. He suggested inmates may choose to break their strike when the specifics of medical intervention are described to them.
- Mary Lou McDonough (Prince George's County, Maryland) described a situation where an inmate was seriously injured in a fight with other inmates and was in a coma. After a week, his doctors wanted to move his feeding tube from the nose to the stomach. His mother did not agree. The court said the care decision should be made by the closest family member, if available, not the agency's doctors. The inmate was released on pretrial release status so the family could take over the medical decisions.

## LIGHT DUTY

Several meeting participants are seeing an increase in officers who don't want to work with inmates and may be taking advantage of light duty status. In *Kees v. Wallenstein*, a case from 1998, the 9th Circuit Court of Appeals ruled that working with inmates is an essential element of being a correctional officer. The case involved officers placed on permanent light duty after their physicians said they could never again work with inmates. Though the county was close to a settlement, plaintiffs took the case to trial, and the jail won.

Light duty is not legally related to working with inmates; it is about the officer's ability to perform the tasks associated with the position. In some agencies, the human resources team has sought to move staff off of worker's compensation status, and risk management offices also favor the use of light duty status. Light duty status is supposed to be temporary, but in practice some agencies have allowed the eligibility period to grow beyond 6 months.

Participants shared examples of light duty, FMLA, and other situations with staff.

- In one location, doctors are saying officers are unable to wear their vests, which are required for duty.
- Another participant comment on an increase in the use of FMLA and paternity leave.
- A participant mentioned an officer who had anxiety attacks when working with inmates.
- In another jail, an officer obtained a medical opinion that he couldn't work in a large room painted all one color. According to one ADA expert, jails must make a reasonable accommodation without requiring the officer to do anything; it is irrelevant that the officer could take a medication to control his response to the room color. Accommodations can be rejected if they are too expensive.
- Another participant's agency is facing a lawsuit over pregnancy and fitness for duty. Discussants said that when a physician states that pregnant women cannot work with inmates, the matter needs to be refocused. Which essential elements of the position is the employee unable to perform? Can she subdue a prisoner? Can she run, jump, or defend herself?
- Another participant said that his agency puts people on 12-hour shifts of light duty, and they soon want back off light duty status.
- A participant cautioned that if jails allow permanent light duty, eventually all the staff will be on that status. Unions should be sensitive to this, because no one can bid on good positions if they're all taken up by senior staff on special status.

## LEGISLATIVE AND ASSOCIATION UPDATES

### AMERICAN CORRECTIONAL ASSOCIATION NEWS

*Presenter: Kathy Black-Dennis, Director, Standards and Accreditation, American Correctional Association, Alexandria, Virginia.*

#### ACA News

Kathy Black-Dennis mentioned several frequent LJN meeting participants who are candidates in ACA's 2012 election this fall. She encouraged ACA members to vote and also to volunteer for ACA committee appointments. More participation from jail professionals is welcome. Jail nominees for ACA awards also should be submitted.

Black-Dennis shared other news highlights.

- *Key Elements of the Affordable Care Act: Interface with Correctional Settings and Inmate Health Care* is a new publication from ACA and the Coalition of Correctional Health Authorities.
- The committee on health care is updating ACA's health care standards to make them more performance-based. The proposed standards will be posted for comment before a vote at the January conference in Houston, Texas, January 25–30, 2013. The form for submitting comments is posted at <https://www.aca.org/standards/revisions/>.
- ACA is continuing its international work with nations including Mexico, the United Arab Emirates, and Saudi Arabia. In Mexico, accreditation is being sought for the national training academy and seven facilities, using the international core standards.

#### Prison Rape Elimination Act

ACA is working with the PREA Resource Center (PRC) as a subcontractor to address auditor selection and training. The project meetings include representatives from PRC, ACA, the National Commission on Correctional Healthcare (NCCHC), and Abt Associates.

