



Proceedings of the Large Jail Network Meeting: March 2014

Session topics:

**Intelligence-Led Policing and
Jails**

**Segregation of Inmates for
Medical and Mental Health Care**

Facility Culture and Misconduct

Crisis Intervention Training

Counterfeiting and Jails

Staff Wellness

Open Forum

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**Proceedings of the Large Jail Network Meeting
Aurora, Colorado
March 23 – 25, 2014**

U.S. Department of Justice
National Institute of Corrections

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About the Large Jail Network

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

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

Purpose

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

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

LJN Goals

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

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ABOUT THIS MEETING

The March 2014 Large Jail Network meeting took place at the National Institute of Corrections, National Corrections Academy in Aurora, Colorado. There were 65 detention agency staff in attendance.

The meeting began with an informal dinner on Sunday, March 23, with participant and guest introductions. Two days of presentations and discussion followed.

Guests and speakers at the meeting included:

- Tony Ruocco, National Intellectual Property Rights Coordination Center, U.S. Department of Homeland Security, Denver, Colorado;
- Kathy Black-Dennis, Director, Standards, Accreditation, and Professional Development, American Correctional Association, Alexandria, Virginia;
- Bob Kasabian, Executive Director, American Jail Association, Hagerstown, Maryland; and
- Connie Clem, meeting recorder, Clem Information Strategies, Longmont, Colorado.

The agenda for the meeting is provided in Appendix A.

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

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

MEETING HIGHLIGHTS

Jail Intelligence

- p. 3* Coordinated efforts to gather and use intelligence from and about inmates and their associates can result in safer jails, stronger crime control in the community, and better appreciation of the jail within the local law enforcement community.

Segregating Mentally Ill Inmates

- p. 7* Clearly defined review points and criteria assist jail staff in placing mentally ill and/or suicidal inmates in special housing when needed. They also provide a structured method for returning these inmates to the general population when it is safe to do so.

Staff Misconduct

- p. 14* Changing the culture in a facility with major performance problems takes a sustained effort. Staff and supervisor changes, new security technologies and procedures, ethical leadership, and persistence have been elements of the solution in a Maryland city jail.

Crisis Intervention Training

- p. 19* Officers who have crisis intervention skills are less likely to resort to using force to gain inmate compliance—which improves inmate interactions, lightens the facility’s atmosphere, and reduces liability. CIT skills are most often needed in intake and with mentally disturbed detainees/inmates, but the principles also can be applied in interactions with other inmates.

Counterfeiting: Risks to Jails

- p. 24* The Intellectual Property Rights (IPR) Coordination Center, part of the U.S. Department of Homeland Security, helps public safety agencies know what they’re buying and educates consumers on the risks posed by counterfeit goods.

Officer Stress and Wellness

- p. 26* Detention officers experience high rates of stress because of the nature of their work, coupled with a culture that tends to promote a “stay tough” attitude. Agency leaders have a responsibility to support the well-being of their staff members and their ability to deal with job and personal pressures. Mandatory peer-to-peer counseling programs ensure that officers who are involved in critical incidents don’t sweep the after-effects under the rug. Communication, organized leisure activities, healthy food and exercise opportunities, and inviting break space can help ameliorate the effects of stress on correctional officers and their families.

PROGRAM SESSION: I.L.P.: JAIL INTELLIGENCE GATHERING

INTELLIGENCE-LED POLICING IN A DETENTION ENVIRONMENT

Presenter: Ed Beckman, Major, Court Services Bureau, Pasco County Sheriff's Office, Land O' Lakes, Florida

Intelligence-led policing (ILP) is a crime control concept based on the principle that 6% of criminals commit 60% of all crime. Those 6% usually end up in jail at some point or points in their criminal careers. Statistically, every person who has been arrested five times or more will almost certainly reoffend. A jail with 1,500 inmates, many engaged in regular criminal activity, is a potential mine of information on current, past, and planned offenses. Linking the jail's intelligence activity with that of other local agencies has immense benefits to public safety and safer jail operations. The benefits of the Pasco County Sheriff's Office program extend beyond Pasco County to the neighboring counties of Pinellas and Hillsborough, which share many of the same repeat offenders.

A main proponent and trainer behind ILP, Jerry Ratcliffe, is Director of the Center for Security and Crime Science at Temple University in Philadelphia. He is a former officer in the London Metropolitan Police. The Pasco County Sheriff's Office invited Ratcliffe to help set up its ILP program.

ILP is defined as "the application of criminal intelligence analysis as an objective decision-making tool to facilitate crime reduction and prevention through effective policing strategies and external partnerships." The core idea behind ILP is harnessing the capabilities of and the intelligence being gathered by different law enforcement and public safety agencies—each of which may be looking at the same perpetrators and suspects. Getting agencies to share information often means breaking down traditional silos and operational biases toward secrecy. The elimination of "information silos" is an important first step and is in accord with the Intelligence Reform and Terrorism Prevention Act of 2004 and the National Criminal Intelligence Sharing Plan (NCISP).

Inter- and intra-agency communication is a cornerstone of the ILP program in Pasco County.

- A weekly intelligence meeting brings together all stakeholders to discuss crime trends, incidents, and suspects. The jail's intelligence deputies often can contribute information on a suspect's associates.
- Crime maps are regularly reviewed to identify "hotspots" and potentially to identify prolific offenders. For example, a neighborhood built in the 1960s with small retirement houses is now mostly rental properties with a transient population. Criminal activity there was frequent until it was targeted for response by the Sheriff's Office. When a neighborhood intervention is conducted, it needs to be a quick action, or the perpetrators will move elsewhere.

Program Components

Intelligence is obtained and shared in several ways.

- **Actionable intelligence meetings (AIM).** Each weekly AIM has at least one representative from every section of the Sheriff's Office: patrol, the criminal investigations unit, warrants detectives, etc. Personnel from the state's attorney, community partners, and other agencies may also be present. The meetings create alignment between units that may be working with the same target. Improved interagency communication also improves officer safety. If a warrant is being served, for example, intelligence from vice, narcotics, or DEA officers that the fugitive has a stockpile of firearms will suggest a tactical response.
- **Intelligence briefs.** In intelligence requirement briefing sessions, investigators list their crime intelligence gaps. Jail officers can look for opportunities to uncover information on the situations and persons mentioned.
- **Weekly meetings with command staff.** Command staff meetings are very two-way. Everyone works for the sheriff's office, and all problems are shared problems. There is no attitude of issues belonging only to the jail or to vice and narcotics. The mindset needs to be that anyone wearing the badge can be trusted. Issues are addressed collectively, and any issues are resolved at top levels.
- **Post-arrest interview program.** This method uses deputies trained in interview techniques who sit down with arrestees after they're processed to see what information they'll share with someone other than the arresting officer. They are not questioned about why they were arrested. Possible intelligence is recorded in a tips system. The deputies' work is helping the jail as well as investigations elsewhere.
- **Detention intelligence liaison officers.** Each platoon and court service office has a liaison officer who pushes information down to officers in their respective platoons. If a suspect is arrested who has known associates, any who are in jail can be monitored and any intelligence cycled back.
- **Jail mail monitoring.** Smart Jail Mail is a kiosk-based system that monitors inmates' non-privileged email correspondence. (For messages to an attorney, the inmate clicks a button to indicate it is a privileged communication. An officer verifies the recipient and approves the message for release.) Outgoing email messages are scanned for code words and flagged for staff review if indicated. Inmates pay \$1 per message, and messages are stored for 30 days. Messages that include some type of threat are referred to the state's attorney.
- **Phone call and video visitation monitoring.** An analyst monitors inmate phone calls and recorded contacts via the Skype-based online video visitation system. Telephone and Skype contacts have been a rich source of intelligence on crimes and staff misconduct. All visits are conducted via camera, and the recordings are stored for a minimum of 30 days per public record law. Investigating units have access, and officers can be alerted to a visit and watch it live. The agency's attorneys are looking at the wage and hour implications for investigators. If they receive a visit alert outside their scheduled work hours, they need to document their added time.

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Within the Pasco County jail, all deputies are instructed to notice and collect possible intelligence information. Two intelligence deputies are assigned to each platoon to collect and review the information emerging from the housing units. Vetted information is passed up to a team of three detectives, who review it further and send high-value content to the ILP analyst. This person shares content beyond the jail and also brings information to the jail, establishing a two-way street for significant intelligence.

The intelligence deputies are dual-certified jail staff. ILP analysts are civilians based in the sheriff's criminal investigation bureau; one is dedicated to the jail, and others are assigned to the agency's three patrol districts. One works with vice and narcotics. All work in one room as a team.

Success Factors

Making ILP work has involved some changes in training for housing unit officers. The officer's role expands beyond care, custody, and control to include more elicitation and listening skills. However, officers also need to respect Miranda requirements and avoid asking about the inmate's own possible offenses. For jail staff, the goal is security inside the jail plus intelligence on activity outside jail.

Successes of the Pasco County initiative have demonstrated its value and overcome some initial resistance from narcotics and vice investigators who didn't see the value of collaborating with the jail.

- A road lieutenant's car was broken into overnight, and two guns were stolen. Twenty months later, a jail inmate mentioned to an officer that a friend was dealing guns, including police-issue weapons. By that afternoon, the suspect was in custody and the arms were recovered.
- Jail photos of tattoos have helped solve a homicide.
- Jail deputies' work has led to search warrants, arrests, and prosecutions. To recognize his contribution, one jail deputy was included on the backup team when a warrant was served on a marijuana grow house, leading to seized assets, recovered firearms, and arrests. The story resonated through the bureau.

Perceptions have come a long way; jail and prison officers are more professional now than they may have been early in a seasoned investigator's career. Most resistance has come from undercover people who work with the highest levels of secrecy. Once they become involved in intelligence sharing, they understand that it benefits their work as much as that of others. Investigators also learn about jail operations.

Additional Sources

Pasco County is getting excellent results from outreach to community members. Social media tools are very effective, as are e-alerts, billboards, a tips program, a "caught on camera" series, and public service announcements.

- The county intranet site has a "Submit a Tip" link, which is often used by civilian support staff.

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- A regular Facebook feature, the “Fugitive of the Day,” is popular. Suspects are sometimes identified and located within an hour.
- Jail housing units have a direct telephone line to a Crime Stoppers desk.
- State wildlife officials also come to their meetings and share information on criminal activities occurring in the state parks they patrol.

Discussion

- Gregory Garland said that the Sheriff in San Bernardino County, California, found it very effective to send the jail’s gang intelligence officer out on patrol for a week to work with patrol and narcotics officers. That opened the door to get those officers comfortable talking with jail staff.
- Blaise Mikulewicz (Dallas County, Texas) recommended that detention agencies partner with the FBI for intelligence. In one example, FBI analysts noted that a suspect was committing a string of similar crimes. The crimes suddenly stopped, suggesting that the perpetrator was arrested and in jail. The county jail examined its data and made a probable identification. To solve a particular crime, an intelligence officer can ask inmates questions such as, “Who do you know who’s crazy enough to shoot this DA and his wife?” Mikulewicz said that multiple agencies sharing information puts the program “on steroids” with local to international effect. Jails often have a great deal of information about criminal associates, levels of criminal activity, and other involvement. Jails should reach out to DEA’s High Intensity Drug Trafficking Areas program (see information at <http://www.justice.gov/dea/ops/hidta.shtml>).
- Mark Bolton (Louisville Metro Corrections, Kentucky) asked about the metrics used to gauge ILP performance. Beckman said that crime has gone down, but this can’t be linked to the intelligence program specifically. Jail deputies and investigators have become very skillful at weeding out “junk intel,” and the post-arrest interview content has been especially useful. However, there are no formal metrics for the program.

