

ISLAND COUNTY JAIL

ORGANIZATION AND OPERATIONS REVIEW

SEPTEMBER 2015

Island County Jail Organization and Operations Review

Conducted by Phil Stanley
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OVERVIEW

On July 20, 2015, Phil Stanley began the process of analyzing the Island County Jail organizational and operational practices. At the initial meeting, Sheriff Mark Brown and Undersheriff Kelly Mauck clearly defined the scope of the project. In the wake of the recent (April 2015) inmate death at the jail, there had been staff discipline and retirements, leading the Sheriff to question the overall management and structure within the jail. Full access to the jail, its staff, as well as to external Island County officials was made available to the consultant. The Sheriff indicated that there needed to be substantial change within the jail, and that he wanted a set of objective recommendations to move the jail forward, following this tragic event. Public safety, inmate care and staff safety were identified as high priorities by the Sheriff.

This recent inmate death has had significant impact on the immediate family of the deceased inmate, the entire jail staff, as well as the larger community of Island County. Staff within the jail were very open and forthright with the consultant. They were obviously affected by the recent death, and the attendant publicity, stating a desire to move forward and improve jail operations.

The Island County Jail, located in Coupeville, Washington, has a total bed capacity of 58 inmates. For the past few months the average population has been between 46 to 48 inmates. There have been booking restrictions in place in an attempt to reduce the overall population. This has been due, in part, to reduced staffing brought on by termination and retirement of some staff. The staff that have remained are excellent, seasoned corrections deputies who are in dire need of leadership and training. Recruitment of new staff is underway. The annual budget for the jail is approximately \$2 million, making it one of the larger budgetary units within Island County. There are twenty (20) authorized staff positions within the jail organization. The jail houses both male and female inmates who have been charged with felonies and misdemeanors, primarily from Island County and San Juan County.

All operational aspects of the jail were reviewed. There were interviews with over fifty jail staff members and Island County officials who have significant dealings with the jail. There were discussions with inmates. The consultant wishes to thank all who shared their insights and comments on current issues. There were many important suggestions.

The recommendations contained in this report are based on Phil Stanley's 45 year career in corrections, in Washington State and New Hampshire, working in prisons and jails. The recommendations are based on best practices in the field of corrections, noting that each jail is different, and what may work in one location may not work in the next.

OBSERVATIONS & RECOMMENDATIONS

1. Leadership

The Island County Jail has not had progressive leadership in recent years. There was stability in the person of the Jail Chief, and two Lieutenants, but they were not moving the jail forward to conform with the challenging population that exists in this jail, which is similar to many other county jails throughout the country. Old styles of jail management, providing a stark, “no questions asked” setting is no longer acceptable. Attention to medical, mental health and environmental issues within a jail must be at the top of the list for a jail administration. This has not been the case at the Island County Jail. Not paying attention to these major areas of inmate care can lead to serious concerns about the welfare of those inmates who are entrusted to the care of the county. Higher costs in the form of future litigation are a possibility in this atmosphere. Island County is faced with making decisions regarding the type of jail it wants to operate. This report will outline changes needed in leadership as well as other operational areas, if the county is to provide a jail that meets or exceeds standards of treatment of adult prisoners.

In the past few months the three top leadership individuals in the jail have either resigned, retired or been terminated. These moves were timely, providing the jail the opportunity to move forward with new leadership. Careful thought and selection in filling these leadership positions is critical to the future of the jail. The new jail administration should engage in a number of actions to deal with the deficits of this jail. These activities include: developing policies and procedures, improve medical and mental health care, initiate extensive staff training, review inmate food service, purchase equipment for correction deputy safety, revamp inmate programming and develop alternatives to long term incarceration.

Observations:

A. Jail Chief

Recently, the prior Jail Chief retired in the wake of concerns regarding the operation of the jail. An interim Chief has been appointed but he has no direct experience working in a jail. It should be noted this individual is working long hours to keep the jail operating as well as possible.

A Jail Chief, with extensive corrections background, should be hired to lead this organization for the next three to five years. This time period is mentioned because many of the issues at the jail are long standing and will require someone who is willing to work intensively with corrections staff and the external community to make necessary changes. This cannot be accomplished in a short period of time. A caretaker, passive leader is not what this jail needs at the present time. Core jail staff expect someone with this experience to make a commitment to improving the way this jail is operated, and how they, as staff, are managed. The salary should be commensurate to attract qualified candidates from within Washington State. The Jail Chief will need to provide leadership directed to the variety of issues that have caused recent turmoil but also long standing practices that are not consistent with good jail management.

B. Lieutenants and Sergeants

The organization should have adequate supervision below the Jail Chief. As a twenty four hour operation, there should be a supervisory presence each hour of the day. The appropriate coverage can be provided by the Jail Chief, two Lieutenants and three Sergeants. The Corrections Deputies, as well as other jail staff, should be supervised and mentored by these administrative staff. Lieutenants and Sergeants should be pro-

vided labor bargaining agreement protection and should be promoted from within the ranks of staff already in the jail. The three Sergeants should be specifically assigned to day shift, swing shift and graveyard (mid) shift and take on responsibility for operational issues during those parts of each day. Since staff currently work ten (10) hour shifts, there will be some overlap among Sergeants. This should lead to collaboration between the supervisors. The two Lieutenants should have significant administrative and operational duties, in addition to supervisory responsibilities, assigned by the Jail Chief. Delegation of duties should be made clear and should be well known by subordinate staff. All of these positions should be working supervisors, assigned a proportionate number of staff to evaluate. For instance, each Sergeant should supervise approximately eight(8) Corrections Deputies. This is often referred to as the supervisory "span of control" and this number would fit this size jail. One of the Lieutenants should supervise the three Sergeants and the other Lieutenant should supervise Medical, Mental Health, Volunteers, and Food Service staff.

