

Jail Leaders Speak:
Current and Future Challenges to
Jail Operations and Administration

A Summary Report to the Bureau
of Justice Assistance

January 21, 2008

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This report was supported by Grant No. 2006-MU-MU-K005 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the U.S. Department of Justice.



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Acknowledgements

The Center for Innovative Public Policies (CI PP), Inc. extends thanks to the U. S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance (BJA) for providing this opportunity to work with sheriffs and jail administrators from throughout the country to identify current and future needs, challenges, and priorities for the nation's jails. Special appreciation is extended to staff members Andrew Molloy, Associate Deputy Director for Justice Systems, and Julius C. Dupree, Jr., Policy Advisor, for their commitment to this project and their ongoing assistance throughout its implementation.

The importance of this project is reflected in the cooperation offered by the national professional associations serving jails, whose assistance with recommending project participants was invaluable. We are most appreciative for the support provided by Gwyn Smith-Ingley, Executive Director, American Jail Association; Gil Rivera, Bureau of Indian Affairs; Virginia Hutchinson and Jim T. Barbee, National Institute of Corrections; and Fred Wilson, Mike Jackson, and Hilary Burgess of the National Sheriffs' Association.

Thanks as well to Pete Cosgrove, Deputy Director, National Law Enforcement and Corrections Technology Center, Southeast, and his staff for drafting background materials, presenting at both work group meetings, and providing participants with technology-related materials. Especially in light of the importance of technology in the future of jails, Mr. Cosgrove and his staff were very valuable assets to this project.

The authors also appreciate the contributions of the project team, which included Elizabeth Price Layman, James Layman, Jeff Elkins, and Beth Creager Fallon. Their help and support were instrumental in creation of the white papers

and management of the working groups. Appreciation and thanks are also extended to the project's researchers, Anisha Atachanah and Kathleen Zaenglein, former graduate students in the Department of Criminology and Criminal Justice, Florida Atlantic University.

Finally, we would like to express our gratitude to the forty-five sheriffs and jail administrators who contributed their time and effort to this project. The outcome of these deliberations reflects their professional knowledge of and passionate enthusiasm for one of the toughest jobs in the criminal justice system - managing the nation's jails.

Executive Summary

In order to provide BJA with a valid foundation for establishing jail-related priorities for funding strategies and resource allocation, several activities were undertaken. First, two national work groups were assembled during May and June, 2007 in western (Las Vegas) and eastern (Orlando) locations for a day and one-half of intensive deliberations. Composed of forty-five (45) sheriffs and jail administrators from forty-four (44) jurisdictions throughout the country, group members were selected in a manner designed to achieve representative balance on the basis of both geographic location and jail size. Then a follow-up session was held in November 2007 (Orlando), in which a cross-section of the participants (15) drawn from the two previous work groups, was asked to “drill down” into these recommendations and provide more detail.

Prior to their deliberations, participants in the first two working groups were provided with five briefing papers as background information designed to stimulate thinking in advance of the sessions and maximize on-site productivity. The content of these papers addressed five areas that a review of the literature pointed toward having a significant likelihood of impacting local corrections; i.e.: demographic projections and crime trends, workforce issues, inmate management, special populations, and technology. With the information available in the white papers, participants collaborated in five small groups based on the size of the jail that they represented. First, each group was asked to list and discuss the top ten issues facing jails of their size. Following their reports, groups reconvened to complete the final task of identifying their top five recommendations to BJA.

Results indicate that the most urgent priority for jails is the pressure of providing adequate medical care and mental health services within the constraints

of inadequate resources. Following this primary concern are workforce issues ranging from recruitment and retention difficulties to succession planning and staff training. At the tertiary level, re-entry initiatives, security threat groups, and technology issues dominated discussions. Moreover, a strong underlying current focused on the challenges of small jails, which are eagerly seeking help in the form of best practices, evidence-based approaches, and collaborative networking opportunities.

The project's second phase, providing more detail to BJA on jail-related initiatives, resulted in a final list of seven priority funding recommendations: development of a comprehensive inmate mental health system, creation of a national jail leadership academy, establishment of a national jail technology improvement project, improvement in the cultural competency of jail staff, development of model re-entry programs tailored to all sizes of jails, advocacy for jails as a full partner in the criminal justice system, and establishment of evidence-based practices for jails. Beyond these substantive issues, throughout their deliberations, participants universally expressed the need to raise public awareness and support for jails, create collaborative community partnerships, and bring jail-related issues to the forefront of the policy-making agenda. To the extent that BJA can assist in addressing these priorities and raising the profile of jails on the public radar screen, sheriffs and jail administrators throughout the country will gain a much-needed champion for their mission.

Project Overview

The goal of this project was to solicit the insights and expertise of sheriffs and jail administrators from across the country as the foundation for a consensus report identifying the primary issues and challenges facing the nation's jails, (today and in the immediate future). This information is then intended to serve as a basis for determining jail-related funding strategies and resource allocation for the Bureau of Justice Assistance (BJA).

Sheriffs and jail administrators struggle each day to promote public safety in the face of escalating inmate¹ populations, expanding responsibilities, and overwhelming obstacles. The 766,010 inmates who were, on average, in jail on any given day in 2006 reflects an increase of 2.5% over the previous year.² Additionally, the 3,365 jails in this country³ are responsible not only for millions of new arrestees who cycle into and out of their facilities each year, but also for the management of pre-trial detainees, short-term sentenced offenders, community supervision programs such as pre-trial release and electronic monitoring, drug and alcohol diversion programs, work release, and other intermediate sanctions.

The dilemmas encountered by U.S. jails continue to mount as a result of everything from fiscal constraints and lack of public support to workforce issues, "tough on crime" legislative initiatives, and unfunded legal mandates such as the Prison Rape Elimination Act. Likewise, public policies ranging from immigration to

¹For purposes of this report, the term "inmate" is used to identify individuals held in custody by jails, which may include newly arrested individuals, those held awaiting trial, sentenced inmates serving time, or other individuals under community supervision.

²William J. Sabol, *Prison and Jail Inmates at Midyear 2006*, U. S. Department of Justice, Bureau of Justice Statistics, June 2007.

³James J. Stephen, *Census of Jails, 1999*, U. S. Dept. of Justice, Office of Justice Programs, Bureau of Justice Statistics, August, 2001, <http://www.ojp.usdoj.gov/bjs/pub/pdf/cj99.pdf>

the war on drugs and the deinstitutionalization of persons with mental illness also have a substantial impact on local corrections.

In an effort to prioritize the widespread challenges confronting the nation's jails, two work groups were convened in 2007, comprised of a total of forty-five (45) sheriffs and jail administrators from throughout the country. Also invited to attend were representatives of the major stakeholder groups – i.e., the American Jail Association, American Correctional Association, the National Sheriffs' Association and the National Institute of Corrections. Sessions were conducted in Las Vegas (May 7-8) and Orlando (June 4-5). Prior to the onsite sessions, participants were provided with background briefing papers (i.e., white papers) to familiarize them with research on five key topics and encourage them to begin thinking creatively about these challenges. Following a series of presentations and group discussions, participants identified the most pressing issues they face currently, along with those anticipated in the near future.

At the conclusion of the initial phase of the project, BJA requested that CI PP use the remaining funds to assemble a cross-section of representatives from the 45 subject matter experts to “drill down” further into the issues and provide BJA with more specific guidance. (Again, representatives of the major national stakeholders were invited to attend).⁴ The goal for this phase was to develop detailed outlines of jail-based initiatives and strategies for directing potential future resources, based on the priority needs of jails of all sizes and geographic locations. From the initial list of challenges, participants identified specifically

⁴Although a scheduling conflict prevented Pete Cosgrove, National Law Enforcement and Correctional Technology Center, from attending, he was available via telephone.

where funding from BJA might have the most impact. Related discussions and results are summarized throughout the remainder of this report.

Methodology

Participant Selection

When identifying members of the work groups, an important consideration was the necessity to achieve balanced representation according to both geographic location and size of the inmate population. Although approximately 50% of inmates are held in 9% of U.S. jails,⁵ there are, numerically, more small jails throughout the country. Regardless of the size of their inmate population, however, these small facilities face equal, or in many instances, more significant challenges than larger jails.

With this in mind, in October, 2006, the project team requested participant recommendations from the American Jail Association (AJA), the American Correctional Association (ACA), the National Sheriffs' Association (NSA), the Bureau of Indian Affairs (BIA), and the Jails Division of the National Institute of Corrections (NIC). Each organization was also invited to attend the two focus group sessions as observers. Additionally AJA, NSA, BIA, and the NIC Jails Division provided participant recommendations.⁶

Of the nearly 100 names that were recommended, the project team selected 60 to receive invitations, with emphasis on assuring both balanced geographic

⁵ James J. Stephen, *Census of Jails, 1999*, U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, August, 2001, page 3, Table 4.
<http://www.ojp.usdoj.gov/bjs/pub/pdf/cj99.pdf>

⁶ Among the three sessions, NSA representatives attended all three, AJA's Executive Director was able to attend two, and NIC's representative attended one session.

distribution and diversity in terms of jail size. Letters were sent in January, 2007, inviting those selected to one of the two meetings (Las Vegas or Orlando), depending on their geographic location. By mid-January, most commitments were received, and logistical arrangements proceeded.

Although the target number of attendees for the first two sessions was 50, (i.e., 25 in each session), some participants who agreed to participate had to drop out at the last minute, leaving a total of 44 total participants. (However, there were actually 45 in attendance, as one sheriff brought his jail administrator. For purposes of data contained in this report, the contributions of these two representatives are combined to reflect one jurisdiction).

While the names and affiliations of all participants are included in Appendix A, Tables 1, 2, and 3 provide a snapshot of their overall composition in terms of organizational position, geographic location, and size-related balance.⁷ Table 1 displays the distribution of participants according to their organizational position. In that regard, most were jail administrators working for elected sheriffs (45.4%). Of the remainder, the majority were either elected sheriffs (20.5%) or jail directors responsible to city/county government (20.5%), followed by administrators of regional jails (6.8%), those administering jails in Indian Country (4.5%), and jail directors working for unified state systems (2.3%).

⁷ It is impressive to note that the total experience in law enforcement and/or corrections of those who participated in the two working groups was 1,444 years.

Table 1: Phase I - Group Composition by Organizational Position

Position	# of Participants	% of Participants
Jail Administrators Working for Elected Sheriffs	20	45.4
Elected Sheriff	9	20.5
Director of Jail Operated by a City/County Government	9	20.5
Jail Administrators Working for a Regional Jail	3	6.8
Indian Country Jails (working for Tribes)	2	4.5
Director of a Unified State System	1	2.3
Total	44	100

Looking at Table 2, it is apparent that the overall composition of the work groups generally reflects the proportionate geographic distribution of jails throughout the country, (based on the number of beds in their facilities). In terms of size, Table 3 indicates that the percentage of participants roughly coincides with the percentage of inmates held in jails of that size, (although there is some over-representation in the 1,000-1,999 range and a corresponding under-representation in the 2,000+ category).

Table 2: Phase I - Group Composition by Geographic Distribution⁸

Region	% of Jails Nationally	# of Participants	% of Participants
Northeast	13.0	5	11.4
South	48.9	14	31.8
Midwest	16.5	10	22.7
West	21.5	15	34.1
Totals	99.9	44	100

⁸ Sourcebook of Criminal Justice Statistics, Table 6.0003.2005, June 30, 2005. <http://www.albany.edu/sourcebook/pdf/t600032005.pdf>

Table 3: Phase I - Group Composition by Number of Jail Beds⁹

# of Jail Beds	% of Jails Nationally	% of Inmates Nationally	# of Participants	% of Participants
>50 - 99	62.9	11.6	4	9.1
100-249	15.5	13.1	8	18.2
250-499	7.2	12.0	4	9.1
500-999	5.6	15.2	6	13.6
1,000 - 1,499	2.9	11.3	10	22.7
1,500 - 1,999	1.3	6.2	5	11.4
< 2,000	4.6	30.4	7	15.9
Totals	100	99.8	44	100

For the second phase of this work, funding permitted 15 of the 45 subject matter experts to be invited back for a day and a half working session. Again, care was taken to insure that there was a balance in terms of average daily population, organizational structure (e. g., sheriff, county, regional, consolidated), and geographic distribution. The availability of participants to attend the Phase II meeting was also an influencing factor in achieving proportionate representation by size and geography. Table 4 displays the resulting distribution by organizational position; Table 5 shows geographic representation, and Table 6 breaks down the group by average daily population.

⁹ Stephan, 2001.

Table 4: Phase II - Group Composition by Organizational Position

Position	# of Participants	% of Participants
Jail Administrators Working for Elected Sheriffs	4	26.6
Elected Sheriff	4	26.6
Director of Jail Operated by a City/County Government	3	20.0
Jail Administrators Working for a Regional Jail	2	13.3
Indian Country Jail Administrators (working for Tribes)	1	6.7
Director of a Unified State System	1	6.7
Total	15	99.9

Table 5: Phase II - Group Composition by Geographic Distribution

Region	% in Jails Nationally	# of Participants	% of Participants
Northeast	13.0	3	20.0
South	48.9	5	33.3
Midwest	16.5	4	26.7
West	21.5	3	20.0
Totals	99.9	15	100

Table 6: Phase II - Group Composition by Number of Jail Beds

# of Jail Beds	% of Jails Nationally	% of Inmates Nationally	# of Participants	% of Participants
>50 - 99	62.9	11.6	1	6.6
100-249	15.5	13.1	3	20.0
250-499	7.2	12.0	2	13.3
500-999	5.6	15.2	2	13.3
1,000 - 1,499	2.9	11.3	3	20.0
1,500 - 1,999	1.3	6.2	1	6.6
< 2,000	4.6	30.4	3	20.0
Totals	100	99.8	15	99.8

Due to the smaller number of participants, and the fact that all invitees were

not available to attend, the distribution by number of inmate beds, geography, and organizational structure was not always as proportionate as it had been with the first two groups in Phase I.

Designing the Work Group Sessions

To achieve the outcome of providing specific, prioritized information to BJA, the project team considered various strategies, both substantively and procedurally, for the first two meetings, as well as the follow-up “drill down” session. Particularly for the first sessions, it was necessary to determine what substantive areas to focus on, and then, how to channel the participants’ on-site efforts in a manner that would be optimally productive.

In terms of the substantive focus, a review of the literature and current trends was conducted by the project team to identify issues with a high likelihood of impacting local corrections. This resulted in identifying the following five target areas:

- Demographic projections and crime trends
- Workforce issues
- Inmate management
- Special populations
- Technology.

An environmental scan was conducted for four (4) of these five topics (excluding technology). Given the substantial level of expertise readily available from the National Law Enforcement and Corrections Technology Center (NLECTC), it did not seem that attempting to duplicate the Center’s knowledge and expertise would be an economically viable use of the project team’s efforts. Thus, NLECTC’s

assistance was requested and readily received for this component of the project.¹⁰

In order to proactively stimulate consideration of the future of jails, white papers were developed to brief participants on the five target areas. Along with the environmental scan, these papers were intended to provide uniform background information, while at the same time encouraging creative thinking. Approximately one month ahead of scheduled work group sessions, participants received the white papers, both digitally and in hard copy format.

Overall reaction to this methodological approach was extremely positive. Most participants indicated that they shared the white papers with their supervisor and/or subordinates, and encouraged them to read it and provide ideas for them to take to the work group sessions. Many noted that they appreciated having hard data about issues of concern, and indicated that it provided more concrete direction for their own strategic planning, as well as helpful documentation of their funding needs.

To promote deliberations on the targeted topics, the agenda for each session started with an overview of white paper highlights.¹¹ Participants then were assigned to small groups for further discussion and, ultimately, development of their priorities. The authors of the white papers served as facilitators for the overview, assisted with group work, and recorded the results.

Those in attendance were also invited to bring with them materials related

¹⁰ Rob Donlin, at the Center in South Carolina, wrote the “white paper” on technology. He also prepared the presentation for the two working groups and provided materials for distribution. Ultimately, Pete Cosgrove, Deputy Director, filled in for Mr. Donlin, (who had left NLECTC prior to the first session). In addition to presenting the technology white paper, Mr. Cosgrove worked with participants to provide information about jail-related technology. (It should be noted that NLECTC participated through use of their own funding from the National Institute of Justice).

¹¹ See Appendix E for the agendas.

to the future of their jail that might be of interest to their colleagues. Four participants brought materials for distribution, and one (Orange County, Florida) provided their report via the Internet.¹²

Notes on Work Group Methodology

Before presenting the recommendations, a few methodological observations are in order, particularly with regard to the nature of the process and subsequent findings. Most fundamentally, this project illustrates the inherent tradeoffs between quantitative and qualitative research. Because its outcomes are based on information obtained from *qualitative* discussions rather than *quantitative* calculations, they do not reflect the level of precise quantification or highly structured responses that can be produced by such objective approaches as survey research. What subjective methods lack in structure and precision, however, they compensate for in deeper and more robust insights.

In that regard, an ongoing ebb and flow of open-ended discussions prevailed throughout all three sessions, with one issue often seamlessly blending into another, thereby making content analysis of the results a considerable challenge, especially in terms of assigning rankings to the key issues. Moreover, although groups were instructed for the first two meetings to provide a detailed description of each of their priorities, along with explanatory discussion, every group did not equally adhere to these directions. Findings described herein for both project phases are thus reflective of the inherent tradeoffs involved in the subjective nature of qualitative research methods, and therefore should be viewed more as exploratory and descriptive than explanatory and definitive.

¹² <http://www.orangecountyfl.net/cms/DEPT/countyadmin/publicsafety/joc/default.htm>

Participant Deliberations

For the first two meetings, as an ice breaker, participants were asked to identify the biggest challenge or change they have seen in the operation or administration of jails since they began their careers. With substantial cumulative experience in law enforcement and corrections (almost 1,500 total years) among representatives of a wide variety of jail types and geographic locations, it is perhaps not surprising that their responses reflected a correspondingly diverse and comprehensive listing.¹³

Following the ice breaker exercise, a brief overview of each of the white papers was presented to stimulate thinking about the range of issues facing jails. Participants were then divided into five breakout groups. When making group assignments, it was determined that discussions would best be facilitated by keeping together those from jails of similar size.¹⁴ Group assignments were therefore made on the basis of the number of inmate beds contained in the participant's jail, (with Group #1 representing the smallest and #5 the largest).

During their breakout discussions, participants had two major assignments. First, each group was asked to list their top ten issues, in priority order. After presenting the results to all of the participants, groups then reconvened to develop their top five recommendations to guide BJA's future funding initiatives, for although there are many jail issues demanding attention, a considerably smaller number is within the scope of BJA's authority and responsibility.

¹³ The complete list is reported in Appendix B.

¹⁴ After this approach was used in Las Vegas, those attending were asked if they would recommend changing it to random assignment in Orlando, but the majority voted to retain size-based small group assignments.

Phase I - Preliminary Results

Identifying the Top Ten Issues Facing Jails

In developing their first ten issues, participants were instructed to think broadly, considering the total range of challenges, (not just those where federal action might help to provide a solution). The spokesperson for each group then presented these issues, resulting in more debate and discussion. Appendix C lists the top ten issues identified by each of the ten total groups, (five in Las Vegas; five in Orlando), which are summarized in Table 7.

Table 7: Summary of the Top Ten Challenges Identified by Participants

Issue	Priority	1	2	3	4	5	6	7	8	9	10	# of Times Mentioned
Workforce (recruitment, hiring, retention, training, succession planning)		3	2	3	2	5				1		16
Medical care (pharmaceuticals; staff; infectious diseases)		1	3	2		1	1	1	1			10
Mental health (care, training, cost, pharmaceuticals)		2	1	2	3		1					9
Technology / management information systems / fingerprint systems/ enhanced security/communications			2			1	1	1	1	1	2	9
Funding (insufficient; unfunded mandates)					1			2	1		1	5
Administrative issues (accountability, performance measures, long range planning, oversight, internal culture, mission change)				1			1	2	1			4
Facilities / physical plant		2			1	1						4
Immigration /illegal aliens / bilingual staff			1			1				1	1	4
Public education / awareness / political support / advocacy		1						1		1	1	4
Re-entry / recidivism							2		1		1	4
Special needs inmates (women, culturally diverse, transgendered, etc.)					1	1	1			1		4
Criminal justice system collaboration			1	1				1				3
Juveniles							1	1		1		3
Strategic threat groups/gangs									2	1		3

Community support / social services				2						2
Crowding / population management					1			1		2
Inmate classification						1			1	2
Pandemic / disaster preparedness			1				1			2
Alternatives to incarceration					1					1
Americans with Disabilities Act (ADA)	1									1
Community corrections (improve effectiveness; stop using jail as only alternative to probation/parole violation)							1			1
Interagency cooperation								1		1
Lack of support for small jails									1	1

As noted in Appendix C, there was some divergence of priority issues based on jail size. As might be anticipated, smaller jails were more concerned about the basics – e.g., adequacy of facilities, affordability of available technology, provision of medical and mental health care 24/7, and the impact of federal immigration policies. But all sizes of jails shared concerns regarding inmate medical and mental health services, including the steadily increasing number of inmates with more serious physical and psychological needs, the ever-increasing costs of providing essential medical care, and the increasingly isolated position of the jail in terms of assembling community resources to address these issues. Jails of all sizes also shared two additional frustrations. One pertains to trying to recruit, hire, train, and retain qualified employees. The other relates to needing to educate the public and elected officials about the impact of public policy decisions (or inactions) on local jails.

Final Reporting Formats

To develop the final recommendations to BJA, participants were again divided into five (5) small groups and asked to list their top five recommendations for BJA's future jail initiatives. (Although they were asked to consider the

discussions they had heard thus far, instructions indicated that they were not limited to considering only those issues, and everyone was encouraged to add any new thoughts that had been generated by the prior discussions). At this point, the emphasis was on distinguishing between essentially local issues (such as recruitment, crowding, community support, etc.) and those where national action might have an impact. As the closing exercise, each group then presented their top five recommendations to all participants, (including BJA's representative), which again prompted additional discussion and debate.¹⁵

However, procedures for the closing exercise differed somewhat between Las Vegas and Orlando. Initially, the intent in both sessions was for the final top-five issues to be reported independently by each of the five small groups. Since the group formations were size-based, this would have enabled the reporting of overall results by organizational size. With five groups providing feedback, however, it became apparent on the second day in Las Vegas that there would be insufficient time remaining to maintain this process. Thus, in that session, the reporting format for making final recommendations to BJA was changed to a more time sensitive, round-robin style--with each group taking turns and describing one issue at a time, until all issues addressed by all groups were recorded. While this approach enabled proceedings to conclude on time, it diminished the ability to identify priorities according to jail size. Results described below therefore reflect these differential group reporting formats.

¹⁵ Based on feedback from participants in Las Vegas, a few modifications were made to the agenda for Orlando. These changes included extending the meeting time by a half-hour each day, taking more time to introduce BJA to participants, and reducing the time devoted to the overview of white papers in favor of more group discussion/interaction.

Table 8: Priority Issues for BJA ¹⁶

[See Appendix D for detailed explanations of the elements of Table 8.]

Group # (Jail Size)	Issue #1	Issue #2	Issue #3	Issue #4	Issue #5
#1 (81-114)	1. Employee health/vaccination policies	6. Networking	11. Model programs	16. Information Sharing	21. Mental health formula grants
#2 (167-340)	2. Inmate medical	7. Inmate mental health	12. Hiring/retention	17. Technology	22. Funding jail initiatives
#3 (360-1190)	3. ADA design and renovations	8. Inmate medical/mental health	13. Disaster planning	18. Best practices in jail mental health	23. Recruitment and retention
#4 (1246-2378)	4. Inmate mental health	9. Improve the image of jails	14. Inmate medical	19. ADA standards	24. Data and resources for jails
#5 (2700-6750)	5. Disaster planning	10. Inmate medical/mental health	15. Inmate re-entry	20. Technology	25. Public relations

Recommendations From the First Two Sessions

From the many discussions surrounding inmate medical and mental health care, it appeared that much of the concern is related to such public policies as the deinstitutionalization of persons with mental illness¹⁷ and the lack of universal health care. Together, these policies are producing increasing numbers of people with untreated (or underserved) medical ailments and/or psychological problems. Often economically disadvantaged as well, they are also among the most likely to become jail inmates. Thus, it is not surprising to find participants indicating that

¹⁶ It should be noted that although Table 8 reflects only the Orlando deliberations, (since the group reporting format in Las Vegas did not lend itself to this type of analysis), input from the Las Vegas groups is contained throughout the narrative of this report.

¹⁷ See Jeanne B. Stinchcomb, *Corrections: Past, Present, and Future* (Alexandria, VA: American Correctional Association, 2005): pp. 150-155.

incoming inmates are now arriving in jail with more numerous, serious, (and therefore), costly medical and mental health conditions – which jails then become Constitutionally, ethically, and fiscally responsible for treating.

In fact, providing inmate mental health care has become such a pervasive challenge that serious consideration was given by some participants to determining how jails could obtain certification as mental health hospitals. Such a designation would “officially” recognize the jail’s responsibility in this regard, and contribute to accomplishing more effectively what jails are now attempting to do unofficially. As one group said, jails need to “move out of the role of being an asylum of last resort.” On the other hand, it was also observed by another group that if jails do *too* good a job at providing mental health services, everyone from politicians to mental health advocates and community leaders may be satisfied with leaving the situation as it is – with jails functioning as the “defacto” provider of community mental health services.

Moreover, participants indicated that a significant number of inmates with mental issues “spend their entire pretrial time in jail because they have no means to bond out,” and that these inmates are high suicide risks. While it was noted that jails may be able to do a relatively good job of stabilizing a person with mental illness who is in crisis, it was likewise observed that correctional facilities are “ill-equipped to deal with longer-term needs,” and once such inmates are released, the jail has no control over them or ability to prevent their re-offending, re-arrest, or re-incarceration. As one group described the problem, “it becomes a game, with each of us [jails, mental health providers, etc.] pushing the problem off on someone else. Because no one else steps up to the plate, we [jails] do--which creates the ability of others to step down.” The result has produced “mission creep” for the

jail, as well as “all sorts of blaming.” But as participants pointed out, “the bottom line is funding.”

Since mental health services require a substantial fiscal commitment, participants expressed concern that the question of “Whose responsibility is it?” keeps being asked but not answered. Most acknowledged that jails have “taken on things that we really shouldn’t have,” in the absence of any other public agency willing to do so. Thus, participants advocated taking a “different philosophy” about their jobs. As one group put it, “we have to stop looking at ourselves as just jailers, and look at ourselves as part of a social service provider system. Let’s embrace this problem, fight for the funding, and *just do it.*”

With regard to inmate health care, participants shared concerns related to aging populations, pregnant inmates, infectious diseases, the impact of long-term substance abuse, pre-existing medical conditions, chronic health care needs, finding qualified medical providers, providing 24/7 coverage, meeting infrastructure needs (e.g., negative air pressure rooms) and ADA compliance mandates, along with the skyrocketing medical costs associated with addressing these ever-growing issues. It was noted that inmates are entering jails with medical conditions ranging from diabetes to gangrene, which often result from a long life of inadequate, insufficient, or non-existent medical treatment. Yet some hospitals are refusing to admit inmates if jails are prohibited by state law from paying any more than the prevailing Medicaid rate for the inmate’s care.

As participants further explored the predominant medical and mental health issues facing local jails, they developed the recommendations described below. (Note that although items are numbered within categories for ease of reference, the numbers do *not* reflect priority order).

CATEGORY 1: INMATE MEDICAL AND MENTAL HEALTH RECOMMENDATIONS

1. Provide the means for communities to conduct a needs assessment to establish the “big picture” in terms of what identifying what types of medical/mental health problems inmates are bringing to jail, what services are available in the jurisdiction, what the community's standards of care are, how jails can partner with service providers, what pharmaceutical purchase options are available to reduce costs, how remotely-located jails can access necessary services, how responsibility for payment can be established, etc.
2. Coordinate with a national movement to raise public awareness concerning the prevalence of mental illness in society, making this a national public policy item and a high political priority. This may include focusing on achieving parity for medical and mental health insurance coverage and addressing the stigma associated with mental illness, as well as integrating case management to enable funding and services to follow the individual into the community upon release from jail.
3. Facilitate an analysis to identify best practices in mental health (e.g., psychiatric telemedicine) for all sizes of jails.
4. Develop a “how to” CD on model programs addressing inmate medical and mental health issues for mass distribution.
5. Fund the management and treatment of inmates with mental illness, including training of jail employees.
6. Facilitate an analysis of design requirements, staffing, treatment planning, etc. for an in-jail mental health facility, (anything from 4-5 beds to 1,000 beds).