ACA formally adopted the new PREA standards in July 2012. What this means in practice is being worked out. ACA's position is that agencies can receive ACA accreditation even if they do not meet all of the PREA standards; ACA does not consider the PREA standards to be a mandatory standard for accreditation on the core jail standards. ACA considers the PREA standards to be separate from any other standard in standards program. The Federal Bureau of Prisons will be the first agency to deal directly with the specifics of the standards and accreditation side of PREA. ACA hopes to be able to provide PREA audits at no additional cost, for agencies that are engaged in the ACA accreditation process.

PRC is providing education via 4-hour workshops and live webinars. The PRC website has a Frequently Asked Questions page that is expected to answer at least 75% of agencies' questions. The website link is <http://www.prearesourcecenter.org/>. At this point, the only section of the PREA standards that is not final addresses staffing ratios for juvenile detention.

### Discussion

- In four states, certain suspects aged 17 and up are routinely adjudicated as adults. The question was raised whether adult or juvenile PREA standards should apply to them. Black-Dennis said this issue has received a lot of attention from ACA; staff from the U.S. Office of Juvenile Justice and Delinquency Prevention helped write the standards. The PRC FAQs webpage discusses the issue in detail. Agencies with additional questions can contact Kathy and she'll take them to the PREA work team.
- Art Wallenstein (Montgomery County, Maryland) said that agencies are concerned about the proposed PREA audit process. It should not have political undertones or create a cottage industry. The PRC should publish an ongoing dialogue on how the plan for audits evolves, in order to create transparency and boost credibility. It might also give agencies ways to provide input. There is concern that victim advocacy organizations might have the most influence on the audit process, which could be tough on jails.

### Federal Legislation

Black-Dennis shared updates on justice-related legislation in the 112th Congress.

- The Local Courthouse Safety Act (H.R. 6185, S. 2106), providing training, technical assistance, and security enhancements funding for tribal and local law enforcement, was passed by the House of Representatives in September and was referred to the Senate Judiciary Committee. The State Justice Institute has been involved.
- The Second Chance Act (H.R. 2065, S. 1231) has bipartisan support and may pass with a reduced appropriation. Funding is shifting somewhat from research to implementation.
- Budget issues may result in reduced funding for Byrne Justice Assistance Grants and Violence Against Women Act projects.
- The Death in Custody Reporting Act of 2011 (H.R. 2139) passed in the House. It requires agencies to report all deaths of persons in secure custody and imposes penalties for noncompliance.
- The Public Safety Officers Benefit Improvement Act (H.R. 4018, S. 1696) amends death or disability benefits and includes jail officers.
- The Safe Communications Implementation Act on cell phone jamming is expected to be reintroduced early in the next session of Congress.



## AMERICAN JAIL ASSOCIATION

*Presenter: Bob Kasabian, Executive Director, American Jail Association, Hagerstown, Maryland.*

Bob Kasabian, the new Executive Director of the American Jail Association, reviewed current and upcoming AJA activities.

- The Jail Leadership Command Academy is now in its 11th class session. Three academy sessions are offered each year, and demand is strong.
- AJA will offer 40 regional workshops in 2013. Workshop details are online at <http://www.aja.org/>.
- AJA is doing a major update of its website to share more resources and improve find ability of information. AJA also will be launching an e-newsletter this fall. One goal is to build more online interactivity with members.
- The latest National Jail Directory will be released soon.
- AJA's 2013 national conference will be held in Grand Rapids, Michigan, May 5–9, 2013. The program will include 8 hours of training on PREA.
- Nominations are being sought for AJA's annual professional awards. Nominations must be received by December 31, 2012. Categories include Correctional Administrator of the Year, Correctional Supervisor of the Year, Correctional Training Officer of the Year, Correctional Officer of the Year, Civilian Employee of the Year, and Volunteer of the Year. The link to the nomination form is posted at <http://www.aja.org/awardsscholarships.aspx>.

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## LARGE JAIL NETWORK BUSINESS

### FUTURE MEETING TOPICS

The following topics were tentatively selected for the March 2013 meeting, scheduled for March 17-19, 2013, in Aurora, Colorado.