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PROGRAM SESSION: SEGREGATION OF HIGH-RISK MEDICAL/MENTAL HEALTH INMATES

PART 1. SEGREGATION OF HIGH RISK MEDICAL AND MENTALLY ILL INMATES

Presenter: Herbert L. Bernsen, Director of Justice Services, St. Louis County, Missouri

Herb Bernsen outlined the growth in the jail inmate population in St. Louis County, Missouri, which reached an average daily population of 1,331 in 2013. Mentally disturbed inmates make up 24% of the jail population, and the number is increasing. Suicide attempts also have increased recently, from 6 attempts in 2011 to 11 attempts in 2013. Five completed inmate suicides have occurred over the past 16 years.

To manage mental health care, jail leadership should work closely with the jail's medical services provider in regular consultations. That provider in St. Louis County is the county medical department. The jail's medical unit has 17 mental health beds and 11 medical beds. Mental health beds are used for seriously mentally ill inmates and those on suicide watch. There is constant triage to keep the unit from filling; double-bunking soon may be needed.

The agency's mental health team meets twice monthly to review the behavioral management plan for all mental health cases in the infirmary. The team also has been of great assistance in formulating policies. It consists of the medical director (a physician), a psychiatrist, two psychologists, two licensed clinical social workers, a case manager, the superintendent of security, the nursing supervisor, infirmary corrections officers, and a grant-funded corrections medicine aftercare coordinator.

Nurses screen new arrivals on intake. If there is any serious concern, the detainee is considered unfit for confinement and is taken to the hospital instead. This reduces the number of emergency situations that occur in the jail. Meanwhile, law enforcement's goal is to get officers back out on the street. An effective review process at arrival allows each team—the jail custody team, medical team, and police officers—to do their part without any slow-down.

The jail takes the initiative in dealing with individuals who are sent out for hospital care. Jail personnel start a dialogue with prosecuting attorneys and judges when an arrestee is very ill, often recommending release on medical recognition and/or electronic home detention. Hospitalized detainees can receive electronic bracelets, saving an officer assignment. "Assisted release" is also possible, which requires a responsible party to come collect the inmate.

Suicide Prevention Techniques

A nurse makes an assessment of incoming inmates and notes any mental health or suicide concerns. For suicide assessment, the validated assessment process includes a form on which the nurse notes a high, medium, or cautionary level of concern, based on defined criteria. High-profile

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inmates are automatically considered high-risk. Inmates assessed as medium risk, high risk, or high profile are seen by mental health staff within 30 minutes, either at intake or in the infirmary. High-profile inmates are moved to general housing only after being cleared by a psychologist or psychiatrist.

Per policy, inmates on suicide watch are given a blanket and clothed in a smock. Officers in the infirmary make observations per policy. It would be ideal to have a person with the inmate constantly, but this is difficult to staff. Checks are done every 5 to 10 minutes for inmates at high risk, 15 minutes for medium risk.

A behavioral management plan has been developed by the mental health team for this population, with positive and negative reinforcements, to keep the jail safer and reduce manipulative behavior. Releases from the medical/mental health unit are based on risk. Some inmates would rather stay in the infirmary and might act out in order to do so, creating the risk that a suicidal gesture will turn into the real thing. Any inmate attempting suicide is placed in a restraint chair and seen by mental health staff immediately. They are returned to the suicide smock and fed on a paper plate, and their cells are searched twice a week. They are seen more often by the mental health team and gradually get their privileges back. If all goes well, they return to general population infirmary housing and often from there to administrative segregation, then to a general population housing unit.

The jail has several elements in place to prevent inmate suicide.

- Once in general population, inmates that have been under suicide watch are on precautionary status and assigned to the cell closest to the officer's podium. Each has a roommate. Any time the roommate leaves the cell, the precautionary-status person must also come out. The inmates who are assigned as roommates are rotated. Officers can use incentives such as snacks and extra visits to reward desired behavior.
- The jail's intake and infirmary were not constructed with a built-in tour system that could be used to record wellness checks. The agency purchased the Pipe Guard 1 Plus product to track the time between checks via a sensor by the cell doors. A wallet tool allows the officer to record what the person is doing at the time of the check, such as sleeping, eating, or reading. Mental health team members value this information highly.
- A 13-page policy developed by a psychologist is the basis for training staff on how to recognize and respond to mentally disturbed individuals and what to put in reports. New and veteran officers receive suicide prevention training. Officers and staff are trained in using a 911 tool for noose cutting and are trained in delivering CPR. Officers are considered first responders and will start CPR while medical personnel are on the way with defibrillators and other equipment. Their target is to arrive within 4 minutes of a code. Security procedures have been adjusted to ensure immediate availability of elevators.
- The jail was built with air vents that were termed suicide resistant, but a few hangings still occurred. Vents have been changed to a louver style in all 144 cells on the eighth floor, with apparent success. Wall shelves have been removed. An inmate was able to hang himself from a floor-level bunk, however, which shows the difficulty of eliminating risk completely.

The agency considers it important to recognize staff members who save lives. Officers are awarded a Director's Citation and their heroism is noted on a plaque and at shift briefings. They also receive a badge ribbon.

Answering a Continuing Challenge

Most mentally disturbed inmates in St. Louis County are in jail on felony charges, and most have a dual diagnosis of mental health issues and substance addiction. Meanwhile, the Missouri state community mental health system is not strong, and its funding has been cut repeatedly. State and private facilities do not want to accept jail inmates. St. Louis County has had a mental health court for some time, but currently only misdemeanor cases are eligible. About 100 people are on supervision through the court, most of whom are successfully receiving treatment and staying on their medications. The county police department is using crisis intervention techniques. The vast majority of referrals for service or to court come from officers on the street.

Court processing also affects jail populations. Evaluations and decisions by public defenders are factors in expedient case processing. By asking questions about system processes, the jail can become the driver toward better and quicker responses.

Discussion

- A participant commented that when mentally ill people are sent to the state hospital, the state can force them to take their prescribed medications. Some return to the jail over and over: they get on their meds, are found competent to stand trial, are released to the community, stop taking their meds and decompensate, and end up back in jail or in state custody. Bernsen said that if the court orders psychotropic medications, the St. Louis County jail does not enforce those orders and does not force inmates to take medications at all. The jail's position is that decisions on what medications are prescribed to inmates are at the discretion of the physician or psychiatrist working in the jail.
- Many jails are dealing with homeless mentally ill persons who are released from jail and return within 48 hours. The jail's responsibility is unclear. Inmates must be released when there is a court order. The jail can take mentally disturbed inmates to a mental health care facility, but they can't be required to stay there. Sometimes a family member can meet them there and convince the person to stay and accept treatment.
- Inmates aren't accepted by hospitals when there is no room. In Georgia, the state hospital is full, as are other facilities designated as community providers of state mental health services. Inmates also need a medical clearance in order to be admitted to those facilities. While a placement is being found, the inmate's condition often deteriorates further.
- Jails can consider requesting the civil commitment of an inmate before the release date. Bernsen said the St. Louis jail presents an affidavit to a civil court, signed by the jail's psychologists, to have an inmate designated as a danger to self or others. With such a document, a mental health facility must accept the inmate for 96 hours (sometimes less).
- Ed Beckman said that Florida law calls for creation of a public safety council in each county. This led to Pasco County's establishment of a mental health court and a drug court to help address "revolving door" problems of homelessness, panhandling, and substance dependency. Federal resources are available to assist veterans, who make up a significant portion of the homeless population.

Part 2. Successful Practices in Preventing Inmate Suicide

Presenter: Jack Herron, Major, Oklahoma County Sheriff's Office, Oklahoma City, Oklahoma

Inmate mental health and wellness is always a concern in jails, and effectively managing inmates who are in extreme need or suicidal is essential. Jack Herron described the housing and management options now in place in the Oklahoma County jail.

Oklahoma County has an average daily inmate population of about 2,500 inmates, and the jail processes 44,000 bookings per year. About 400 inmates per day are taking psychotropic medications. The high-rise county jail was built without a medical floor, and the thirteenth floor was later converted for medical use. Medical care is provided by contract staff, including the medical director (a physician), a psychiatrist who is on-site 40 hours per week, and other personnel in 24-hour coverage.

The jail has three designations for inmates in mental health crisis.

- SP1 – Suicide Precaution 1. Inmates identified at a very high level of suicide risk are dressed in a smock and placed in an infirmary cell with a toilet. A staff member is sitting at the cell door “24/7.” A psychiatrist sees these inmate within 24 hours.
- SP2 – Suicide Precaution 2. At this level, the watch is stepped down to sight checks on 15-minute cycles. The inmate may have a cellmate, depending on what’s appropriate for the individual. During step-down from SP1, inmates cannot skip past the SP2 level, and they stay there for a minimum of 24 hours.
- MHO – Mental Health Observation. The inmates are in a 100-bed housing unit and are checked at 30 minute intervals.

Mentally disturbed inmates can be placed in restricted housing by mental health staff. Any staff member can flag a person for review. There is a weekly review of all people on restricted housing status, whether they are there for medical or mental health reasons or a rule violation, etc. Medical personnel visit daily, at minimum, to observe inmates for decompensation. Medical personnel visit daily, and mental health staff are there at least three times per week.

Units where mentally ill inmates are housed have “medical security staff” positions. These staff members are qualified to give medications. They know the inmates, know which inmates need special precautions when seeing medical staff, and can recognize decompensation. The jail has a strong contingent of officers who have training in crisis intervention, which is working very well.

On arrival at the vehicle sallyport, detainees receive an initial pat-down and weapons search and an immediate medical and behavioral pre-screening by at least one nurse. Some are diverted for hospital care and taken there by patrol officers. Though the state legislature keeps cutting mental health agency budgets, a few crisis centers still operate. Detainees with active charges can be taken to the state mental health facility only with a court order. Serious cases are reviewed by a team including jail staff, the public defender, the district attorney, and county mental health staff to determine whether prosecution is appropriate. Sometimes detainees are released on their own recognizance or released to the family or a crisis center. Sometimes charges are dropped. The legal system is trying to find a better response to a recurring situation.

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If nursing staff think an inmate should be sent out for hospital care, the inmate is evaluated by a medical doctor. After the jail implemented this policy, nighttime calls to the jail director about escorts for hospital travel dropped.

Decisions about whether a mentally ill inmate is housed alone or with a cellmate are made by the mental health staff. Some inmates must be housed alone because of the danger they pose to others. Some cope better alone, and others show improvement when they have a roommate. It's important to distinguish between inmates who inherently have violent tendencies versus those whose violent actions are caused only by their mental illness.

The agency uses the Guard 1 system as a convenient way to log the staff's cell observations. Sensors are on individual cell doors. It is expensive at \$700 per pipe unit plus \$450 for the downloading capability and \$400 per pad. Agencies may be able to do their own installation and save money. Even with the record of visits, however, some plaintiffs' attorneys are beginning to ask if the jail has video corroboration that the officer on tour actually looked into inmates' cells.

The Future: Advocacy on Behalf of Jails

Jails' role with regard to mentally ill inmates is complex, evolving, and not easily understood. Their original obligation is to provide services to stabilize mentally ill detainees once they're in the jail, so they can be considered competent to stand trial. Inmates also can arrive in jail without a noticeable mental disturbance, but a latent condition can emerge in response to the stresses of incarceration. More recently, jails are becoming the default caretakers of the community's under-served mentally ill population. In most situations, care for mentally ill inmates is an unfunded mandate.

Blaise Mikulewicz (Dallas County, Texas) suggested that the Large Jail Network could be a strong voice for convincing state legislatures to examine this issue as a comprehensive social problem. Mentally ill people need a range of services, including housing, transportation, and care. Jails' expenses are being borne by local taxpayers, but it should be a state responsibility. Agencies can apply for support via Medicaid Section 1115 Research & Demonstration Projects to obtain waiver money for local mental health care. Mikulewicz commented that jails are all a lawsuit away from fixing what agencies do locally, adding, "No one's going to defend us on what we're doing in our county jails."