7. Establish a dialogue between jail practitioners and mental health professionals to more clearly define what is truly a “mental illness” – i.e., distinguishing the symptoms of inmates who have some type of mental health “issues” and those who are “behavior problems.”
8. Establish a means for determining common formularies for psychotropic, pain management, and other medications, (enabling bulk buying at Medicaid rates), to allow jails to purchase necessary pharmaceuticals more cost-effectively.
9. Facilitate the establishment of a crisis intervention team (CI T) approach in jails similar to the model now used by law enforcement (i.e., the Memphis model), along with the resources, (particularly in smaller jails), to enable staff to attend related training sessions.¹⁸
10. Establish protocols for central reporting of information regarding inmate diseases to assure communication about health problems among jails, as well as between jails and public health authorities.
11. Provide support at the federal level for jails to effectively respond to pandemic flu, anthrax contamination, and other epidemics or emerging threats.¹⁹

CATEGORY 2: WORKFORCE-RELATED RECOMMENDATIONS

¹⁸ See Betsy Vickers, *Memphis, Tennessee, Police Departments' Crisis Intervention Team, Practitioner Perspectives*, U. S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, July, 2000 <http://www.ncjrs.gov/pdffiles1/bja/182501.pdf>

¹⁹ The knowledge about jail responses to the pandemic threat appeared to be uneven in the groups – with some participants aware of the Centers for Disease Control's priority for vaccinations for corrections staff, and others not fully briefed on the issue. The gap between what is known and what is not speaks to the need for more consolidated federal assistance.

The combination of workforce-related issues ranging from recruitment and retention to training and succession planning dominated much of the remaining discussion in Las Vegas, and surfaced among the final priorities of three of the five groups in Orlando. As one participant phrased it, jails “tend to settle for what we get rather than seek what we want.” Recommendations in this category are listed below, (again not in any order of priority):

12. Provide resources to help jails explore more creative and innovative approaches to recruiting, hiring, and retaining employees, (e.g., streamlining the selection process, collaborating with community partners, hiring part-timers, performance matching, employee empowerment, participatory management, etc., including ways to work with unions on workforce issues that impact retention and morale).
13. Improve staff training, as well as succession planning and leadership development. In this regard, participants noted the need for enhancing the relevance, quality, and availability of pre-service, in-service, supervisory, specialized, and leadership training. For example, in Las Vegas, participants discussed the need for a “national corrections academy” modeled after the FBI’s National Academy as a vehicle for training the future jail leaders who will be needed to replace the anticipated substantial number of upcoming retirements.

Especially in smaller jails, concern was expressed that staffing shortages and resource limitations relegate training to an infrequent luxury. (In fact, AJA indicates that few small jail representatives either attend their annual training

conference or participate in AJA's regional training workshops).²⁰ In addition to the high costs, sending even two employees to training can leave a smaller jail "working at 60% of staffing," thus generating overtime expenses and creating the type of stressful environment that further promotes turnover. This link between training and retention in small jails is also manifested in other ways. For example, when someone becomes skilled in a specialization, they often become so "overworked and burned-out" that they leave.

CATEGORY 3: RECOMMENDATIONS RELATED TO SMALL JAILS

14. Consider developing federal funding initiatives specifically directed to smaller jails, including suggesting approaches for collaboration with other local organizations to ease the burden of applying for and managing grants.
-

CATEGORY 4: PROGRAMMATIC RECOMMENDATIONS

Other recommendations which emerged at both sessions related to: the need to more effectively implement and manage inmate re-entry; identification and management of security threat groups; assessing technological changes; and dealing with the impact of federal immigration policy. More specifically, these included, (in no particular order):

15. *Re-entry initiatives:*
 - Assure that federal funding is not targeted exclusively to state corrections, either by providing funding eligibility for local jails, or requiring state departments of corrections to work with jails and pass-

²⁰ Ken Kerle, "The Plight of the Small Jail: Challenges, Problems, and Solutions," *American Jails* (May/June, 2007): 5.

through funding.

- Provide the means to develop programs to make more productive use of “dead time” in jail to help prevent recidivism.
- Assist jails with developing transition plans (especially aftercare for persons with mental illness).
- Encourage jails to identify local resources and forge partnerships with other community services.

16. *Security threat groups:*

- Create a centralized information-sharing database that would enable jails to more effectively deal with terrorism and high-profile inmates, document decision-making about housing members of security threat groups (to avoid discrimination claims), and gather and interpret jail intelligence data and information.
- Conduct staff training on recognizing and responding to threat groups.
- Develop (or make available) software to help identify and track threat group members, including tattoo recognition.

17. *Natural and Man Made Threats*

- Provide resources to jails to prepare for natural disasters such as hurricanes and the challenges of responding to domestic and/or international terrorist threats.

18. *Technology*.²¹

- Create more timely and user-friendly information for jails (e.g., what new technology is in the pipeline; how it can be used in jails; how to assess it in terms of cost/benefit; and issues regarding purchase, staff training, and maintenance).
- Assist jails with obtaining more security with less structural cost.
- Help staff adapt to new technology.
- Develop a “consumer report” for jails, discussing such concepts as new communications systems, an automated fingerprint system linked to AFIS, improved security cameras, implantable chips, technological “walls,” more integrated systems, etc.

CATEGORY 5: ADDITIONAL RECOMMENDATIONS

As the facilitators listened to the extensive feedback provided by the sheriffs and jail administrators at both work group sites, and subsequently analyzed their comments in preparation of this report, four additional recommendations surfaced:

19. *Co-sponsor with federal partners “one-stop shopping” for jail resources and information.*

In many cases, the resources already exist to begin to address any number of the issues, problems, and challenges discussed in these meetings. For example,

²¹ Participants were very appreciative of the National Law Enforcement and Corrections Technology Center’s inclusion in the sessions. Many had never heard of NLECTC, and/or were unaware of the corrections implications of their work.

the U. S. Department of Justice, Disability Rights Section, has information about ADA compliance (both architecture and programmatic guidelines) on their web site. However, it appears that participants often were not aware of existing resources or how to access them (e.g., NIC's Information Center, the National Criminal Justice Reference Service, jail-related work of the National Institute of Justice, etc.). Particularly among smaller facilities, the multifaceted duties of the jail administrators often prevented them from finding even a few minutes in the day to conduct research or contact peers.

20. *Develop models for jail and community collaboration.*

In many respects, jail administrators seem to view themselves as struggling in isolation against overwhelming obstacles and an unsupportive public. In that regard, frustration surfaced in terms of developing effective community collaborations. Assisting jails with models for developing collaboration, leveraging existing resources, identifying private sources of funding for jail initiatives, and establishing and maintaining community coalitions would be important additions to the participants' toolkit to address many of the issues raised during these sessions.

21. *Immigration - Better coordination between local jails and federal agencies responsible for immigration issues.*

Although this topic did not make the priority list for BJA action, it has implications for federal coordination. Especially in Orlando, where four jails from Florida discussed the impact of immigration policy, this topic generated considerable interest. One sheriff shared his efforts to obtain federal assistance

to move criminal aliens out of the local jail –estimated to cost that county \$9 million this year. Also highlighted was the lack of information about arrestees who are possibly criminal aliens, with concerns raised about proper classification and assurance of both inmate and staff safety. It was noted that smaller jails are at a considerable disadvantage in terms of this issue because of the lack of resources for interpreters to communicate with inmates. Nevertheless, in the absence of any other nearby facilities, smaller jails located in more remote areas are required to house federal detainees.

22. *Sponsorship of national forums for jail administrators.*

As is generally the case when professionals gather together, the feedback from both groups placed a high premium on the value of formal as well as informal discussions with their colleagues. In Las Vegas, participants specifically mentioned the need for national forums, focused on timely issues, in which all jail administrators could participate. Especially in light of existing and emerging technology, pandemic threats, domestic terrorism, and other very time-sensitive issues, such information-sharing was highly advocated. Using new models from the private sector for conducting meetings with digital and Internet resources, such networking becomes cost-effective and reaches a larger audience.

Phase II: “Drilling Down” - Final Recommendations

Overview

With these two national meetings concluding the initial phase of the project, BJA requested that CIPP use the remaining funds to assemble a cross-section of the 45 subject matter experts to “drill down” further into the issues and provide BJA with more specific details to guide funding initiatives and development strategies, based on the priority needs of jails representing all sizes and geographic locations.

As shown in Appendix H, a subset of the original 45 participants was selected, based on average daily population and geographic distribution. A meeting of this group was convened on November 9 – 10, 2007 in Orlando, Florida.²² Also invited to attend were representatives of the major stakeholder groups – i.e., the American Jail Association, the National Sheriffs’ Association and the National Institute of Corrections.²³

Methodology

Prior to arriving in Orlando, participants were provided with the draft report from the first two sessions and were asked to review the draft report from the first two sessions. The meeting began with introductions, after which facilitators presented an overview of the critical issues facing jails.

After each of the Phase I recommendations were presented, participants were encouraged to provide context and additional information based on their

²² The agenda included is Appendix I.

²³ Although a scheduling conflict prevented Pete Cosgrove, National Law Enforcement and Correctional Technology Center, from attending the meeting, he was available via telephone to the meeting.

discussions at the two previous meetings. At that point, everyone was assigned to one of five groups, based on their jail's average daily population. Directions were given to review the critical issues and provide their group's top five priorities. The results of those deliberations are shown in Table 9.

Table 9: Summary of Priorities by Jail Size

	<u>Priority 1</u>	<u>Priority 2</u>	<u>Priority 3</u>	<u>Priority 4</u>	<u>Priority 5</u>
Small Jails (ADP <100)	Inmate medical	Consolidated inmate intake assessment	Small jail network	Funding for technology and software	Staff development for mid-managers
Jails ADP 100 – 500	Inmate mental health	Workforce	Inmate Health	Disaster Planning	Regional information sharing
Jails ADP 501 – 1000	Leadership development	Inmate mental health	Preparing for emerging inmate medical issues	Immigration	Transgender inmates and other special populations
Jails ADP 1,001 – 1,500	Shared national data bases	Preparing for pandemics	Assessment and screening tools	Workforce	Funding for accreditation ²⁴
Jails ADP > 1,500	Inmate mental health	Workforce	Inmate programming	Planning for future changes and demands	Data, systems integration

Description of Priority Initiatives

Group One - Jail ADP fewer than 100

This group's priorities reflected the limited resources which are available to smaller, rural jails and the need to decrease the isolation of these facilities. Such jails need assistance with planning and developing appropriate inmate medical

²⁴ This group added three other priorities: 6. Community programs; 7. Small jail network; 8. Funding for technology.

services, and with leveraging community health and mental health services, which are often stretched beyond capacity.

Secondly, small jails need access to relevant intake assessment instruments that are adaptable to the jail's needs and able to provide information that can be used to classify, safely confine, and manage the inmate population.

Third, small jails want organized Internet access to their colleagues and peers, similar to NIC's Large Jail Network and other list serves maintained by NIC. Smaller jails are less able to send staff to training due to their limited staff and overtime budgets. Yet, their need for information and advice from their peers is at least as great as those administering large jails.

Fourth, small jails want specific access to grant programs aimed at smaller facilities to purchase software, technology and equipment. Because they do not have the human resources to locate grant solicitations, write applications, and/or manage grants, they are often at a disadvantage when writing and competing for external funding against larger jails and state departments of corrections. Specific funding opportunities available only to smaller jails are seen as one option to address this need. In fact, when discussing this issue, nearly all participants noted that, generally, advocacy for local jails (whether large or small) lags significantly behind advocacy for state departments of corrections, as well as other criminal justice system partners including law enforcement.

²⁷For details on the "Kentucky Model" see: <http://www.hrsa.gov/telehealth/pubs/mental.htm>

Finally, small jails identified the need for staff development programs directed toward retaining employees with more than three years of service, but less than ten, (which was considered a period of time very vulnerable to turnover). If an agency can offer relevant training/educational opportunities, mentoring, coaching, etc. during this time in an employee's career, it was felt that the potential to retain them would improve.

Group Two - Jails ADP 101 - 500

The top priority for this group revisits the issues discussed at the two earlier meetings regarding the demand for improved mental health services for inmates, especially in localities lacking adequately funded community mental health resources. Jails need assistance with establishing programs such as the Crisis Intervention Team (CIT) model being used by law enforcement agencies, (which could be modified for local corrections). Jails also need help with developing community collaboration aimed at diverting persons with mental illness, along with funding for training staff to better manage inmate behavior.

Secondly, this group reported that resources are needed to address employee workforce issues, including identifying strategies for recruitment, with particular emphasis on attracting women and minorities in non-urban areas. To develop and retain employees, collaborative alternatives such as regional approaches were suggested. The group also recommended gathering information about best practices to guide staff retention, especially in smaller jails, where this seems to be more critical than recruitment.

Third, along with their colleagues, this group identified inmate medical care and associated issues as needing national attention. Federal and state rules which

make pre-trial inmates ineligible for Medicaid benefits, combined with the time required to reestablish Medicaid benefits following release from jail, all contribute to the continual recycling of those who have only the jail as their medical provider, (which is especially true of inmates with mental illness).

Fourth, jails need protocols to prepare disaster plans, develop mutual aid agreements, and respond to natural and man-made disasters and emergencies.

Finally, a theme that emerged in almost all groups was the need for integrated data-sharing. This would not only address sharing of information on the jail population with local agencies, but also the transfer of information among local, state and federal agencies. Both jails and law enforcement agencies collect data on individuals they process through the system, but this information is not always integrated into a centralized database and retrievable by those who need it.

Group Three - Jail ADP 501 - 1000

The top priority for this group was developing the next generation of jail leaders, with emphasis on a consistent leadership training curricula directed toward the professionalization of jail administrators. This group discussed the FBI's National Academy model as one approach, along with potential seed funding to establish the first one to two years of implementing such a program.

Their second priority was inmate mental health services, particularly programming responsive to jail size (based on average daily population). Developing standards for service was viewed as a way to bring uniformity to programming as well as demonstrate the professional expectations of jails. In terms of creative approaches to support improved inmate mental health services, discussions included everything from classroom training alternatives (e.g., CDs, distance learning, etc.) to the "Kentucky Model", in which telemedicine is used by smaller, rural jails to

access mental health assessment and treatment.²⁷ In addition to funding pilot projects to implement this model in other states, this group also recommended the involvement of stakeholders and leaders in this initiative (e.g., sheriffs' associations and associations of counties).

Third, planning for emerging medical issues is needed, especially as related to improving the ability of jail health services to respond to TB, Hepatitis C, HIV, AIDS, MRSA, potential pandemics, Anthrax, and other, perhaps unknown threats to staff and inmates.

Fourth, immigration issues were discussed in terms of how federal or state/local initiatives impact jails, especially with regard to crowding.²⁸

Fifth, this group addressed the emerging issue of transgendered inmates in the corrections system, particularly with regard to providing information and strategies for safe confinement and management these inmates. A study to determine the actual number of such offenders was suggested.

Group Four – Jail ADP 1,001 – 1,500

The top priority identified by this group was the need for a universal data base to facilitate information-sharing among criminal justice agencies through the country. It was felt that such a system would improve the jail's ability to deal with bookings, releases, gang and terrorist information, mental health needs, etc.

Secondly, this group identified the need for assistance in the development of protocols for managing epidemic events, including their impact on jail and court operations, as well as on employees.

²⁸There was discussion of Delegation of Immigration Authority, Section 287(g) Immigration and Nationality Act. See: http://www.ice.gov/partners/287g/Section287_g.htm
Sheriff Stanley Glanz noted that Congress is currently evaluating the impact of this initiative on local jails.

Third, funding was discussed to provide medical, mental health and substance abuse treatment/services to inmates, including assistance with screening, staff training, and recognition of mental health issues.

Fourth, this group recommended enhancing the correctional workforce by improving cultural competency training, national leadership programs, and management training for employees, as well as addressing union or collective bargaining agreements that impact work rules.

Fifth, funding to support jail accreditation was recommended. Few jails seek accreditation because of the costs of the application process and the operational changes needed to comply with standards. Becoming more involved with the accreditation process was viewed as a means to professionalize jails.

This group also provided three additional priorities:

- Community programs to enhance outcomes for inmates and improve public safety, such as jail-based re-entry programs, faith-based initiatives, better use of volunteers, developing inmate job skills, and providing basic skills such as drivers' education;
- A small jail Internet-based network (see previous discussion); and
- Funding for technology and software to support jail operations.

Group Five - Jail ADP More than 1,500

The top priority for the largest jails was identifying best practices for inmate mental health care, including collaborative models for diversion of individuals with mental illness into community placements, correctional officer training, a corrections CIT model (see previous discussion), and identification of options responsive to all sizes of jails.

Secondly, creating a national focus on correctional employees was discussed as a way to enhance recruitment and retention as illustrated in the legislation establishing the COPS More Program which was designed to increase the number of law enforcement officers nationally²⁹ Funding for incentive programs for correctional officers, creating new staff positions, providing incentives for agencies, and developing efforts to hire the best and the brightest were addressed. This group also discussed the need to provide resources to criminal justice partners, such as prosecutors, to assure, for example, that pre-trial inmates can be processed expeditiously through the trial phase, and moved out of the jail as soon as feasible.

Third, funding was recommended for inmate programming as a means to reduce recidivism, make use of idle time in jail, and address critical substance abuse issues. More specifically, this group discussed the need to create therapeutic models in jails, along with related staff training to link security and treatment. In that regard, it was emphasized that the revolving cycle of jail admissions and releases can be interrupted by identifying those who are continually readmitted and creating strategies to respond to their needs.

Fourth, jails require assistance with planning for the future. The extensive building of new jails during the 1980s means that many jurisdictions are confronted with the need to expand their jail's capacity, or replace their aging structures altogether. How to respond to this dilemma, architecturally, programmatically, and politically is unclear.

²⁹ For more information on COPS MORE, see <http://www.cops.usdoj.gov/default.asp?Item=55>

Fifth, the large jail group also endorsed funding for data system integration, including not only gathering and analyzing relevant information, but also promoting the use of data for evidence-based decision-making.

Consensus List of Initiatives

After the presentation of each group's priorities, participants began the process of paring this list down to five-ten initiatives for closer focus. Through a group consensus procedure, the following seven priorities emerged as candidates for the next agenda item – i.e., “drilling down”:³⁰

Final List of Priority Initiatives³¹

1. Inmate mental health
2. Leadership
3. Technology
4. Cultural competency
5. Reentry
6. Jail advocacy
7. Evidence-based practice and related data

Following agreement on the top priority issues, participants volunteered to “chair” each topical area, and work proceeded with developing more specific details. A facilitator was assigned to each group to transcribe their discussions, and the following instructions were provided:

1. Create a title for the proposed initiative;
2. Write a one paragraph statement of the problem/condition to be addressed;

³⁰ Initially, each member of the group voted for their top five priorities, with instructions that they could vote more than once for an item. When the results were tabulated, the group then rearranged and merged several issues based on the voting and subsequent discussion. (See Appendix J for the full preliminary list).

3. I identify supporting data. (*What data should the jail have documenting and/or describing the problem/condition and supporting the need for this project?*)
4. I identify potential benefits. (*If the problem/condition is addressed/alleviated, how would jails, inmates, and/or the community benefit?*)
5. Describe strategic options. (*Examples of various strategies that an agency could use to address the problem/condition.*)
6. I identify key stakeholders. (*Who should be involved and what role should they play in project planning, implementation and evaluation?*)
7. I identify how successful outcomes can be measured. (*What specific indicators can be used to objectively demonstrate whether the project strategies have effectively addressed the problem/condition?*)
8. State any eligibility considerations. (*Are there any specific criteria that jails should be able to meet in order to apply for funding in this category--e.g., jail size, staffing expertise, etc?*)

A spokesperson from each group presented results for their topic. The forms that describe each of these items as developed by the participants for all seven of the topical areas are included in Appendix K.

Summary and Conclusions

In summary, the initial priorities identified for BJA by jail administrators from across the country clearly begin with the deteriorated medical and mental health condition of those arriving in local confinement facilities—a situation attributed to the displacement of community responsibility for physical and psychological health care, along with the fact that the jail is often the only 24-hour service provider. In that regard, participants suggested that jails need to explore nothing less than a “fundamental mission change” that extends their official role beyond traditional incarceration functions toward becoming an acknowledged community medical/mental health service provider for an underserved segment of the local population that is especially vulnerable to being arrested and incarcerated. It was further recommended that discussion of this major philosophical and operational shift by key stakeholders should occur on an on-going basis at the national level.

Especially in terms of mental health issues, concern was expressed that the problem cannot be addressed effectively through an “ad hoc,” community-by-community approach, but rather, will require the type of public attitude change, widespread commitment, and level of funding, that can only be accomplished with a national initiative. Not only was this a continuously high priority throughout Phase I discussions, but its importance was further confirmed when “inmate mental health” emerged on top of the priority list as jail leaders came to their final conclusions in Phase II.

In some respects, the above-mentioned discussion of expanding the jail’s fundamental mission also relates to the issues that participants ranked next—i.e., workforce-related concerns, which initially ranged from recruitment, selection, and

retention to in-service training and succession planning. Inasmuch as uncompetitive salary structure (compared to other public service jobs) is an inhibiting factor in maintaining a high-quality workforce, it was noted that jails will need to do “something that benefits the community, other than just locking someone up for several weeks” in order to demonstrate their value and thereby gain support for compensation improvements.

Ultimately, these multifaceted workforce issues were narrowed-down in Phase II to a primary overall concern with leadership development. Because so many upper-level jail leaders may retire in the next few years, participants expressed concerns about the lack of resources directed toward succession planning initiatives, either locally or at the national level. Without the ability to apply jail-specific core competencies to the development of future leaders in a consistent manner, participants felt that it was unlikely that a pool of well-prepared candidates will be available to maintain a smooth transition of uninterrupted operations as the turnover of leadership throughout the nation’s jails escalates.

The national jail technology improvement project recommended as the third priority reflects the frustrations that participants expressed throughout both Phase I and Phase II sessions with regard to their ability to interpret, fund, implement, maintain, and utilize technological improvements. Especially in terms of risk assessment, jail security, and related public safety, concerns were expressed about the capability of jails to verify the identity of arrestees and inmates, thus permitting employees to determine potential threats and assess security risks. In that regard, it may not be that the technology to do so is nonexistent, but rather, that the databases containing the necessary information are fragmented and

uncoordinated, or not available to jails, thereby inhibiting the implementation of management information systems that can identify threats, demonstrate trends, and convert data into meaningful security and policy applications.

Returning to workforce-related issues, participants identified “increasing the cultural competency of jail staff in working with offenders” as their fourth priority. In that regard, it was noted that jails deal with the most diverse populations in society, in terms of every dimension from race and religion to age, education, ethnicity, sexual orientation, disabilities, language, and intellectual competence. Yet staff are not commensurately prepared to understand and cope with the challenges involved in managing such a diverse population. While localities that have been significantly affected by recent immigration trends are especially vulnerable in this regard, it was noted that cultural barriers arise between jail staff and inmates in many venues –i.e., culturally, socially, physically, economically, and demographically, to name just a few. Moreover, it was further noted that the purpose of culturally-competent training would not be to force staff into accepting cultural differences, but rather, would be focused on enabling staff to deal with diversity in a manner that better ensures institutional safety and security.

The fifth priority that emerged in Phase II, inmate re-entry, reflected a similar theme as that observed in responding to inmate mental health issues. Here again, participants expressed a desire to expand the jail's traditionally-recognized mission boundaries to encompass the post-release services for transitioning back into the community that have heretofore been viewed as a responsibility of state correctional systems rather than local jails.

In that regard, development of a “release kit” was recommended that would include information on community programs that released offenders could contact

for assistance with health care, psychological/psychiatric services, substance abuse counseling, self-help meetings, prescribed medications, transportation arrangements, job placement, and similar day-to-day survival needs. Given the correlation between post-release success and having a personal relationship with someone in the community who cares, the initiation of a mentoring program was also suggested. Again, in all of these approaches, jail leaders are looking not only to officially acknowledge and bring into the operational mainstream a role that has long been neglected, (or that has been informally handled on a piecemeal basis), but also to use it to enhance their value-added position in the community.

Throughout discussions in both sessions, a strong underlying current prevailed in terms of the need to raise public awareness and political support for jails at the local, state, and national levels. As a result, jail advocacy/community awareness ultimately emerged as the sixth priority during final discussions in Phase II. Concern was expressed that citizens have little knowledge of the role, function, and importance of the jail in their community, despite the fact that jails confine their family, friends, and neighbors. Moreover, participants saw the function and operation of jails as portrayed grossly inaccurately by the entertainment field and the media, creating a difficult but important challenge to overcome.

Whether it is familiarizing citizens with the jail's (in reality, the community's) struggle with providing inmate mental health care, convincing the public that jail employees are worthy of respectable, competitive, salaries, correcting inaccuracies, or simply raising public awareness of jails, participants emphatically expressed a need to educate the public, create collaborative partnerships, and bring jail-related issues to the forefront of the policy-making

agenda. Strategies for doing so ranged from suggestions for town hall meetings to forming a speakers' bureau, surveying high school and college students about their knowledge of jails, and expanding relationships with faith-based organizations, civic groups, legislators, the media, and governing bodies. Additionally, recommendations in this category included national education and public awareness campaigns such as were mounted for forest protection (with Smokey-the-Bear) and crime prevention (with the McGruff "crime dog").

The final priority endorsed by Phase II participants clearly relates to the above-mentioned concern for jail advocacy and community awareness. For it is only with data-driven, evidence-based practices that jails are likely to achieve such positive awareness and potential advocacy. While recent years have demonstrated some progress in this respect among community corrections, jails have not tended to embrace evidence-based practices.

As a result, participants noted the absence of sufficient jail-related research, as well as the resources to collect, analyze and apply the results of data collection to make informed decisions and assess program effectiveness. By overcoming that barrier with a sound empirical foundation and the resources to establish research-driven decision-making, it was felt that jails would be able to better forecast needs, make long-range plans, and develop protocols for identifying, evaluating and expanding best practices. Additionally such an initiative would support the development of accountability measures and assessment of the long-term impact of jail strategies.

With reliable empirical data, jails can begin to improve everything from efficiency and cost-effectiveness to public safety, agency accountability, proactive planning, and access to grant funding. Moreover, by identifying strengths and

weaknesses, initiatives can be tailored to meet specific needs, unproductive programs can be replaced by more effective alternatives, and staff resources, (as well as taxpayer dollars), can be maximized. To achieve such progress, participants expressed the need to collaborate with a variety of stakeholders in order to coordinate existing data collection systems, as well as build a system that is more unified, comprehensive, and user-friendly. Especially in relation to expanding the resources necessary to do so, these are lofty goals, necessitating national support.

Aside from the substantive issues that emerged as the “top seven” priorities among national jail leaders, considerable underlying sentiment was also expressed that the smaller jails most in need of help are not getting it. This lack of information and support becomes especially burdensome when smaller jails attempt to cope with unfunded mandates.

Moreover, the feedback from these work groups likewise indicates that, regardless of size, the nation’s jails are searching for procedural help in the form of guidelines, models, best practices, evidence-based approaches, and particularly, collaborative networking opportunities that embrace jails of all sizes. For as long as jails are the unacknowledged, unidentified, and under-funded resource for responding to community problems ranging from mental illness to homelessness and substance abuse, “their role will continue to be unclear; their performance will continue to be less than satisfactory; and their space will continue to be filled beyond capacity.”³²

³² Jeanne B. Stinchcomb, *Corrections: Past, Present, and Future* (Alexandria, VA: American Correctional Association, 2005) p. 159.

Appendix A

Phase I - Names of Participants

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Las Vegas, Nevada – May 7-8, 2007
Orlando, June 4-5, 2007**

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Appendix B
Phase I - Ice Breaker
Biggest changes in jail operation or
administration

Results of Ice Breaker Exercise – What is the biggest change you have seen in jail operations or administration since you began your career?

[These responses are not in any type of priority order. Also the responses of some participants were more general, others quite specific. The number in parenthesis indicates the number of participants who specifically mentioned the change. So, for example, two participants specifically mentioned the increasing number of inmates with mental illness as a major change, and two other participants added the comments noted under that general topic – for a total of four participants.]

- Increasing number of inmates with mental illness (2)
 - Decreasing resources for management of inmates with mental illness
 - Mental health treatment needs
- The new workforce (3)
 - Their sense of “entitlement”
 - More sophisticated workforce (2)
 - Lack of teamwork among employees
 - More diverse careers sought
 - Specialization of employees
 - The diversity of the workforce – more women workers, more workers from different cultures
 - Hiring and retention of younger workers
 - Lack of attractiveness of corrections to newest workers
 - Workforce dynamics
 - Generational differences
 - Impact of the new workforce on traditional management
- Fiscal Issues
 - Need for higher salaries
 - Budgets decrease as inmate population increases
- Transgendered inmates
- Inmate gangs and gang activity, strategic threat groups, young offenders (2)
- Improved public attitude about crime prevention
 - Community collaborations with jails
- Community interest in alternatives to incarceration Community commitment/interest (2)
 - Re-entry programs
 - Interest in work release

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- Challenges of female inmates
- Challenges of juvenile inmates charged as adults
- Improvements in corrections as a profession – from inside the business
 - Jails as a business with the administrator as a ‘CEO’
 - Jails as a profession, like law enforcement
 - Accreditation
 - Improvements in human resource management
 - Improved accountability
 - Business model, data driven
 - Improved training; more complex training
 - Training for supervisors
 - Sophistication of jail managers
- Automation, paperless workplace, improving technology, security (8)
 - More information is available
 - Jail management information systems
 - Employees better able to adjust to technology
- Inmate management and behavior
 - Less punitive approaches
 - Holistic approach to inmate management
 - More programs for inmates (2)
 - Better offender management
 - Diverse inmate population; character of the inmate population
 - Trend to longer term inmates
 - Classification systems better
 - Recognition of the rights of inmates
- Sicker inmates
- Facility design changes – from linear to direct supervision (2)
- Jail crowding (2)
- Better collaboration within the criminal justice system

Appendix C
Phase I - List of Top Ten Issues Identified
by Participants

Phase I - Working Groups - Report of Top Ten Jail Priority Issues

Las Vegas Group 1 (average inmate population: 34-104)

1. Aging facilities - need for physical plant updating
2. Technology - get funding that is still current when installed.
3. Need to hire diverse workforce
4. Recruiting and training; lack of resources to train; ability to hire and pay competitively; lack of tax base; small and limited labor pool; illegal immigrants - need for space to house; ability of staff to communicate with inmates who speak many different languages.
5. Medical services to inmates; ability to afford full-time medical staff; aging inmate population will require more and more expensive care; female inmates require more care; lack of community support programs.
6. Re-Entry Programs; regionalization;
7. Educate the public / Enhance the professionalism of the field
8. Improve effectiveness of community corrections by finding other alternatives to jailing probation/parole violators
9. Increasing number of juvenile offenders in jail
10. Lack of support for local jails generally; BJA needs to include tribal entities in funding solicitations.