- Technology updates;
- PREA: status, implementation experiences, and the audit process, plus the NIC Toolkit;
- Jail based reentry;
- Legal issues;
- Affordable Care Act and its effects on jail health care;
- Promotional practices; and
- Emergency evacuations: post incident debriefing.

**Appendix A**

**Large Jail Network  
September 2012 Final Meeting Agenda**

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## LARGE JAIL NETWORK MEETING

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September 24-25, 2012

National Center for  
Employee Development  
Norman, OK

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### Agenda

#### Monday, September 19

- 8:00 a.m. Introduction and Overview..... Mike Jackson  
Correctional Program Specialist
- 8:30 a.m. Media Relations..... Karla West  
Davidson Co., TN
- 10:30 a.m. Hot Topics..... Mitch Lucas  
Charleston Co., SC
- 12:00 noon LUNCH
- 1:00 p.m. Civilianization and Volunteer Work Forces ..... Art Wallenstein  
Montgomery Co., MD  
Steve Kelly  
Ada Co., ID

3:00 p.m. Pros and Cons of Outsourcing Services ..... Glen Kurtz  
Sedgwick Co., KS  
Ron Eddings  
Jefferson Co., AL

5:00 p.m. ADJOURN

**Tuesday, September 21**

8:00 a.m. Jails Becoming Mental Health Centers..... Mark Foxall  
Douglas Co., NE  
Claudia Balducci  
King Co., WA  
Dr. Margaret Severson  
University of Kansas

12:00 noon LUNCH

1:00 More Hot Topics..... Mitch Lucas  
Charleston Co., SC

3:00 p.m. Reentry That Works ..... Oscar Aviles  
Hudson Co., NJ

4:00 p.m. Legislative Update ..... American Correctional Association  
American Jail Association

4:30 p.m. Future Meeting Topics . . . . . Mike Jackson  
Correctional Program Specialist