Participants commented that from coast to coast, jails and prisons are becoming mental hospitals with bars. Jails are doing their best to work with persistently mentally ill individuals to get their situations under control. The solution is in the funding, whether it can be obtained from state or local government, Medicaid, and/or private insurance. In some states that have state hospitals for the mentally ill, private providers have no incentive to open their available beds to inmates who are intercepted at the jail level. Jail leaders should talk to their elected representatives to get their commitment to fund more state hospitals and/or more treatment in the community.

Discussion

- A participant commented on a recent article in *American Jails* magazine discussing research on inmate suicide in isolation, including how treatment can be effective in restricted housing.

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- Some jail leaders and sheriffs have been called to testify before U.S. Congressional committees on this subject. Terri McDonald (Los Angeles County, California) commented that in California, a mental health facility door cannot be locked without it being considered isolation and restraint. As a result, mental health facilities won't accept seriously mentally ill and violent inmates from jails. California prison housing units for the mentally ill are run by staff of the state department of mental health. These staff members are nurses who are also certified peace officers, so they are authorized to put people in handcuffs if necessary. State or local laws should be reviewed for what they say about isolation, seclusion, restraints, the role of medical and mental health professionals, etc. It could be possible to get some laws changed in ways that benefit jails' ability to manage mentally ill inmates.
- Perspectives differ on whether providing a more normalized, un-jail-like environment is worthwhile in housing units for mentally ill inmates. Participants from some agencies that have tried this were cautionary. Blaise Mikulewicz (Dallas County, Texas) said that these attempts can blur the focus on safety. The Dallas jail has experienced a number of assaults and injuries because medical and mental health staff members were treating inmates too much like patients. Mitch Lucas added that Charleston County, South Carolina, found that putting mental health unit staff in polo shirts and khaki pants did not make management easier. Mentally ill inmates wanted it to be clear "who the cops are" when they needed more assistance or protection. Plus, as these staff move between other parts of the facility, their lack of uniform is disconcerting.
- Mitch Lucas (Charleston County, South Carolina) said that jail leaders have a decision to make: should an agency ask for the resources to provide treatment for mentally ill inmates in the jail, overlook their needs and treat them like any other inmate, or to speak up to have them treated somewhere other than the jail? Expanding the jail's functional capacity to manage and treat mentally ill inmates is a choice, whether it's a conscious choice or not. Even if a law is passed that clarifies the role of the jail or other agencies, the needed funding may not be there. The South Carolina state legislature passed a measure giving public safety officer the option of taking mentally ill people to a jail or to a crisis center, but there are no crisis centers. With so many mentally ill people in jail, jails need to decide whether to invest their energy into providing quality care or keeping these people out of the jail in the first place.
- Ed Beckman (Pasco County, Florida) described a recent judgment involving a mentally ill woman who died from dehydration after 8 days in jail custody in 2006. She had been brought to the jail as an involuntary commitment after kicking the arresting deputy. Once in jail, she exhibited difficult behaviors, such as throwing food. The jail was later unable to provide documentation of her fluid intake while in the jail.
- Glenn Kurtz (Sedgwick County, Kansas) said that when he started his jail career, the county ran locked mental health wards. Community care was never funded. Now private providers won't take on patients who can't pay. People can get crisis care and become stable at a state facility, but most decompensate once they're released and come back to the jail. Jails are only a bandage. Participants agreed that being able to connect people with Medicaid-funded care holds hope for the future, because it boosts the likelihood of private providers accepting people in need.

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- Another jail is focusing on a continuum of care approach. The jail staff was unaware what services were available in the community. Now, mental health navigators are working in the jail and also work in custody settings, in hospitals, and in homeless camps.
- Mitch Lucas (Charleston County, South Carolina) noted that in smaller counties without a hospital or mental health officer, help could be 100 miles away. Other participants commented on the driving distance to state hospitals.
- Mark Bolton reported on an analysis of mentally ill inmates in Louisville Metro Corrections in Louisville, Kentucky. Of the jail's 100 most serious mentally ill inmates, 75% were misdemeanants. Most were waiting for a competency evaluation at the state hospital. The cost to society includes emergency services, prosecution, etc., not to mention jail costs. Evidence-based, assertive community services and case management work, but governments are putting all the money elsewhere, including the jail.
- Darren Long (Travis County, Texas) said that because the 11 mental health facilities in Texas were always full, Travis County had a local hospital designated as a treatment center, with a new 18-bed psychiatric unit. He said jails should be willing to give up some of their own budgets to get the responsibility for mental health services moved where it belongs. Sheriffs can reach out to local hospital superintendents on collaborative projects and to legislators to help everyone understand where the dollars are best spent.
- Mark Purevich said that the jail in Lake County, Illinois, was handed a U.S. Department of Justice (DOJ) requirement to build a mental health unit. The “revolving door” of homeless inmates coming through the jail, plus the number of mentally ill inmates in the jail for more than 18 months, helped him make the case for funding with county commissioners.
- Mike Jackson noted that the DOJ Civil Rights Division is not viewing jail mental health services as a community and state issue. Its perspective is that jails must build the capacity to respond. Jackson recommended that jail leaders take the issue forward in a concerted effort that involves professional organizations at the national, state, and local level.

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PROGRAM SESSION: STAFF MISCONDUCT

STAFF MISCONDUCT

Presenter: Wendell France, Regional Executive Director, Central Region, Maryland Department of Public Safety and Correctional Services

Wendell France was placed in charge of correctional facilities in central Maryland in January 2010. This region of the Maryland Department of Public Safety and Correctional Services (DPSCS) is responsible for the management of eight secure facilities, including three detention facilities: the Baltimore Central Booking and Intake Facility, the Baltimore City Detention Center, and the Chesapeake Detention Center. In 1991, the State of Maryland took over operation of the Baltimore City Jail in connection with legal case, *Duval v. State of Maryland*, and the state's obligation to move state inmates from the jail. Until 2010, the jail had been run like a prison. The facility now has been renamed, pretrial services have been placed within DPSCS, and DPSCS has assumed responsibility for all arrest booking.

The primary issues France faced on taking the job had to do with culture, as reflected in issues such as lack of discipline, direction, and training. Contraband and the internal investigations process were major concerns. He began to set a new tone by holding "town hall" meetings with correctional officers and conducting an employee satisfaction survey.

At the outset, contraband was driving the culture in facilities. There was significant trafficking in drugs, tobacco, weapons, and cell phones. Officers were often involved. In one incident, a bag full of cell phones was thrown over a fence into recreation space. Another time, a supervisor allowed an officer to leave her post to get a large food container that, in addition to being too big per policy, also was found to include several bags of drugs.

Twin priorities were to implement a zero-tolerance policy for any behavior that threatens the safety of inmates and staff, and to update the recruitment process to attract skilled candidates who would reflect the diversity of the inmate population. "Operation New Beginning" was launched to address staff safety and corruption. All staff participated in new training. The agency terminated 89 staff members (including a warden) within 2 years for contraband, fraternization, and possession of drugs. Politically, the agency was unable to tell its side of the story until it could take control of its cultural issues.

The FBI and DEA were brought in to assist in an investigation. Based on evidence including wiretaps, 13 women officers were indicted in April 2013 on racketeering and drug distribution charges. Eventually a total of 42 people were indicted, including officers and area residents. Inmates had targeted impressionable young female officers whose average age when assuming duty was 21 years.

France observed that culture issues are common in jails. Officers are at risk of failing to comply with policy and training simply because they spend so much time with inmates. A Denver officer recently accepted a felon's offer of \$500,000 for a cell phone and became implicated in the inmate's

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escape. In another incident, an officer let inmates talk him into turning off the housing unit lights for a few minutes, which gave them the chance to beat an inmate victim unconscious and injure him with scalding water. A manager in another jail was found to be stealing contaminated funds.

The Maryland DPSCS implemented a number of improvements to address culture issues.

- It put in place a new management team: a new Jail Administrator, two new Assistant Jail Administrators, and a new Security Chief.
- It invested \$300,000 in state-of-the-art video surveillance equipment.
- It initiated twice-weekly facility searches.
- It acquired FastID™ technology for screening visitors at entry, a one-finger ID system that checks NCIC records and outstanding warrants.
- It began rotating staff at each facility entrance point every 30 days.
- It installed a Managed Access cell phone signal interceptor system.

The Denver jail also has recently implemented new procedures to improve the agency's ability to detect and respond to possible staff misconduct.

- All serious allegations are immediately referred to Internal Affairs.
- All inmate grievances are logged electronically for early identification of patterns.
- Grievance information is used to identify deputies who could benefit from the department's early intervention program.
- A Conduct Review office has been created to investigate and resolve internal affairs complaints and quickly make disciplinary recommendations. This replaces review by the chief, which had sometimes taken 2 years for closure of a case.

France also emphasized the importance of accountability and integrity in correctional management. As a leader or manager, displaying personal accountability helps build a culture of accountability in the organization.

An agency's culture must reinforce the responsibility of all staff to observe and report known or suspected issues of any kind.

- Staff members who are aware that an officer is off his/her post and spending private time with an inmate must report it.
- Clear lines must be drawn. Officers must know they cannot sit and chat privately with inmates in their cells. In Maryland, an officer who had been having sex with an inmate during the night shift told France that she did not understand that her behavior was violating the jail's operating and ethical principles.

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- Clues to an unethical situation may be visible but unnoticed. If an inmate is moved from maximum custody to an outside inmate worker status within a 2-year period, that may be cause for a review.
- Inappropriate use of force can remain unreported because of cultural issues.
- Jail staff should be encouraged to speak up about personal issues involving their peers. After a jail deputy killed his wife, the jail leadership was told it should have known there was a problem.
- Staff should speak up about concerns with contractor performance and be supported when they do so. One jail's medical vendor was providing inadequate care, but the county administrator insisted that the jail "work with them" rather than confronting the provider. As a result of poor care, five inmates died in an 18-month period.

An agency's core values have to be reflected in the culture and in day-to-day practices. If unattended, facility culture can deviate from what it should be. Examples of line staff accountability include employees being present for their entire required shift, completing any tasks that have been designated to them, being responsible for performing the specific duties that go along with their job, being consistent in doing the right thing in all aspects pertaining to their job, and working together toward a common goal for the facility.

Supervisors and managers are ultimately responsible. For example, if street gang members are in effect running a housing unit, this is a failure of the unit officer's supervisor.

France noted that most officers are doing good work in adverse conditions. Officers spend more time with inmates than with their families. Sometimes, a few staff members may begin straying from the correct path. A manager or leader must keep an eye on what's going on in the institution.

ACA standards include indicators that can help an agency keep an eye on culture:

- Number of incidents in which staff were found to have acted in violation of facility policy;
- Number of staff terminated for conduct violations;
- Number of inmate grievances attributed to improper staff conduct, which were upheld;
- Proportion of staff substance abuse tests failed; and
- Number of staff terminations for violations of drug-free work policy.

France gave the example of learning that a staff member's house was raided twice by federal drug enforcement agents. The staff member should not have been working in the jail. Other staff members must have known about the raids, but none told management. A jail where staff members provide cover for each other is not safe.

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France summarized his recommendations for jail leaders as follows.