Orlando Group 1 (average inmate population: 36 - 194)

1. Employees - recruiting; retention; turnover; change in management philosophy; staff knowing inmates on the outside; not enough staff.
2. Medical - inability to provide 24/7 health care; access to appropriate health care - community doctors vs. correctional medical professionals; infectious disease control for staff and inmates;
3. Mental Health - jail is de facto mental health hospital; no treatment resources available; no access to limited beds in treatment facilities; inability to provide 24/7 mental health care; limited training for staff to manage the population; creates stressful situations for staff that affects turnover.
4. Physical Plant Issues - not enough space; unable to meet code requirements; renovate/update old facilities; replace with newer facilities; unable to provide space for all classifications and services.
5. Training - difficult to keep all staff current on training due to shortages, turnover, etc.; emergency training is difficult because they don't use it often enough; getting older staff to adapt to all technology improvements.
6. Alternative sentencing - lack of programs available; lack of funding to initiate programs.

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7. Juveniles – management issues when based on age; lack of services available; management issues clearly with Millennial inmates.
8. Pandemic Flu Planning – corrections not being placed at the top tier of the vaccination priority will create workforce issues in jails, as well as lack of resources to plan and train all employees involved.
9. Immigration – increase the jail population; increased the need for services; no historical information available to adequately assess illegal aliens.
10. Bi-lingual services – resources not available to provide bi-lingual services for many different languages in the small jail; funding and/or interpreters not available.

Las Vegas Group 2 (average inmate population: 221 – 528)

1. Mental health
2. Qualified workforce
3. Medical
4. Funding
5. Special needs
6. Re-entry
7. Oversight
8. STGs
9. Technology
10. Unfunded mandates

Orlando Group 2 (average inmate population: 222-392)

1. Inadequate facilities (size and antiquated)
2. Finding good in-house medical providers; costs of medications; costs associated with transporting inmates to medical facilities
3. Inmates with mental illness; training staff to recognize and deal with inmates with mental illness
4. Hiring, keeping, training a sufficient number of quality staff; especially true for tribes
5. Communications systems within the jail
6. Automated fingerprint systems linked to AFIS
7. Funding initiatives such as PREA, prisoner re-entry, pre-trial diversion, alternatives to incarceration
8. Improved facility security, more cameras
9. Improve public awareness and understanding of jails, public relations
10. Video visitation/conferencing; inmate-inmate; inmate-attorney; inmate-probation officer; etc.

Las Vegas Group 3 (average inmate population: 706 – 1166)

1. Workforce - hiring qualified staff and keeping them; promote professionalism in our field; retention; parity of benefits; diversity of staff

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2. Immigration
3. Health Care - both medical and mental health issues; mental health; bridge medications; pregnancy; long term medical needs; rising medical costs.
4. Social Services - Increased expectation that we jails are responsible for this. Reentry aftercare, vocational, mental health services, monitoring after release, etc. We need the funding, public support, and staff training to manage these issues.
5. Training for Staff - Communication skills; Training for supervisors is critical to have them mentor and mold our staff, and they need to have the skill to do this.
6. Performance measures - Staff need the proper measures to know if they are doing well. And the measures need to be appropriate and fair and useful. We also measure things like the number of disciplinary reports in each unit, etc. This helps us analyze how effective staff are in their work.
7. Funding - "show me the money" - for expansion, operations, technology and unfunded mandates (local, state and federal)
8. Culture - creating a positive culture; maintaining a positive culture; it's all about relationships, accessibility, visibility, approachability; communicating values and mission/philosophy.
9. Inter-agency cooperation - lobbying and having a voice with the public and legislative body; politically influencing; courts; public defenders; prosecutors; municipal/state/federal law enforcement; probation/parole; state corrections; prisoner re-entry; human services; mental health.
10. Inmate management/classification - STGs, gangs, gangs and more gangs; right inmate for right location; too many categories of inmates over which we have little or no control; ever increasing population of minorities and need for cultural competencies; pandemic event; crisis management for staff and inmates.

Orlando Group 3 (average inmate population: 500 - 642)

1. ADA design/renovations - architectural guidelines; resources; staffing; equipment.
2. Medical formularies - need a study; psychotropics and others.
3. Disaster planning guides - CD, DVDs, multi-agency approaches
4. Best practices in mental health - what are they? for urban, rural, suburban jails; use of psychiatric telemedicine; partnerships.
5. Recruitment and retention best practices - what are they? for urban, rural, suburban jails.
6. Mental Health - have "corrections CIT" crisis intervention teams (Memphis Model); technical assistance and training.
7. Central reporting of infectious diseases - information exchange when inmates are transferred; coordination with local health departments.
8. STGs - gathering information; interpreting information; classification issues; policy/practice issues; management of gang members; recognition of gang tattoos

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(software); strategies for information sharing with existing federal/local/state initiatives.

Las Vegas Group 4 (average inmate population: 1420 – 1589)

1. Raise public awareness and political support for jails – commissioners, boards of corrections, sheriffs; through local, state, national associations.
2. Sufficient and well trained workforce – minority recruitment; retention; positive environment; focused training; unions/labor groups.
3. Collaborative criminal justice and community services – re-entry programs; educational programs; vocational training; life skills; inter-agency intelligence; population management.
4. Mentally ill offenders – improved community resources; diversion programs; raise public/political awareness; enhanced and trained staff; mental health courts.
5. Illegal aliens/immigration – staff training; language barriers; ICE training; overcrowding issues; asset forfeiture.
6. Population management – classification issues; faith-based initiatives for re-entry; mental health ; ICE; juveniles; women; special needs groups.
7. Long range planning – facilities/physical plant; succession planning; staffing; technology; population trends; crime trends.
8. Medical costs – independent assessment; third party review; community standard of care; NCCHC/accreditation.
9. Gangs/threat groups – information sharing; staff training; systems approach; juveniles tried as adults; classification.
10. Technology – security systems; JMS; automated medical records; cell phone detection; more integrated systems; IT unit and support.

Orlando Group 4 (average inmate population: 736-1332)

1. Medical – severity of issues; multiplicity of issues; more ill offenders; high risk population; MRSA, TB, EBOLA, etc; escalating medical costs; pharmaceutical costs; increased infrastructure needs (negative air, AED, etc.); nurse and nursing home care; ADA compliance issues.
2. Mental Health – exploding population; severity of conditions; physical plant limitations; appropriate standard of care; staffing training; increased risk of suicide; need for diversion; transition to the community; economies of mental health – cheaper in jail!
3. Staff – recruitment; retention; motivation; need for flexibility in jobs; shrinking pool of applicants; hiring criteria; expectations and reality; education and competency, qualifications; unions!
4. Female offenders – increasing numbers; greater needs; more programming; child and family issues; vocational training.
5. Succession planning – identify future leaders, leadership training; reinforce organizational philosophy; develop creative workplace.

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6. Cultural diversity – religious issues; diets; language and translation; culturally specific issues; limited family contacts.
7. Strategic threat groups (STGs)/Gangs – identification, separation, personal threats; staff safety; documentation of decision making.
8. Budgets – diminishing; competing interests; lack of taxpayer support; increased security needs and justification.
9. Capacity/Crowding – “no build” mandates; limited control over intake; need to control inputs and outputs.
10. Re-entry/recidivism – need for community partnerships; identification of community resources; greater community access to jails.

Las Vegas Group 5 (average inmate population: 1714 – 5401)

1. Mental health - jails need to make the rest of the system work to avoid jails being the asylums of last resort; transition to effective community case management
2. Criminal justice system collaboration front to back management of resources
3. Hiring qualified candidates.
4. Using effective screening tools to divert inmates with mental illness to community resources – system-wide look
5. Job satisfaction/retention – impact of work place decision on female staff, families, 12 hour shifts, mandatory overtime
6. Communicable diseases – TB, MRSA, Hepatitis, meth users sapping resources
7. Inmate classification systems – review, reconsider, validate.
8. Special populations; mentally ill, STG, drug trade, identification and jail intelligence
9. Career development/training – developing our replacements; early mentoring; development of supervisors and managers
10. Managing the correctional image – advocating for national resources; e.g. executive level training/national academy for corrections (like the FBI NA)

Orlando Group 5 (average inmate population: 1919 – 6005)

1. Staff issues - generational issues; motivation; recruitment; retention; why people stay; maintaining the motivation of new recruits; developing supervisors; field training officers. is pre-service training good and is it weeding out the new employees who should not stay? How effective are sergeants? How effective are performance appraisals? Union issues – include as stakeholders and work cooperatively. Staff demographics; emergency preparedness--in the face of the new workforce, will they show up when we need them?
2. Technology - technology/biology interface; what's coming in technology.
3. Fundamental Mission Change – need to prepare for the future – what will jails be? How will they relate to the community? Are they the new mental health hospitals? Need to ask questions and prepare.
4. Mental Health care – affording it all, including psychotropic meds.

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5. Physical Plant – linking future new construction or renovation to mission change; identify options other than and cheaper than concrete; how can technology help? look at building with less life span.
6. Juvenile and Youth crime – jails ability to respond to changing public policy regarding juveniles and crime.
7. Justice system being overloaded and overcrowded – pressure on the justice system – more inmates, fewer judges, prosecutors, public defenders; impact of public policy and law changes on flow [slower] of pre-trial inmates through the system.
8. Re-entry issues – gaining public support; more than just funding – need community attitude change; build sustainable programs.

Appendix D

Explanatory Details for Table 8

Explanatory Details for Table 8

Issue #1:

1. Take a role (in conjunction with Centers for Disease Control (CDC) to change the vaccination policy (regarding the flu pandemic) of correctional staff; (moving from Tier 2 to Tier 1).
2. Provide the capacity/strategies/protocols for jails to conduct a medical services needs assessment to see the “big picture”-identifying what types of problems inmates are bringing in, what services are available in the community, how jails can partner with service providers, what pharmaceutical options can reduce costs, etc.
3. Assist with providing information and resources regarding the requirements of the Americans with Disabilities Act on renovations and new construction for jails; guidelines for architects; resources; staffing; equipment.
4. Develop a method for prioritizing mental health conditions – resolve conflicts of what are “serious” mental health conditions versus “behaviors” of inmates.
5. Identify best practices to address man made and natural disasters which could impact jails.

Issue #2:

6. Sponsor networking opportunities around topics identified in Orlando and Las Vegas to create an open forum for these issues. (Maybe create DVD's that can be shared across the country).
7. Provide the capacity/strategies/protocols for jails to conduct a mental health needs assessment, (similar in format to #2); to identify what jails need, what is available in the community, what partnerships can be forged with providers, etc.
8. Provide assistance/conduct a study to determine a formulary for medications (e.g., psychotropics, pain management meds, etc.) Determine if jails can buy from a consortium (such as done by the Veteran's Administration) to lower costs of needed formularies.
9. Fund a public relations campaign to change the image of jails in America (to help with recruiting, so jails do not just end up with the people who have failed to get other jobs).
10. Address inmate medical care; the high cost of medications, unique diseases, etc., plus look at the technology aspect of post-release tracking--possibly an electronic monitoring devise that monitors released inmates to assure that they take their medications (particularly psychotropics), with a feedback response and information transmitted to a local mental health team via GPS, to prevent their re-arrest and incarceration simply because they did not take their medication(s).

Appendices

Issue #3:

11. Provide technical assistance to improve hiring and retention practices; determining hiring levels; training of line officers and supervisors; employee relations
12. Develop a model disaster planning guide (evacuation plans, etc.)
13. Provide resources for disaster planning for jails; CDs, DVDs, and multi-agency approaches.
14. Establish a collaborative process for supporting changes to Medicaid to prevent inmates from losing their eligibility when incarcerated pre-trial; and shorten the process of reestablishing their eligibility when released to prevent lapses in care/medications – which can sometimes mean re-arrest.
15. Provide funding to expand resources for jails. Look at funding for caseworkers, managers, re-entry coordinators, etc., along with software and computer systems to help them, as well as evidence-based programs.

Issue #4:

16. Encourage information-sharing (ICE, FBI, DOJ, etc.) with jails, interfacing information so that everyone has access to necessary databases and model programs, (especially jails holding immigrants). Jails are often excluded because they do not meet some definitions of “law enforcement agency”. Jails have lots of information to share with law enforcement regarding particularly strategic threat groups (gangs), as well as intelligence regarding criminal aliens.
17. Provide technology grants to jails to improve safety, security, staff efficiency, identification systems, inmate tracking, staff training.
18. Identify best practices for mental health services in jails; in all sizes and locations of jails; review use of psychiatric telemedicine, partnerships, etc.
19. Develop a list of what ADA architectural standards are applicable to jails, along with a process for creating a set of standards that is very specific about what is appropriate for jails, particularly older (pre-ADA) jails and smaller jails.
20. Use technology as alternatives to building jails; or as a means to build less expensive facilities by using implanted monitoring devices (vs. fences) and other emerging technology to keep inmates confined and reduce the population.

Issue #5:

21. Provide a formula grant to manage and treat the mental health population, setting aside a certain amount of bed space to dedicated mental health treatment. Smaller jails don't have the capacity to apply for and/or manage grants. Need to help smaller jails with strategies to leverage community resources to get and manage grants. [Note: This group also provided a sixth recommendation to BJA - Coordinate a national movement to make persons with mental illness a priority on the public agenda—addressing and getting the necessary funding and other resources whoever is going to be responsible.]

Appendices

22. Provide funding resources for jails for initiatives such as PREA, inmate re-entry, pretrial diversion, sentencing alternatives, public awareness and understanding, etc.
23. Identify best practices in recruitment and retention for jails in all locations and of all sizes. [Note: This group also identified three additional recommendations for BJA: provide crisis management training (CI T) model for jails; facilitate central reporting for infectious diseases to protect inmates and staff when inmates are transferred from facility to facility; and provide for information exchange, training for gangs and strategic threat groups in jails including gathering and interpreting information, policy and practice, inmate management of gang members, recognition software for tattoos, strategies for information exchange.]
24. Maintain an ongoing database of available resources for released offenders to access in case of emergency, along with a template for emergency plans.
25. Get the “value-added” message out to communities about their jails, through private not-for-profit organizations; identify private foundations that fund creative initiatives to promote positive changes. [Note: this group also provided a sixth recommendation regarding identifying how private funding sources can be used to develop and implement jail programs.]

Appendix E
Phase I - Agendas
Las Vegas and Orlando

AGENDA

Funding Initiatives for Jails – Now and the Future
Bureau of Justice Assistance
and the Center for Innovative Public Policies, Inc
Las Vegas, Nevada
May 7 – 8, 2007

Sunday, May 6, 2007

Participants arrive. Dinner on your own;
save receipts!

4:30 Adjourn

5:30 Dinner on your own

Monday, May 7, 2007

Breakfast – Provided by Hotel

8:30 Convene
Introductions, Objectives
Schedule
Logistics

9:00 Presentation 1: Demographics
Dr. Jeanne B. Stinchcomb

9:45 Break

10:00 Presentation 2: Inmate
Management
Susan W. McCampbell

10:45 Presentation 3: Special
Populations
Susan W. McCampbell

Noon Lunch (Catered)

1:15 Presentation 4: Workforce
Elizabeth Price Layman

2:00 Presentation 5: Technology
Pete Cosgrove

2:45 Break

2:45 Small Group Work

Tuesday, May 8, 2007

Breakfast – Provided by Hotel

8:30 Convene

8:45 Small Group Work

10:00 Break

10:15 Reporting Recommendations

Noon Lunch (Catered) /Adjourn

Funding Initiatives for Jails – Now and the Future
Bureau of Justice Assistance
and the Center for Innovative Public Policies, Inc
Orlando, Florida June 4 – 5, 2007
Salon 7/8

Sunday, June 3, 2007

Participants arrive. Dinner on your own; save receipt!

Monday, June 4, 2007

7:00 – 8:00 Continental Breakfast, Salon 7/8
8:00 Convene, Objectives, Schedule, Logistics, Overview of BJA
8:30 Introductions
9:45 Presentation – Demographics, Dr. Jeanne B. Stinchcomb
10:10 Presentation -Technology, Peter Cosgrove, NLECTC
10:35 Presentation – Workforce, Elizabeth P. Layman
11:05 Presentation – Inmate Management, Susan W. McCampbell
11:25 Presentation – Special Populations – Beth Creager Fallon

Noon Lunch - Salon 20

1:15 Instructions for Group Work
1:30 Small Group Work
3:15 Group Presentation 1
3:45 Group Presentation 2
4:15 End of Day Activities/Adjourn


5:30 Dinner Salon 20

Tuesday, June 5, 2007

7:00 – 8:00 Continental Breakfast, Salon 7/8
8:00 Convene
8:15 Group Presentation 3
8:45 Group Presentation 4
9:15 Group Presentation 5
10:00 Instructions for Group Work
10:15 Group Deliberations
10:45 Report Out
11:15 End of Program Activities


Noon Adjourn/Lunch Salon 20

Appendix F
Phase I - Power Point Presentation
Las Vegas/Orlando



The Future of Jails and Jail Funding Initiatives

Bureau of Justice Assistance
June 4 – 5, 2007
Orlando, Florida




What are we doing here?

- BJA has asked for input on future funding initiatives
- Combine what the research says with informed opinions, experience, knowledge of subject matter experts
 - What’s going on in the field?
- Deliberate, think, imagine
- Report to BJA, & outreach to the field through professional organizations and articles, etc.

Facilitators


- Susan McCampbell, CIPP
- Jeanne Stinchcomb, FAU
- Elizabeth Layman, Price/Layman
- Beth Fallon, CIPP
- Pete Cosgrove, NLECTC

- Julius C. Dupree, Jr., Policy Advisor, BJA
- Mike Jackson, National Sheriffs’ Association
- Gwyn Ingley, American Jail Association




**Bureau of Justice Assistance
Overview**

Presented by Julius Dupree



BJA Mission


- To provide leadership and services in grant administration and criminal justice policy development to support local, state, and tribal justice strategies to achieve safer communities.
- BJA's overall goals are to (1) reduce and prevent crime, violence, and drug abuse and (2) improve the functioning of the criminal justice system. To achieve these goals, BJA programs emphasize enhanced coordination and cooperation of federal, state, and local efforts.



Overview


BJA has three primary components:

- Policy Office - Provides national leadership in criminal justice policy, training, and technical assistance to further the administration of justice. It also acts as a liaison to national organizations that partner with BJA to set policy and help disseminate information on best and promising practices.
- Programs Office - Coordinates and administers all state and local grant programs and acts as BJA's direct line of communication to states, territories, and tribal governments by providing assistance and coordinating resources.
- Planning Office - Coordinates the planning, communications, and budget formulation and execution; provides overall BJA-wide coordination; and supports streamlining efforts.



Policy Areas

- Corrections
- Law Enforcement
- Adjudications
- Substance Abuse and Mental Health
- Information Sharing
- Crime Prevention



Corrections Initiatives

Prisoner Reentry


- Justice Investment
- Housing
- Assessments
- Collaboration with FBCO and Corrections Guide
- Jail Reentry Policy Brief
- Reentry of Methamphetamine Addicted Offenders



Corrections Initiatives

Sex Offender Management

- Training and Technical Assistance
- Policy training for state legislators
- Housing
- Supervising sex offenders in rural areas
- Case management strategies and tools
- Enhancing law enforcement's role in sex offender management
- Citizen involvement in sex offender management



Corrections Initiatives

Sex Offender Management

- Training and Technical Assistance
- Policy training for state legislators
- Housing
- Supervising sex offenders in rural areas
- Case management strategies and tools
- Enhancing law enforcement's role in sex offender management
- Citizen involvement in sex offender management



Corrections Initiatives

Other efforts

- Correctional Options
- Correctional Intelligence
- Pandemic response in institutions
- Performance-based measurement system
- Workforce project
- Information technology

Introductions

- Groups of two; confer for 5 minutes
- Introduce one another
- Name, organization, position, how long been with the organization
- What's the biggest *change* you have seen in jail management since you began working in profession?

DEMOGRAPHICS, CRIME TRENDS, AND PUBLIC POLICIES:

What does the future hold for jails?



Jeanne Stinchcomb, Ph.D., Professor
 Department of Criminology and
 Criminal Justice
 Florida Atlantic University, Ft.
 Lauderdale

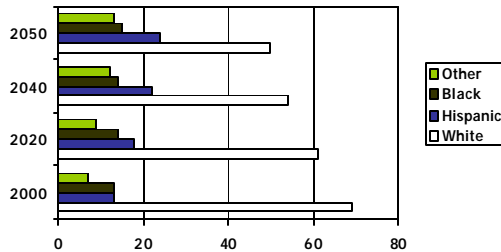


OVERVIEW



- **U.S. demographic trends**
- **Age and family-related factors**
- **Overview of the jail population**
- **Crime trends and the jail population**
- **Local policies and jail populations**
- **Projecting the jail population**
- **Sorting out the statistics**

DEMOGRAPHIC TRENDS AND THE “NEW AMERICA”



AGE AND FAMILY FACTORS



- Growing populations—elderly and youth
- Juvenile courts—waiving jurisdiction
- Increased juvenile crime—less extended family; more single parenthood, weapons, gangs, poverty
- Jail inmates:
 - 56% from single-parent family or guardian
 - 1 in 9 lived in foster home or institution
 - 1 of 3 had alcohol/drug abusing guardian
 - 46% have family member who's been incarcerated

JAIL POPULATION OVERVIEW

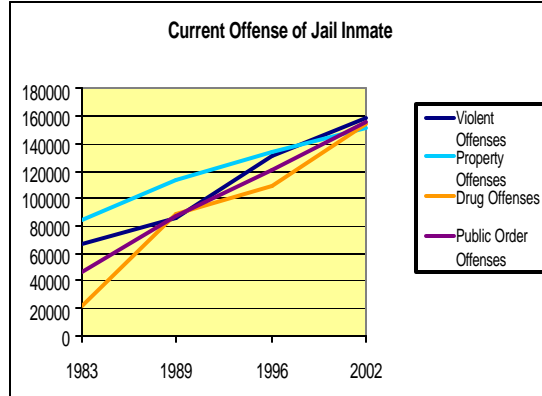
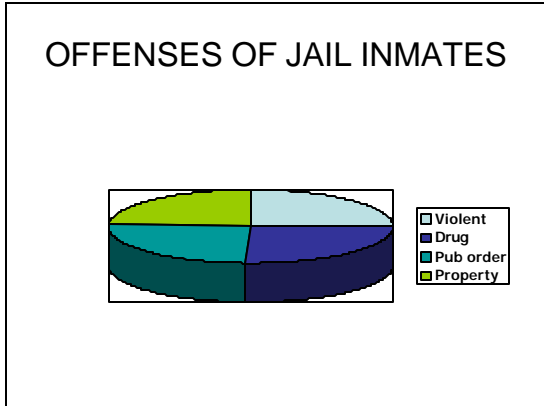
- 9 of 10 = males
- 6 of 10 = racial/ethnic minorities
- 33% = alcohol users
- 29% = drug users
- Mental illness = double rate of general population
- 44% = less than high school
- Impact of drug enforcement and educational policies



CRIME TRENDS AND JAIL POPULATIONS

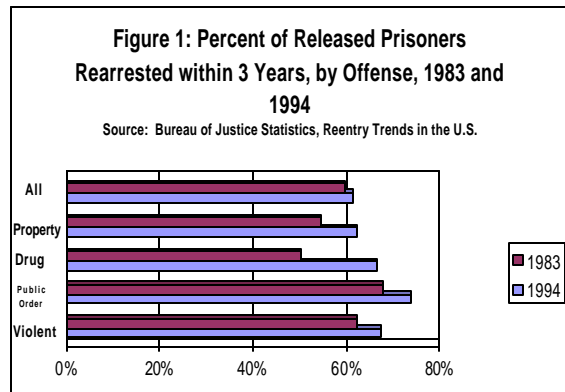
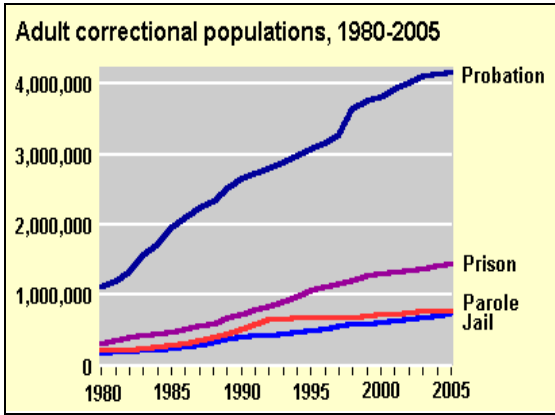


- Serious violent crime = decreasing
- PERF forecasting = nationwide surge
- Pretrial population = implications
- Jail population = increasing now
- Why???



LOCAL CRIMINAL JUSTICE POLICIES IMPACTING JAILS

- Pretrial detention
- Case disposition
- Conviction data
- Sentencing
- Probation/parole violations



JAIL POPULATION SPECULATION

- (1) Same as past 5 yrs = +200,000 by 2010
- (2) Slower, similar to past 2 yrs = +100,000 by 2010
- (3) Only includes demographics = +<100,000 by 2010

**JAIL POPULATION PROJECTIONS:
a crap shoot!**



SORTING OUT THE STATISTICS


- Population growth/crime rates = jail impact??
- Public policy = jail impact??
- Population growth/crime rates = easier
- Public policy = more difficult, but more leverage




**Correctional Technology:
*What's The Real Future?***


Orlando, Florida
June 4, 2007

When you are in deep trouble, say nothing, and try to look inconspicuous.



**Technology
Not The Problem**

- News reporters can send reports from anywhere in the world, but correctional officers can't talk to each other in the same building.



IS TECHNOLOGY "THE" ANSWER ?





POSSIBLE TECHNOLOGIES

- Millimeter microwave
 - Replace pat downs and strip searches
- Video
 - Electronic eyes
 - “Intelligent” video
- Radio Frequency Identification (RFI)
 - Inmate and staff tracking

POSSIBLE TECHNOLOGIES

- Biometric Advancements
 - Human “bar codes”
 - Control access to certain areas
 - Determine if fed or medicated
- Telemedicine
 - Transmit vital signs via internet
 - Video conference with doctor
 - Reduce the cost and risk of transportation

POSSIBLE TECHNOLOGIES

- Information Sharing
 - Simplifying booking
 - Risk awareness
- Computer Assisted Functions
 - Video visitation via internet
 - Hearing and arraignments via secure internet
- Non Lethal Weapons
 - Using light, sound or magnetic fields
- Various Detection Devices
 - Help identify contraband

Questions for discussion

- Would changes in the technology available to probation and parole affect technology needs for jails ?
- What improvements in technology would improve the operations of your jail?
- What type of medical monitoring might be useful?
- Would audio monitoring be a useful tool, if either anger/fear detection or voice translation were possible?