5:00 p.m. ADJOURN

**Appendix B**

**Large Jail Network  
September 2012 Participant List**

Ron	Eddings	Jail Administrator	Jefferson Co. Sheriff's Office	Birmingham	AL
Steve	Morrison	Chief Deputy	Madison Co. Sheriff's Office	Huntsville	AL
Kimberly	Moule	Captain	San Joaquin Co. Sheriff's Office	French Camp	CA
Susan	Watkins	Captain	Fresno Co. Sheriff's Office	Fresno	CA
Carla	Kennedy	Commander	Alameda Co. Sheriff's Office	Oakland	CA
Mark	Elvin	Assistant Sheriff	San Diego Co. Sheriff's Dept.	San Diego	CA
Patricia	Mundell	Division Chief	Jefferson Co. Sheriff's Office	Golden	CO
Les	Neel	Corrections Director	Volusia Co. Div. of Corrections	Daytona Beach	FL
Patrick	Tighe	Director	St. Lucie Co. Sheriff's Office	Fort Pierce	FL
Kim	Spadaro	Lieutenant Colonel	Broward Co. Sheriff's Office	Ft. Lauderdale	FL
Tim	Ryan	Director	Miami-Dade Corr. & Rehab. Dept.	Miami	FL
Christopher	Kneisley	Major	Palm Beach Co. Sheriff's Office	West Palm Beach	FL
Mark	Adger	Chf Jail Administrator	Fulton Co. Sheriff's Office	Atlanta	GA
Dane	Collins	Jail Commander	Muscogee Co. Sheriff's Office	Columbus	GA
Don	Pinkard	Jail Administrator	Gwinnett Co. Sheriff's Office	Dacula	GA
Robert	Sowell	Jail Administrator	Clayton Co. Sheriff's Office	Jonesboro	GA
Steve	Kelly	Jail Administrator	Ada Co. Sheriff's Office	Boise	ID
Andrea	Tack	Jail Superintendent	Winnebago Co Sheriff's Office	Rockford	IL
Glenn	Kurtz	Major	Sedgwick Co. Sheriff's Office	Wichita	KS
Rodney	Ballard	Director	Lexington-Fayette Urban Co. Government	Lexington	KY
Mark	Bolton	Director	Louisville Metro Corrections	Louisville	KY
Vic	Salvador	Comm. of Corrections	Calcasieu Parish Sheriff's Office	Lake Charles	LA
Michael	Neustrom	Sheriff	Lafayette Parish Sheriff's Office	Lafayette	LA
Marlin	Gusman	Sheriff	Orleans Parish Sheriff's Office	New Orleans	LA
Jerry	Ursin	Chief Deputy	Orleans Parish Sheriff's Office	New Orleans	LA
Robert	Wyche	Commander	Caddo Parish Sheriff's Office	Shreveport	LA
Michael	Marks	Superintendent	Essex County Sheriff's Dept.	Middleton	MA
Brian	Gillen	Superintendent	Plymouth County	Plymouth	MA
Arthur	Wallenstein	Director	Montgomery Co. - Corr. and Rehab.	Boyd's	MD
Wendell	France	Regional Exec. Dir.	State of Maryland	Finksburg	MD
Mary Lou	McDonough	Director	Prince George's Co. DOC	Upper Marlboro	MD
Jon	Hess	Undersheriff	Kent County Sheriff Department	Grand Rapids	MI
Thomas	Merkel	Director	Hennepin County Minnesota	Minneapolis	MN
Herbert	Bernsen	Director	St. Louis Co. Dept. of Justice Services	Clayton	MO
Mark	Foxall	Director	Douglas County DOC	Omaha	NE
Eric	Taylor	Director/Warden	Camden County DOC	Camden	NJ
Oscar	Aviles	Director	Hudson County DOC	Kearny	NJ
Roy	Hendricks	Warden	Essex County DOC	Newark	NJ
Michael	Tolerico	Warden	Passaic Co. Sheriff's Department	Paterson	NJ

John	Donahue	Deputy Chief	Las Vegas Metro Police Dept.	Las Vegas	NV
Richard	Carbery	Chief Deputy	Onondaga Co. Sheriff's Office	Syracuse	NY
Dale	Menkhaus	Dir. of Corrections	Hamilton Co. Sheriff's Department	Cincinnati	OH
Michelle	Robinette	Chief Deputy	Tulsa Co. Sheriff's Office	Tulsa	OK
Daniel	Staton	Sheriff	Multnomah Co. Sheriff's Office	Portland	OR
Michael	Shults	Chief Deputy	Multnomah Co. Sheriff's Office	Portland	OR
Ronaldo	Myers	Director	Richland Co.	Columbia	SC
Scotty	Bodiford	Jail Administrator	Greenville Co. Dept. of Pub. Safety	Greenville	SC
Mitch	Lucas	Chief Deputy	Charleston Co. Sheriff's Office	North Charleston	SC
Adrian	Garcia	Sheriff	Harris Co. Sheriff's Office	Houston	TX
James	Coleman	Director	Shelby Co. House of Corrections	Memphis	TN
Darren	Long	Major	Travis Co. Sheriff's Office	Austin	TX
Christopher	Kirk	Sheriff	Brazos Co. Sheriff's Office	Bryan	TX
Wayne	Dicky	Jail Administrator	Brazos Co. Sheriff's Office	Bryan	TX
David	Turrubiarte	Jail Administrator	Limestone Co. Sheriff's Office	Groesbeck	TX
Dennis	Wilson	Sheriff	Limestone Co. Sheriff's Office	Groesbeck	TX
Cody	Scott	Chief Deputy	Lubbock Co. Sheriff's Office	Lubbock	TX
Amadeo	Ortiz	Sheriff	Bexar Co. Sheriff's Office	San Antonio	TX
Pam	Lofgreen	Chief Deputy	Salt Lake Co. Sheriff's Office	Salt Lake City	UT
Mark	Baird	Bureau Chief	Snohomish Co. Sheriff's Office	Everett	WA
Claudia	Balducci	Director	King Co. Dept of Adult and Juv. Det.	Seattle	WA
Jeffrey	Teuscher	Captain	Dane Co. Sheriff's Office	Madison	WI
Ron	Eddings	Jail Administrator	Jefferson Co. Sheriff's Office	Birmingham	AL
Steve	Morrison	Chief Deputy	Madison Co. Sheriff's Office	Huntsville	AL
Kimberly	Moule	Captain	San Joaquin Co. Sheriff's Office	French Camp	CA
Susan	Watkins	Captain	Fresno Co. Sheriff's Office	Fresno	CA
Carla	Kennedy	Commander	Alameda Co. Sheriff's Office	Oakland	CA
Mark	Elvin	Assistant Sheriff	San Diego Co. Sheriff's Dept.	San Diego	CA