- **Set the tone.** The character of the leader casts a long shadow over the organization and can determine the character of the organization itself.
- **Establish and enforce policies.** Set policies appropriate for your organization. Communicate them regularly and adhere to the policies already in place. Show zero tolerance for ethical violations. Without a demonstration of real consequence, policies are useless. If a manager or leader shrugs and accepts unethical behavior as OK “just this once,” then it becomes more common.
- **Educate and recruit.** Consider using formal education programs to reinforce a commitment to integrity. Find universities that have incorporated business ethics in all courses and use them as a recruiting source.
- **Separate duties.** This is a classic organizational concept that jails can implement. For example, are your financial systems maintained outside of the financial department?
- **Reward ethical conduct.** Rewarding ethical behavior develops trust. If you reward a behavior, people will do it.
- **Eliminate the “undiscussables.”** Openness creates trust. Other than legal and personnel items, there’s nothing staff can’t know. Make it clear that any employee can ask you about what’s going on in the organization. For example, it need not be a private matter when a recommendation for termination has been made. This also applies to the media. When the media know an agency operates in a transparent, ethical manner, it will be credited.
- **Stick to it.** Jail leaders must combat the dynamic of, “Forget your training; this is how we do it here.” Culture change doesn’t happen overnight.

Returning to the recent investigations, France commented that at one point he was sure all his supervisors were culpable. Staff member were asked to write a statement about what they knew, then they were polygraphed. Most supervisors at all levels were eventually lost, and there were 80 vacant officer positions. In a wiretapped call, an officer described spending the entire night in an inmate’s cell as the best night of her life. Putting aside from the question of how this could have been possible on shift, France said that self-esteem is the real issue. It’s not about women per se; agencies have plenty of high-performing women staff, and some of France’s best officers have been women.

Staff recruitment, training, and retention are points to work on. If culture is a training issue, the corrections field needs to learn how to train. Agencies must define what they are looking for in new hires, hire to their goals, and learn where they can find the best recruits. A committee in the Maryland legislature has recommended changes in requirements for correctional officer hiring and discipline. Several bills are under consideration in the Maryland legislature that came out of a joint policy committee.

On the morning when the indictments were announced, France arrived early to brief the staff and was surprised to enter to a standing ovation. France said that agency leaders need to show, not tell, the staff what you care about. Don’t allow the jail to lose track of its core functions because of cultural issues. It’s hard to assess culture when you’re inside it; leaders have to step back and stay vigilant.

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France made three specific suggestions to address culture issues.

- Rotate staff members among positions, especially those working in dormitory settings. This prevents officers from getting too familiar with a group of inmates, and vice versa.
- Install cameras to observe whether supervisors are making their rounds or if an officer is talking with an inmate for too long.
- Get outside attention on the issue of culture. Attention from the legislative policy council made resources available in Maryland.

Discussion

- Ronaldo Myers (Richland County, South Carolina) commented that administrators need to tell it like it is. If a staff member is terminated, speak to each shift and tell other staff members as much as you can about the situation without violating personnel rules. Reinforce that if someone steps over the line and other staff know, those staff members will face consequences for not saying anything. Myers tells staff, "We're not in the secrets business. If you see something, you have to tell."
- Myers described a situation in the Richland County jail in which an intake officer was targeting Hispanics and getting their signatures on lesser amounts of on-person cash than they actually arrived with. Participants indicated their agencies find officers culpable if they lose property.
- Personal information about staff should never be shared with inmates. That information can leave the jail and expose the officer to risk. If an officer is compromised and inmates begin threatening him/her or the officer's family, the officer must go to jail administrators and get help, not submit to control by the inmate or a gang.
- A participant commented that culture is a training issue in two ways. Officers are proud of their accomplishment when they complete their training and orientation, and the agency should bolster that pride by operating the facility according to the training. First-line supervisors need training to help with the difficult transition to that role, and they are critically important in maintaining a positive culture. They need to know that the administration cares about their success.
- Ronaldo Myers (Richland County, South Carolina) commented that agencies can train to standards, but ethical performance is the employee's responsibility. Women officers who work in men's housing units are bombarded by bad and manipulative behavior. Some fall prey to the manipulation.
- None of the terminated staff members in DPSCS got their jobs back. The cases against them were too extreme.

PROGRAM SESSION: CRISIS INTERVENTION TRAINING

CRISIS INTERVENTION TEAMS: A FRONTLINE RESPONSE TO WORKING WITH MENTAL ILLNESS IN CORRECTIONS

Presenter: Shayne Grannum, Denver Sheriff's Department, Denver, Colorado

Shayne Grannum provided a definition of a mental health crisis as an event that is “short-term and overwhelming and involves a disruption of an individual’s normal and stable state, where the usual methods of coping and problem-solving do not work.” Grannum said that an officer’s best asset when dealing with such a crisis is his or her mouth.

The Denver jail has been using crisis intervention training (CIT), based on the Memphis model, since 2003. Effective crisis response for first responders was first developed by the Memphis Police Department for use by patrol officers to facilitate pre-booking diversion of mentally ill individuals from jail custody. CIT-trained officers are better prepared to handle mental health crises and prevent them from happening. Implementation of CIT represents a partnership between law enforcement and the community. Within a jail setting, CIT also reflects a change in culture.

The Problem

Recent growth in jails’ mental health population presents major challenges. Facilities typically have not been designed for mental health care delivery. Services typically are focused on immediate symptom relief and relapse prevention rather than on delivery of a full range of mental health care and treatment. Mentally ill inmates are generally housed with the general population as much as possible. Jail security personnel usually do not have special training for working with disturbed, mentally ill persons.

Most inmates with serious mental illness display symptoms that change over time. They may function better or worse from day to day in response to normal life stressors. The nature of their symptoms can lead to a crisis. They may go into crisis because of difficulty coping with stressful situations, such as incarceration. If an individual stops taking his or her medications, symptoms increase, which may lead to a crisis situation.

The same pattern happens in the community. If an individual is receiving no care or inadequate care, it may not be noticed that he hasn’t picked up his meds for the last few months. Suddenly the jail is dealing with a detainee in crisis who arrives at the jail in a homicidal or suicidal state. Seriously mentally ill persons are three times more likely to be jailed than hospitalized. Nationally, about 30% of jail inmates are receiving active mental health treatment. Some commit crimes in order to be returned to jail.

Other inmates may resist treatment in jail. They may not like the side effects, they may not want others to know they have a weakness, or they might prefer to see themselves as a “shark” than a “red snapper.” Denver jail nurses are sensitive to privacy concerns and will take an inmate aside to a safe place to take their medications.

With CIT-trained officers, the jail is better able to handle mentally ill detainees who are arrested in the midst of an episode. The first goal is to calm them down and get their behavior under control. If an inmate on a housing unit begins having an episode, the officer on the unit is better able to respond and calm the inmate instead of calling for immediate psych support.

CIT Basics

CIT started as a law enforcement response program designed for first responders who handle crisis calls involving persons with mental illnesses. CIT emphasizes a partnership between law enforcement, the mental health and substance abuse treatment system, mental health advocacy groups, and consumers of mental health services and their families. With its many noted successes, CIT has been introduced as an equally effective response to inmates or probationers who have serious mental illnesses. Correctional officers too are first responders to many crisis situations involving inmates with mental illnesses.

The same principles that define CIT for street officers also define it for detention/correction officers. The same communication skills are useful for managing any inmate’s behavior. Staff can choose if and when to use a hands-on response in an escalating situation. Many times, physical control can be avoided through verbal skills.

Crisis intervention is generally characterized by:

- A here and now orientation;
- Time-limited interactions;
- A view of the offender's behavior as an understandable (rather than a pathological) reaction to stress; and
- The need for quick, active, and directive action by the CIT officer based on an instant analysis of the situation.

CIT reduces injuries to correctional officers, other staff, and inmates; it improves inmates’ access to mental health services; and it improves communication between the professions that work together in the jail.

CIT in Denver

Denver’s interest in crisis intervention began several years ago when the jail was revamping its policies on use of force. Jail administrators were very transparent with the community in order to explain the situations faced by officers with inmates who were dangerous, noncompliant, or unable to comply with orders. Civilians had the chance to experience some scenarios, which helped them

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understand that sometimes staff in a jail can legitimately need skills and tools such as the Taser® or a carotid restraint.

At that time, Denver chose to adopt the CIT approach to improve officers' ability to de-escalate situations and avoid the use of force. Developing the program involved all types of caregivers. Community ownership of the overall effort was helpful.

Development of a CIT program proceeds in four steps.

- 1) **Selection of a coordinator.** This person can be from the corrections or mental health partner agency. He or she must be respected, honest, and a stickler for correct operations.
- 2) **Selection of officers.** A CIT program should be launched with an all-volunteer team of officers. Later their peers will buy in to the new concepts.
- 3) **Building or strengthening relationships with mental health care providers.** Issues here involve mutual respect for care, custody, and control on the one hand and caring and treatment on the other. Communication is essential so it's clear if any inmates are trying to manipulate the system or the staff. Now, Denver officers know more about the conditions an inmate may be suffering from. Psychologists and psychiatrists emerge from training with a better awareness of correctional system needs.
- 4) **Training staff.** Denver provides 40 hours of training, including 8 to 9 hours of scenario training. The training imparts the knowledge and skills needed to handle crises involving persons with mental illnesses. Participants learn about specific types of mental illness, developmental disorders and autism, suicide and suicide risk assessment, current medications and treatments, substance abuse and co-occurring disorders, legal issues, and the family and consumer perspective. Field and site visits are included. Viewing videos of mentally ill persons and their experiences develops empathy and understanding in the trainees. Risk assessment and communication/de-escalation skills are practiced in extensive role play situations.

When jails have a good partnership with state and local providers of mental health care, there are training benefits. A combination of CIT officers and clinicians as trainers is a winning approach. Mental health agencies will step up and help, but this needs to be handled carefully. Clinical staff must understand the relationship between an officer and an inmate. If they do not, officers will not respect the training.

CIT gives officers the ability to see their interactions with mentally ill inmates differently. It de-personalizes interactions that otherwise could be viewed as a power struggle and a challenge to the officer's authority. A mentally ill inmate may not respond to an order. Officers learn, "It's not about me," it's about this individual who's acting out or not complying with instructions. What they learn helps them avoid the frustration that can lead to less skillful inmate management.

The role-play scenarios ensure that officers don't just learn about crisis intervention, they learn how to do it. The point of the training is to be as realistic as possible. The scenarios can be very stressful for the officers. In one session, a trainee attacked the actor who was portraying an inmate. Officers become better able to control their own behavior and choice of action. These skills can save a job or a career.

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Actors play the part of the mentally ill resident. This is more effective than using staff in the role. Agencies can hire professional actors or look for student actors at community colleges and local theatre groups.

To date, 500 of Denver's 730 uniformed staff have been trained. More than 80% of Denver's intake officers are CIT-trained, and on some shifts, all intake officers have had the training. Most mental health crisis episodes in the jail happen there. CIT-trained staff are working throughout the facility, so the agency has the ability to provide immediate response if and when inmates begin to decompensate.

CIT techniques have reduced injuries to inmates and staff, thereby reducing agency liability. The comprehensive approach ensures that inmates have greater access to the mental health services they need. The skills are useful for managing any inmate, other staff, or anyone else who may have some type of personality issue. CIT is also a requirement for officers working in Denver's RISE program, an honor unit for inmates overcoming substance abuse.

Denver funds its program in part through a booking fee of \$30. One third of the fee pays for CIT.