WORKFORCE

Recruitment and Retention in the 21st Century

Elizabeth P. Layman

The Future Picture

- Today’s new worker –
9 jobs before age 32
- 40% of new police recruits will leave within 3 years
- 20,000 more corrections officers needed by 2012
- 40% minorities by 2020

Recruiting – Then and Now

MARKET	THEN	NOW
WHO	good soldiers, company-people	critical thinkers, independent
WHAT	benefits of job, job security	Growth, self-fulfillment, career mobility
WHEN	reactive	pro-active
WHERE	Traditional sources	non-traditional sources

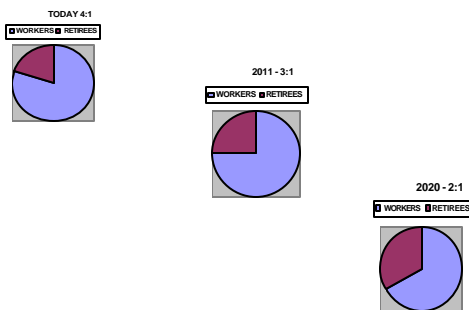
Finding Recruits

2004 Study of 20,000 organizations:

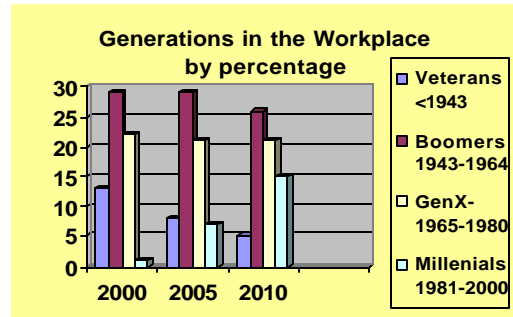
61% of external hires attributed to 2 sources:

1. Employee referrals (32%)
2. The Internet (29%)
 - Monster.com
 - Youtube.com recruiting videos
 - Agency websites

Probable Workers vs. Retirees



Generations in the Workplace by percentage



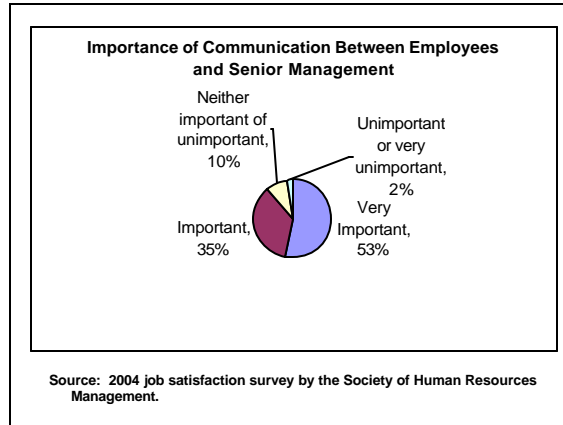
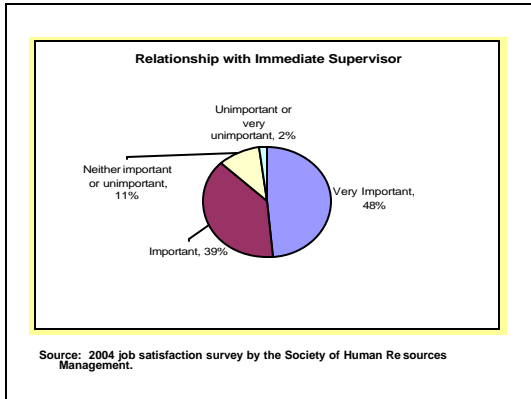
Why Employees Leave

- 88% say they leave for reasons other
- Job/person mismatch
- Little coaching or feedback
- Few opportunities for growth/development
- Don't feel valued; or devalued
- Overwork stress/life-imbalance
- Lack of trust/confidence in leaders



Workplace Perception

Veteran	Boomer	Gen X	Millenial
OK w/ bureaucracy	Seek harmony, consensus	Seek work/life balance	Achievement oriented
Direct	Like teamwork	Autonomous	Multi-taskers, bored with repetition
In for the long haul	Live to work	Work to live	Need change, challenges



The CHALLENGES

Re-think recruitment CONSIDER

- who you are recruiting
- where to find them
- what they are looking for
- core competencies

The CHALLENGES

Focus on retention -
CONSIDER:

- why people leave or stay – don't assume you know
- provide career growth and opportunity
- find, train and support competent SUPERVISORS
- improve succession planning

The CHALLENGES

Stay future-focused:

- Knowledge is power
 - Census information
 - Current publications and materials
 - Know trends in public policy
 - Proactive efforts
 - Break with tradition

BottomLine

“Using the past to see the future is like driving a car by only looking in the rear view mirror.”

Allen Beck 1996

Resources



- “*Effectively Managing a Multi-Generational Workforce in Corrections*”
 - 16 hour program; 2 hour transportable module

<http://nicic.org/Library/019950>
- *FutureForce: A Guide to Building the 21st Century Community Corrections Workplace*
www.nicic.org

Inmate Management: Operational Challenges

Susan W. McCampbell
Center for Innovative Public
Policies, Inc.

Challenges



- # and trends
 - Crowding
 - Classification
- Condition of inmates
 - Medical, mental health, services
- Physical Plant
 - Security
- Policy initiatives/Law Changes
 - Re-entry
- Limited local resources
- Stakeholders, partners, community

Number of Inmates

- 747,529 in custody [static]
- ? Dynamic population
 - Millions (duplicated)
- 47% increase since 1995



Conditions

- 46% of inmates report not having a high school diploma, and even more are functioning well below twelfth-grade level on measures of reading, writing, and/or math.
- Almost 70% of inmates admit to regular drug use, (up from 64% in 1996), with 29% reporting use at the time of the offense.
- 66% of jail inmates admit that they drink alcohol regularly, with 34.5% reporting alcohol use at the time of the offense

Medical Issues

- 33% current medical problem
 - Females, older
 - arthritis, hypertension, asthma, heart
 - Disability and impairments



Physical Plant

- Age
- Maintenance
- Replacement
 - Cost, location
- Different functions
- Security



Policy/Law Changes

- Influence of jails vs. other constituencies, lobbyists
- Re-entry – In Florida, 36,000 to be released from prisons this year – 1/3 expected to return



Expenditures

- 1173% increase from 1977 - 2003

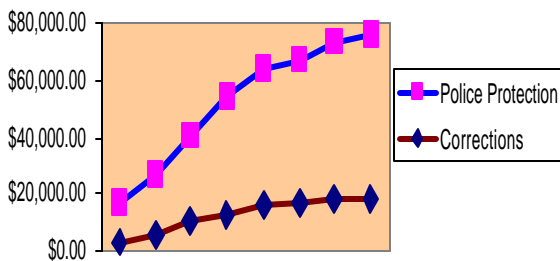


Employment

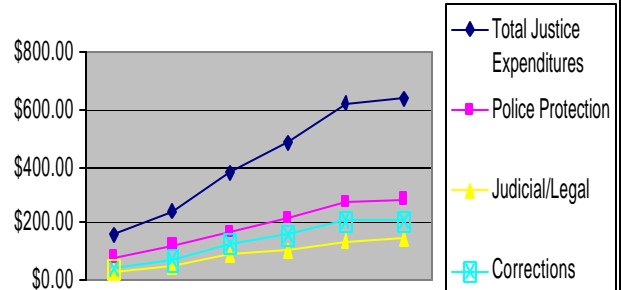
- 249,888 employees
- \$842,000 March 2003 payroll



**Local Government Expenditures
In Millions of Dollars 1982 - 2003**

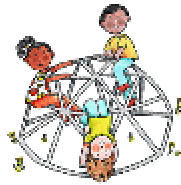


**Criminal Justice Per Capita
Expenditures 1982 - 2003 in Millions of Dollars**



Other

- 91% in per pupil spending 1972 – 2001
- \$745 billion in education spending
- local expenditures (2000)
 - 14% education
 - 11% social services
 - 6% public safety



Public Attitudes

- Goal of “prison” (Gallup for BJS)
 - 48% rehabilitate
 - 15% punish
 - 33% deterrence
- 62% - reducing crime a top priority (Pew – 1/07)
 - Down from 76% in 1/2001
 - Up from 53% in 1/2005



Public Confidence –

Please tell me how much confidence, you, yourself have in: Gallup for BJS

	A Great Deal	Quite A Lot	Some	Very Little
Police	64%	26%	10%	-
State Prison Systems	7.9%	17.6%	42.2%	32.2%

Evidence Based Practice

1. Is a definable outcome(s);
2. It is measurable; and
3. It is defined according to practical realities (e.g. recidivism, victim satisfaction, etc.)



SPECIAL POPULATIONS:

COPING WITH THE
CHALLENGES OF INMATES
WITH NON-TRADITIONAL
NEEDS

Beth Creager Fallon, CIPP, Inc.



WOMEN OFFENDERS

- Escalating proportion of jail inmates, climbing to 12.7% of the population in 2005
- 1995 -2002, # of women increased by 50%
- # of women under supervision by a criminal justice agency is rising faster than arrest rates
- 1992 - 2001 arrests of women for drug-related offenses increased by more than 50%

Female Offenders Are Typically



- Women of color
- Undereducated/unskilled with below average income & sporadic employment background
- From fragmented families w/other family members involved in the criminal justice system
- Survivors of physical/sexual abuse
- Have significant histories of substance abuse
- Suffer from multiple physical/emotional problems

Operational Issues



- Special hygiene issues
- Accommodations for pregnant or nursing mothers
- Protection from sexual assault by other inmates (and/or staff)
- Emotional distress resulting as a result of being separated from their children (250,000 children whose mothers are in jail)
- Inappropriate male/gender-neutral classification procedures

MENTALLY-DISORDERED OFFENDERS

- Embraces a wide range of behaviors from the mildly disoriented (or neurotic) to the severely psychotic
- More than 50% of all prison and jail inmates suffer from mental illness
- 479,000 people in local jails (64% of all jail inmates)



In Addition

- 25% of jail inmates with mental illness have been incarcerated 3 or more times
- Female inmates have higher rates of mental illness (75% of women in local jails)
- 76% of jail inmates with mental illness meet criteria for substance dependence or abuse
- Jail inmates who have mental illness are 3 times as likely to report past physical/sexual abuse



GERIATRIC INMATES




- Lack of attention; big impact
 - enormous long-term medical expenses associated with aging inmates
- Medical care costs for inmates over 55 is 3 times that of the younger population
- 1 out of every 23 inmates is 55 or older
- 85% increase in the number of older inmates since 1995
- # of inmates past the age of 55 is increasing at twice the rate of the total prison population

Geriatric Inmate Challenges




- Need for ADA accessible facilities, wider cell doors, Braille signs
- Inability to drop to floor for alarms, stand for long periods of time, walk to activities, hear instructions, climb onto a top bunk, etc.
- Vulnerable to being victimized by younger inmates
- Dietary requirements different from other inmates
- Physically unable to participate in institutional programs



SUBSTANCE ABUSERS

- Over two-thirds of jail inmates are dependent on (or abusing) alcohol or drugs (females have a higher rate)
- 1/2 of all jail inmates were under the influence of alcohol or drugs at the time of their offense
- 16% committed their offense to get money for drugs
- Jail inmates, who are substance abusers, are twice as likely as other inmates to have 3 or more prior probation or incarceration sentences

In Addition




- Alcohol abuse is more common in older offenders
- Younger offenders are more likely to use drugs
- From 1996 - 2002, inmate drug use rose from 64% to 69%
- Marijuana and cocaine/crack most common
- Followed by heroin/other opiates/depressants, stimulants, hallucinogens and inhalants

Methamphetamine

- #1 drug problem throughout country
- Comparable to amphetamine but more potent, longer lasting, and more harmful to central nervous system
- Users vulnerable to serious psychological problems including psychotic symptoms that can last for months or years after use is ended
- "meth mouth", a dental condition caused from meth use, is draining jail facilities health care budgets



SEX OFFENDERS



- Presently, 250,00 offenders
- Communities increasingly concerned about sexual predators - creating new laws
- 19 states currently have laws mandating civil commitment of sex offenders -serving time beyond their sentences- including mandatory treatment
- 2,700 men are presently in "civil commitment" in U.S. costing, on average, 4 times more than regular incarceration
- Sexual offenders are extremely vulnerable to victimization while incarcerated

MEMBERS OF GANGS (Security Threat Groups)

- Threaten institutional security
- Gang affiliations need to be documented, movements monitored, conflicts controlled
- Require caution in assigning housing, moving inmates, serving meals, and providing recreation
- Responsible for considerable violence, and can erode the quality of institutional life



LGBTI

- Lesbian
- Gay
- Bi-sexual
- Transgender
 - Transman
 - Transwoman
 - FTM
 - MTF
- Intersex
- Gender Variant
- Gender identity
- Gender orientation
- Transvestite
- Sexual minorities
- Plumbing = Housing?
- PREA Implications
- Medical issues

Appendix G
Phase I - Summary of Recommendations to
BJA

Summary of Recommendations
(Not in priority order)

1. Provide the means for communities to conduct a needs assessment to establish the “big picture” in terms of what identifying what types of medical/mental health problems inmates are bringing to jail, what services are available in the jurisdiction, what the community’s standards of care are, how jails can partner with service providers, what pharmaceutical purchase options are available to reduce costs, how remotely-located jails can access necessary services, how responsibility for payment can be established, etc.
2. Coordinate with a national movement to raise public awareness concerning the prevalence of mental illness in society, making this a national public policy item and a high political priority. This may include focusing on achieving parity for medical and mental health insurance coverage and addressing the stigma associated with mental illness, as well as integrating case management to enable funding and services to follow the individual into the community upon release from jail.
3. Facilitate an analysis to identify best practices in mental health (e.g., psychiatric telemedicine) for all sizes of jails.
4. Develop a “how to” CD on model programs addressing inmate medical and mental health issues for mass distribution
5. Fund the management and treatment of inmates with mental illness, including training of jail employees.
6. Facilitate an analysis of design requirements, staffing, treatment planning, etc. for an in-jail mental health facility, (anything from 4-5 beds to 1,000 beds).
7. Establish a dialogue between jail practitioners and mental health professionals to more clearly define what is truly a “mental illness” – i.e., distinguishing the symptoms of inmates who have some type of mental health “issues” and those who are “behavior problems.”

8. Establish a means for determining common formularies for psychotropic, pain management, and other medications, (enabling bulk buying at Medicaid rates), to allow jails to purchase necessary pharmaceuticals more cost-effectively.
9. Facilitate the establishment of a crisis intervention team (CIT) approach in jails similar to the model now used by law enforcement (i.e., the Memphis model), along with the resources, (particularly in smaller jails), to enable staff to attend related training sessions.
10. Establish protocols for central reporting of information regarding inmate diseases to assure communication about health problems among jails, as well as between jails and public health authorities.
11. Provide support at the federal level for jails to effectively respond to pandemic flu, anthrax contamination, and other epidemics or emerging threats.
12. Provide resources to help jails explore more creative and innovative approaches to recruiting, hiring, and retaining employees, (e.g., streamlining the selection process, collaborating with community partners, hiring part-timers, performance matching, employee empowerment, participatory management, etc., including ways to work with unions on workforce issues that impact retention and morale).
13. Improve staff training, as well as succession planning and leadership development. In this regard, participants noted the need for enhancing the relevance, quality, and availability of pre-service, in-service, supervisory, specialized, and leadership training. For example, in Las Vegas, participants discussed the need for a "national corrections academy" modeled after the FBI's National Academy as a vehicle for training the future jail leaders who will be needed to replace the anticipated substantial number of upcoming retirements.
14. Consider developing federal funding initiatives specifically directed to smaller jails, including suggesting approaches for collaboration with other

local organizations to ease the burden of applying for and managing grants.

15. Re-entry initiatives:

- Assure that federal funding is not targeted exclusively to state corrections, either by providing funding eligibility for local jails, or requiring state departments of corrections to work with jails and pass-through funding.
- Provide the means to develop programs to make more productive use of “dead time” in jail to help prevent recidivism.
- Assist jails with developing transition plans (especially aftercare for persons with mental illness).
- Encourage jails to identify local resources and forge partnerships with other community services.

16. Security threat groups:

- Create a centralized information-sharing database that would enable jails to more effectively deal with terrorism and high-profile inmates, document decision-making about housing members of security threat groups (to avoid discrimination claims), and gather and interpret jail intelligence data and information.
- Conduct staff training on recognizing and responding to threat groups.
- Develop (or make available) software to help identify and track threat group members, including tattoo recognition.

17. Natural and Man Made Threats

- Provide resources to jails to prepare for natural disasters such as hurricanes and the challenges of responding to domestic and/or international terrorist threats.

18. Technology:

- Create more timely and user-friendly information for jails (e.g., what new technology is in the pipeline; how it can be used in jails; how to assess it in terms of cost/benefit; and issues regarding purchase, staff training, and maintenance).
- Assist jails with obtaining more security with less structural cost.
- Help staff adapt to new technology.
- Develop a “consumer report” for jails, discussing such concepts as new

Appendices

communications systems, an automated fingerprint system linked to AFIS, improved security cameras, implantable chips, technological “walls,” more integrated systems, etc.

19. Co-sponsor with federal partners “one-stop shopping” for jail resources and information.
20. Develop models for jail and community collaboration.
21. Immigration - Better coordination between local jails and federal agencies responsible for immigration issues.
22. Sponsorship of national forums for jail administrators.

Appendix H

Phase II - Names of Participants

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Jail Working Group
Orlando, Florida - November 9 - 10, 2007
As of November 6, 2007**

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Appendices

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Appendix I
Phase II - Agenda for Meeting
November 9 – 10, 2007

Agenda

**November 9 – 10, 2007
Orlando, Florida**

**Jail Leaders Speak:
Current and Future Challenges to Jail Administration and Operations**

**Drilling Down into Priorities:
Recommendations to BJA**

Goal: Provide the Bureau of Justice Assistance (BJA) with detailed outlines of jail-based initiatives/strategies for potential future funding, based on the priority needs of jails of all sizes and geographic locations.

Friday, November 9, 2007

Start	End	
0700	0800	Breakfast, Meeting Room – Salon 6
0800	0830	Introduction, Overview of Objectives, Q&A, Review of BJA mandates related to this project
0830	0930	Overview of <i>Jail Leaders Speak: Current and Future Challenges to Jail Administration and Operations</i>
0930	0945	Break
0945	1030	Review of Priorities, Refine/Define
1030	Noon	Begin Report Out of Priorities
Noon	1315	Lunch (provided) - Salon 5
1315	1345	Identify Top Priority Initiatives Divide into teams for writing Review template
1345	1530	Group Work, Session 1
1530	1615	Group Work, Session 2
1615	1630	Close Out, Q & A, Overview of Saturday
		Dinner on your own

Saturday, November 10, 2007

0700	0800	Breakfast – Salon 6 Travel planning, agenda review, Q & A
0800	0900	Review Final Templates for Priority Strategies
0900	1130	Reporting, Discussion, Finalization
1130	Noon	Close Out
	Noon	Adjourn

Appendix J
Phase II - Participant Developed Priority List
November 9 - 10, 2007

PARTICIPANT DEVELOPED PRIORITY LIST
(number of “votes” for each topic):

- GENERAL
 - Jail advocacy group development and support (6)
 - Data availability (evidence-based) (5)

- MEDICAL
 - Jail-specific pandemic planning and implementation (1)
 - Medicaid benefits coordination (8)
 - Pandemic planning and implementation (1)
 - Medicaid benefits coordination (8)

- INMATE POPULATIONS
 - Integrated system of continuing care (1)
 - Study of inmate population changes and implications [programming/architecture] (3)
 - Impact of immigration and 287-G (4)

- REENTRY INITIATIVES (7)

- WORKFORCE
 - Professional development for mid-level employees (3-10 yr) (4)
 - National academy; leadership development and succession planning (17)
 - Recruitment initiatives (1)
 - Retention and incentives (2)
 - Cultural competence training (8)

- TECHNOLOGY
 - Develop small jail network (including electronic information-sharing) (3)
 - Purchasing software equipment (3)
 - Data system integration (national data base) (7)
 - Teleconferencing w/ mental health professionals (5)

- MENTAL HEALTH
 - Study of models (“best practices”) (4)
 - Develop assessment screening tool (0)
 - Training staff (screen, identify problems) (6)
 - Facility design and staffing (3)
 - CIT (5)

Appendix K

Phase II - Detail of Recommended Initiatives

<p>1. Title of the proposed initiative.</p> <p>DEVELOPMENT OF A COMPREHENSIVE INMATE MENTAL HEALTH SYSTEM</p>
<p>2. Statement of the problem/condition to be addressed: (one paragraph).</p> <p>Jails have become the <i>de facto</i> mental health provider for communities but have not been given the resources (fiscal, etc.) to do the job.</p>
<p>3. Identification of supporting data. <i>What data should the jail have documenting and/or describing the problem/condition and supporting the need for this project? Be specific.</i></p> <ul style="list-style-type: none">• Percentage of inmates taking psychiatric medication• Percentage of inmates screened and determined to need psychiatric services (including self-report)• Number of bookings• Number of bed days of inmates receiving psychiatric services• Number of referrals for outside mental health evaluation/treatment• Statistics on the use of force by staff on inmates taking psychiatric meds• Number of staff hours needed for observation of inmates receiving psychiatric services (, i.e. suicide watch, hospital runs, etc.)• Recidivism rates for inmates receiving psychiatric meds
<p>4. Identification of potential benefits. <i>If the problem/condition is addressed/alleviated, how would jails, inmates, and/or the community benefit?</i></p> <ul style="list-style-type: none">• Inmates receive comprehensive mental health treatment• Reduce the number of bed days, staff hrs, etc.• Reduce recidivism• Reduce expenses associated with psychiatric treatment
<p>5. Description of strategic options. <i>Examples of various strategies that an agency could use to address the problem/condition; list as many as time permits</i></p>

Training the community to develop other resources for placement of offenders(CIT)
Work with community mental health leaders to develop alternative programs for treatment
Coordinate with court system to modify sentences and bail orders once inmates are stabilized
Assist with insurance
Work with state lawmakers to change laws, including uninterrupted Medicaid benefits

6. Determination of key stakeholders. *Who should be involved and what role should they play in project planning, implementation and evaluation?*

- **Local police**
- **Lawmakers**
- **Reentry specialists**
- **Offenders**
- **Prosecutors**
- **Probation and parole**
- **Judges**
- **Families**
- **Jail medical staff**
- **Staff**
- **Community health services**

7. Identify how successful outcomes can be measured. What specific indicators can be used to objectively demonstrate whether the project strategies have effectively addressed the problem/condition?
Reduction of (see #3)

8. Eligibility considerations. Are there any specific criteria that jails should be able to meet in order to apply for funding in this category (e.g., jail size, staffing expertise, etc.)
All Jails

<p>1. Title of the proposed initiative.</p> <p>NATIONAL JAIL LEADERSHIP ACADEMY</p>
<p>2. Statement of the problem/condition to be addressed: (one paragraph).</p> <p>Current jail leaders are concerned about leadership succession. As a result, there is a need to develop core competencies through executive training. There is a void of consolidated resources to address this problem, as well as a lack of jail-specific training competencies to develop future leaders in a consistent manner.</p>
<p>3. Identification of supporting data. <i>What data should the jail have documenting and/or describing the problem/condition and supporting the need for this project? Be specific.</i></p> <p>Data on the number of small, medium, large, and mega jails; percentage of administrative staff anticipated to transition into senior leadership roles within the next five years; current age, education, and experience of jail administrators</p>
<p>4. Identification of potential benefits. <i>If the problem/condition is addressed/alleviated, how would jails, inmates, and/or the community benefit?</i></p> <p>The proactive development of professionally trained jail administrators will insure a pool of well-prepared candidates to maintain uninterrupted jail operations in a consistent manner.</p>
<p>5. Description of strategic options. <i>Examples of various strategies that an agency could use to address the problem/condition; list as many as time permits</i></p> <ul style="list-style-type: none"> • Develop a core curriculum for jail executives • In a central location, develop a residential training program based on the identified core curriculum • Develop a recognized professional certification mechanism based upon successful completion • Develop a follow-up curriculum for continuing (post-training) education

<p>6. Determination of key stakeholders. <i>Who should be involved and what role should they play in project planning, implementation and evaluation?</i></p> <ul style="list-style-type: none">• Current jail administrators from small, medium, large, and mega jails• BJA, AJA, NIC, NSA• Host university (or appropriate organizational affiliation)• Academic representatives
<p>7. Identify how successful outcomes can be measured. What specific indicators can be used to objectively demonstrate whether the project strategies have effectively addressed the problem/condition?</p> <ul style="list-style-type: none">• Number of jail administrators trained in comparison to identified need• Retention of graduates for a five-year period• Six-month follow-up survey to determine the job impact of training
<p>8. Eligibility considerations. Are there any specific criteria that jails should be able to meet in order to apply for funding in this category (e.g., jail size, staffing expertise, etc.)?</p> <p>-Mid-level managers and above (This group debated establishing two years of higher education as a requirement, but ultimately decided against it).</p>

<p>1. Title of the proposed initiative.</p> <p>NATIONAL JAIL TECHNOLOGY IMPROVEMENT PROGRAM</p>
<p>2. Statement of the problem/condition to be addressed: (one paragraph).</p> <p>To address the lack of a national inmate data base which can ascertain an individual's identification and threat risk. To enhance the ability to research, plan, compare/contrast jurisdictions. Assess gang risk, security, crime trends, and re-entry, which cannot be met with existing technology in an efficient, effective and economical way.</p>
<p>3. Identification of supporting data. <i>What data should the jail have documenting and/or describing the problem/condition and supporting the need for this project? Be specific.</i></p> <p>The following data are needed in order to effectively manage:</p> <ul style="list-style-type: none">• Positive identification• Threat risk (violence, escapes)• National immigration status• Gang affiliation• Medical and mental health
<p>4. Identification of potential benefits. <i>If the problem/condition is addressed/alleviated, how would jails, inmates, and/or the community benefit?</i></p> <ul style="list-style-type: none">• Public health• Public safety• Economic efficiencies• Basic research data in order to predict trends• Length of stay- can detect problems in systems – budget forecasting

<ul style="list-style-type: none">• Management information which can convert data into meaningful policy application• Simplify operations.
<p>5. Description of strategic options. <i>Examples of various strategies that an agency could use to address the problem/condition; list as many as time permits</i></p> <ul style="list-style-type: none">• Petition BJA as driving force to integrate data base system into NCIC/AFIS/ICE/VINE• Legislative consortiums/delegations• Collaboration among jurisdictions• Demonstration projects• Tie law enforcement to corrections as a mandate
<p>6. Determination of key stakeholders. <i>Who should be involved and what role should they play in project planning, implementation and evaluation?</i></p> <ul style="list-style-type: none">• The public• All public safety agencies• Inmate population• Corrections staff
<p>7. Identify how successful outcomes can be measured. What specific indicators can be used to objectively demonstrate whether the project strategies have effectively addressed the problem/condition?</p> <ul style="list-style-type: none">• Reduce the number of duplicate entries• Enhance the safety and security of facility by proper placement and classification of inmates.• Improve the health surveillance system• Operations mapping

8. Eligibility considerations. Are there any specific criteria that jails should be able to meet in order to apply for funding in this category (e.g., jail size, staffing expertise, etc.)?

- **All jails**
- **Community corrections agencies**
- **Law enforcement agencies**

1. Title of the proposed initiative:

INCREASING CULTURAL COMPETENCY OF JAIL STAFF IN WORKING WITH OFFENDERS

2. Statement of the problem/condition to be addressed: (one paragraph).

In our jails, we are charged with managing the most diverse people. We have no control over who comes in the door. The jail population is diverse on every dimension – race, religion, sexual orientation, age, ethnicity, language, disability, competency level, etc. Within each of these categories, there are even subcultures.

The two things they do have in common (usually the ONLY two things) are that they are in jail by a court order and they don't want to be there. Most jails operate with staff who are basically lacking in knowledge and understanding of the many diverse characteristics of the jail population. They are given keys to a housing module and we tell them to handle it.

Jails have this diverse population all living together in close space. Because it's a jail, we have no choice over whom we take in. And we know virtually nothing about them. We haven't classified them well – jail classification is much more limited and brief compared to prison classification since we only have most of the population for a short time.

3. Identification of supporting data. *What data should the jail have documenting and/or describing the problem/condition and supporting the need for this project? Be specific.*

- **List of the different countries of origin among the jail population.**
- **Disaggregate the population using committing records to show how different the population's characteristics are. List the different languages spoken, and the different religions among the jail population.**
- **Compile information from incident reports; Identify specific problems that arose based on the cultural barriers.**
- **Survey staff about their cultural awareness.**
- **Note what staff training is currently in existence concerning this topic.**

- **Gather data on inmate-on-inmate assault.**
- **Demographic information about the community at large.**
- **Environmental scan on immigration trends.**
- **Population demographic trends.**

4. Identification of potential benefits. *If the problem/condition is addressed/alleviated, how would jails, inmates, and/or the community benefit?*

- **Improvement in institutional climate.**
- **Fewer altercations based on cultural differences.**
- **Improved and more effective classification.**
- **More credibility with the community; (a safer facility benefits the community).**
- **Better security.**
- **Reduced turnover because officers feel safer.**
- **Programs more responsive to particular needs.**
- **Political benefits – greater acceptance of jail among cultural groups.**
- **Reduced liability and associated costs.**

5. Description of strategic options. *Examples of various strategies that an agency could use to address the problem/condition; list as many as time permits*

- **Subject matter experts will help develop curriculum. This includes advisors on multi-cultural issues.**
- **Pilot, evaluate and revise the curriculum.**
- **Use alternative delivery strategies.**
- **Use distance learning delivery techniques.**

Training should not be such that it is meant to imply that staff must “accept” some of these differences. It must be careful to be designed such that staff are taught about the differences and understand them. Staff do not have to agree with the beliefs, but they do have to understand them and know how to deal with them in a culturally sensitive way that ensures security.

Program should be designed to be all inclusive of the various cultural aspects within the demographics while remaining generic enough to apply to all.

6. Determination of key stakeholders. *Who should be involved and what role should they play in project planning, implementation and evaluation?*

- **Jail staff (sworn and program staff).**
- **Advisory board**
- **Inmates.**
- **Organizational leadership. Support and acknowledge it and demonstrate buy-in.**
- **Community – cultural experts come from the community. We could go into the community and ask members of the various cultural groups to advise.**
- **Media being informed about it.**
- **Inmates' families – use them as sources of information.**

7. Identify how successful outcomes can be measured. What specific indicators can be used to objectively demonstrate whether the project strategies have effectively addressed the problem/condition?

Compare information prior to the implementation of the initiative and after the initiative, to include:

- **Change in staff turnover.**
- **Pre and post surveys administered to staff to measure changes in cultural competency.**
- **Change in number of inmate-on-inmate assaults.**
- **Change in number of incidents and confrontations.**
- **Change in number of grievances.**
- **Lawsuits – individual and class action.**

8. Eligibility considerations. Are there any specific criteria that jails should be able to meet in order to apply for funding in this category (e.g., jail size, staffing expertise, etc.)?

Focus on jails only. Because we get them first. Size of jail does not matter.