## **Appendix C**

### **Index of Past LJN Meeting Topics**

**LARGE JAIL NETWORK MEETING TOPICS  
JUNE 1990 - SEPTEMBER 2012**

<b>1990</b>	June	System Approaches to Jail Crowding and Population Management
<b>1991</b>	January	Crowding Strategies and the Impact of Court Decisions
	July	Managing Jail Litigation Linking Jail and Community Programs
<b>1992</b>	January	Fair Labor Standards Act Writing and Negotiating Contracts
	July	Americans With Disabilities Act
<b>1993</b>	January	Blood-Borne and Airborne Pathogens Health Care Costs in Jails
	July	Privatization Programs for Women Offenders
<b>1994</b>	January	Public Policy and Intergovernmental Dimensions of the Role of Jails, Professional Associations in Corrections: Their Influence on National Perspectives of the Role of Jails
	July	Using Data and the Resources of the Bureau of Justice Statistics Developing Resources to Provide Inmate Programs
<b>1995</b>	January	Gangs, Jails and Criminal Justice
	July	Trends in Employee Relations Sexual Harassment
<b>1996</b>	January	The Dilemma of In-Custody Deaths The Crime Bill and Its Impact on Jails
	July	Juveniles in Adult Jails
<b>1997</b>	January	Meeting the Competition of Privatization
	July	21st Century Technology and its Application to Local Jail Information and Operational Needs.
<b>1998</b>	January	The Future of Our Workforce: Pre-employment Testing, Recruiting, Hiring, Training and Evaluating 'New Age' Employees {Generation X} Legal Issues Update - Update of PLRA {Prison Litigation Reform Act}
	July	Taking A Proactive Approach to the Prevention of Employee Lawsuits.
<b>1999</b>	January	Post-Traumatic Stress Syndrome and Critical Incidents: Preparation, Response, and Review Legal Issues Update
	July	Improving Opportunities for Successful Recruitment, Selection, and Retention of Staff.
<b>2000</b>	January	Criminal Justice System Coordination and Cooperation: How the Jail Benefits and the System Is Improved. Legal Issues Update.
	July	Exploring Issues and Strategies for Marketing, Funding, and Auditing Large Jail Systems.
<b>2001</b>	January	The Use of Data for Planning, Decision Making, and Measuring Outcomes.