Discussion

- Glenn Kurtz said that in Sedgwick County, Kansas, intake is handled by a combination of law enforcement officers and jail officers. There are at least two CIT-trained officers on shift at any time, and another officer can relieve one post so a CIT-trained officer can respond at intake or wherever needed.
- Marilyn Chandler Ford described specialized officer training in Volusia County, Florida. About half of the jail's officers have received 24 hours of training from a local mental health care provider, which includes live scenario practice. Officers also receive a 12-hour block on de-escalation techniques in their use of force training. The jail has an acute suicide risk unit and three step-down levels, the last of which mimics general population. The jail's mental health open block has carpet and sound panels. To discourage inmates from trying to stay there, the agency installed double bunks and beds in the dayroom.
- Raul Banasco noted that in Bexar County, Texas, 40 hours of CIT is included in the 10 weeks of academy training. CIT skills are reinforced by having graduates shadow veteran officers in the jail.
- A participant commented that given today's knowledge of jail and mental health issues and the need for beds, it's incredible that the money is not being made available. A frequent issue for jails is that mentally ill inmates may not stay in custody for very long, and they are released before the jail can connect them with community-based services.
- Milo Fitch (Sacramento County, California) commented that mental health navigators in the county jail are doing a good job, and the jail has a robust psych contingent. The ball is dropped after inmates are released. Other participants agreed that they see gaps in continuity of care on the outside.
- Darren Long said Travis County, Texas, was unable to get inmates a mental health care appointment in the community for 2 or 3 months after release. The jail now has an outside psychiatrist come into the jail to work with inmates, and the jail transports departing

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mentally ill inmates to their first mental health clinic visit. They are released with a 30-day supply of medications.

The NIC Prisons Division has technical assistance resources available for both prisons and jails. NIC's Jails Division has funding for three local programs and hopes to expand in FY 2015 through locally hosted regional programs. Hudson County, New Jersey, will be a site in 2014. NIC will provide the trainers. If agencies can provide the scenario actors, it could be an advantage.

Participants viewed segments of documentary films on community mental health issues and management of mentally ill inmates in jails and prisons. The programs are a rare glimpse into the mental health care delivery issues facing corrections and the difficulties of effectively managing mentally ill inmates, many of whom are in corrections custody because prisons are the only available provider of care. The programs include interviews with inmates and staff, scenes of cell extractions, and discussions of other difficult realities.

Resources

PBS Frontline: The New Asylums. Released May 2005. View online at <http://www.pbs.org/wgbh/pages/frontline/shows/asylums/view/>

(Sequel) PBS Frontline: The Released. Released 2009. View online at <http://www.pbs.org/wgbh/pages/frontline/released/view/>

Five years ago, FRONTLINE's groundbreaking film, *The New Asylums*, went deep inside the Ohio prison system as it struggled to provide care to thousands of mentally ill inmates. This year, FRONTLINE filmmakers Karen O'Connor and Miri Navasky return to Ohio to tell the next chapter in this disturbing story: what happens to mentally ill offenders when they leave prison. *The Released* is an intimate look at the lives of the seriously mentally ill as they struggle to remain free.

PROGRAM SESSION: COUNTERFEITING AND JAILS

THE NATIONAL IPR COORDINATION CENTER

Presenter: Tony Ruocco, Cyberinvestigations Specialist, National Intellectual Property Rights Coordination Center, U.S. Department of Homeland Security, Denver, Colorado

The U.S. Immigration and Customs Enforcement (ICE) Homeland Security Investigations (HSI) led National Intellectual Property Rights Coordination Center (IPR Center) stands at the forefront of the United States Government's response to global intellectual property (IP) theft and enforcement of its international trade laws. The mission of the IPR Center is to ensure national security by protecting the public's health and safety, the U.S. economy, and our war fighters, and to stop predatory and unfair trade practices that threaten the global economy. To accomplish this goal, the IPR Center brings together 21 partner agencies, consisting of 17 key federal agencies, Interpol, Europol and the governments of Canada and Mexico in a task-force setting. The task force structure enables the IPR Center to effectively leverage the resources, skills, and authorities of each partner and provide a comprehensive response to IP theft. The IPR Center is led by an ICE-HSI Director with Deputy Directors from HSI and U.S. Customs and Border Protection (CBP).

Source: <http://www.iprcenter.gov/about-us>

Counterfeiting is far more prevalent than most people realize. Essentially everything that Americans use daily has counterfeit versions. Aside from the concerns of intellectual property and lost profit to American business, many of these products pose dangers to public safety and the safety of law enforcement workers. Their sale often funds organized crime. In addition, some counterfeits are manufactured using child labor.

Purchasing staff in jails need to be aware of what they're buying and how items are entering their supply chain. Education on counterfeits and fraud is increasingly important to keep officers and inmates safe. Counterfeit distribution operations often have ties to national and international organized crime or terrorist groups. Prosecutions are more likely at the state and local level. Agencies that are involved in investigations may receive seized assets such as money and vehicles.

Examples of counterfeited items include cell phones, replacement airbags, DVDs, clothing, auto parts, pharmaceuticals, toothpaste, bottled water, bicycle frames, soccer balls, headphones, batteries, surge protectors, fire extinguishers, software, chainsaws, pet products, and wrist and ankle bracelets. Some products have fake UL labels. Expired infant formula is relabeled and sold. Counterfeit semiconductors from China caused a train derailment in the District of Columbia region. A large portion of counterfeit goods is manufactured in China. India is a leading source of counterfeit pharmaceuticals. With customs able to inspect only one in every 80 shipping containers, enforcement is difficult. Millions of dollars in profit are involved annually.

IPR is the coordination point for joint investigations/operations. Investigations are often prompted by suspected drug crimes and money laundering. Discount stores are sometimes fronts for counterfeit import operations. An undercover investigation of flea markets in the three-state area surrounding Memphis, Tennessee, found that everything in the markets was counterfeit.

Avoiding Counterfeit Products

To avoid counterfeit products, Ruocco advised agencies to be wary of low-price goods or offers for major discounts on bulk purchases. When reviewing physical products, staff should look for expired use-by dates, broken or missing safety seals, unregistered serial numbers or no serial number, missing warranty information, and unusual packaging.

Purchasing staff also should be observant about unusual website URLs. Fake sites sometimes appear higher in web search results than the legitimate site. For example, a Chinese company mounted the fake website, *NFLjersey.com*, a rip-off of the actual site, *NFLjerseys.com*. Fake websites are constantly being identified and closed down by the government, then they pop up again with a slightly different web address. To avoid purchasing counterfeit tactical gear, agencies should order items directly from the company, not its website. If considering an online purchase, inspect the site carefully or call the company to verify the site's validity. Ruocco is not aware of any jail commissary providers having a compromised supply chain.

How IPR Can Help

Agencies can get help verifying the products they buy by contacting the IPR Center. Information and assistance are available for anything copyrighted or trademarked in the U.S. As one potential response, IPR can put agencies in touch with the product owners to help authenticate items the agency may be purchasing. Suspected counterfeit goods should be reported to the IPR by telephone at 1-866-IPR-2060, by email at iprcenter@dhs.gov, or on the IPR Center website at <http://www.iprcenter.gov>, where a "Report Intellectual Property Theft" button appears on the homepage. Reporting helps private industry pursue cases. Under pressure from the U.S. government, the Chinese government is beginning to address the issue.

IPR also provides procurement training for acquisition professionals in government. A recent webinar for state and local agencies covered best practices in purchasing. Other training is provided on the counterfeit threat, how to mitigate the purchase and distribution of counterfeits, how to identify counterfeits, and how to report counterfeits. State and local officers can also be detailed to the IPR Center for training. The IPR website includes a law enforcement portal.

For more information, jail personnel can contact Tony Ruocco at 303-721-3015.

Resources

IPR information and assistance website: <http://www.stopfakes.gov/>

"Look Behind You" public service announcement about counterfeiting: <http://youtu.be/tu8zArWI75k>

PROGRAM SESSION: MANAGING/IMPLEMENTING ORGANIZATIONAL CHANGE AND WELLNESS

PART 1. ORGANIZATIONAL CULTURE, CHANGE, & CONNECTION: RESISTANCE TO CHANGE

Presenter: Michael W. Frost, Assistant Superintendent V, Essex County Sheriff's Department, Middleton, Massachusetts

Michael Frost came to corrections with experience in the recovery field and in counseling police officers and their families. He observed that agencies do a good job at getting officers prepared for tactical operations, but not much is said about their emotional safety. Stress and trauma take their toll. Officers see and deal with things people should not see, and they need to be given the skills to survive this job.

To stay satisfied and motivated, officers need to know that the agency cares about their well-being and notices their good work. Frost advised his fellow jail leaders not to make staff recognition such a "big deal" it keeps them from actually doing it. The simplest forms of awareness and recognition make the biggest difference for staff. Frost walks around his blocks every day, asking about officers' families and if there's anything he can do for his staff. Running with academy cadets on Fridays is a tradition. Early in his career Frost was volunteering at 2:00 a.m. on snow removal, and his sergeant brought him coffee. Actions like that are remembered.

Participants described some of the ways their agencies recognize excellence.

- Dane County posts photos of staff "caught" exhibiting any of the agency's six core values.
- Letters of recognition and commendation can come from jail leaders, the sheriff, or others. A handwritten note on good stationery leaves a good feeling.
- Agencies can give quarterly and annual awards for civilian staff and deputies, especially when lives have been saved. A plaque, \$100, and a photo with the sheriff are classic forms of recognition. Award plaques in common areas of the agency have lasting visibility.
- Civic clubs often give awards for law enforcement officer or firefighter of the year. Detention agencies can invite these groups to establish an award for local corrections officers, and they can submit officer names. Staff photos can be published in the local newspaper.
- Banks and credit unions can be a source of award funds. Agencies can find other creative awards, such as a period of free cable TV service.

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- Mark Bolton (Louisville, Kentucky) said the agency has a plaque identifying graduates of the National Jail Leadership Command Academy. Alumni are very active and help select the agency's future attendees. This is an effective tool for succession development.
- Mitch Lucas said that the Charleston County jail's Supervisor of the Year is rewarded with a trip to the annual conferences of the state jail association and the American Jail Association.
- Tom Merkel (Hennepin County, Minnesota) officiates at all staff promotions. Photos with "the boss" are optional but popular, and they appear in the agency newsletter.

People who work in law enforcement have a video in their heads of deaths or trauma encountered at work—whether experienced personally or observed. Every time the memory surfaces, it's the equivalent of a punch in the gut. Corrections workers have traumatic memories plus the sandpaper-like abrasion of constant lower-intensity stress. At least 25% of jail staff show symptoms of PTSD.

Nevertheless, people resist looking squarely at the need to address correctional staff wellness. Admitting that stress and corrections fatigue exist means admitting weakness and recognizing that there could be a problem. Staff may begin filing claims. These are not good reasons to avoid taking care of jail staff.

The first step is recognizing resistance to change. Resistance comes from habit, tradition, comfort with what's familiar, fear of what could happen, anxiety about the future, fear of a loss of control, and a "been there, done that" attitude about any attempts to change the culture. No one has worked only in well-functioning organizations. Many in corrections are adapted to navigating dysfunctional waters.

People resist change by finding fault, being toxic, subversion, filing grievances, passively resisting, posting complaints on social media, taking sick time, making verbal assaults, and attacking the messenger. Some stuff their irritation in what amounts to an emotional "gunny sack" for years, then it explodes—sometimes accompanied by a documented record of past events.

The consequences of failing to address corrections fatigue and staff wellness are serious. They include litigation, high turnover and attendant costs in recruitment and training, poor morale, disempowerment, safety issues (such as recent graduates with inadequate job experience working overtime), job dissatisfaction, a lack of cooperation, and a lack of opportunities for professional growth.

To deal with resistance, France recommended that agency leaders lean into the discomfort. Leaders need to support one another, make accommodations, increase communication, and accept the difficulties that come with change. They should keep their own behavior in line with the message and vision they want to spread. As changing attitudes spread to other influential staff, they will permeate further out into the organization, producing a benefit to the group that spreads still more widely.

PART 2. CORRECTIONS FATIGUE

Presenter: Shayne Grannum, Denver Sheriff's Department, Denver, Colorado

The Denver Sheriff's Department recently completed a week-long, train-the-trainer program on corrections fatigue. Deputies are enthusiastic, and staff like knowing they can get referrals to talk with a psychologist if they need it.