<p>1. Title of the proposed initiative</p> <p>DEVELOPING A MODEL REENTRY PROGRAMS TAILORED TO ALL SIZE JAILS, INCLUDING TRIBAL JAILS</p>
<p>2. Statement of the problem/condition to be addressed: (one paragraph).</p> <p>There is a need for entry program models that are designed for short-term and pretrial populations. The lack of these programs leads to higher levels of recidivism, jail overcrowding, excessive workloads for jail staff, and duplication of services within the community.</p>
<p>3. Identification of supporting data. <i>What data should the jail have documenting and/or describing the problem/condition and supporting the need for this project? Be specific.</i></p> <ul style="list-style-type: none">• Length of stay• Number of bookings• Number of releases• Percentage of pretrial population• Recidivism rates per type of crimes committed• Committing and classification data• Pleas to time served
<p>4. Identification of potential benefits. <i>If the problem/condition is addressed/alleviated, how would jails, inmates, and/or the community benefit?</i></p> <ul style="list-style-type: none">• Lowering inmate population• Decrease in recidivism• Reduction of costs• Increase in average length of time between admissions

5. Description of strategic options. *Examples of various strategies that an agency could use to address the problem/condition; list as many as time permits*
- **Collect information on all relevant community programs that can assist in reentry**
 - **Develop a “Release Kit” for each inmate that could include information on community programs that assist with reentry, health services, psychiatric services, locations of NA/AA meetings, medication, and transportation arrangements (bus pass, taxi fare, etc)**
 - **Develop in-house educational videos (i.e. life skills, basic health care, conflict resolution) for inmates**
 - **Develop short-term substance abuse treatment programs that could coordinate with community outpatient programs**
 - **Develop mentoring programs**
6. Determination of key stakeholders. *Who should be involved and what role should they play in project planning, implementation and evaluation?*
- **Jail command staff**
 - **Families**
 - **Offenders**
 - **Jail staff**
 - **Volunteers**
 - **Probation/parole and or community corrections**
 - **Community resources**
 - **Judges**
 - **Prosecutors**
 - **Funding sources**
 - **Tribal leaders**
 - **Local law enforcement**
7. Identify how successful outcomes can be measured. What specific indicators can be used to objectively demonstrate whether the project strategies have effectively addressed the problem/condition?
Inverse of # 3

8. Eligibility considerations. Are there any specific criteria that jails should be able to meet in order to apply for funding in this category (e.g., jail size, staffing expertise, etc.)?

All jails including tribal jails

<p>1. Title of the proposed initiative.</p> <p>JAIL ADVOCACY GROUP OR COMMUNITY AWARENESS OF JAILS AS A COMMUNITY RESOURCE OR “LIGHTS ARE ALWAYS ON” PROJECT</p>
<p>2. Statement of the problem/condition to be addressed: (one paragraph).</p> <p>The public is basically unaware of the role and importance of the jail within the community, and does not know the functions of the jail. Jails are the best research source in the community. We must deal with so many different aspects of the population. We house family, friends, and neighbors. We have almost an exclusive population that serves the community itself. Prisons house persons from all over the state, and country. Our jail reflects the demographics of our community.</p> <p>E.g., MRSA – it was showing up in our jails, which means that it is certainly in our community.</p>
<p>3. Identification of supporting data. <i>What data should the jail have documenting and/or describing the problem/condition and supporting the need for this project? Be specific.</i></p> <ul style="list-style-type: none">• Number of small, medium, large and mega jails, regional jails. Population of jails across the board.• Marketing/Community survey to determine what the public knows about jails.• Media contacts to discuss what they know about jails.• Town hall meetings.• Schools and juveniles.....surveys within the schools. Some kind of school programs.• Go to university Criminal Justice Departments to survey students about their knowledge of jails.
<p>4. Identification of potential benefits. <i>If the problem/condition is addressed/alleviated, how would jails, inmates, and/or the community benefit?</i></p> <ul style="list-style-type: none">• Professionalize jail staff – reduce turnover and increase successful recruitment and hiring efforts.• Support the efforts of jails to obtain needed funding.• Better understanding of legislative bodies concerning jail funding, staff pay, etc.• Correct misperceptions about the differences between jails and prisons.

5. Description of strategic options. *Examples of various strategies that an agency could use to address the problem/condition; list as many as time permits*

- **Fund a national campaign of education and public awareness-- i.e., such as was done with seatbelts, McGruff, Smokey the bear etc.**
- **Videos, CD's etc. which can be taken out to the community each time a jail administrator must speak to community groups, legislators, civic groups, etc.**
- **NIC has a nice CD about jails.**
- **Community speakers' bureau.**
- **Develop ongoing relationship with the Media, faith-based organizations, community groups, legislators, governing bodies, (city commission, county commission, etc.)**

6. Determination of key stakeholders. *Who should be involved and what role should they play in project planning, implementation and evaluation?*

- **Governing body**
- **PIO's**
- **Media**
- **Line staff**
- **Organizational leadership**
- **National organizations, such as AJA, NSA, NIC**
- **Inmates**

7. Identify how successful outcomes can be measured. What specific indicators can be used to objectively demonstrate whether the project strategies have effectively addressed the problem/condition?

- **Pre and post surveys**
- **Staff turnover/retention**
- **Media stories – how informed, positive or negative they are**
- **Number of media spots actually delivered before and after the project**
- **Number of jail tours**
- **Impact on legislation and the change in the nature of the relationship between jail leadership and the**

governing body and its members. (e.g. Miami-Dade has opened discussion of a “Corrections Impact Study” when new criminal justice legislation is proposed)

8. Eligibility considerations. Are there any specific criteria that jails should be able to meet in order to apply for funding in this category (e.g., jail size, staffing expertise, etc.)?

- **Community Corrections**
- **Local jails**
- **DOJ should also invest resources in creating a national campaign, which supports the local efforts of educating the public about jails.**
- **This really does need to be supported by a national campaign.**

<p>1. Title of the proposed initiative.</p> <p>DATA-DRIVEN EVIDENCE-BASED PRACTICES FOR JAILS</p>
<p>2. Statement of the problem/condition to be addressed: (one paragraph).</p> <p>There is an absence of sufficient jail-related research to make informed decisions and assess program effectiveness. Additionally, this would enable us to forecast needs, make long-range plans, and develop a protocol for determining best practices.</p>
<p>3. Identification of supporting data. <i>What data should the jail have documenting and/or describing the problem/condition and supporting the need for this project? Be specific.</i></p> <p>It is essential to capture process information about the nature of program delivery, as well as immediate outcome data, accountability measures, and long-term impact information</p>
<p>4. Identification of potential benefits. <i>If the problem/condition is addressed/alleviated, how would jails, inmates, and/or the community benefit?</i></p> <p>Everything would be better!.....i.e., enhanced program efficiency, cost-effectiveness, public safety, agency accountability, access to grant funding. Identifies strengths and weaknesses, not only in individual programs, but also in terms of community-wide issues demanding attention. Enables tailoring programs to meet specific needs. Maximizes staff resources.</p>
<p>5. Description of strategic options. <i>Examples of various strategies that an agency could use to address the problem/condition; list as many as time permits</i></p> <p>Collaborate with community providers, researchers, the educational community, law enforcement, prosecutors, probation/parole, and other justice-related agencies as needed. This would be a two-pronged emphasis: collaborate and coordinate existing data collection systems, as well as, on a more robust long-term basis, building a system that is more unified, comprehensive, and user friendly that will give us the information needed</p>

<p>to make evidence-based decisions and plan proactively to address future needs.</p>
<p>6. Determination of key stakeholders. <i>Who should be involved and what role should they play in project planning, implementation and evaluation?</i></p> <p>All components of the criminal justice system, as well as human service/social welfare delivery providers, researchers/educational community, legislators, state, local, and federal policymakers.</p>
<p>7. Identify how successful outcomes can be measured. What specific indicators can be used to objectively demonstrate whether the project strategies have effectively addressed the problem/condition?</p> <p>Indicators would be:</p> <ul style="list-style-type: none">• The extent to which policymakers use the data available• Whether the data enable local jail administrators to identify bottlenecks in the criminal justice system• The extent to which the data are communicated in a meaningful, useful manner that is simplified enough to be useful in decision-making• Whether the data ultimately drive more enlightened decisions by taxpayers when considering issues such as local bonds• The extent to which the data influence the media’s portrayal of corrections, along with related public opinion• Whether the outcome promotes an improved relationship between jails and the research community, particularly in terms of the ability to perform more sophisticated analyses of jail data• The extent to which the data can be used to demonstrate the jail’s value to the local community
<p>8. Eligibility considerations. Are there any specific criteria that jails should be able to meet in order to apply for funding in this category (e.g., jail size, staffing expertise, etc.)?</p> <p>Every jail should be eligible, but the large jail network would be the place to start</p>

Appendix L
Power Point Presentation
November 9 – 10, 2007

Power Point Presentation – November 2007, Orlando Meeting

What are we doing here?



- Considering recommendations in: *Jail Leaders Speak: Current and Future Challenges to Jail Administration and Operations*
 - Task One: Review recommendations
 - Task Two: Define/refine recommendations
- Final recommendations

Introductions

- Groups of two; confer for 5 minutes
- Introduce one another
- Name, organization, position, how long been with the organization



Facilitators

- Susan McCampbell, CIPP
 - Jeanne Stinchcomb, Florida Atlantic University
 - Elizabeth Layman, Price/Layman
 - Beth Fallon, CIPP
 - Pete Cosgrove, NLECTC (in absentia)
 - Jeff Elkins
- Observers
- Julius C. Dupree, Jr., Policy Advisor, BJA
 - Thurston L. Bryant, Policy Advisory, BJA
 - Hilary Burgess, National Sheriffs' Association
 - Jim Barbee, National Institute of Corrections
 - Gwyn Smith-Ingley, American Jail Association

1 Priority

(page 26)

1. Medical/mental health
 - a) Needs assessment
 - b) Community-based models
 - c) Awareness re: mental health
 - d) Best practices in mental health care
 - e) \$ for mental health treatment, staff training
 - f) Jail as mental health hospital
 - g) Common formularies/Medicaid issues
 - h) CIT for corrections
 - i) Central reporting of inmate health issues
 - j) Emergency responses (pandemic, flu, anthrax)

Logistics



- Logistics
- Reimbursement
- Agenda/Schedule
 - Overview report
 - Reaffirm priorities (small groups)
 - Decide on top five – ten (large group)
 - Decide on groups to “drill down”
 - Use reporting formats to guide deliberations
 - Report out
 - Consensus
- Questions?

2 Priority

2. Workforce
 - a. Hiring issues
 - b. Employee training

“Drilling Down”

1. Title of proposed initiative
2. Statement of the problem/condition to be addressed
3. Identification of supporting data
4. Identification of potential benefits
5. Description of strategic options
6. Stakeholders
7. How is success measured?
8. Eligibility



3 Priority

3. Small Jails
 - a. \$\$ to smaller jails recognizing special needs

4 Priority

4. Programmatic Recommendations
- a. Re-Entry
 - b. STG
 - c. Natural and man-made disasters
 - d. Technology

Divide Up the Work

- Coordinator for each issue
- Two sessions
- Working on multiple issues
- Note takers' role

Small Groups

- Review the priorities discussed
- Debate – perspective from different sized jails
- Define/refine
- Report out top five issues – be specific
- Group One – Greyeyes, Divelbiss, Charlton
- Group Two – Bower, Applebee, Dennis
- Group Three – Patterson, McCoy, Leach
- Group Four – Glanz, Wall, Slater
- Group Five – Rutherford, Ryan, Coleman



“Drilling Down”

1. Title of proposed initiative
2. Statement of the problem/condition to be addressed
3. Identification of supporting data
4. Identification of potential benefits
5. Description of strategic options
6. Stakeholders
7. How is success measured?
8. Eligibility



Reporting Out

- 15 minutes for each presentation
- Overview the range of discussions
 - Were areas of debate?
- Overview the top five strategies

End of Program

- Reimbursement forms
 - Questions?
- What's next?
- Questions?

Next – Identify top 5 – 10 Issues

- Can issue be addressed by funding at the Federal level?

Thanks

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U. S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance

The Future of Jails and Jail Funding Initiatives “White Paper”

Working Groups:

May 7 – 8, 2007
Las Vegas, Nevada

June 4 – 5, 2007
Orlando, Florida

Center for Innovative Public Policies, Inc.



Appendices

This report was supported by Grant No. 2006-MU-MU-K005 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the U.S. Department of Justice.

April 24, 2007

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DEMOGRAPHICS, CRIME TRENDS, AND PUBLIC POLICIES: WHAT DOES THE FUTURE HOLD FOR JAILS?

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Demographic Trends and the "New America"

The America that we know today will not be the same country where our children and grandchildren will live. In part, that is because the demographic makeup of the U.S. population is projected to change significantly in the coming years. Today, those who describe themselves as white, non-Hispanic are a sizeable majority of the population (69%). However, that figure is projected to decrease to 65% by 2010, and to further decline over the coming decades, representing just half (50%) of the population by 2050.³³

This demographic shift translates into a sizeable growth among those currently considered "minority" populations. Because U.S. birthrates have not been high enough to replace the population for the past thirty years, much of the increase in the U.S. population is due to the arrival of new immigrants.³⁴ A rapid rise in the level of immigration during the 1990's occurred largely because millions of people legalized in 1987 and 1988 under the Immigration Reform and Control Act of 1986 were becoming U.S. citizens in increasing numbers. As they become citizens, they can sponsor the legal immigration of immediate relatives without being subject to numerical limits.³⁵ Undocumented immigration from Mexico and Central America, on the other hand, is

³³U.S. Census Bureau, *U.S. Interim Projections by Age, Sex, Race, and Hispanic Origin*, 2004, <http://www.census.gov/ipc/www/usinterimproj/>

³⁴"The Impact of Immigration on the U.S. Population Growth," Congressional Testimony by Steven Camarota, Center for Immigration Studies, Washington, DC, 2001. See also *National Vital Statistics Reports*, Vol. 52 (17), Washington, DC: U.S. Department of Health and Human Services, 2004.

³⁵F.W. Hollmann, T.J. Mulder, and J.E. Kallan, *Methodology and Assumptions for the Population Projections of the United States: 1999-2100*, (Washington, DC: U.S. Department of Commerce, Bureau of the Census, January, 2000), <http://www.census.gov/population/www/documentation/twps0038.html>

primarily a reflection of America's effectiveness in controlling its southwest border.³⁶

Along with the influx of incoming groups, it is also necessary to consider who is leaving the country. For example, expanding the overseas assignment of military personnel and their dependents reduces the number of young people in the U.S., who are at highest risk for crime—as illustrated during World War II, when the homicide rate plummeted, (only to escalate again by the mid-1970s as the baby boom offspring of returning veterans reached their crime-prone years).³⁷ Thus, both foreign policy and immigration policy, along with related variables ranging from world events to birthrates, are significant considerations in projecting demographic trends and their related impact on crime.

Age Factors and Family Dysfunction

In recent years, with birthrates low and people living longer, the percentage of elderly in the U.S. has been rising. The proportion of people age 65 or older is expected to increase from 12% (35 million) in 2000 to nearly 20% (71 million) in 2030.³⁸ Given their low rate of offending, that sounds like good news for jails that are already staggering under the weight of growing demands and stagnant resources. The bad news is that the elderly are especially vulnerable to victimization, and their increased percentage in the population may be offset by growing numbers of young people in the immediate future.

Youth have always been involved in crime far out of proportion to their representation in the population, and during the decade between 2004 and 2014, the at-risk population of males and females between the ages of 16-24 will grow by nearly 3%.³⁹ While that is not an alarming figure, even when taking into account such crime-related factors as race, sex, and economic status, young people account for proportionately more crime than older persons.

Of immediate concern today is the forecast that the national arrest rate for 15-16

³⁶ Hollmann, Mulder, and Kallan, 2000.

³⁷ L.J. Siegel and J.J. Senna, *Introduction to Criminal Justice* (Belmont, CA: Wadsworth, 2005), p. 49.

³⁸ *Public Health and Aging: Trends in Aging—United States and Worldwide*, (Atlanta, GA: Centers for Disease Control and Prevention, 2003).

³⁹ *Tomorrow's Jobs, Occupational Outlook Handbook* (Washington, DC: U.S. Department of Labor, 2003), <http://www.bls.gov/oco/oco2003.htm>.

year-olds is projected to increase some 30% by 2010.⁴⁰ Many of these juvenile suspects will not be confined in adult jails. But there is an increasing tendency to transfer cases from juvenile to criminal court,⁴¹ and the “separation by sight and sound” provisions governing their confinement in adult facilities, (along with increased risk of victimization and special programming needs), make them especially difficult to accommodate in jails that are already overcrowded and understaffed.

It has been speculated that increases in juvenile crime over the past two decades reflect economic shifts, a decline in the extended family, increase in single parenthood, access to more lethal weapons, and the growing role of gangs.⁴² To the extent that these precipitating factors remain unaddressed, disproportionate juvenile involvement in crime can be expected to continue. Moreover, more than 1 out of 4 American children live below the poverty line, and welfare reforms may add another million to their ranks.⁴³ Childhood poverty is related to greater risk of victimization, and those who are victimized as children are subsequently more likely to become offenders themselves, thereby perpetuating the cycle of violence. Evidence of that cycle, and the family dysfunction underlying it, is already apparent in the profile of today’s jail inmates, among whom:

- Over half (56%) grew up in a single-parent household or with a guardian. About 1 in 9 lived in a foster home or institution.⁴⁴
- Nearly one-third (31%) grew up with a parent or guardian who abused alcohol or drugs, and 46% have a family member who has been incarcerated.⁴⁵
- Over half of the women in jail said they have been physically or sexually abused in the past, compared to just over a tenth of the men.⁴⁶

Even this brief sketch of the family background and childhood experiences of jail inmates reveals a landmine of instability, social disorder, substance abuse, and violent

⁴⁰ S.S. Stone, Changing Nature of Juvenile Offenders, conference presentation, 1998, <http://ojjdp.ncjrs.org/conference/track1.html>.

⁴¹ M. Sickmund, “Offenders in Juvenile Court,” *OJJDP Bulletin* (October, 2000), p. 11.

⁴² Stone, 1998.

⁴³ Stone, 1998.

⁴⁴ D.J. James, “Profile of Jail Inmates, 2002,” *Bureau of Justice Statistics Special Report* (July, 2004), <http://www.ojp.usdoj.gov/bjs/pub/pdf/pji02.pdf>.

⁴⁵ James, 2004.

⁴⁶ James, 2004.

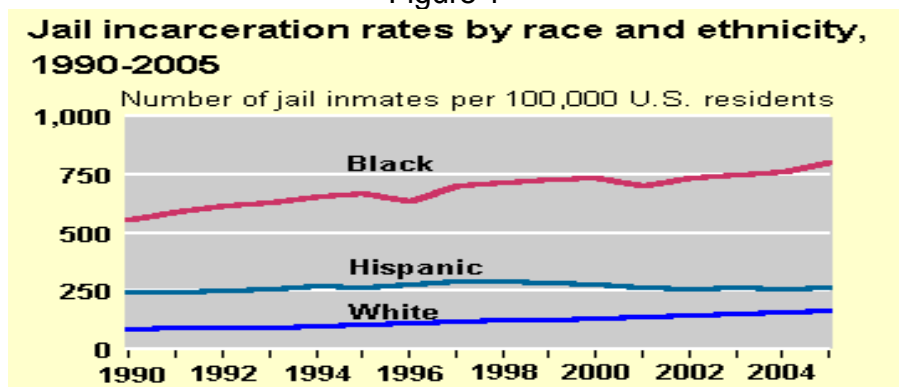
victimization that they have not been able to evade--and to the contrary, appear condemned to repeat.

Overview of the Jail Population

Regardless of whether the underlying reasons are more closely related to family chaos or free choice, in the decade from 1995 to 2005, the number of jail inmates per 100,000 U.S. residents rose from 193 to 252, reflecting an annual increase at a rate of approximately 4%.⁴⁷ Of the current jail population:

- Almost 9 of 10 are adult males. However, the number of adult females in jail has been increasing faster than males.⁴⁸
- More than 6 in 10 are racial or ethnic minorities. Blacks were almost three times more likely than Hispanics and five times more likely than whites to be in jail.⁴⁹ (See Figure 1).

Figure 1⁵⁰



- On average, they were slightly older in 2002 than 1996 (38% were 35 or older, up from 32%).⁵¹
- Among those convicted, 33% reported alcohol use and 29% drug use at the time of the offense. Their drug use has been estimated at approximately twice the

⁴⁷ "Jail Statistics: Summary Findings," Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, <http://www.ojp.usdoj.gov/bjs/jails.htm>.

⁴⁸ "Jail Statistics: Summary Findings."

⁴⁹ Bureau of Justice Statistics, "Correctional Surveys," U.S. Department of Justice, Washington, DC, <http://www.ojp.usdoj.gov/bjs/crimoff.htm#jail>

⁵⁰ Figure 1: Jail Incarceration Rates by Race and Ethnicity. Sources: D.J. James, "Profile of Jail Inmates, 2002," Bureau of Justice Statistics Special Report, July, 2004, <http://www.ojp.usdoj.gov/bjs/pub/pdf/pji02.pdf>, and Bureau of Justice Statistics Correctional Surveys, U.S. Department of Justice, Washington, DC, <http://www.ojp.usdoj.gov/bjs/glance/jailrair.htm>.

⁵¹ Bureau of Justice Statistics, "Correctional Surveys."

rate of the general population.⁵²

- Their rate of mental illness is also about double that of the general population,⁵³ which has largely been attributed to the deinstitutionalization of mental health services without provision of alternative placements.⁵⁴
- Nearly half (44%) had an educational level less than high school or equivalent.⁵⁵

In terms of the educational level of jail inmates, it is noteworthy that Hispanics, (a growing segment of the U.S. population), have the highest dropout rate from U.S. high schools. Moreover, among black males, (who are statistically most likely to be in jail), only 5% who had attended some college were incarcerated in 2000. Among white males with some college, only 1% were behind bars.⁵⁶

With regard to their offense, black adults were most often arrested for drug abuse violations.⁵⁷ Since police make more arrests for drug abuse than for any other offense,⁵⁸ and since drug offenders represent over one-third of felons convicted in state courts,⁵⁹ it is not surprising to find this population reflecting a high percentage of jail inmates. Thus, both drug enforcement and educational policies can be added to the list of variables affecting local jails.

Crime Trends and Jail Populations

Despite the fact that virtually all measures of serious violent crime indicate that it has been decreasing since 1993, (see Figure 2), such statistical trends do not appear to

⁵² *Drug Treatment in the Criminal Justice System: Fact Sheet*, Office of National Drug Control Policy, Washington, DC (March, 2001),

<http://www.whitehousedrugpolicy.gov/publications/factsht/treatment/index.html>

⁵³ *Mental Health and Treatment of Inmates and Probationers*, Bureau of Justice Statistics, Washington, DC (1999), <http://www.ojp.usdoj.gov/bjs/abstract/mhtip.htm> See also *Criminal Justice/Mental Health Consensus Project*, Council of State Governments, Lexington, KY, 2002, <http://consensusproject.org/>

⁵⁴ J.B. Stinchcomb, *Corrections: Past, Present, and Future* (Lanham, MD: American Correctional Association, 2005), pp. 150-53.

⁵⁵ *Sourcebook of Criminal Justice Statistics, 2003*, Table 6.18, p. 493,

<http://www.albany.edu/sourcebook/pdf/t618.pdf>

⁵⁶ "Saving Futures, Saving Dollars: The Impact of Education on Crime Reduction and Earnings," Alliance for Excellent Education: Issue Brief, Washington, DC (August, 2006), citing S. Raphael, *The Socioeconomic Status of Black Males: The Increasing Importance of Incarceration* (Berkeley, CA: Goldman School of Public Policy, University of California, 2004),

<http://www.all4ed.org/publications/SavingFutures.pdf>

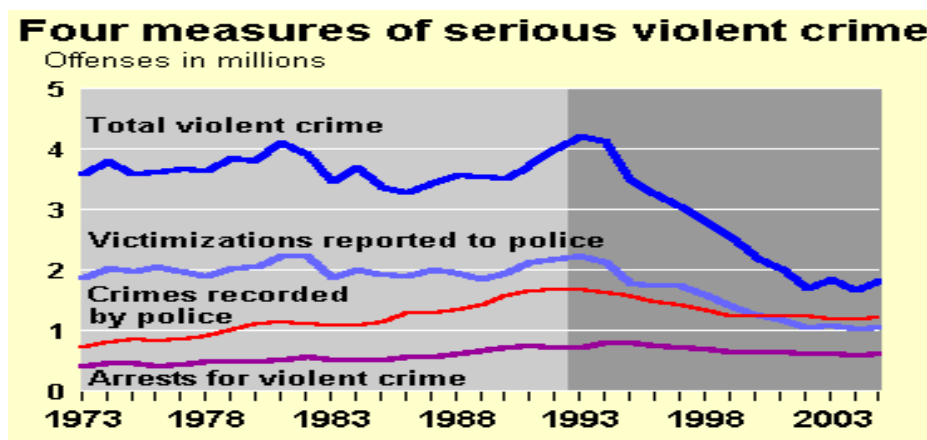
⁵⁷ *Crime in the United States, 2005*, Federal Bureau of Investigation, U.S. Department of Justice, Washington, DC, <http://www.fbi.gov/ucr/05cius/>

⁵⁸ *Crime in the United States, 2005*, (an estimated 1.8 million arrests, or 13% of the total).

⁵⁹ *Felony Sentences in State Courts, 2000*, Bureau of Justice Statistics, Washington, DC, <http://www.ojp.usdoj.gov/bjs/pub/pdf/fssc00.pdf>

have had an overly positive impact on the jail population. Nor are they likely to last. The Police Executive Research Forum (PERF) has been monitoring violent crime in 56 jurisdictions across the nation for the past two years in order to identify the latest trends sooner than is possible through the FBI's crime data base. PERF findings point toward a "nationwide surge in violence between 2004 and 2006," with many cities experiencing "double-digit or even triple-digit" increases.⁶⁰ Since violent offenders are the most likely to be denied pretrial release, (and since pretrial clients are the jail's fastest-growing population), such predictions sound ominous alarms for jails.

Figure 2⁶¹



In the meantime, however, the question is why declining rates of violent crime in recent years have not translated into declining jail populations. In part, this is a result of the fact that nationwide, only about 25% of jail inmates are behind bars for violent crimes, with the remaining 3 out of 4 incarcerated for property (24%), drug (25%), and public order offenses (25%).⁶² But even more importantly, jail populations are intimately related to local policies concerning what happens to offenders after they are arrested, raising such questions as:

- *Will suspects be released or detained prior to trial?*

⁶⁰ Violent Crime in America: 24 Months of Alarming Trends. Washington, DC: Police Executive Research Forum, 2007,

http://www.policeforum.org/upload/Violent%20Crime%20Report%203707_140194792_392007143035.pdf.

⁶¹ Figure 2: Four Measures of Serious Violent Crime. Source: Key Crime and Justice Facts, Bureau of Justice Statistics, Washington, DC, <http://www.ojp.usdoj.gov/bjs/glance.htm#Crime>

⁶² James, 2004: 1.

In each year between 1986 and 1993, the conviction status of jail inmates split almost equally--half pretrial, half convicted.⁶³ By 1995, however, the balance began to shift in favor of pretrial status, and by 2002, the majority of those in jail (60%) were awaiting trial,⁶⁴ a trend that has continued through 2005, when only 38% of jail inmates were convicted.⁶⁵ This rise in non-adjudicated inmates accounts for 71% of the jail population growth in recent years.⁶⁶

- *How long can suspects be expected to spend in jail prior to final disposition of their cases?*

The median time between arrest and sentencing in 2002 was about five months.⁶⁷

- *Do suspects tend to be convicted or acquitted at trial? If convicted, are they likely to serve time?*

The number of adults convicted of a felony in state courts has been increasing, (see Figure 3), and over two-thirds of felons convicted in state courts are sentenced to prison or jail, (see Figure 4).⁶⁸

- *Upon conviction, how long can an offender expect to spend in jail?*

The average state court sentence to local jail was six months.⁶⁹

- *Beyond pretrial detainees and new convictions, what other types of offenders contribute to the jail population?*

Almost half of all jail inmates were on either probation or parole when they were admitted to jail. Parole and probation violators awaiting hearings (or transfer to state institutions after revocation) are a significant portion of crowded jail populations—as well as a source of friction between local and state governments.⁷⁰ This reflects a trend toward increasing numbers of offenders on community supervision who are returning to jail, as well as increasing numbers of offenders being held in jail for other authorities, (from

⁶³ J.B. Stinchcomb and V.B. Fox, *Introduction to Corrections* (Upper Saddle River, NJ: Prentice Hall, 1999), p. 178.

⁶⁴ Stinchcomb, 2005: 130.

⁶⁵ *Sourcebook of Criminal Justice Statistics* (online), 2005, Table 6.17, <http://www.albany.edu/sourcebook/pdf/t6172005.pdf>

⁶⁶ "Defining the Future and Exploring Organizational Strategies: Proceedings of the Large Jail Network Meeting," National Institute of Corrections, U.S. Department of Justice (July, 2003): 19, <http://www.nicic.org/pubs/2003/018966.pdf>

⁶⁷ *Felony Sentences in State Courts, 2000*, Bureau of Justice Statistics, Washington, DC, <http://www.ojp.usdoj.gov/bjs/pub/pdf/fssc00.pdf>

⁶⁸ *Felony Sentences in State Courts, 2000*.