**LARGE JAIL NETWORK MEETING TOPICS  
JUNE 1990 - SEPTEMBER 2012**

	July	Understanding and Using the Data & Resources of the Bureau of Justice Statistics Staff Issues in Large Jails: Staff Utilization, Relationships, Conduct & Misconduct
<b>2002</b>	January	The Future of Jails, Corrections and Criminal Justice Legal Issues Update
	July	Inmate Medical Care Cost Containment Succession Planning for Future Jail Leaders
<b>2003</b>	January	Addressing the Future of Jail Legislation, Resources and Improving Funding Legislation, Resources and Funding: A Perspective from our Professional Associations The Role and Use of Professional Standards and Internal Affairs Large Jail Network Listserv and Web Technology Legal Issues Update - Health Insurance Portability and Accountability Act of 1996 (HIPAA), Admission Screening
	July	Defining the Future & Exploring Organizational Strategies Impact of Jail Population Changes on Jail Management Jail Standards & Accreditation Use of Technology for Jail Administration & Operation
<b>2004</b>	February	Emergency Preparedness: Planning and Implementation Contagious Disease Identification and Prevention Legal Issues Update - Inmate Medical Confidentiality, Involuntary Mental Health Treatment, Contract Provider Litigation, Arrestee Clothing Searches
	July	Effectively Managing Inmate Gangs in Jails Identifying Problems/Managing Inmate Mental Health
<b>2005</b>	January	Preparing Leaders in Corrections for the Future – NIC's Core Competency Project Training as a Strategic Management Tool Inmate Mental Health: Legal Issues, Management, Diversion Justice and the Revolving Door and Corrections Into the Next Decade
	July	Examining Federal and Local Benefits for Jail Detainees Ethics in the Administration of the Jail Human Resource Issues: Employee Recognition, Attendance, Restricted Duty
<b>2006</b>	January	Implementing PREA: The BJS Report Statistical Analysis: Crowding, Life Safety, Managing Staff Succession Planning The Question of TASERS Legal Issues Update
	July	Diagnosing, Analyzing and Improving the Jails Organizational Culture Planning for Catastrophes and Other Crises Prison Rape Elimination Act (PREA) and Jails Criminal Registration Unit: Hillsborough County, FL

**LARGE JAIL NETWORK MEETING TOPICS  
JUNE 1990 - SEPTEMBER 2012**

<b>2007</b>	January	15th Anniversary Meeting Large Jail Systems Assessment Research Project Changing Organizational Culture Improving Collaboration Between Jails and Mental Health Systems Legal Issues Update
	September	Jail Inmate Reentry Programs: Public, Private, Non-Profit Involvement Jail Inmate Reentry Issues on a County Level Responding to Women Offenders in Large Jails Excited Delirium: A Problem to be Eliminated or Managed Recruiting, Hiring and Retention of Staff
<b>2008</b>	March	Immigration and Customs Enforcement 287(g) Program Contract Services Media Relations Workforce Development Legal Issues Update
	September	Faith Based Programs Human Resource Management Emerging Technologies Proactive Discipline
<b>2009</b>	March	Illegal Alien Programs Transgender, Lesbian, Gay and Intersex Inmates Proactive Discipline Part 2 PREA Update Legal Issues Update
	September	PREA Commission Presentation Legislative Updates Successful Pre-Trial and Criminal Justice System Collaborations USDOJ - ADA, CRIPA, LEP Presentation Middle Management Training Programs
<b>2010</b>	March	The Trend of Medical Issues in the Future Creating a Culture of Leadership Creating Efficiencies in the Booking Area R.I.S.E. Program (Henrico County, VA) Coping Skills with and for Staff in Fiscally Tight Times Legal Updates with Bill Collins
	September	ACA Core Jail Standards Comstat Approaches to Accountability and Leadership Battling Complacency in Line Staff and 1st Line Supervisors Return to Work/Terminating the Legitimately Ill Employee Addressing Staff Inmate Fraternization

**LARGE JAIL NETWORK MEETING TOPICS  
JUNE 1990 - SEPTEMBER 2012**

<b>2011</b>	March	Legal Updates with Bill Collins Jail Suicide Update PREA Effective Use of Data with Policy Makers
	September	Recovering Jails Staff Issues – Applicants, Discipline and Rumor Control Technology Updates Dealing with FMLA Abuses Prescription Drug Epidemic and the Impact on Jails
<b>2012</b>	March	Legal Issues Update Technology Update Inmate Behavior Management Regulatory Investigations Affecting Jails
	September	Media Relations Civilianization and Use of Volunteers Outsourcing: Pro and Con Mental Health Care in Jails Reentry from Jail