The corrections work environment is repetitive, confining, filled with confrontation and aggression, and punctuated with complaints, criticism, blaming, bullying, and abuse, often on a daily basis. Officers also feel the conflict between two roles: that of security and containment, and that of rehabilitation and helping inmates toward better life choices.

Many corrections staff will hear an element of their own experience in comments like these:

- "I need to drink before bed so I can get some sleep. I don't like doing this, but I can't see myself seeing a counselor for help with what's bothering me."
- "I'm 55 years old and twice divorced. I'm on medications for depression and have had a heart attack. If anyone knew how I was feeling, they'd take me to the funny farm."
- "I'm treating my kids like offenders. My wife won't put up with this much longer. I can't see a doctor because jail staff will find out."
- "I'm feeling suicidal. What I come across at work wounds my soul."
- "I've been to the emergency room five times. It has changed my ability to talk with people outside this line of work."

Corrections work has deep and lasting effects on its people. Every inmate isn't a bad person, but it's where bad people go. What corrections people laugh at is not the norm for general society. Its workers are hypervigilant—after wearing a uniform, it becomes a habit: who is here, where am I sitting, where are the doors? It becomes a life safety reflex; anyone could be the victim if we aren't paying attention.

Most staff members have insufficient personal strategies for adapting to corrections stress. Patrol officers can drop off a detainee and go de-escalate the tension in a normal environment with normal people. In jail, opportunities to de-escalate are harder to find. An officer has a control interaction with an inmate then returns to working with the rest of the housing unit. At lunch break, other officers often are talking about their problem inmates.

On a 12-hour shift, the effect is even more intense. The officer's personal life becomes a recovery from the shift: a cycle of work, the commute, and the sofa. Jail staff are able to stay "up" and performing well at work, and the family sees the person crashed on the sofa recharging. The officer's partner and children see the person as disconnected and exhausted and come to believe, "You care more about work than about us."

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Detention officers often go through a career cycle including an early “honeymoon” phase, followed by an immersion phase, and perhaps some significant overtime along the way. Stress begins to develop and accumulate. Often some type of tragedy or disappointment brings the stress to the bursting point. A colleague is seriously injured or commits suicide, morale sags, the officer’s performance slips, and ethical lapses can occur. The officer becomes more isolated, anxious, and depressed. Suddenly he or she is at a crossroads—will the officer survive in the job or not? Has he or she become a threat to self or others? Is the officer’s thinking becoming too rigid for him or her to get along with society or friends and relatives? Is substance abuse or another addiction becoming a major concern?

There is an alternative to turning into a lonely old person. No one in corrections is the only person facing these feelings. It’s the responsibility of jail leaders to show that they understand what their staff are experiencing and that they’re willing to help them find a way out of it.

The corrections field has a high rate of suicide. It can occur seemingly out of nowhere when a staff member’s coping skills suddenly break down. Colleagues then feel guilt over the person suffering in isolation. Stories emerge: “The other day, he mentioned something. I should have paid more attention and done something.” Staff and family members need support and knowledge of how to respond to stress. A participant described referring two officers to the agency’s Employee Assistance Program and later being thanked for it. Knowing it made a difference was a reward.

It’s easy for corrections staff to keep their difficulties masked. They think it’s more important to stay tough and get back to work than to take care of themselves and their peers. Denver Jail Division Chief Elias Diggins said jail leaders need to make their staff understand that it’s OK to talk to your brother and sister and figure out how to take care of them.

Mitch Lucas (Charleston County, South Carolina) argued that any high pressure job comes with stress; the corrections field isn’t alone in creating problems for its employees. Participants countered that jail staff do nothing that isn’t both important and necessary, and they face constant physical danger. The work has to be done correctly, and someone must be there to do it. Jail staff can’t go to work and slack off on a bad day or take a long vacation whenever they need to alleviate stress. A participant who is a former stockbroker said that the stress in corrections work is completely different. In addition, administrators experience not only the difficulty of working with inmate issues but also resistance and tension with staff.

Further, corrections staff often are alone with the aftermath of their decisions. Physicians have review boards to process stressful situations. In corrections, it should be acceptable for a staff member to say, “I’m not good tonight,” but it’s not. People shoulder through and stay on the job, damaging themselves further.

Staff will react differently after a stressful situation. An officer may be haunted by the image of an inmate who hanged himself. One law enforcement SWAT team member might be all right after a suspect is killed in an incident, and another may be broken. No one should be judged on how they react to a critical incident. In addition, staff can’t de-stress after an incident; first, they have to write a report about it. Staff members need self-care tools to process the incident, and jail leaders should encourage them to speak up about what help they need. The tone needs to be, “Let’s get you right.”

PART 3. STAFF WELLNESS AND CORRECTIONAL FATIGUE: WHAT IS OUR RESPONSIBILITY AS ADMINISTRATORS?

Presenter: Elias Diggins, Division Chief, Denver Sheriff's Department, Denver, Colorado

Elias Diggins described Denver's new jail, opened in 2011 and designed to operate through 2030. Agencies spend a lot of time and care on getting the physical plant right for inmates. Denver put significant attention as well toward designing the jail to take care of the staff.

Diggins invited participants to compare how much attention they give to preparing staff to work with inmates vs. their attention to taking care of staff or encouraging them to take care of themselves. Given an agency's investments in recruitment, screening, and training, it's even more important to keep staff functioning in wellness. In Diggins's view, taking care staff is like a marriage: you get out of it what you put into it. He stated, "Our staff are our family."

To help others see the importance of supporting staff wellness, jail administrators can engage formal and informal leaders in the agency. Bring to the table labor and employee group representatives, including naysayers, and ask for ideas. Some participants will tell you what you want to hear, and others will withhold useful information, so it's important to ensure that some people are included who will speak with candor. First-line supervisors must be included. Sergeants have more knowledge of staff and operations, and more influence over staff behavior and opinion, than any higher-level administrator.

ACA adult detention standards require that staff have access to specific physical plant elements as part of an adequately supportive work environment. They include an area to change clothes and to shower; an area, room, and/or employee lounge that offers privacy from inmates and provides space for meals; access to exercise/physical training facilities and equipment; space for training; space for shift-change briefings; and toilets and washbasins that are not used by inmates.

The Denver jail features additional elements that help officers normalize when away from inmates. Staff members have access to healthy food, such as a salad bar, a soup bar, a drink station, and high-end yogurt—all for \$1.00 per day. There is a well-equipped gym and a lounge with television, a library, and computers. Badges are not worn in these spaces.

If a staff member is failing or falling, jail leaders and managers must intervene.

- Encourage monthly one-on-one talks between supervisors and officers, and between managers and supervisors.
- Require line supervisors, managers, and administrators to perform "Management by Walking Around" (MBWA).
- Encourage staff to seek out Employee Assistance Programs when needed.
- Develop peer support programs that give a staff member in need someone to talk with.
- Provide mental health services for staff.

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- Provide time away or a change of pace.
- Watch for signs of burn-out: poor attitude, a high number of grievances, and signals of marital or family issues.

Recognizing staff for their accomplishments is important. Jails should always let staff know how valuable they are to the organization. The Denver jail also encourages staff to have more fun at work and off the job. Events include a chili cook-off and a BBQ pitmaster contest as well as picnics and bowling nights. Photos from events are displayed on the agency's intranet and on walls.

The duty of jail leaders and managers is to encourage staff members to balance work and life. Balance will save their lives and their marriages. Jail administrators need to live and breathe this idea themselves. Staff wellness is the responsibility of each administrator.

Travis County's Wellness Effort

Darren Long described some of the staff wellness efforts that have been implemented in the Travis County jail in Austin, Texas. Long experienced the loss of a fellow SWAT team member in an incident. Another team member who was present later had an anxiety breakdown on the job, and counseling traced the source of the stress back to that incident. That team member is now coordinating a peer support program for the agency and is very motivated to help the staff. Any officers who are involved in a critical incident are referred to this mandatory, 2-year, peer-to-peer support program.

Law enforcement has high suicide rates; Long noted that this is part of what makes the profession different. In Travis County, staff wellness is addressed in mandatory officer training. Nutrition and other self-care topics are addressed in training and supported in the facility. At annual physicals, supervisors and administrators go first on the obstacle course, reinforcing the "we're all in this together" message.

Long's intention is for staff mental health and well-being to be part of his legacy. He encouraged all jail leaders to recognize their power to make a difference in staff wellness at their own agencies. Leaders hold staff accountable, and they also have an obligation to take care of them. All jail workers understand the need to be tough. Understanding how stress and staying tough is affecting the staff is equally necessary. Jail leaders need to focus on mental health and well-being rather than worrying about aspects such as the staffing implications when a staff member gets counseling.

Discussion

- Some agencies let staff work out on their shift. A participant commented that officers appreciate this and will work harder for the agency as a result. Other agencies allow workouts on breaks only. Some jails are experimenting with limited movement or lockdown times in mid-day for staff members to take a wellness break.
- Injuries can occur during workouts, but liability is not a major concern. Milo Fitch said the Sacramento County jail has had one workers compensation case in 10 years related to a workout injury; staff understand that the exercise opportunity is a benefit.

OPEN FORUM

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

SELLING SODAS IN COMMISSARY

Some jails have stopped selling carbonated beverages to inmates through the canteen. Reasons include reducing waste, eliminating a high-sugar product from inmate diets, eliminating containers that inmates can use for something else (possibly contraband), and/or preventing inmates from cooling beverages in the toilet. In one jail, inmates can have the bottle, but jail staff keep the cap. Clear bottles are acceptable in another jail. In a third jail, inmates can buy juice but not soda.

HOT FOOD AND BEVERAGES

About one-third of the agencies represented at the meeting give inmates access to hot water dispensers or microwaves for preparing instant soup, coffee, etc. Dispensers heat the water to a high temperature, but not to scalding. Only two meeting participants have experienced inmate incidents involving hot water. Microwave ovens can be written into a jail’s commissary requirements. Vendors will replace them at no charge if they break.

MUGSHOT TABLOIDS

In several jurisdictions represented at the meeting, mugshot photos are no longer published routinely online. Third parties have been acquiring the photos and demanding payment for the subjects’ photos not to be published again. Paying one publisher doesn’t prevent others from making the same threat. Kentucky and Georgia have drafted legislation that would make this illegal. Local press associations may fight the legislation, because it could affect their ability to print the photos in local newspapers. A suggested solution is for the public information officer to release photos only directly to local media.

MEDICAL MARIJUANA

With marijuana approved by more states for medical use, and with recreational use legal in Colorado and Washington State, inmate and personnel issues may be ahead for jails. Elias Diggins (Denver, Colorado) said that if any inmate arrives in the jail with prescribed medical marijuana, it will be stored with the inmate’s other personal property until release. The jail would likely offer an alternative treatment. Mike Tolerico (Passaic County, New Jersey) said that state legislation prohibits medical use

of marijuana in jail. Another participant noted that the state's chief judge has said persons on probation cannot use medical marijuana.

In hiring, Denver's policy is that correctional officer candidates cannot have used "soft" drugs within the last 2 years or "hard" drugs within 5 years. Law enforcement officers must comply with federal law. Mark Bolton said an applicant in Louisville, Kentucky, was turned down for a position after he had a positive UA after vacationing in Colorado.

Use of marijuana by spouses or family members may become an issue for officer recruitment. Marilyn Chandler Ford said that Volusia County recently has been advised to limit pre-employment drug testing to only those positions with inmate contact. Other jails continue to test all applicants and to require random drug tests during employment. Ronaldo Myers said pre-employment testing is random in Richland County, South Carolina, and there is no testing of non-sworn positions.