⁶⁹ *Felony Sentences in State Courts, 2000*.

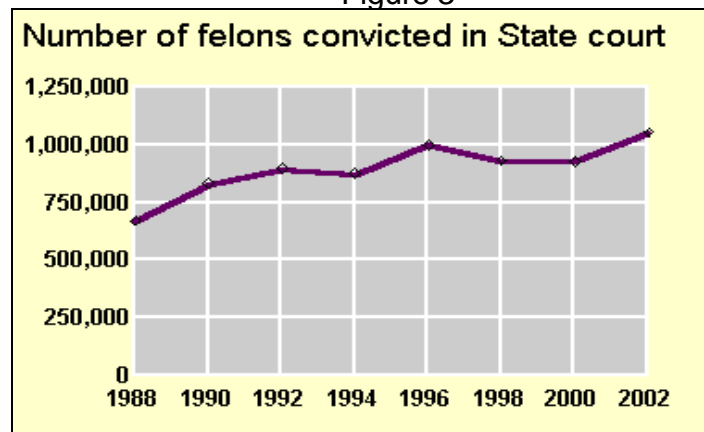
⁷⁰ M.M. Carter, ed., *Responding to Parole and Probation Violations: A Handbook to Guide Local Policy Development*, April, 2001, pp. 5-6, <http://www.nicic.org/pubs/2001/016858.pdf>

12.2% in 1988 to 18.7% in 2002).⁷¹

- *What does all of this mean for jails?*

When combined, all of these contributing facts have produced an escalating jail population (see Figure 5). But what may be even more troublesome for jails is the skyrocketing probation population displayed in Figure 5, since more people on probation potentially translates into more violations and revocations, and therefore, more people in jail. As one researcher phrased it, “If jails are filled with offenders who are merely noncompliant, there will be no room for dangerous offenders.”⁷² In essence, the increased number of people in jail is a consequence of changes in justice policies and practices, which can be detected at key points in the decision-making process--starting with the decision to place an arrestee in detention. Collectively, they “operate the levers and controls that regulate the size of the jail population.”⁷³

Figure 3⁷⁴



⁷¹ A. Beck, “Jail Population Growth: Sources of Growth and Stability, Defining the Future and Exploring Organizational Strategies,” Proceedings of the Large Jail Network Meeting, National Institute of Corrections, U.S. Department of Justice (July, 2003): 19, <http://www.nicic.org/pubs/2003/018966.pdf>

⁷² Carter, 2001.

⁷³ M.A. Cunniff, *Jail Crowding: Understanding Jail Population Dynamics*, National Institute of Corrections, Washington, DC (January, 2002), <http://www.nicic.org/pubs/2002/017209.pdf>

⁷⁴ Figure 3: Number of Felons Convicted in State Court; Figure 4 Percent of Felons Convicted in State Court Sentenced to Prison, Jail or Probation; Figure 5: Adult Correctional Populations 1980 – 2005. Source: *Key Crime and Justice Facts*, Bureau of Justice Statistics, Washington, D. C., <http://www.ojp.usdoj.gov/bjs/glance.htm#Crime>

Figure 4

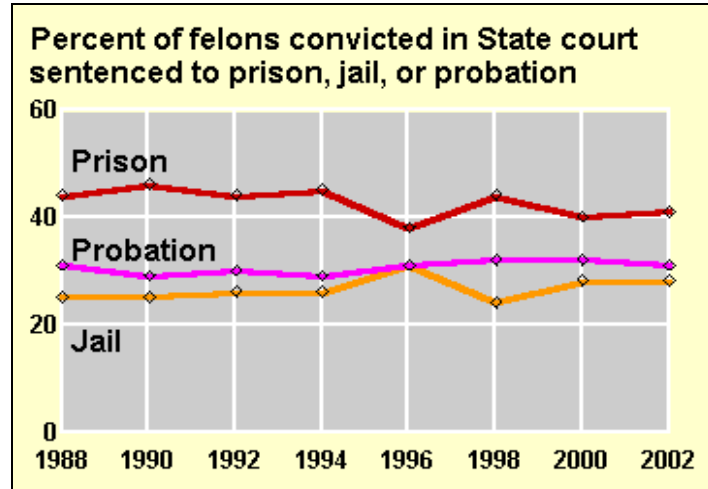
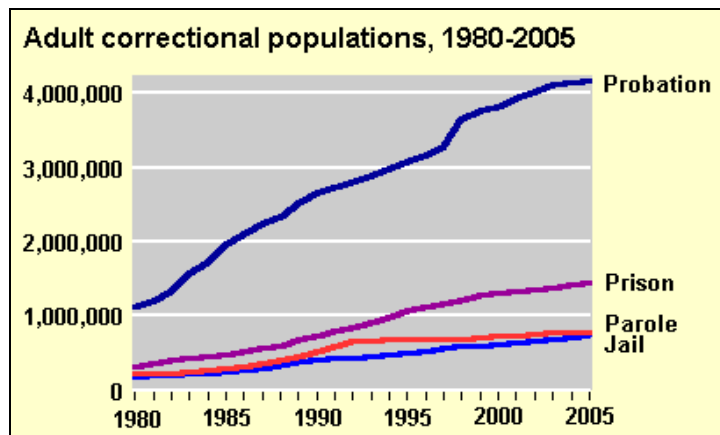


Figure 5



Speculation about the Jail Population

Whether the number of inmates in jail will continue its upward climb is, of course, a matter of speculation. Among those who link future growth with demographic trends and arrest rates, there are three models used to project jail population by 2010:

- Model 1: Assumes that the rate of increase will be the same as the past 5 years, projecting an increase of 200,000 by 2010.⁷⁵
- Model 2: Assumes slower growth, similar to the past 2 years, projecting an increase of 100,000 by 2010.

⁷⁵ In this regard, it is also notable that a recent analysis by Pew Charitable Trusts projects a 13% rise in the U.S. prison population during the next five years. See K. Johnson, "Study Predicts Rise in Inmate Populations," *USA Today*, February 14, 2007, p. 4A.

Model 3: Looks only at demographic trends, projecting a growth of less than 100,000 by 2010.⁷⁶

However, others counter that there is only a weak relationship between population growth and crime rates or arrest trends--maintaining instead, that jail populations are largely the result of how we respond to crime. From this perspective, "small changes in public policy and practice can result in large effects on population."⁷⁷ Examples might include reducing the jail population for non-adjudicated inmates through more aggressive pretrial release options; establishing judicially-sanctioned time frames for case disposition; expediting probation/parole revocation hearings; and similar strategies throughout the criminal justice system directed toward alleviating jail crowding.⁷⁸

In support of such strategic initiatives, it is notable that while changes in a county's resident population can affect the jail population, it is considerably more likely that changes in its criminal justice practices will produce a substantially larger impact. Forecasting changes in a county's resident population is easier than forecasting changes in criminal justice policies or discretionary decision-making. For jails throughout the country, however, it is not as meaningful. The fact that America will not look the same in another generation may not be nearly as significant as what changes local communities make in the upcoming years with regard to everything from social policies to justice practices. On the one hand, that makes forecasting the jail population more challenging, but on the other hand, it gives communities more leverage in terms of influencing it.

⁷⁶ "Defining the Future and Exploring Organizational Strategies," 2003.

⁷⁷ Beck, 2003, p. 19.

⁷⁸ Stinchcomb, 2005, pp. 157-58.

THE CHANGING LABOR MARKET : COMPETING IN THE TALENT WAR

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Think about everyone you interacted with at work yesterday. Who among them will be able to retire in the next 5-10 years? The answer will probably be “just about everybody.” If it is, the next question should be “who will take their place?” The answer to that question will shape the future of the entire organization.

Remember the days when there were dozens of applicants for every opening? That was then. This is now. Consider the following:

- In contrast to the stability of past employees, the typical young worker today “averages nearly nine jobs between the ages of 18 and 32”.⁷⁹
- Across the nation, 58% of organizations are finding it difficult to keep employees.⁸⁰
- A recent survey of police academy recruits reveals that 40% plan to leave their current agency within three years.⁸¹
- Two thirds of law enforcement officers who leave smaller agencies have 5 years or less on the job.⁸²
- Turnover rates among corrections officers range from 3.8% in New York to 41% in Louisiana.⁸³
- The Bureau of Labor Statistics projected that an average of nearly 20,000 correctional officers would be needed annually in the decade between 2002 and 2012 to meet both growth (10,337) and net

One definition of insanity is to believe that you can keep doing what you've been doing and get different results.
- John C. Maxwell

⁷⁹ D. Arthur, *The Employee Recruitment and Retention Handbook*. New York: American Management Association, 2001, p. 15.

⁸⁰ S. Ramlall, A review of employee motivation theories and their implications for employee retention within organizations. *Journal of the American Academy of Business*. September 2004, pp. 52-63.

⁸¹ J.B. Stinchcomb, S.W. McCampbell, and E.P.Layman, *FutureForce: A Guide to Building the 21st Century Community Corrections Workforce*. Washington, DC: U.S. Department of Justice, National Institute of Corrections. NIC 021799. September 2006, p. 5.

⁸² *Ibid.* p. 36.

⁸³ Workforce Associates, Inc., *A 21st Century Workforce for America's Correctional Profession: Part One of a Three-Part Study*. Lanham, MD: American Correctional Association, 2004, p. 11.

replacements of those leaving (8,861).⁸⁴

What all of this means is that there is a war raging throughout the country—a war for talent. Every organization is in it, but only those that fully embrace change dictated by this new world will be successful competitors. Moreover, America’s changing demographic profile presents a significant challenge for recruiting and retaining employees. By 2020, nearly one-third of the American workforce will be composed of ethnic and racial minorities, compared to less than one-quarter just 10 years ago.⁸⁵ As the majority of today’s Baby Boomers retire, workplaces will fill with the newer generations, each with their own unique attitudes, expectations, and work-related values. What is the key to meeting these major challenges? Essentially, it is to meet change with change—we cannot continue doing in the future what we have done in the past.

There are many external factors that will determine the caliber of the future workforce—from the quality of our educational system to the willingness of taxpayers to support local jails. Internally, however, there are three issues that are paramount—organizational culture, recruitment techniques, and retention capability.

Organizational Culture: Making the Workplace a Place Where People Want to Work

An organization’s culture is the composite of assumptions, perceptions, and values held by its employees. More specifically, it reflects the perceptions that employees hold about what is valued by the organization and its leadership. Culture therefore sets the boundaries of what is acceptable and unacceptable. As such, it can be either a positive or a negative influence. But most importantly, culture is the force within the organization that primarily influences the success or failure of efforts to recruit and retain the best employees.

Analyzing an organization’s culture requires an honest and thorough examination of “how business is done,” which includes everything from how employees treat each other to the language they use, the way they dress, the informal rules they abide by, and how they interact with co-workers, supervisors, managers, and clients. Particularly

⁸⁴ *Ibid.* p. 57.

⁸⁵ R.W. Judyand C. D’Amico, *Workforce 2020: Work and Workers in the 21st Century*. Indianapolis: Hudson Institute. 1997, p. 109.

in light of the results of a recent study which reported that 61% of all new hires in 2004 were attributed to two sources—the Internet and employee referrals—it is apparent that the impact of organizational culture extends well beyond organizational boundaries. In terms of attracting and retaining quality personnel, the bottom line is that “culture counts.”

An unhealthy organization culture will not attract or retain quality employees. In these organizations, there will be three types of employees:

- (1) Those who are competent and leave to work somewhere more challenging, engaging, and upbeat;
- (2) Those who are not committed to the organization, but are unable to leave for a variety of reasons; and worse,
- (3) Those who stay because no one else wants them.

Recruitment: Getting the Right People on Board

Even if the organization is one with a positive culture, where people want to work, many additional factors influence recruiting top-notch staff. Demographics alone indicate that the labor market will be very different. The prevalence of ethnic and racial minorities in the population will influence how and where organizations recruit. But equally influential will be the need to recruit across the great generational divide.

Each generation is shaped by their collective experiences. For example, the Baby Boomer (see Figure 1) generation was strongly influenced by the assassinations of President Kennedy and Dr. Martin Luther King, Jr. Generation X'ers have been shaped by their role as the “latchkey” kids of workaholic Baby Boomers. Millennials represent the digital generation, using technology in every aspect of life.

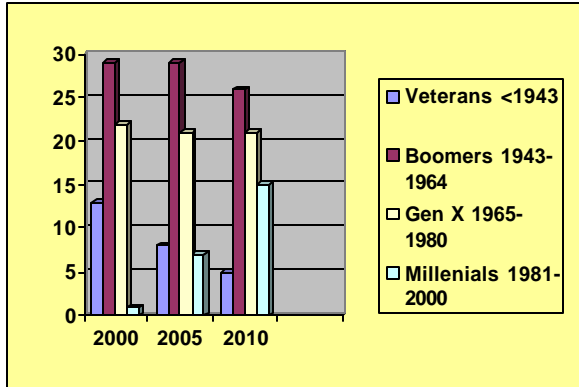


Figure 1 - Percentage of each in the workforce⁸⁶

As a result of their experiential background, each generation has unique attitudes, values, and expectations about life in general and the workplace in particular.

In a recent discussion of the multi-generational issue among correctional administrators, one manager asked “Why is it that those of us who have been working here and dedicating our lives to the organization,..... those of us with experience and knowledge,..... why are we the ones who have to change for the new people?” A legitimate question. But the answer is probably not what this person wanted to hear—i.e., the population is changing, and thus, the labor market is changing. If organizations refuse to adapt to those changes, they will be defeated in the war for talented employees.

Retention: Keeping the Right People in the Right Places

Even the best and most successful recruiting practices do not guarantee that people will stay. Some turnover is healthy, bringing fresh ideas into the organization. But the costs of unproductive turnover are tremendous. It has been estimated that turnover costs approximately 25% of the departing employee’s annual salary,⁸⁷ and the costs could be even higher for law enforcement and correctional personnel. But direct replacement costs are just part of the picture. Turnover is also expensive in terms of less tangible factors, such as:

- Loss of investment in terms of the

Eighty-nine percent (89%) of managers truly believe it’s [turnover] largely about the money.....But if you are a manager, you actually have more power than anyone else to keep your best employees. Why? Because the factors that drive employee satisfaction and commitment are largely within your control...meaningful, challenging work, a chance to learn and grow, fair compensation, a good work environment, recognition, and respect.

B. Kaye and S. Jordan-Evans, *Love ‘Em or Lose ‘Em: Getting Good People to Stay* (San Francisco: Berrett-Koehler Publishers. 2002: 9).

⁸⁶ Rubin, Paula & Susan W. McCampbell. “Effectively Managing a Multi-Generational Workforce in Corrections” curriculum. Center for Innovative Policies, Inc. Revised March 2007.

⁸⁷ Arthur, 2001, ,p. 220.

- knowledge, skills, and abilities of departing employees;
- Organizationally-induced stress resulting from understaffing;
- Overtime expenditures;
- Lack of consistency in the delivery of services;
- Agency reputation.

How does an organization keep its best employees? Along with a healthy organizational culture, leaders must determine why people are leaving, (as well as why others are staying). To many managers, it is surprising that people generally do not leave because of their salary. In fact, most employees leave because of a negative relationship with their supervisor, inadequate supervision, lack of training, or lack of opportunity for growth.⁸⁸ When employees resign, exit interviews are one way to find out why. But exit interviews are only as valuable as the questions that are asked, the credibility of the person asking, and what is done with the information obtained. Effective exit interviews can provide valuable insights into the organization and its culture. Once leaders have the benefit of those insights, the next step is to implement necessary organizational changes designed to prevent competent employees from departing prematurely.

Determining why people leave, however, presents only half of the picture. The other half is determining why those remaining stay. Although it is equally important information, organizations tend to take this part for granted. The key is to not assume why people stay, but rather, to ask them. Regular “staying interviews” will provide essential information targeting where organizational improvements can be made. They can also help employees with career planning and professional development. If staff members see that someone is interested in their future, they will be more committed to and engaged in the organization.

Succession Planning: Preparing for the Future

If the most frequent reason that employees leave is because of their supervisor, it stands to reason that maintaining high quality supervisors is a critical ingredient in successful retention. Law enforcement and correctional agencies historically have avoided lateral entry, electing instead to promote from within the organization. As a

⁸⁸B. Kaye and S. Jordan-Evans, *Love 'Em or Lose 'Em: Getting Good People to Stay*. San Francisco: Berrett-Koehler Publishers, 2002.

result, the pool of potential supervisory candidates is quite limited, requiring organizations to find methods for “marketing” promotional opportunities internally.

Marketing advancement options may sound too “corporate” for local government public safety agencies. But even the armed forces have significantly changed the way they recruit and advertise, gearing their contemporary campaigns to the newer generations with ads that would probably not appeal to the Baby Boomers or Veterans. With a new workforce comprised of new values on the horizon, traditional thinking about promotion and retention has become outdated and ineffective.

Organizations often find that many of their employees seem to avoid promotions. Management’s perception of this reluctance to move up is likely to be that employees are unmotivated, self-centered, or unwilling to accept new challenges outside of their “comfort zone.” However, employees who shy away from promotions may do so for quite different reasons. The table below illustrates the resulting gap.⁸⁹

Managerial Perceptions about Promotion	Employee Concerns about Promotions
Higher pay	Yes, but less opportunity for overtime
More administrative responsibility	Yes, but little administrative support
Higher professional status	Yes, but less personal satisfaction and greater responsibility for the actions of others.

Retention of employees and succession planning are clearly inter-related. If employees are not challenged, supported, and provided with opportunities to grow and develop, they are not likely to be satisfied with or committed to their work – especially true of Millennial workers. Dissatisfied and disengaged workers are not only unlikely to seek promotion, but are among those most likely to seek employment elsewhere.

Career planning used to be considered an employee’s own responsibility, requiring considerable personal initiative. That was then. Now, the succession planning designed to fill the anticipated vacancies of retiring managers has become an organizational priority—at least in any agency that is proactively anticipating future workforce challenges. Thus, individual career planning and organizational succession planning are now considered managerial concerns, with the future of both the employee

⁸⁹ Stinchcomb, McCampbell and Layman, 2006, p. 74.

and the employing agency integrally linked together in a manner that will determine the future destiny of each.

INMATE MANAGEMENT: OPERATIONAL CHALLENGES FOR JAILS OF THE FUTURE

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Inmate management and related security concerns have always been a costly drain on the facilities' human and fiscal resources. That is not expected to change. From 1977 to 2003, state and local expenditures for corrections increased by 1,173%, skyrocketing past spending growth in education, health care, and public welfare.⁹⁰ In 2003, local government spent just under \$20 billion for corrections, reflecting 39% of total correctional expenditures in the U.S.⁹¹ Primarily, that price tag is a feature of the fact that the number of jail inmates tripled between 1982 and 2003 (to 691,000),⁹² and the average daily population rose 222% in the same period.⁹³

In addition to these static population counts, however, jails are also responsible for a dynamic population of arrestees who cycle into and out of local jails each year. That number is considerably higher, (although not necessarily an unduplicated count, since the same arrestee could account for multiple jail intakes in a given year). While this dynamic population count is difficult to identify precisely, it has been estimated to be in the millions.⁹⁴

Moreover, the average length of stay in jails is increasing, as arrestees with serious charges are increasingly denied bond or other forms of pretrial release. At the same time, court backlogs have slowed judicial processing, probation and parole

⁹⁰ K.A. Hughes, *Justice Expenditure and Employment in the United States, 2003*, Washington, DC: U. S. Department of Justice, Bureau of Justice Statistics, NCJ 212260, April, 2006, pp. 1, 2. <http://www.ojp.usdoj.gov/bjs/pub/pdf/jeeus03.pdf>, referenced March 5, 2007.

⁹¹ *Ibid.*

⁹² *Sourcebook of Criminal Justice Statistics, 2003*, Table 6.1, 2004, <http://www.albany.edu/sourcebook/pdf/t612005.pdf>, referenced March 5, 2007.

⁹³ *Ibid.*, Table 6.14.

⁹⁴ If, for example, the average length of stay is 35 days, (a midpoint between the three jurisdictions cited in the next paragraph), the number of potential arrestees cycling through the system could be as high as 24 million. B. Cushman, *Preventing Jail Crowding: A Practical Guide*, undated, <http://www.nicic.org/pubs/2001/016720.pdf>, referenced March 6, 2007. (Number of admissions x average length of stay = number of jail bed days required; divided by 365 days per year = average daily jail population).

violators face zero tolerance policies, more punitive determinate sentencing laws have been enacted, further delaying the transfer of inmates to equally crowded state correctional systems. The results: longer local jail stays. All of these factors are beyond the immediate control of the jail, yet often combine to produce a higher average length of stay for jail inmates, with figures ranging from 17 days in Multnomah County, Oregon⁹⁵ to 24 days in California jails⁹⁶ and 64.5 days in Franklin County, Pennsylvania.⁹⁷

Impact of Community Reentry

The political dimensions of crime-related public policy generate conflict between advocates of incapacitation and those supporting more preventive and rehabilitative community-based strategies. Regardless of the underlying ideology, however, nearly everyone incarcerated will eventually be released. Moreover, there are nearly five million offenders under supervision on probation and parole caseloads.⁹⁸ While probationers and parolees are not presently jail clients, they have the potential of entering the jail system, as a result of revocations and/or new criminal charges. In fact, the re-entry issue has recently emerged as a priority on many public policy agendas.

Nearly 650,000 people are being released from state and federal prisons annually, arriving on the doorsteps of communities throughout the country.⁹⁹

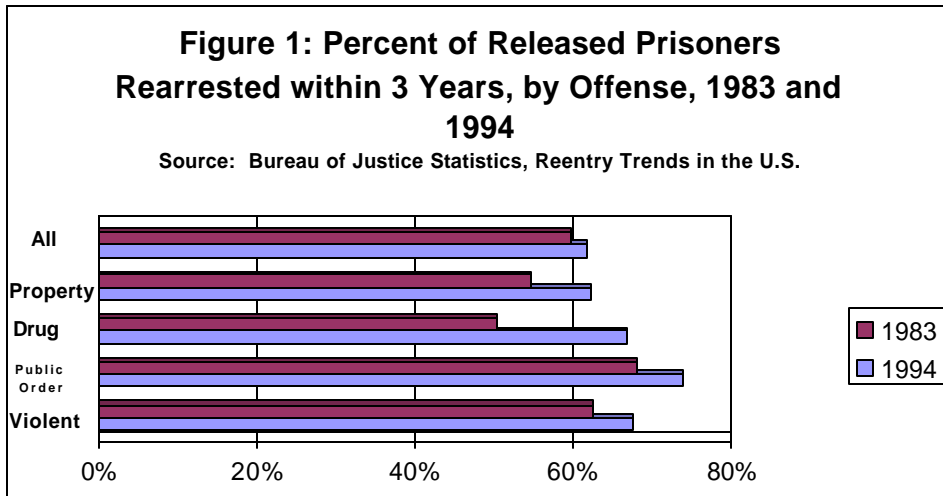
⁹⁵ http://www.co.multnomah.or.us/sheriff/stats/jail_stats/monthly/2006/01-06.pdf, referenced March 5, 2007.

⁹⁶ http://www.cdcr.ca.gov/DivisionsBoards/CSA/fsod/jail%20profile%20summary/jps_annual_rep_99/average_length_of_stay.htm, referenced March 5, 2007.

⁹⁷ http://www.publicopiniononline.com/localnews/ci_5337076, referenced March 5, 2007.

⁹⁸ L.E. Glaze and S. Palla, *Probation and Parole in the United States, 2004*, Washington, DC: U. S. Department of Justice, Bureau of Justice Statistics, November, 2005, <http://www.ojp.usdoj.gov/bjs/pub/pdf/ppus04.pdf>, referenced March 5, 2007.

⁹⁹ U. S. Dept. of Justice, Office of Justice Programs, <http://www.reentry.gov/>, referenced March 5, 2007.



A far greater number reenter the community from confinement in local jails, (and for many, this may occur multiple times within a year). With over 60% of those released from incarceration involved in some form of legal trouble within three years, (see Figure 1),¹⁰⁰ the re-entry crisis is sparking efforts throughout the country to improve the success of inmate reintegration, and safeguard the public in the process.

Competition for Resources

Society has never been well-informed about jails or appreciative of their role in the community, and if lack of public support continues in this fashion, jails can likewise be expected to continue to struggle to compete for scarce resources. While the National Association of Counties reports that its membership is more upbeat about their budgets than in previous years, local budgets so closely track national trends that potential volatility is quickly reflected in local spending decisions.¹⁰¹

Even if local economies recover from the devastating impact of 9/11 and the re-direction of resources to homeland security, the future is considered tenuous, with the potential of one terrorist incident creating fiscal havoc. Moreover, shifting public attention to homeland security has further distanced support for jails, and increased

¹⁰⁰ IBID.

¹⁰¹ C. Taylor, *Poll: County elected officials bullish on economy, split on immigration*, County News On-Line, August 21, 2006 <http://www.naco.org/CountyNewsTemplate.cfm?template=/ContentManagement/ContentDisplay.cfm&ContentID=21117> referenced March 5, 2007.

hiring by federal and state agencies for newly-created security positions depletes the hiring pool.

Nevertheless, proportionately, it is apparent that the justice system is taking an ever-larger slice of the fiscal pie, (as, for example, in Broward County, Florida, where \$.25 of every tax dollar is spent on the local jail system).¹⁰² As in many other aspects of government, it is likely that citizens will begin to demand greater accountability of jails for the expenditure of such public funds. In the meantime, local jurisdictions caught between rising costs, public rhetoric to avoid new or increased taxes, and declining or stagnant revenues are left with few alternatives beyond reducing budget authorizations. As a result, jails are already facing difficulties in terms of managing more challenging inmate populations with fewer resources to reduce idleness, link clients with community services, or address underlying social problems--and at some point, even basic services are threatened.

Crowding and Classification

Obviously, escalating resource concerns are intimately related to rising numbers of clients. In the past two decades, jail populations have more than doubled throughout the country,¹⁰³ and there is no indication that such trends will diminish. Thus, crowding is expected to continue to be a serious operational issue for local jails.

Generally, the initial response to jail crowding is to expand jail capacity through new construction and/or renovation. But the reality is that local officials often find that they cannot build themselves out of a crowding crisis. Rather, it is essential to engage in a deliberative, system-wide assessment, involving all stakeholders in the local justice system, to identify what is contributing to jail crowding (e.g., court backlogs, revocation hearing delays, case disposition problems, etc.) and address those issues directly, as well as identify alternatives to confinement, particularly in terms of pretrial detention (e.g., day reporting, electronic monitoring, etc.). When such alternatives are employed,

¹⁰² Sheman, Amy, "Jenne Proposed Releasing Some Inmates *Miami Herald*, March 28, 2007, <http://www.miamiherald.com/548/story/55044.html> Referenced on April 5, 2007.

¹⁰³ P.M. Harrison and A.J. Beck, *Prison and Jail Inmates at Midyear 2005*, Washington, DC: U. S. Department of Justice, Bureau of Justice Statistics, May, 2006, p. 2, and D.K. Gilliard, and A.J. Beck, *Prison and Jail Inmates at Midyear 1996*, Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics, January, 1997, p. 2.

however, it is often as a last-resort, short-term strategy rather than as part of a comprehensive, long-term system-wide approach to crowding.

In the meantime, jails continue to grapple with the managerial impact of crowding, which inevitably compromises inmate classification and housing. Yet the need for serious attention to classification has never been greater, in light of the growth of such special populations as females, juveniles, transgendered, gangs, mentally disordered, and physically disabled, as well as those who are dangerous, predatory, vulnerable, or geriatric—all of whom strain both the jail’s physical facilities and its separation capabilities.

Juveniles in Jail

Juvenile offenders represent one of the growing categories of special populations that present significant management challenges for jails, especially in light of contemporary trends toward lower ages for prosecution of juveniles as adults, more violent offenses being committed by young offenders, and mounting recidivist records among today’s youth. “Estimates range on the number of youth prosecuted in adult court nationally. Some researchers believe that as many as 200,000 youth are prosecuted every year.”¹⁰⁴

In that regard, many jurisdictions are implementing restorative/community justice approaches to bring offenders, victims, and community representatives together to repair the harm caused by young offenders in a manner that holds them accountable for their actions through avenues that generate more benefit to the community than simply placing them behind bars. In fact, efforts are also underway to apply to adult offenders the lessons learned from implementing this approach with juveniles.¹⁰⁵ Applying restorative practices to adults holds the potential for reducing the jail population. But it will require both the community and the judiciary accepting negotiated alternatives to

¹⁰⁴ Campaign for Youth Justice, [The Consequences Aren’t Minor: The Impact of Trying Youth as Adults and Strategies for Reform](http://www.campaign4youthjustice.org/Downloads/NEWS/National_Report_consequences.pdf), March, 2007, page 2.

http://www.campaign4youthjustice.org/Downloads/NEWS/National_Report_consequences.pdf
Referenced on March 30, 2007.

¹⁰⁵ L. Kurki, *Sentencing and Corrections: Issues for the 21st Century: Incorporating Restorative and Community Justice into Sentencing and Corrections*, U. S. Department of Justice, National Institute of Justice, 1999, p. 9.

incarceration, as well as developing an infrastructure of support throughout the jurisdiction.