SPICE, BATH SALTS, AND OTHER SYNTHETIC DRUGS

There are no easy answers to dealing with questions of "spice" and other drugs. They are difficult to pin down as illegal because the source laboratories alter their chemical composition as new legislation is passed, making them no longer illegal. They pose medical care challenges in jails. One participant described having an inmate in the intensive care unit for 3 weeks with a fever of 105 degrees. Detainees who are high on these drugs can be impossible to talk or reason with.

IPADS FOR INMATES

Mark Purevich described how the video visitation vendor in Lake County, Illinois, suggested using tablet computers for visitation in the infirmary. Tablets can also be used for reading religious materials and other books as well as for ordering items from the commissary, looking for a job, or playing games. A recommended ratio is 1 tablet computer per 15 inmates. Access fees can be charged through the commissary. Access is controlled and monitored via inmate PINs for log-in. If a unit is abused, the whole pod loses access. Tablets also can be used for inmates appearing in court, such as to provide inmates access to papers from the discovery phase of legal proceedings.

The cost savings in visitation can be substantial when officers are no longer needed to escort inmates to in-person visits. Lake County dropped from using 15 officers per day for inmate moves to needing only one. Traffic in the jail lobby also is down by roughly 75%.

Tablets are cheaper than installing video monitors in a pod. The jail can offer more units, more inmates can have access at the same time, and the vendor makes more money.

Lake County pays for access for indigent inmates. Oklahoma County gives each inmate a free 15-minute visit each week. In another jail, inmates get two free 20-minute visits per week. Contracts can specify the vendor's responsibility to train visitors, staff, and inmates.

Pros of tablet-facilitated video visitation include the ability to repurpose inmate visitation space; movement control, especially for higher-risk inmates; and behavior management incentives. Fees of 3 to 5 cents per minute are typical. GED and law library programs are free.

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Photo exchange can be a hazard. On the other hand, some very valuable content is being provided to the intelligence unit where facial recognition and links to Facebook and similar sources are involved. Lake County found some inmates making or receiving inappropriate photos and videos and deactivated their accounts. The policy is similar for home visitation: privileges can be lost for 3 weeks.

Some participants noted that there could be public resistance to the idea of inmates having tablet computers. Flat-screen televisions also sound too “soft” for inmates, but no other styles of television are sold now.

The Mothers and Their Children (MATCH) program in Bexar County, Texas, recently acquired e-readers for parents in jail. The jail saves money by not printing lesson plans, and the jail has placed 150 children’s books on each e-reader for contact visits.

HEROIN TRENDS

Participants commented on several drugs of abuse. Jails are seeing younger and more upper-class people becoming addicted to heroin. Some people are moving from prescription pill abuse to cheaper heroin. Methamphetamine and oxycodone use are increasing. Vivitrol (naltrexone) is a treatment that blocks the brain’s opiate receptors. The jail in Sacramento County, California, has a pilot program providing naltrexone in a 30-day suspended release injection form, each shot costing \$1,000. People taking Vivitrol are issued a medical bracelet so if they need emergency medical care for an injury, they’ll be given a non-opiate pain medication. The agency tests liver functions before prescribing it. Side effects have not been an issue.

Mark Bolton (Louisville, Kentucky) said that heroin remains a big problem on the streets in terms of volume and potency. People are snorting heroin and putting it in energy drinks. The incidence of heroin-induced seizures has increased 2000%, and all open entry detox beds are constantly full, so people are being brought to the jail. The Louisville Metro jail had three in-custody deaths last year, all heroin-related. A peer-to-peer counseling model is working well for monitoring the detoxing inmates.

Wayne Dickey said the Brazos County (Texas) jail was invited to set up a licensed residential detox program. Oscar Aviles said the State of New Jersey refused to license a similar program in Hudson County, pending new state legislation with an uncertain outcome. Inmates in reentry can be treated via partnerships with family services, but if they’re re-arrested, they lose access to those benefits.

Milo Fitch said Sacramento County’s detox program is not licensed but has been running for 11 years. Jails in the Ninth Circuit of the Federal Court of Appeals can’t offer only programs on the AA/NA model because of their emphasis on religion.

Mark Bolton commented that a number of people with addictions are arriving at the jail with minor charges. It can take them a week or longer to get through the detox process, so some people are being released while they’re still detoxing and experiencing a huge urge to get the drug immediately.

Participants discussed whether getting a jail’s medical clinic licensed leads to better funding. Views were mixed but somewhat supportive.

SUPERVISOR/MANAGER SPAN OF CONTROL / ORGANIZATIONAL RANK STRUCTURE

Participants discussed issues related to the number of levels in jail management and the span of supervisory control.

- A general consensus was that jails should have one shift commander per shift and one jail commander.
- Booking officers may report to a sergeant in inmate housing or to one in booking, depending on the agency.
- In the military, officers supervise up to seven subordinates, and five is considered optimal.
- Supervising too many subordinates makes it difficult for sergeants to keep up with their evaluations of new staff. Ed Beckman said that sergeants in Pasco County, Florida, supervise no more than 12 officers, and most supervise 8 to 10 officers.
- Regular staff rotation is recommended. Strong advice was offered against bidding for shifts. All the best workers will want to work together, leaving the less skilled workers on their own.
- Rotation is important to retain specialized skills, such as fingerprinting. Booking is a tough assignment.
- Supervisor span of control should be driven by specific expectations. For example, supervisors should visit each housing unit on each shift.
- Ronaldo Myers (Richland County, South Carolina) advised taking care of the line staff first. Myers said that inmate ratios are an outdated concept; jails need a true staffing analysis based on tasks and the time needed to perform them. The next step is identifying the number of supervisors needed. NIC's staffing analysis workbook is very helpful with this process and makes it easy to explain to funding authorities why a jail needs specific numbers of staff. The workbook is online at <http://nicic.gov/library/016827>.

E-CIGARETTES

Commissary vendors may be promoting sales of e-cigarettes in jails. No jails represented at the meeting are allowing e-cigarette sales on commissary. One agency allows staff to use them. A new standard from the National Commission on Correctional Health Care will require jails to provide nicotine addiction treatment. A participant commented that e-cigarettes have been known to ignite. In one jail, an inmate destroyed an e-cigarette, which resulted in a fire.

JAIL MANAGEMENT SYSTEM VENDORS

Participants advised against hiring Tiburon or Intergraph for jail management systems. Glenn Kurtz (Sedgwick County, Kansas) advised developing a system via in-house IT staff, because for the cost of a maintenance program, the jail can have a person on staff to make changes. Mitch Lucas (Charleston County, South Carolina) suggested releasing a Request for Information or a Request for Quotes instead of a Request for Proposals. Jails should retain their proposal documentation and a video of their presentations and hold the vendors to what they said they would deliver.

KIOSKS AND BAIL

Participants discussed the use of kiosks to make bail payments. Commissions and fees vary and may not be allowed by statute. Patrick Tighe (St. Lucie County, Florida) said the county jail is basically a pass-through agency for the bond that's collected. Computers in the jail lobby direct the payment to the clerk's bail processing system, not to the jail's accounts.

AFFORDABLE CARE ACT/MEDICAID REIMBURSEMENT

Participants discussed aspects of the Affordable Care Act as it affects jail inmate medical care and associated costs and processes.

- Mike Tolerico (Passaic County, New Jersey) said that jail inmates are still losing eligibility for Medicaid benefits when they enter the jail. New Jersey has a 24-hour exception for hospital stays, but it only applies to prison inmates. Tolerico is working with the state warden's association to recommend a policy change. Oscar Aviles said that Hudson County has filed an action against the state and will bill the state for that money.
- Terri McDonald said that the jail in Los Angeles County, California, is using 15 grant-funded positions to hire specialists who will help eligible inmates to sign up for Medicaid. Homeless persons are a particular target for this help. The goal is for more former inmates to receive community care that helps them stay out of jail, leading to jail cost savings in the future.
- Rodney Ballard said that personnel in Lexington-Fayette County, Kentucky, are helping detainees prepare their Medicaid enrollment paperwork. When detainees are taken to the hospital for care, the hospital enrolls them.
- Milo Fitch has three Medicaid eligibility specialists working in the Sacramento County jail. They meet with the inmates, get them signed up for the benefits they're eligible for, and send the paperwork to the providers.
- Mark Bolton said the jail in Louisville, Kentucky, will pay insurance premiums to keep jail inmates' medical insurance current. Mike Tolerico (Passaic County, New Jersey) commented that signing up inmates and paying their insurance premiums is cheaper than paying for medical care.

- Jeffery Newton (Riverside Regional Jail Authority, Virginia) says it's too early to tell which inmates coming into the jail already have obtained medical insurance coverage through the Affordable Care Act.

PREA AUDITS

Participants shared updates related to auditing under the Prison Rape Elimination Act (PREA).

- A participant recently learned via the local newspaper that the jail he manages is one of the parties named in a lawsuit in connection with an inmate assault that occurred 10 steps from the officer station in a housing unit. The prosecutor didn't pursue the case. The jail has done significant work toward PREA compliance, so the administrator has a reasonably relaxed feeling toward the lawsuit.
- Meeting participants Ronaldo Myers (Richland County, South Carolina) and Jeffery Newton (Riverside Regional Jail Authority, Virginia) have completed the training required to serve as PREA auditors and have not yet heard if they passed the course. The auditor training is very useful for anticipating how an agency will perform in an audit.
- Auditors are quoting fees of \$15,000 to \$20,000 for an audit, depending on the size of the facility.
- The PREA investigators training course available online through the PREA Resource Center is recommended. Having certified staff members is an excellent asset to an agency. Information is available at <http://www.prearesourcecenter.org/>.

PROFESSIONAL ASSOCIATION UPDATES

AMERICAN CORRECTIONAL ASSOCIATION

Presenter: Kathy Black-Dennis, Director of Standards, Accreditation, and Professional Development, American Correctional Association, Alexandria, Virginia

Standards Updates

The Standards Committee of the American Correctional Association (ACA) met at the organization's midwinter conference in January. A large portion of the revisions that were considered this cycle dealt with mental health and/or substance abuse. The language of some standards is being altered to use the term "restricted housing" instead of "administrative segregation."

Standards changes are driven by input from the profession. Proposed changes are researched and posted for comments, then addressed by the Standards Committee.

Standards that have been updated or are under review include the following.

- The ALDF standard on single cells was changed to remove the indication that single celled housing should make up 10% of a facility's bedspace.
- The 4-ALDF-5C-07 standard was modified to indicate that sentenced inmates can be required to work if they are not assigned to programs; the standard previously did not give administrators latitude to require work or not depending on circumstances.
- Wording on training requirements was sent back to the committee on adult jails for a recommendation by this summer. The standard in question refers to a certain amount of "subsequent" training. Requirements for 40 hours of annual training refer to uniformed staff. Only 16 hours of subsequent annual training are required for civilian or inservice staff who have limited inmate contact.
- Wording on segregation is being revised to refer to restrictive housing. The term "segregation" has a negative connotation, but inmates might be segregated for purposes of protective custody. Otherwise, the intent and purpose of the affected standards are unchanged. Milo Fitch (Sacramento County, California) pointed out that state law includes definitions of segregation, which jail policies must reflect. Black-Dennis confirmed that jails in states with this type of wording can retain their existing policy wording with no impact on their accreditation status.
- PREA implementation required ACA to adopt the PREA standards, which was accomplished in 2012. As a next step, the PREA standards will be reformatted to correspond with ACA's format for standards. ACA will publish a book with the standards for

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adult corrections, juvenile facilities, community corrections, and lock-ups. ACA continues to receive many requests for assistance with PREA. DOJ attorneys are now reviewing a proposed accommodation for states such as New York with statutes on juveniles waived to adult status.

As of the meeting date, only one PREA audit has been fully completed, in a juvenile facility in Idaho. Agencies that don't meet PREA certification requirements still can obtain or keep ACA accreditation. ACA will conduct PREA audits for both accredited and non-accredited agencies. Fees for a PREA audit by ACA may be more expensive if the facility is not ACA-accredited.

Reauthorization of funding for the Second Chance Act and the Mentally Ill Offender Treatment and Crime Reduction Act is being held up on Capitol Hill. Jail professionals who would like these measures to move forward should ask their legislators to sign on as cosponsors of the Justice and Mental Health Collaboration Act and end the block. Agency signatories can also sign on by contacting ACA.

ACA is always seeking articles on jail issues for its magazine, *Corrections Today*. ACA also needs more auditors who have expertise in jails.

AMERICAN JAIL ASSOCIATION

Presenter: Robert Kasabian, Executive Director, AJA

Bob Kasabian described some topics to be featured at the upcoming American Jail Association (AJA) annual conference, such as use of restricted housing, crisis intervention training, and mental illness in jails. AJA is receiving frequent media inquiries on the jail's role in mental health care.

Agencies that would like free training on PREA can apply to the PREA Resource Center (PRC), and AJA will deliver the training as the PRC's grantee.

Kasabian requested that all jails respond to AJA's member survey on inmate telephone service. The Federal Communications Commission (FCC) recently issued a new rule, FCC 13-375, on interstate phone rates for inmates, and it is taking up the question of intrastate rates. The FCC is tasked with ensuring fair rates for inmates and their families.

AJA is helping to educate the FCC and legislators about the issues surrounding inmate telephone access. Changes such as a rate cap could have unintended consequences.

- If rates are set too low, vendors could have less incentive to stay in the corrections market.
- Jails could have lower net commission proceeds available to fund non-essential expenses that improve inmates' quality of life. The question remains whether it's appropriate to fund these purchases via inmate families rather than state or local funding.

- Inmate phone systems also are an important source of intelligence for jail security and law enforcement. An investigation involving death threats against a prosecutor has been a useful example to discuss in reviews.

Telephone service providers obtained an injunction on elements of the FCC rule. For a summary of action by the U.S. Court of Appeals for the District of Columbia Circuit, see Bashuk, "Court Partially Denies Appeal to Block FCC Prison Call Rate Caps," published January 15, 2014, Bloomberg BNA, <http://www.bna.com/court-partially-denies-n17179881367>.

A question going forward is whether the FCC has jurisdiction in regulating intrastate calls. Many more inmate telephone calls are intrastate rather than interstate. The voices of sheriffs and state public safety associations are particularly useful at this time.

Wayne Dicky (Brazos County, Texas) commented that jails should set reasonable fees for video visitation with jail inmates. He is aware of private facilities that are charging \$15 or \$20 per video visit.

LARGE JAIL NETWORK BUSINESS

FUTURE MEETING TOPICS

The next meeting of the Large Jail Network is scheduled to be held on September 28-30, 2014, at the National Corrections Academy in Aurora, Colorado.

Meeting participants selected the following topics for the meeting:

- Legal updates
- Sovereign citizens
- Lessons learned from PREA audits
- Mental health intervention
- The effect of the Affordable Care Act on inmate medical care costs
- Generational issues in jail management.

Appendix A

**Large Jail Network
March 2014 Final Meeting Agenda**

LARGE JAIL NETWORK MEETING

March 23-25, 2014

National Corrections Academy

Aurora, CO

Agenda

Sunday, March 23

6:00 p.m. Introduction and Overview Mike Jackson
NIC Correctional Program Specialist

6:30 p.m. INFORMAL DINNER

7:30 p.m. Orientation for New Members

8:00 p.m. ADJOURN

Monday, March 24

8:00 a.m. I.L.P.: Jail Intelligence Gathering.....Ed Beckman
Pasco County, FL

10:00 a.m. Segregation of high risk medical/MI inmatesHerb Bernsen
St. Louis County, MO
Jack Herron
Oklahoma County, OK

12:00 noon LUNCH

1:00 p.m. Open Forum: Hot Topics..... Mitch Lucas
Charleston County, SC

3:00 p.m. Staff Misconduct..... Wendell France
Baltimore City Jail (Maryland DPSCS)

5:00 p.m. ADJOURN

Tuesday, March 25

8:00 a.m. Crisis Intervention Training..... Shayne Grannum
Denver, CO

10:00 Intellectual Property Crime Tony Ruocco
Intellectual Property Rights Coordination Center

11:30 Association Updates ACA & AJA

12:00 noon LUNCH

1:00 p.m. Managing/implementing organizational change and wellness..... Mike Frost
Essex County, MA
Shayne Grannum
Elias Diggins
Denver, CO

4:30 p.m. Future Meeting Topics..... Mike Jackson
NIC

5:00 p.m. ADJOURN

Appendix B

**Large Jail Network
March 2014 Participant List**

[NOT UPDATED Mark	Adger	Chief Jail Administrator	Fulton County Sheriff's Office	Atlanta	GA
Oscar	Aviles	Director	Hudson County DOC	Kearny	NJ
Mark	Baird	Bureau Chief	Snohomish County SO	Everett	WA
Edward	Beckman	Major	Pasco SO	Land O'Lakes	FL
Scotty	Bodiford	Jail Administrator	Greenville Co. Dept. of Public Safety	Greenville	SC
Mark	Bolton	Director	Louisville Metro Corrections	Louisville	KY
Joseph	Bondiskey	Warden	Atlantic County	Mays Landing	NJ
Debra	Campbell	Det. Operations Mgr.	Washoe County SO	Reno	NV
Richard	Carbery	Chief Deputy	Onondaga County SO	Syracuse	NY
Marilyn	Chandler Ford	Corrections Director	Volusia County DOC	Daytona Beach	FL
Nicholas	Cocchi	Asst. Superintendent	Hampden County SD	Ludlow	MA
James E.	Coleman	Director	Shelby County DOC	Cordova	TN
Dane	Collins	Jail Commander	Muscogee Co SO	Columbus	GA
Randy	Demory	Captain	Kent County Sheriff	Grand Rapids	MI
Wayne	Dicky	Jail Administrator	Brazos County SO	Bryan	TX
Roger	Dovalina	Jail Administrator	Bexar County SO	San Antonio	TX
Ron	Eddings	Dir. of Corrections	Jefferson County SO	Birmingham	AL
Curtis	Flowers	Division Commander	Hillsborough County SO	Tampa,	FL
Mark	Foxhall	Acting Director	Douglas Co. DOC	Omaha	NE
Michael	Frost	Asst. Superintendent	Essex County SD	Lynn	MA
Lou	Giorla	Commissioner	Philadelphia Prison System	Philadelphia	PA
Al	Guerin	Assistant Sheriff	San Diego County SD	San Diego	CA
Greg	Hamilton	Sheriff	Travis County SO	Austin	TX
Lisa	Haney	Assistant Sheriff	Washoe County SO	Reno	NV
Gregory	Harris	Deputy Director	Prince George's County DOC	Upper Marlboro	MD
Jack	Herron	Jail Administrator	Oklahoma County SO	Oklahoma City	OK
Darrell	Hibbs	Asst Jail Commander	Brevard County SO	Cocoa	FL
Jill	Hobbs	Asst.Chief	Orange County Government	Orlando	FL
Jimmy	Holderfield	Director	Jacksonville SO	Jacksonville	FL
Michael	Hourihane	Dep. Chief of Dept	New York City DOC	East Elmhurst	NY
Michael (Mike)	James	Assistant Sheriff	Orange County SD	Santa Ana	CA
Douglas	Jeske	Major	Snohomish County Sheriff	Everett	WA
Brett	Keteles	Assistant Sheriff	Alameda County	Oakland	CA
David	Kilcrease	Assistant Chief	Jacksonville SO	Jacksonville	FL
LeRoy	Kirkegard	Captain	Clark County SO	Las Vegas	NV
Christopher	Kneisley	Major	Palm Beach County SO	West Palm	FL

				Beach	
Jeffery	Kumorek	Administrator	Lake County Sheriff	Gary	IN
Glenn	Kurtz	Major	Sedgwick County SO	Wichita	KS
Darren	Long	Major	Travis County SO	Austin	TX
Mitch	Lucas	Chief Deputy	Charleston County SO	North Charleston	SC
Clifford	Manley	Director	Seminole County SO	Sanford	FL
Michael	Marks	Superintendent	Essex County SD	Lynn	MA
Mary Lou	McDonough	Director	Prince George's County DOC	Upper Marlboro	MD
Thomas	Merkel	Dir. of Corrections	Hennepin County	Minneapolis	MN
Kimberly	Moule	Captain	San Joaquin County SO	French Camp	CA
Ronaldo	Myers	Director	Richland County	Columbia	SC
Jeffery	Newton	Director	Riverside Regional Jail	Hopewell	VA
Amadeo	Ortiz	Sheriff	Bexar County SO	San Antonio	TX
Louie	Perea	Bureau Chief	Arapahoe County SO	Centennial	CO
Michelle	Robinette	Chief Deputy	Tulsa County SO	Tulsa	OK
Kelly	Rowe	Sheriff	Lubbock County SO	Lubbock	TX
Timothy	Ryan	Director	Miami-Dade County	Miami	FL
Vic	Salvador	Cmdr of Corrections	Calcasieu Parish SO	Lake Charles	LA
Cody	Scott	Chief	Lubbock County SO	Lubbock	TX
Michael	Shults	Chief Deputy	Multnomah County SO	Portland	OR
David	Simons	Superintendent	Hampton Roads Regional Jail	Portsmouth	VA
Dan	Simovich	Major	Pinellas County SO	Clearwater	FL
Robert	Sowell	Jail Administrator	Clayton County SO	Jonesboro	GA
Kim	Spadaro	Director	Broward SO	Ft. Lauderdale	FL
Marshall	Stowers	Asst. Administrator	Greenville Co. Dept. of Public Safety	Greenville	SC
Jeffrey	Teuscher	Captain	Dane County SO	Madison	WI
Patrick	Tighe	Director	St. Lucie County SO	Fort Pierce	FL
Michael	Wade	Sheriff	Henrico County SO	Henrico	VA
Tony	Wilkes	Chief of Corrections	Davidson County SO	Nashville	TN
Gary	Wilson	Sheriff	Denver Sheriff's Office	Denver	CO
Dennis	Wilson	Sheriff	Limestone County SO	Groesbeck	TX
Robert	Wyche	Commander	Caddo Parish SO	Shreveport, LA	LA

Appendix C

Index of Past LJN Meeting Topics

**LARGE JAIL NETWORK MEETING TOPICS
JUNE 1990 – MARCH 2014**

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

**LARGE JAIL NETWORK MEETING TOPICS
JUNE 1990 – MARCH 2014**

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

**LARGE JAIL NETWORK MEETING TOPICS
JUNE 1990 – MARCH 2014**

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

**LARGE JAIL NETWORK MEETING TOPICS
JUNE 1990 – MARCH 2014**

2011	March	Legal Updates Jail Suicide Update PREA Effective Use of Data with Policy Makers
	September	Recovering Jails Staff Issues – Applicants, Discipline and Rumor Control Technology Updates Dealing with FMLA Abuses Prescription Drug Epidemic and the Impact on Jails
2012	March	Legal Issues Update Technology Update Inmate Behavior Management Regulatory Investigations Affecting Jails
	September	Media Relations Civilianization and Use of Volunteers Outsourcing: Pro and Con Mental Health Care in Jails Reentry from Jail
2013	March	No meeting
	September	Affordable Care Act From Corrections Fatigue to Fulfillment PREA Resource Center Legal Issues Update
2014	March	Intelligence Led Policing and Jails Segregation of Inmates for Medical and Mental Health Care Facility Culture and Misconduct Crisis Intervention Training Counterfeiting and Jails Staff Wellness