Jail Security Issues

Inside even the smallest jails, security can be expected to become an even more significant concern. More dangerous offenders, who have spent more time in state or federal prisons, will be challenging to confine in older physical plants with less sophisticated security hardware.¹⁰⁶ The average lifespan of a well-maintained jail's physical plant is estimated to be approximately 30-35 years.¹⁰⁷ The aging of jail facilities, along with declining resources for preventive maintenance, negatively influences the ability to safely and securely confine inmates. With the cost of jail construction as high as \$100,000 per bed (in 2006),¹⁰⁸ it is unlikely that widespread new construction will be an economically-sound long term solution.

At the same time, in terms of specific security threat groups, traditional gangs may be joined by such newcomers as MS-13, jihadists, and religious extremists. Lack of knowledge about foreign (or domestic) extremists, along with the inability to translate mail, monitor telephone calls, or provide information in the arrestee's dominant language may well impact inmate management and jail operations.¹⁰⁹

As more divergent groups enter the population, cultural clashes can be expected to contribute to jail disorder. More "experienced" inmates are likely to pose increased threat of escape, especially if facility human resources are not managed effectively and maintenance/security systems are not upgraded and maintained. Additionally, inmates will have access to more information through the Internet about employees, the physical plant, etc. that can aid in defeating facility security. Moreover, arrestees now are able to

¹⁰⁶ J. Maghan, The Post 9/11 Prison, *Crime and Justice International* September/October 2004: 4.

¹⁰⁷ County of Santa Barbara, New Jail Planning Study Needs Assessment (undated), <http://www.countyofsb.org/cao/budgetresearch/jailstudy/needsassessment.pdf>, referenced March 5, 2007. The Minnesota Department of Corrections estimates that the life span of jails in Minnesota is 40 years. <http://co.roseau.mn.us/public/construction.asp>

¹⁰⁸ A.R. Beck, Misleading Jail Bed Costs, Justice Concepts Incorporated, quoting C.G. Camp, Average Cost Per Bed for Jail System Construction and Renovation, 1990 – 1997, *The Corrections Yearbook*. <http://www.justiceconcepts.com/jail%20bed%20cost.pdf>, referenced March 5, 2007.

¹⁰⁹ U.S. Department of Justice, Office of the Inspector General, *Evaluation and Inspections Division The Federal Bureau of Prisons' Monitoring of Mail for High-Risk Inmates*, September, 2006 <http://www.usdoj.gov/oig/reports/BOP/e0609/final.pdf>, referenced March 5, 2007.

communicate with one another, as well as the outside world, from behind bars. While contraband of the past was largely focused on weapons and drugs, an equally problematic concern in the future involves small electronics such as cell phones, personal digital assistant, etc., which can be concealed and used by inmates with relative ease.

Inmate Needs and Jail Services

Given the many individual problems that arrestees bring with them to jail, it is not surprising to find that local correctional officials are confronted with demands to treat everything from educational and vocational shortcomings to alcohol and drug abuse, AIDS, hepatitis, tuberculosis, personality disorders, mental disorders, and any number of additional physical and psychological maladies. For example, consider the following:

- Nearly half of those confined behind bars (46%) report not having a high school diploma,¹¹⁰ and even more are functioning well below twelfth-grade level on measures of reading, writing, and/or math.¹¹¹
- Almost 70% of jail inmates admit to regular drug use, (up from 64% in 1996), with 29% reporting use at the time of the offense.¹¹²
- Sixty-six percent (66%) of jail inmates admit that they drink alcohol regularly, with 34.5% reporting alcohol use at the time of the offense.¹¹³

At the same time that jails are being confronted with a more problematic inmate population, fewer fiscal resources are available to respond to their needs through such initiatives as vocational training, work release, life skills training, anger management classes, substance abuse programs, mental health treatment, parenting classes, re-entry assistance, faith-based initiatives, etc.

Even providing fundamental medical and dental services can be expected to continue to be a significant part of the jail's budget as health care costs escalate at the same time that health of jail inmates deteriorates. For the general population in free society, health care costs are estimated to rise more than 100% between 2004 and

¹¹⁰ *Sourcebook*, Table 6.18, Table 6.45.

¹¹¹ U.S. Department of Education, *National Adult Literacy Survey*, Washington, DC: National Center for Education Statistics, 1992.

¹¹² *Sourcebook*, Table 6.21.

¹¹³ *Sourcebook*, Table 6.22.

2015,¹¹⁴ and there is no reason to expect that similar increases will not occur for those behind bars. Moreover, health care for aging populations with chronic, untreated medical conditions, (magnified by years of substance abuse and inadequate health care), presents both staffing and financial issues. In many jurisdictions, jails will continue to be the only public facility offering crisis stabilization, treatment, medication, and referral for medical and mental health problems.

Technological Limitations

While technology may continue to assist with inmate management and enhance officer safety, in many respects it is not as highly adaptable to a jail setting as to a prison. For example, given the jail's more limited knowledge of the routine behaviors and underlying risks of its inmate population, there are fewer opportunities to use technology to replace or supplement staff. Thus, while some prisons can operate on the basis of locking-down dangerous, high-risk inmates with little human interaction 23/7, most jail settings do not have such options as a result of the legal status of their inmates, (especially the large pretrial population), and/or the facility's lack of technological capabilities. Additionally, the levels of intrusiveness of some technologies may also generate privacy considerations for inmate management, especially with regard to women arrestees.¹¹⁵

Evidence-based Practices and Tomorrow's Challenges

Competition for increasingly scarce resources, combined with greater demands for accountability, raises the need for data-based decision-making and incorporating the principles of evidence-based practices.¹¹⁶ Moving in this direction will require improved accountability through management information systems, thereby enabling more timely and accurate evidence-based decisions to be made concerning security, operations, and inmate management.

¹¹⁴ National Coalition on Health Care, quoting C. Borger, *et al.*, Health Spending Projections Through 2015: Changes on the Horizon, Health Affairs Web Exclusive, February, 2006, <http://www.nchc.org/facts/cost.shtml> referenced March 5, 2007

¹¹⁵ National Institute of Corrections, 2003 Environmental Scan Update, January, 2004, (unpublished), p. 11.

¹¹⁶ Evidence-based practice as discussed in a community corrections setting "implies that there 1) is a definable outcome(s); 2) it is measurable; and 3) it is defined according to practical realities (recidivism, victim satisfaction, etc.)." B. Bogue, *et. al.*, *Implementing Evidence-Based practice in Community Corrections: The Principles of Effective Intervention*, April, 2004, p. 2, <http://www.nicic.org/pubs/2004/019342.pdf> referenced March 5, 2007.

In many respects, the ability to meet the challenges facing tomorrow's jails will ultimately be dependent on community values, priorities, resources, and commitment to improving the local justice system. With operational costs continuing to escalate as aging physical plants are replaced or renovated, more mentally ill are confined, and health care expenditures steadily climb, collaboration with the community, as well as officials throughout the local justice system, will be an essential survival strategy, especially if there is any hope for more proactively addressing such fundamental concerns as crowding, crime prevention, reintegration, and related public safety issues.

SPECIAL POPULATIONS: COPING WITH THE CHALLENGES OF INMATES WITH NON-TRADITIONAL NEEDS

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Some of the greatest challenges facing jail operations in the next decade is the unique needs of the growing number of inmates who constitute “special populations.” These inmates require considerations that extend beyond the ordinary policies and procedures designed for the more conventional population. These special populations are: women, persons with mental illness, geriatric offenders, substance abusers, sex offenders, and gang members. Their confinement in local jails affects everything from health care services to staff training, physical facilities, and treatment opportunities. Thus, they will have a significant impact on future jail operations.

Women Offenders

Women comprise an escalating proportion of jail inmates, climbing to 12.7% of the population in 2005.¹¹⁷ While that may not sound alarming, between 1995 and 2002, the number of female inmates in America’s jails increased nearly 50%.¹¹⁸ Moreover, the number of women under supervision by a criminal justice agency is rising faster than arrest rates.¹¹⁹

Primarily, women are incarcerated for non-violent crimes, (particularly less serious drug-related offenses). In fact, FBI statistics indicate that between 1992 and 2001, arrests of women for drug-related offenses increased more than 50%.¹²⁰ In the past, these non-violent crimes were typically punished by non-custodial sentences. That is not the case in the climate of contemporary public policy today, with its

¹¹⁷ U.S. Department of Justice, Office of Justice Statistics.

<http://www.ojp.usdoj.gov/bjs/pub/press/pjim05pr.htm>. Referenced March 5, 2007.

¹¹⁸ S.W. McCampbell, *Gender-Responsive Strategies Project: Jail Applications*, Washington, DC: U.S. Department of Justice, National Institute of Corrections, April, 2006, quoting P.M. Harrison and J. Karberg (2003), *Prison and Jail Inmates at Midyear 2002, Bureau of Justice Statistics: Bulletin*. Washington, DC: U.S. Department of Justice, p. 8.

¹¹⁹ *Ibid.*, p. 2.

¹²⁰ Federal Bureau of Investigation, *Crime in the United States 2001*. Washington, DC: U.S. Department of Justice, 2001. <http://www.ojp.usdoj.gov/bjs/pub/pdf/wo.pdf>, referenced March 4, 2007.

emphasis on waging war against drugs. As a result, more female offenders are now behind bars.

Typically, these are women of color who are undereducated, and unskilled, with below-average income and a sporadic employment background. Often they come from fragmented families, have other family members who are involved in the criminal justice system, are survivors of physical and/or sexual abuse, have significant histories of substance abuse, suffer from multiple physical as well as mental health problems, and, in addition to everything else, are generally unmarried mothers, (accounting for almost 250,000 children whose mothers are in jail).¹²¹

Moreover, women pose serious operational issues for jails, including special hygiene needs, accommodations for pregnant or nursing mothers, protection from sexual assault by other inmates (and/or staff), emotional distress resulting from being separated from their children, and so on.

Traditionally, most institutions classify female inmates by using procedures that were designed for males and are based largely on behaviors and risk factors that have primary relevance for men. But when jails adopted a single, gender-neutral system without conducting the research necessary to examine its validity for women, the physical security imposed on female inmates may well be excessive, sending an inappropriate message to visitors, (particularly family and children).¹²²

Mentally-disordered Offenders

The term “mentally disordered” offenders embraces a wide range of behaviors, from the mildly disoriented (or neurotic) to those who are severely psychotic and completely out of touch with reality.¹²³ More than half of all prison and jail inmates suffer from mental illnesses which includes 479,900 people in local jails—representing 64% of all jail inmates.¹²⁴ In addition:

- Nearly a quarter of jail inmates with mental illness have been incarcerated three or more times;

¹²¹ McCampbell, 2006, p. 2.

¹²² T. Brennan and J. Austin, *Women in Jail :Classification Issues*, Washington, DC: National Institute of Corrections, March, 1997, <http://www.nicic.org/pubs/1997/013768.pdf>

¹²³ J.B. Stinchcomb, *Corrections: Past, Present, and Future*. Lanham, MD: American Correctional Association, 2005, p. 410.

¹²⁴ D.J. James and L.E. Glaze, *Mental Health Problems of Prison and Jail Inmates*. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics. NCJ 213600, 2006

- Female inmates have higher rates of mental illness than male inmates (representing 75% of the females in local jails);
- Seventy-six percent (76%) of jail inmates with mental illness met the medical criteria for substance dependence or abuse; and
- Jail inmates who have mental illness are three times as likely as other inmates to report being physically or sexually abused in the past.¹²⁵

According to Human Rights Watch, the staggering rate of incarceration of persons with mental illness is a consequence of under-funded, disorganized, and fragmented community mental health services.¹²⁶ When public policy in the 1960s and 1970s led to the closing of “state” hospitals which held person diagnosed with mental illness – deinstitutionalization -- the plan was to replace institutional confinement with community-based treatment. But somewhere along the way, “society ran out of money or interest or both.”¹²⁷ As a result, many people with mental disorders--particularly those who are poor, homeless, or struggling with substance abuse—are not able to obtain treatment.¹²⁸ Moreover, persons with mental illness appear to have difficulty accessing crucial resources in their communities, even where referrals and guidance are provided prior to release from incarceration.

Essentially, when society cannot or will not provide effective care for special populations, they often become correctional clients.¹²⁹ Thus, in many jurisdictions, jails are now the primary resource for dealing with community mental health issues, essentially becoming “an asylum of last resort.”¹³⁰

Geriatric Inmates

The issue of aging inmates in correctional systems has not received attention commensurate with its projected impact. Nevertheless, the cost of housing older inmates is enormous, largely because of the long-term medical expenses associated

¹²⁵ *Ibid.*

¹²⁶ Human Rights Watch(October 22, 2003)<http://www.mindfully.org/Reform/2003/Mentally-III-Prison22oct03.htm> referenced 04/01/07.

¹²⁷ Stinchcomb, 2005, p. 410.

¹²⁸ *Ibid*, p.410

¹²⁹ *Ibid.*, p. 410.

¹³⁰ J.R. Belcher, Are Jails Replacing the Mental Health System for Homeless Mentally Ill? *Community Mental Health Journal*, Vol. 24, No. 3, 1988, p. 193.

with aging and the lack of adequate medical and dental care in the early lives of these offenders. It has been estimated that the average cost of medical care and maintenance for inmates over fifty-five years of age is about three times that of the younger population.¹³¹ For example, the average annual health care cost for older inmates in Pennsylvania is \$11,427, compared to \$3,809 for younger prisoners.¹³² Today, one of every 23 inmates in prison is fifty-five or older, an 85% increase since 1995. In fact, the number of inmates past the age of fifty-five is increasing at twice the rate of the total prison population.¹³³

While the nature of determinate sentencing--with its three-strikes laws and mandatory minimum guidelines--makes this a more significant issue for prisons, jails are also affected as the U.S. population in general ages, and as increasing numbers of parole violators are subject to jail confinement while awaiting revocation hearings. These elderly inmates generate needs for everything from physical therapy and cardiac medication to ADA accessible facilities, including wider cell doors and Braille signs on doors.¹³⁴ Inmates may be required to drop to the floor for alarms, stand for long periods of time, walk to meals or other activities, clearly hear instructions, and climb onto a top bunk—all of which are difficult activities for this population.¹³⁵ These inmates are also less likely to be able to physically participate in institutional programs or eat the same foods as other inmates. Moreover, they are especially vulnerable to being victimized by younger inmates. In essence, “meeting the housing, recreational, rehabilitative, and dietary needs of geriatric inmates presents issues that corrections will be directly confronting in the years ahead.”¹³⁶

¹³¹ E. Kempker, The Graying of American Prisons: Addressing the Continued Increase in Geriatric Inmates, *Corrections Compendium*, Vol. 28, No. 6, June, 2003, p. 22.

¹³² J. Brown, *Aging Prison Populations Drive Up State Costs*, 2002. Stateline.org. <http://www.stateline.org/live/ViewPage.action?siteNodId=136&contentId=14851> referenced March 6, 2007

¹³³ Kempker, 2003, p. 1.

¹³⁴ M. Cronin, Gilded Cages, *Time*, May 25, 1992, p. 54.

¹³⁵ B.A. Williams, K. Lindquist, R.L. Sudore, H.M. Strupp, D.J. Willmott, and L.C. Walter, Being Old and Doing Time: Functional Impairment and Adverse Experiences of Geriatric Female Prisoners, *Journal of the American Geriatrics Society*, Vol. 54, (4), pp. 702-707 http://www.ncbi.nlm.nih.gov/entrez/query.fcgi?cmd=Retrieve&db=PubMed&list_uids=16686886&dopt=Abstract

¹³⁶ Stinchcomb, 2005: 419.

Substance Abusers

Another population of inmates that has been increasing significantly in recent years is represented by those with substance abuse problems. In that regard, consider the following statistics:

- Over two-thirds of jail inmates are dependent on (or abusing) alcohol or drugs—a problem which affects females at higher rates than their male counterparts.¹³⁷
- Half of all convicted jail inmates were under the influence of alcohol or drugs at the time of their offense, and 16% said they committed their offense to get money for drugs.¹³⁸
- Jail inmates who meet the medical criteria for substance abuse (as specified in the *Diagnostic and Statistical Manual of Mental Disorders*), are twice as likely as other inmates to have three or more prior probation terms or incarceration sentences.¹³⁹
- Alcohol abuse is more common among older offenders. Forty percent (40%) of inmates age 35 or above had used alcohol at the time of the offense, as compared to 24% of inmates 25-34 or younger than 25.¹⁴⁰
- In contrast to their older counterparts, younger inmates are more likely to have used drugs.¹⁴¹
- Regular drug use among jail inmates rose from 64% in 1996 to 69% in 2002, although there was little change in the types of drugs used. Marijuana and cocaine/crack were the most common drugs, followed by heroin/other opiates, depressants, stimulants, hallucinogens and inhalants.¹⁴²

One stimulant drug that has become of great concern in recent years is methamphetamine (meth). Chemically, it is related to amphetamine but, at comparable

¹³⁷ U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics, NCJ 209588, 2005. <http://www.ojp.usdoj.gov/bjs/abstract/sdatji02.htm>, referenced March 6, 2007.

¹³⁸ U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics(2005) NCJ 209588. <http://www.ojp.usdoj.gov/bjs/abstract/sdatji02.htm>, referenced March 6, 2007.

¹³⁹ *Ibid.*

¹⁴⁰ *Ibid.*

¹⁴¹ *Ibid.*

¹⁴² *Ibid.*

doses, the effects are much more potent, longer lasting, and more harmful to the central nervous system.¹⁴³

The current meth epidemic presents a challenge to local law enforcement and corrections. In a 2006 report by the National Association of Counties (NACO), for example, meth was cited as continuing to maintain its ranking as the number one drug problem throughout the country. Forty-eight percent (48%) of counties responding to the NACO study report that meth is their primary drug problem – more than cocaine (22%), marijuana (22%), and heroin (35%).¹⁴⁴ Chronic meth abusers can display serious psychological symptoms, including anxiety, confusion, insomnia, mood disturbances, and violent behavior. Users are also vulnerable to a number of psychotic symptoms, (such as paranoia, hallucinations, and delusions), that can last for months, or even years, after use of the drug has ended.¹⁴⁵

For jails, a significant concern regarding meth users is that, as more end up behind bars, facilities are forced to devote a growing portion of their health care budget to emergency dental care as a result of the condition known as “meth mouth” (i.e., the hydrochloric acid, used in production of the drug erodes tooth enamel, resulting in pain, abscesses, and teeth that resemble small black stubs).¹⁴⁶

Sex Offenders

On any given day, there are about a quarter-million offenders convicted of rape or sexual assault under the custody or control of corrections agencies.¹⁴⁷ Communities are becoming increasingly concerned about sexual predators, and legislators are responding, often with laws that react more to public fears than to statistical facts.

¹⁴³ NIDA InfoFacts: Methamphetamine. March, 2007.

<http://www.nida.nih.gov/Infofacts/methamphetamine.html>

¹⁴⁴ The Meth Epidemic in America, *The Criminal Effect of Meth on Communities*. Washington, DC: National Association of Counties, 2006, p. 4.

<http://search.naco.org/search?q=cache:Un2LZwndkwJ:wwwnaco.org/Content/Con> , referenced March 6, 2007.

¹⁴⁵ National Institute on Drug Abuse, *The Science of Drug Abuse and Addiction. Research Report Series – Methamphetamine Abuse and Addiction, 2006*.

<http://www.nida.nih.gov/ResearchReports/methamph/methamph.html>

¹⁴⁶ Sullivan, Laura “Meth Mouth” Strains Prison Health Care Budgets. NPR, 2007.

<http://www.npr.org/templates/story/story.php?storyId=4793417> , referenced March 6, 2007

¹⁴⁷ U.S. Department of Justice, Bureau of Justice Statistics, Criminal Offenders Statistics, 2007.

<http://www.ojp.usdoj.gov/bjs/crimoff.htm> , referenced March 6, 2007.

These laws, now enacted in nineteen states, call for civil commitment of sex offenders and mandate that they remain in secure custody, (essentially, for crimes that they *may* commit). Presently, about 2,700 men are civilly committed throughout the U.S. Such commitment procedures are costing, on average, four times more per inmate than incarceration, and likewise present a number of due process and social policy issues.¹⁴⁸

Often jails must provide protective custody to inmates accused of sex crimes, especially crimes involving children. Without specific efforts to protect them, these inmates are vulnerable to becoming victimized, and therefore need special consideration as potential targets.

Members of Gangs (Security Threat Groups)

As the gang phenomenon has grown and spread across America, there has been a parallel growth and spread of gangs behind bars.¹⁴⁹ While the long-term nature of confinement makes gangs a more serious issue for prisons than for jails, nevertheless, gang members threaten institutional security, therefore requiring special considerations. For example, gang affiliations need to be documented, conflicts within and between gangs must be controlled, their movements need to be monitored, and particularly in gang-infested jurisdictions, caution is necessary when making housing assignments, moving inmates, serving meals, providing recreation, and so on. Additionally, since gangs dominate the drug business, they are responsible for considerable violence. Overall, because they constitute such a disruptive force in correctional facilities, security threat groups interfere with operational practices and programs, threaten the safety of inmates and staff, and erode the quality of institutional life.¹⁵⁰

¹⁴⁸ *New York Times* editorial, http://realcostofprisons.org/blog/archives/2007/03ny_times_editor_28.html Referenced March 6, 2007.

¹⁴⁹ M. Carlie, *Into the Abyss: A Personal Journey into the World of Street Gangs*, 2002. <http://www.faculty.missouristate.edu/M/MichaelCarlie/>, referenced March 6, 2007.

¹⁵⁰ *Ibid.*, quoting M.S. Fleisher and S.H. Decker, *Going Home, Staying Home: Integrating Prison Gang Members into the Community*, *Corrections Management Quarterly*, Vol. 5 (1), pp. 65-72.

CORRECTIONAL TECHNOLOGY: WHAT'S THE REAL FUTURE?

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Everyone has heard the old adage that the only two things that we can count on are death and taxes. But a third ingredient could be added to this list, which is crime. Crime has plagued society as far back as recorded history, and in the early days of corrections, punishment revolved around confinement, silent reflection, and hard work. Upon release, the offender was often shunned by the community, and life on the outside was sometimes as hard as life on the inside. Over time, such attitudes have changed, although in recent years we have witnessed a renewed emphasis on punishment, with more and more people being confined. The result has begun to place a fiscal strain on communities as they debate whether to spend limited tax dollars on building new schools to invest in the future or building new jails to avoid facing lawsuits over conditions of confinement in out-of-date, overcrowded facilities. Even after making the hard choice of building a new jail or improving an old one, administrators face difficult decisions with regard to staffing levels, treatment programs, etc.--all of which put an even greater burden on the taxpayer. At least part of the solution to these dilemmas lies in the field of technology.

Is technology the "silver bullet" for corrections? Will technology replace people, with robots doing all of the work that humans do now? No, but technology can help jails function more smoothly and efficiently. From initial design to intake and release, technology can be of valuable assistance--let's look at some of the ways.

Microwave and Video Systems

Ask the average person to describe a jail, and they will probably tell you about cement and steel, high walls or fences with roll after roll of razor wire, and "guards"

¹⁵¹ <http://www.nlectc.org/>

stationed in posts on the perimeter with weapons in hand. But the reality is something quite different, both inside and outside. Jails currently being built do not employ the same concept of bars as in the past. Architectural design changes have made jails less imposing and more in line with other structures, such as office buildings. Fences with row after row of razor wire are being replaced with electronic devices. The days of officers walking perimeter posts with weapons have been replaced by fence sensors, microwave and camera systems. Soon, so-called “intelligent video“ systems will become more and more common in the jail environment. These systems will be able to detect changes in the jail environment, such as a sudden grouping of inmates possibly signaling a fight, or a person passing through an area where no one has access, or objects being removed from, (or placed in), a specified area. The days of officers having to pat down all inmates and visitors may likewise come to an end. Millimeter microwave or, MMI, systems are being developed that will show anything being concealed on, (or possibly in), a person that is not supposed to be there. These are all technologies that are either on the market now, or soon will be—and that is only the beginning.

Shared Data Bases

Presently, when a prisoner is admitted to jail, an individual record must be compiled. This involves the gathering of information such as personal data, family history, health questions, risk factors, prior arrest history, etc., which in most jurisdictions is done manually. In some cases, the jail has had the prisoner previously on a prior charge, so they do not have to gather all of the information anew. Now under development are systems that will extend that benefit by enabling information to be shared between agencies. Databases such as Justice Data Extendable Machine Language are being developed that will allow agencies to get information from another jurisdiction that is already in the proper format and to pass the additional information that they gather along so the next agency (prison, parole, etc.) doesn't have to waste the time and the resources to perform the same functions again. This will reduce the cost of record management systems and enable the automatic cross-indexing of information, making the records clerk's job considerably easier.

Inmate Tracking

Inmates (as well as staff) will be able to be tracked through the use of a radio frequency identification system. These systems, which are available on the market today, will become more and more sophisticated and will allow control rooms to ensure that inmates are where they are supposed to be at all times. This, in turn, will help to reduce the need for counts, make it easier to solve assault cases, and make it more difficult for inmates to escape undetected.

Biometric Advancements

Biometrics will play a larger and larger role in jails of the future. Devices will allow staff and inmates to go from one area to another unescorted, but will limit access only to the specified areas. Biometric devices will be in place that will indicate if an inmate has been fed, received their medications, or gone to court. They will check to ensure that the right individual is put in the right bed assignment and that the right inmate has been released.

Telemedicine

The use of telemedicine is likely to increase dramatically over the next several years as diagnostic tools become more and more automated. In the not-too-distant future, inmates will be able to speak with physicians located hundreds of miles away, and the doctor will be able to make a diagnosis based on real time data that is being streamed to them over a virtual private network (VPN). Devices are also in development that will allow jail staff to put an inmate on suicide watch without having to personally monitor behavior. These devices will detect changes in breathing patterns or heart rate, alerting correctional staff to take appropriate action.

Computer-assisted Functions

Inmate visitation in facilities of the future will be able to take place over video screens that are located in cities throughout the country. It will look similar to video visitation now, except that there will be no reason for the visitor to come to the jail. They will be able to simply sit in front of a computer screen at home or some other location and visit with the inmate. More and more, courts will begin to rely on video on a routine basis for hearings, and possibly in the not-too-distant future, even trials.

Search Devices

Devices are now coming onto the market that will aid the correctional officer in searching for contraband, such as cell phones, drugs and guns. These devices will be able to “hear”, “sniff”, and “see” contraband through the use of techniques like spectral analysis, wave frequency analysis, lasers and microwaves. In the future, these devices will get better as well as cheaper and will become more readily available to jails of all sizes. Also in development are devices that will allow officers to note increases in the anger and/or stress level of inmates, enabling the officer to take preventive action before a situation becomes violent.

Non-lethal Weapons

Non-lethal weapons that are available to the correctional officer will become more plentiful. These devices will be able to control a single person or a group of inmates using sound or light as well as the already available chemicals or electrical stimulation. Calmative chemical agents will become prevalent, along with devices that combine several technologies into one.

Tip of the Iceberg

The advancements described herein are only the tip of the iceberg. In the next ten to twenty years, new technologies will be entering the marketplace at a rapid pace, thereby continuing to reduce demands on jail administrators and operational staff. But although these improvements will help to make jobs easier, technological advancements will never replace human interactions.

**ENVIRONMENTAL SCAN:
FACTS, FIGURES, AND TRENDS RELATED TO
ISSUES FACING LOCAL JAILS**

Bureau of Justice Assistance Cooperative Agreement

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1. *Demographics*

- Census Bureau projections of the ethnic breakdown of the U.S. population:

	2000	2010	2020	2030	2040	2050
White (non-Hispanic)	69.4%	65.1%	61.3%	57.5	53.7	50.1%
Hispanic (of any race)	12.6	15.5	17.8	20.1	22.3	24.4%
Black	12.7	13.1	13.5	13.9	14.3	14.6%
Asian	3.8	4.6	5.4	6.2	7.1	8.0%
All other races	2.5	3.0	3.5	4.1	4.7	5.3%

Source: U.S. Census Bureau, U.S. Interim Projections by Age, Sex, Race, and Hispanic Origin, 2004, <http://www.census.gov/ipc/www/usinterimproj/>

- U.S. birthrates have not been high enough to replace the population since 1971. The U.S. population has not declined, however, as a result of high levels of migration into the country.

Source: National Vital Statistics Reports, Vol. 52 (17), U.S. Department of Health and Human Services, Washington, DC, 2004.

- During the 1990s, 40% of the increase in the U.S. population was due to the arrival of new immigrants.

Source: The Impact of Immigration on the U.S. Population Growth, Congressional Testimony by Steven Camarota, Center for Immigration Studies, Washington, DC, 2001.

- A rapid increase in the level of migration during the 1990's occurred largely because millions of people legalized in 1987 and 1988 under the Immigration Reform and Control Act of 1986 were becoming U.S. citizens in increasing numbers. As they become citizens, they could sponsor the legal immigration of immediate relatives without being subject to numerical limits. Migration from this source is projected to reach a peak early in the decade of 2000 to 2010.
- Undocumented migration of people born in Mexico and Central America is primarily a function of the degree of success in controlling the southwest border.
- The overseas population of military personnel and dependents is a function of the future course of world events (e.g., less military involvement might mean a spike in crime committed by youth).

Source: F.W. Hollmann, T.J. Mulder, and J.E. Kallan, Methodology and Assumptions for the Population Projections of the United States: 1999-2100, U.S. Department of Commerce, Bureau of the Census, Washington, DC, January, 2000, <http://www.census.gov/population/www/documentation/twps0038.html>

- With birthrates low and people living longer, the percentage of older people in the U.S. is increasing. The proportion of people age 65 or older is expected to increase from 12.4% (35 million) in 2000 to 19.6% (71 million) in 2030.

Source: Public Health and Aging: Trends in Aging—United States and Worldwide, Centers for Disease Control and Prevention, Atlanta, GA, 2003.

- Consequences of the aging population include:
 - Growing pressure on health care costs;

- Workforce shortages in some sectors of the economy;
- Problems for pension and retirement programs

Source: Trends in America, Council of State Governments, Lexington, KY, 2005.

- From 1995 to 2005, the number of jail inmates per 100,000 U.S. residents rose from 193 to 252.
- The jail population has been increasing annually at a rate of approximately 4% since 1995.
- Almost 9 out of every 10 jail inmates are adult males. However, the number of adult females in jail has been increasing faster than males.
- The number of juveniles held in adult facilities declined from 1999 to 2005.

Source: Jail Statistics: Summary Findings, Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, <http://www.ojp.usdoj.gov/bjs/jails.htm>

- More than 6 in 10 jail inmates are racial or ethnic minorities. (Blacks were almost three times more likely than hispanics and five times more likely than whites to be in jail).

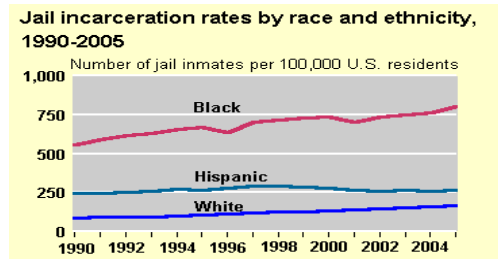
Sources: Doris J. James, Profile of Jail Inmates, 2002, Bureau of Justice Statistics Special Report, July, 2004, <http://www.ojp.usdoj.gov/bjs/pub/pdf/pji02.pdf>, and Bureau of Justice Statistics Correctional Surveys, U.S. Department of Justice, Washington, DC, <http://www.ojp.usdoj.gov/bjs/glance/jailrair.htm>

- Women represented 12% of the jail population in 2002, up from 10% in 1996.
- Jail inmates were older on average in 2002 than 1996 (38% were 35 or older, up from 32%).

Source: Bureau of Justice Statistics Correctional Surveys, U.S. Department of Justice, Washington, DC, <http://www.ojp.usdoj.gov/bjs/crimoff.htm#jail>

- In 2002, 44% of the jail population had an educational level less than high school (or equivalent).

Source: *Sourcebook of Criminal Justice Statistics*, 2003, Table 6.18, p. 493, <http://www.albany.edu/sourcebook/pdf/t618.pdf>



- Of black males who graduated from high school and went on to attend some college, only 5% were incarcerated in 2000. Of white males who graduated from high school and went on to attend some college, only 1% were incarcerated in 2000.

Source: Saving Futures, Saving Dollars: The Impact of Education on Crime Reduction and Earnings, Alliance for Excellent Education: Issue Brief, Washington, DC, August, 2006, citing S. Raphael, *The Socioeconomic Status of Black Males: The Increasing Importance of Incarceration*, Goldman School of Public Policy, University of California, Berkeley, 2004, <http://www.all4ed.org/publications/SavingFutures.pdf>

- The at-risk population of males and females between the ages of 16-24 will grow 2.9% from 2004-2014.

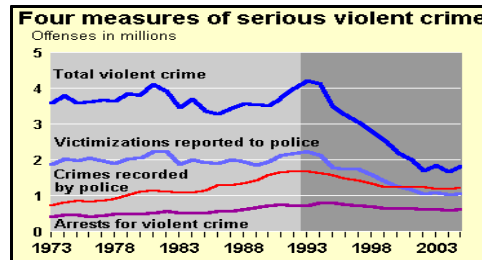
Source: Tomorrow's Jobs, *Occupational Outlook Handbook*, U.S. Department of Labor, Washington, DC, 2003, <http://www.bls.gov/oco/oco2003.htm>

- The national arrest rate for 15-16 year-olds is projected to increase by 30% in 2010
- Increases in juvenile crime since the mid-1980s reflect economic shifts, decline in the extended family, increase in single parenthood, access to more lethal weapons, and the growing role of gangs.
- Projected trends likely to affect juvenile crime in the future include population growth, increased immigration, broader cultural diversity, welfare reform that may lead to increased childhood poverty, and more transfers from juvenile to criminal courts.
- 26% of American children live below the poverty line, and recent welfare reforms are expected to add another million children to their ranks. Childhood poverty correlates with increased risk of victimization, and offenders who victimize often have histories of earlier victimization. Between 1985 and 1994, reports of child abuse and neglect increased more than 50 percent. If this trend continues, it will reinforce the cycle of violence.
- Youth are committing delinquent acts at younger ages. Problems posed by very young offenders in detention include increased risk of victimization, different school and program service requirements, and greater needs for emotional support.

Source: S.S. Stone, Changing Nature of Juvenile Offenders, conference presentation, 1998, <http://ojjdp.ncjrs.org/conference/track1.html>

2. Crime trends

- All measures of serious violent crime indicate that it has been decreasing since 1993.

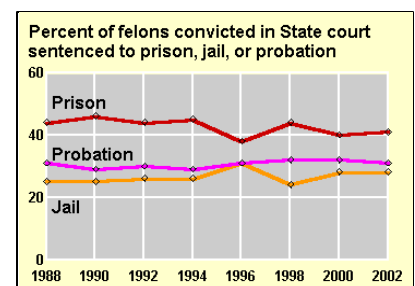
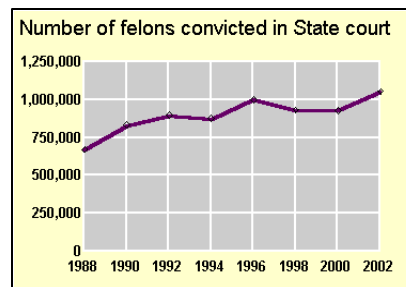
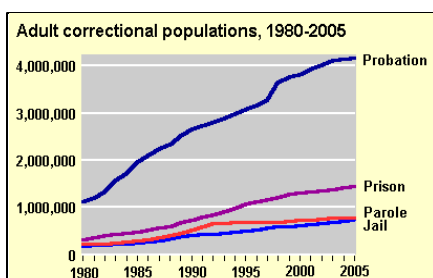


Source: Key Crime and Justice Facts, Bureau of Justice Statistics, Washington, DC, <http://www.ojp.usdoj.gov/bjs/glance.htm#Crime>

- From 2004 to 2005, the rate of violent crime increased 1.3%, but the rate of property offenses decreased 2.4%.
- The 5-year trend indicates that violent crime decreased 3.4%. For the 10-year trend (1996 to 2005), violent crime declined 17.6%. The 10-year trend for property crime indicates a decline of 13.9%.
- Law enforcement officers made more arrests for drug abuse violations in 2005 (an estimated 1.8 million arrests, or 13% of the total) than for any other offense.
- In 2005, 76% of all persons arrested were male, 70% white, and 15.5% juveniles.
- Between 1996 and 2005, the number of juveniles arrested declined by 25%, while the number of females arrested increased by 7.4%
- Black adults were most often arrested for drug abuse violations.

Source: *Crime in the United States, 2005*, Federal Bureau of Investigation, U.S. Department of Justice, Washington, DC, <http://www.fbi.gov/ucr/05cius/>

- The number of adults convicted of a felony in state courts has been increasing, and over two-thirds of felons convicted in state courts are sentenced to prison or jail. As a result, the number of adults in the correctional population has been increasing.



Source: Key Crime and Justice Facts, Bureau of Justice Statistics, Washington, DC, <http://www.ojp.usdoj.gov/bjs/glance.htm#Crime>

- The median time between arrest and sentencing in 2002 was about 5 months.
- The average state court sentence to local jail was 6 months.
- Drug offenders were 35% of felons convicted in state courts in 2000.

Source: Felony Sentences in State Courts, 2000, Bureau of Justice Statistics, Washington, DC, <http://www.ojp.usdoj.gov/bjs/pub/pdf/fssc00.pdf>

- The estimated number of arrests for drug abuse violations among adults has been increasing, while the number for juveniles has stabilized.

Source: Key Crime and Justice Facts, Bureau of Justice Statistics, Washington, DC, <http://www.ojp.usdoj.gov/bjs/glance.htm#Crime>

- The percentage of convicted inmates in the jail population decreased from 48.5% in 1990 to 38% in 2005.

Source: *Sourcebook of Criminal Justice Statistics* (online), 2005, Table 6.17, <http://www.albany.edu/sourcebook/pdf/t6172005.pdf>

- The rise in unconvicted inmates accounts for 71.4% of jail population growth. Approximately 60% of all jail inmates on a single day are awaiting trial.

Source: *Defining the Future and Exploring Organizational Strategies: Proceedings of the Large Jail Network Meeting*, National Institute of Corrections, U.S. Department of Justice, July, 2003, p. 19, <http://www.nicic.org/pubs/2003/018966.pdf>.

- National data indicate that the average length of stay in jail is 15-16 days.

Source: James Austin, *Maine County Jail Population Study, Probation Revocation Survey Data and County Jail Population Projections: 2010*, National Institute of Corrections, U.S. Department of Justice, Washington, DC, February, 2002, <http://nicic.org/Library/019385>

- Almost half (49.6%) of jail inmates were being held for either drug or public order offenses in 2002.
- The average sentence length of jail inmates in 2002 was 24 months; time expected to be served was 9 months.
- Among convicted jail inmates, 33% reported alcohol use and 29% drug use at the time of the offense.
- Over half (56%) of jail inmates said they grew up in a single-parent household or with a guardian. About 1 in 9 had lived in a foster home or institution.
- Nearly one-third (31%) of jail inmates grew up with a parent or guardian who abused alcohol or drugs, and 46% had a family member who had been incarcerated.
- Over half of the women in jail said they had been physically or sexually abused in the past, compared to over a tenth of the men.

Source: Doris J. James, Profile of Jail Inmates, 2002, Bureau of Justice Statistics Special Report, July, 2004, <http://www.ojp.usdoj.gov/bjs/pub/pdf/pji02.pdf>

- The Bureau of Justice Statistics and the National Center on Addiction and Substance Abuse estimate that 60-83% of the corrections population has used drugs, approximately twice the rate of the general population.

Source: Drug Treatment in the Criminal Justice System: Fact Sheet, Office of National Drug Control Policy, Washington, DC, March, 2001, <http://www.whitehousedrugpolicy.gov/publications/factsht/treatment/index.html>

- The correctional population has twice the rate of mental illness as the general population. Among prison and jail inmates, 16% report either a mental condition or an overnight stay in a mental hospital, and were identified as mentally ill.

Sources: Mental Health and Treatment of Inmates and Probationers, Bureau of Justice Statistics, Washington, DC, 1999, <http://www.ojp.usdoj.gov/bjs/abstract/mhtip.htm>. See also *Criminal Justice/Mental Health Consensus Project*, Council of State Governments, Lexington, KY, 2002, <http://consensusproject.org/>

- Almost half of jail inmates were on either probation or parole when they were admitted to jail. Parole and probation violators awaiting hearings or transfer to state institutions after revocation are a significant portion of crowded jail populations—as well as a source of friction between local and state governments. If jails are filled with offenders who are merely noncompliant, there will be no room for dangerous offenders.

Source: Madeline M. Carter, ed., *Responding to Parole and Probation Violations: A Handbook to Guide Local Policy Development*, April, 2001: pp.5-6, <http://www.nicic.org/pubs/2001/016858.pdf>

- Increasing numbers of offenders on community supervision are returning to jail. The number of probationers revoked and incarcerated rose from 268,000 in 1990 to 479,800 in 2001. The number of parolees revoked and incarcerated was 215,000 in 2002, up from 133,900 in 1990.
- Increasing numbers of offenders are being held in jail for other authorities, (from 12.2% in 1988 to 18.7% in 2002).

Source: Allen Beck, Jail Population Growth: Sources of Growth and Stability, Defining the Future and Exploring Organizational Strategies: Proceedings of the Large Jail Network Meeting, National Institute of Corrections, U.S. Department of Justice, July, 2003, p. 19, <http://www.nicic.org/pubs/2003/018966.pdf>.

- Disadvantaged communities with high proportions of young people and single-parent families experience the greatest difficulty in protecting youth from victimization.

Source: J.L. Lauristen, How Families and Communities Influence Youth Victimization, *Bulletin*, November, 2003 (NCJ 201629), <http://ojjdp.ncjrs.org/publications/PubAbstract.asp?pubi=11415>

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

Source: Allen Beck, Jail Population Growth: Sources of Growth and Stability, Defining the Future and Exploring Organizational Strategies: Proceedings of the Large Jail Network Meeting, National Institute of Corrections, U.S. Department of Justice, July, 2003, p. 19, <http://www.nicic.org/pubs/2003/018966.pdf>.

- Future growth of the jail population is linked to demographic trends and arrest rates. There are three models being used to project jail population by 2010:
 1. Assumes that the rate of increase will be the same as the past 5 years, projecting an increase of 200,000 by 2010.
 2. Assumes slower growth, similar to the past 2 years, projecting an increase of 100,000 by 2010.
 3. Looks only at demographic trends, projecting a growth of less than 100,000 by 2010.

Source: Defining the Future and Exploring Organizational Strategies: Proceedings of the Large Jail Network Meeting, National Institute of Corrections, U.S. Department of Justice, July, 2003, <http://www.nicic.org/pubs/2003/018966.pdf>.

- Changes in a county's resident population can affect the jail population, but changes in criminal justice practices can have an even larger impact. Forecasting changes in a county's resident population is easier, however, than forecasting changes in criminal justice policies or discretionary decision-making.
- The increased number of people in jail is a consequence of changes in justice policies and practices. They can be detected at key justice system decision points –e.g., the decision to arrest, the decision to place an arrestee in detention, case filing, or sentencing. Collectively, they operate the levers and controls that regulate the size of the jail population. The jail administrator has little control over who goes into jail, how long people stay there, or how they get out.

Source: Mark A. Cunniff, Jail Crowding: Understanding Jail Population Dynamics, National Institute of Corrections, Washington, DC, January, 2002, <http://www.nicic.org/pubs/2002/017209.pdf>

- The number of jails housing fewer than 50 inmates has been declining, while mega jails confining a thousand or more inmates are rapidly increasing.

Source: J.B. Stinchcomb, *Corrections: Past, Present, and Future*, American Correctional Association, Lanham, MD, 2005: 129.

3. ***Inmate management***

- A survey of large jail administrators in 2005 indicated the following issues as “strong” or “critical” needs, (according to one-third or more of the respondents):
 - Facility capacity to handle offender population;
 - Managing high-cost functional areas (e.g., offender medical care, employee health insurance);
 - Adequacy of facilities for safe offender management and supervision;
 - Facility planning and development process;
 - Strategic planning;
 - Adequacy of facilities to support mission;
 - Age and condition of facilities;
 - Staff retention/turnover.

Source: Connie Clem and John Eggers, NIC Correctional Needs Assessment: Findings of a National Survey of Correctional Leaders, National Institute of Corrections, U.S. Department of Justice, June, 2005, p. 17, (not available on-line).

- A study in Ohio indicates that, in comparison to 1999, offenders in custody in 2004 are more likely to be unemployed, undereducated, and afflicted with drug problems, as well as more likely to spend time in confinement.

Source: Barbara Tombs *et al.*, Assessment of Inmate Population Characteristics and Jail Management Processes in Hamilton County, Ohio, Vera Institute of Justice, July 31, 2006, <http://www.hamilton-co.org/administrator/bsi/jail/D%20-%20Vera%20Assessment.pdf>

- Suicide accounts for more than one-third of inmate deaths in jails. In contrast, it is the cause of only 5-9% of the deaths in state and federal prisons. (Statistics do not reflect the many additional but unsuccessful suicide attempts).

Source: J.J. Stephan and J.C. Karberg, *Census of State and Federal Correctional Facilities, 2000*, U.S. Department of Justice, Washington, DC: 2003: 8, <http://www.ojp.usdoj.gov/bjs/pub/pdf/csfcf00.pdf>

- Correctional systems can have a direct effect on the health of urban populations by offering health care and health promotion in jails, by linking inmates to community services after release, and by assisting in the process of community reintegration.

Source: Nicholas Freudenberg, Jails, prisons, and the health of urban populations: A review of the impact of the correctional system on community health, *Journal of Urban Health*, Vol. 78 (2), June, 2001: 214-35.

- As sound research has emerged in recent years, the capability now exists to use a more objective, evidence-based decision-making process in program and policy development. Whether corrections will move forward in this direction or remain trapped in the shifting sands of politically-based policy-making remains to be seen, but the use of evaluation results has been a missing link in correctional decision-making.

Source: Jeanne B. Stinchcomb, *Corrections: Past, Present, and Future*, American Correctional Association, Lanham, MD, 2005: 579, quoting D.L. MacKenzie, Evidence-based Corrections: Identifying what works, *Crime and Delinquency*, Vol. 46 (4), October, 2000: 463.

- An important part of shifting in the direction of evidence-based practices is communicating the agency's vision to staff.

Source: M. Gaseau and M. Mandeville, New Directions in Community Corrections: The Move towards Evidence-based Practices, *Corrections Connection*, February 24, 2005.

- Correctional facilities house 8 times more people with mental illness than state psychiatric facilities.
- In 1998, 21 states were under certified class action suits involving the provision of adequate mental health service for inmates.
- 12,000 children are in juvenile detention facilities because their parents cannot access mental health services.

- There is a cycle of discharge without support and rearrest.
- Funding is needed to promote mental illness awareness training for the judiciary, jail staff, and others in the criminal justice system.

Source: Carol Carothers, Overview of Mental Health Issues in State Prisons and County Jails: Presentation to Commission to Improve the Sentencing, Supervision, Management and Incarceration of Prisoners, October 8, 2003, <http://www.maine.gov/spo/sp/commission/docs/Overview%20of%20Mental%20Health%20Issues%20in%20state%20prisons.ppt>

- Types of mental health programs available should include crisis intervention and management, psychotherapy, psycho-educational programs, specialized treatment programs, and substance abuse initiatives.

Source: J.S. Steffan and R. D. Morgan, Meeting the needs of mental ill offenders: Inmate service utilization, *Corrections Today*, Vol. 38, February, 2005: 38-41.

- The Mentally Ill Offender Treatment and Crime Reduction Act (S.1194) was passed in October, 2004. It authorizes federal funds for diversion, mental health treatment for inmates with mental illnesses, community re-entry services, and training.

Source: R. Honberg and D. Gruttadardo, Flawed Mental Health Policies and the Tragedy of Criminalization, *Corrections Today*, Vol. 38, February, 2005: 22-24.

- The *Criminal Justice/Mental Health Consensus Project* is a national effort among policy-makers, criminal justice practitioners, and mental health advocates to identify measures that will improve the response to people with mental illness who are in contact with (or at high risk of involvement with) the criminal justice system. The report provides 46 policy statements that can serve as a guide or prompt an initiative to improve the justice system's response to the mentally ill. Following each policy statement is a series of more specific recommendations that highlight the practical steps needed to implement the policy. Discussion of each recommendation includes examples of programs, policies, or statutes that illustrate one or more jurisdiction's implementation efforts.
- The intent is for government officials and community leaders to use these policy statements, recommendations, and examples to move beyond discussing the issue and to begin developing initiatives that will address the problem. However, this report could overwhelm a community, as in the case of reform efforts that have been derailed before getting underway because those involved could not decide where to begin.
- The single most significant common denominator shared by communities that have successfully improved the response to people with mental illness is that each started with cooperation between at least two key stakeholders—one from the criminal justice system and the other from the mental health system. Indeed, the Consensus Project report reflects, on a national level, the value of substantive, bipartisan, cross-system dialogue regarding mental health issues as they relate to the criminal justice system.

Source: *Criminal Justice/Mental Health Consensus Project*, Council of State Governments, Lexington, KY, June, 2002, http://consensusproject.org/the_report/

- A good classification system identifies inmates who are eligible and will benefit from early release into community-based programs. This will also minimize public risk and help reduce over-crowding.
- Many jails over-build the number of high-security cells. Consistent collection and analysis of classification data will aid in avoiding this.

Source: G. Knapp and D. Wells, *Inmate Classification and Direct Supervision Jails*, Northpointe Institute for Public Management, Traverse City, MI, 2005, <http://www.northpointeinc.com/article01.htm>

- The most dramatic impact of objective classification systems has been the economic benefits reaped from our ability to place larger proportions of the inmate population in lower custody levels without jeopardizing inmate, staff, or public safety.
- Many of the classification systems used today were developed more than a decade ago on an inmate population that may be significantly different from today's larger and more diverse population.
- Classification systems should generally be re-evaluated and tested at least every 5 years to ensure that they are valid and operating properly.

Source: J. Austin, P.L. Hardyman, and S.D. Brown, *Critical Issues and Developments in Prison Classification*, National Institute of Corrections, U.S. Department of Justice, September, 2001, <http://nicic.org/Library/017241>

- Better integration of the institutional and community risk, needs assessment, and case management processes and planning is needed to maximize resources, ensure safety and security, better prepare inmates for release, and support communities to which prisoners are released.

Source: P.L. Hardyman, J. Austin, and J. Peyton, *Prisoner Intake Systems: Assessing Needs and Classifying Prisoners*, National Institute of Corrections, Washington, DC, January, 2004, <http://www.nicic.org/pubs/2004/019033.pdf>

- Most institutions classify female inmates by using procedures that were designed for males and are based largely on behaviors and risk factors that have primary relevance for males. Most jails adopted a single gender-neutral system without conducting the research to examine its validity for female samples. As a result, the physical security imposed on many female inmates is often excessive, and sends an inappropriate message to visitors, particularly family and children.

Source: T. Brennan and J. Austin, *Women in Jail: Classification Issues*, National Institute of Corrections, Washington, DC, March, 1997, <http://www.nicic.org/pubs/1997/013768.pdf>

- Typical jail problems have been greatly reduced or virtually eliminated when staff members continuously and actively supervise inmates, set and clearly communicate expectations for their behavior, provide incentives for positive behavior, and hold inmates individually accountable for violations of standards.
- When crowding diminishes the jail's ability to house and manage inmates effectively, the funding authority can provide leadership by supporting efforts to develop alternative programs or community sanctions for certain types of inmates who may not necessarily have to be detained in the jail. This will require the coordinated efforts of all key players in the local criminal justice system.

Source: Gary M. Bowker, *Jail Resource Issues: What Every Funding Authority Needs to Know*, National Institute of Corrections, U.S. Department of Justice, February, 2002, #017372, <http://www.nicic.org/pubs/2002/017372.pdf>

4. **Workforce**

- The minority portion of the workforce is expected to increase to 36% by 2020.
- Baby boomers (born between 1946 and 1964) comprise about one-third of the workforce, and will be retiring in large numbers by 2010.
- By 2010, the number of workers in the 35-44 age group, (who typically are moving into upper management), will decline by 19%. Numbers of workers in the 45-54 age group will increase by 21%, and the 55-64 age group will increase by 52%.

Sources: Policy Alert, National Center for Public Policy and Higher Education, San Jose, CA, November, 2005; Business Basics: An Aging Workforce's Effect on U.S. Employers, 2005, www.forbes.com

- The number of women in the labor force will grow at a faster rate than the number of men.
- The primary working age group, (between 25 and 54 years old), is projected to decline to 65.2% of the labor force by 2014. Workers 55 and older, on the other hand, are projected to increase to 21.2% of the labor force.

Source: Tomorrow's Jobs, *Occupational Outlook Handbook*, U.S. Department of Labor, Washington, DC, 2003, <http://www.bls.gov/oco/oco2003.htm>

- In an effort to retain older employees and meet workforce needs, some businesses are providing more choices for work schedules, number of hours worked, and other options such as unpaid leaves, alternative work locations, and differing job assignments.

Source: Businesses: How Are They Preparing for the Aging Workforce?, The Center on Aging and Work, Boston College, Boston, 2005.

- In 2003, a National Institute of Corrections report indicated that 18% of supervisors, 31% of managers, and 62% of executives in local jails will be eligible to retire in five years.
- When jail administrators were asked whether their agency has adequate capacity to train and develop staff, 41% responded negatively for the executive level, 27% for the managerial level, and 16% for the supervisory level.

Source: Connie Clem, Results of Data Analysis: NIC Needs Assessment on Correctional Management and Executive Leadership Development, National Institute of Corrections, U.S. Department of Justice, May, 2003, pp. 21, 23, <http://www.nicic.org/pubs/2003/018898.pdf>

- Overall, the top ten issues identified by jail executives as needing attention or a change in approach during a 2005 NIC survey were as follows. (Note: 6 relate to workforce issues):
 1. Employee motivation;
 2. Planning for staffing needs; (*Note: Listed twice in original report*);
 3. (tie) New employee recruitment, screening, and selection;
 3. (tie) Facility capacity to handle offender population;
 4. Adequacy of offender mental health care;
 5. Training and developing managers/supervisors;
 6. Ability to evaluate program impact;

7. Training and developing executives/leaders;
8. Influencing justice system policies that affect costs;
9. Evaluation of training impact;
10. (tie) Numeric sufficiency of staff to manage offenders;
10. (tie) Managing high-cost functional areas (e.g., offender medical care, employee health insurance)
10. (tie) Planning for staffing needs. (*Note: Listed twice in original report*).

Source: Connie Clem and John Eggers, NIC Correctional Needs Assessment: Findings of a National Survey of Correctional Leaders, National Institute of Corrections, U.S. Department of Justice, June, 2005, p. 17, (not available on-line).

- The combination of an increasingly younger, better-educated workforce composed of a more diverse population reflecting the often-conflicting values of new generations of employees presents management challenges. Today's employees are considerably less likely than their predecessors to quietly endure an autocratic management style.
- Lack of recognition and problems with administrators are major contributors to correctional officer stress. Autonomy on the job and participatory decision-making are associated with stronger organizational commitment and less job-related stress.
- Research confirms that the difficulty of work in correctional institutions is related more to problems involving staff relationships than to problems dealing with inmates.
- Staff cannot be expected to maintain peak performance in an organizational culture that is plagued with contradiction, ambiguity, inequity, inconsistency, unethical behavior, or autocratic management. In a number of agencies, the leadership challenge is to move from a politically-based to a professionally-based culture.

Source: Jeanne B. Stinchcomb, *Corrections: Past, Present, and Future*, American Correctional Association, Lanham, MD: 487, 489, 509.

- Offering flexible work schedules and shifts (and other non-traditional approaches) will make the job and work more appealing.
- Keeping employees interested, challenged, and successful will lead to retention.

Source: Catherine E. McVey and Randolph T. McVey, Responding to today's workforce: Attracting, retaining and developing the new generation of workers, *Corrections Today*, December, 2002, 80-21, 109.

- The factors driving motivation and job satisfaction have shifted dramatically in today's workplace. In the past, people were motivated primarily by fear. The fear was rooted in the protection against the loss of economic stability; people did not want to lose the security they had worked hard to acquire. Today, employees are motivated not by fear but by gain. The overall attitude is "What do I get from my job? Are my needs being met? Is my value being raised?"

Source: H.E. Chambers, *Finding, Hiring, and Keeping Peak Performers: Every Manager's Guide*, Perseus Publishing, Cambridge, MA, 2001.

- An organization's culture is closely tied to its ability to recruit and retain employees. With an upbeat culture that attracts applicants and inspires employees, agencies can compete more effectively in today's marketplace.
- Immediate supervisors are a key factor in employee turnover.

- Job satisfaction and employee retention go hand-in-hand with career development and succession planning, emphasizing the importance of ensuring that employees are continually growing, learning, and being challenged.
- With the diversity of today's workforce, one size no longer fits all when it comes to techniques for enhancing job satisfaction.
- A comprehensive workforce development effort involves an ongoing process to build a staff that is continually growing, developing and proactively addressing new demands.

Source: Jeanne B. Stinchcomb, Susan W. McCampbell, and Elizabeth P. Layman, *FutureForce: A Guide to Building the 21st Century Community Corrections Workforce*, National Institute of Corrections, Washington, DC, September, 2006: xiv, xv.

- Leadership is more than simply coordinating and influencing the work of an organization. It is developing, maintaining, or changing the culture of the organization.

Source: S. Stojkovic and M.A. Farkas, *Correctional Leadership: A Cultural Perspective*, Thomson/Wadsworth, Belmont, CA, 2003.

- In studying nine selected private sector organizations known for innovative or effective human capital management, we found that they focused on nurturing organizational cultures that involved employees and rewarded them for performance, empowering employees by making them stakeholders in the development of solutions and new methods.
- Hierarchical management approaches will need to yield to partnerial approaches. Process-oriented ways of doing business will need to yield to results-oriented ones. And siloed organizations with a steep hierarchy will need to become integrated organizations if they expect to make the most of the knowledge, skills, and abilities of their people.

Source: D.M. Walker, *Human Capital: Managing Human Capital in the 21st Century*, Testimony before the Subcommittee on Oversight of Government Management, Restructuring and the District of Columbia, Committee on Governmental Affairs, U.S. Senate, March 9, 2000.

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