C. Teamwork

The primary management style evident at the Island County Jail is positional authority, which is typical of a rank structure organization. This structure should continue. The reality is that many of the best ideas for improvement come from line level staff, because they are doing the bulk of the daily work of the facility. Management should make every opportunity to engage line staff in providing solutions to workplace issues. As suggested elsewhere in this report, line staff should be involved in development of policy and procedure. But, they should also be involved in providing feedback to supervisors, recommending improvements to training, suggesting improvements to technology, and incorporating their ideas regarding security improvements. Small groups can be created to work on these issues, developing more of a teamwork approach to work on issues in the workplace. If teams are created to deal with these subjects, the leadership of the teams could be self determined but there should be at least one manager assigned to the team.

D. Promotional Selection Process

The pending promotional process for Lieutenants and Sergeants is critical to the future of the Island County Jail. While the promotions should come from within the current jail ranks, the process should be as transparent and inclusive as possible. Selection to these positions should be based on objective input, rather than a subjective, seniority based process. Selection should involve a scoring process. But the Jail Chief should have some latitude in selection, rather than just be limited to the highest score. Usually, what works best is a process where a scoring system ranks competing staff and then the Jail Chief has a choice from amongst the top three. Inherent in this process is the responsibility of the Jail Chief to be able to logically explain the final choice. The administration should consider a process that includes line staff input as a component of selection. The fact of the matter is that these selections will be in place for the foreseeable future because most of the candidates are senior staff.

E. Sheriff/Undersheriff Oversight

The Island County Jail represents approximately one third of the budgetary and operational responsibilities of the Sheriff. The Sheriff and/or the Undersheriff should be involved enough with the jail to understand major issues. Both the Sheriff and Undersheriff have acknowledged that they may have relied too heavily on the prior Jail Chief's reassurance that the jail was operating effectively within the current budget and that appropriate training and supervision was being provided to jail staff. This was not the case, resulting in a jail that requires a major operational overhaul.

F. San Juan County Contract

The Island County Jail has been providing jail space to San Juan County for over thirty years. This contract requires an update, if it is to continue. The belief, reported to me, was that since San Juan County contributed funding for the original construction of the jail building, Island County is locked into continuing to provide jail space for San Juan

County. This belief should, at the minimum, be discussed between Island County officials and San Juan County officials. This jail is expensive to operate. Does San Juan County pay its fair share of overall costs? If Island County expends substantial funding for a Capital Improvement Project involving the jail, will San Juan County contribute to pay for these costs? The Jail Chief should examine this issue closely and make effort to determine the real costs of holding San Juan County inmates and the contract, if continued, should reflect those costs. The projected Island County inmate population for the next ten to fifteen years should be taken into consideration as part of this discussion.

Recommendations:

- A. Jail Chief** - Conduct a statewide search for a Jail Chief, with extensive corrections background, to lead this organization for the next three to five years.
- B. Lieutenants and Sergeants**- Create and fill two Lieutenant and three Sergeant positions.
- C. Teamwork** - Management should make every opportunity to engage line staff in providing solutions to workplace issues. As suggested elsewhere in this report, line staff should be involved in development of policy and procedure.
- D. Promotional Selection Process** - Develop and implement a selection process that takes into account the skills and abilities needed for a specific position where promotions are based on merit, rather than simply on seniority.
- E. Sheriff/Undersheriff Oversight**- The Sheriff and/or the Undersheriff should increase their involvement and oversight of jail operations. While it is important to support the Jail Chief, there should be enough rigor to the oversight to demand accountability for jail operations.
- F. San Juan County Contract**- Closely review the current contract to ensure that true costs for housing San Juan County inmates are received. Discuss the continuance of this contract considering Island County's future jail space needs.

2. Corrections Deputy Staffing

The appropriate level of staffing can often be controversial in a jail, primarily from a budgetary standpoint. The reality of life in a jail is that there can be hours of routine operation, interspersed with an occasional outburst of inmate behavior that requires a certain number of corrections deputies to contain the behavior, for both staff and inmate safety. The number of staff can also depend on the physical layout of the jail. Corrections deputy staffing also needs to take into account sick leave, vacation time and training time when an individual is not actually on site at the jail.

Observations:

A. Provide Sufficient Corrections Deputy Staffing

The current core of corrections deputies at the Island County Jail are very dedicated individuals. They clearly understand that the past five months have been difficult for them, but an opportunity for improvement lies before them. They know there is new leadership ahead. They are looking forward to demonstrating how well they can operate this jail. They acknowledge there have been problems in the past. And the corrections deputies know there needs to be development of policy and procedure and further training. They understand that the new jail administration will require that all staff be held accountable for safe operation of the jail. They welcome the future challenges.

That said, this group of current staff is also weary and overworked. They are working significant hours of overtime, and have been doing this for a number of months. There have been resignations, terminations and retirements of a number of staff over the past eighteen months. Reviewing a staff roster from February 2014 and comparing it to today's roster shows there has

been at least a fifty (50) percent turnover rate. In the past five months alone, the Jail Chief, two Lieutenants, four Corrections Deputies, the Nurse, and the Physician Assistant have all left due to resignation, retirement or termination. This leaves a current crew of corrections deputies truly wondering about their future employment as well. This dynamic is not productive for the jail.

There are not enough corrections deputy positions established to adequately provide for the safety of both inmates and staff. Over the past few months there has been an effort to bridge the personnel deficit with provisional staff. Provisional staff have relieved some of the need for mandatory overtime, but the core staff are still overworked. This has been helpful but it should only be viewed as short term strategy. There are many functions that cannot be fulfilled by a provisional staff member. Utilizing a provisional corrections deputy in a use of force situation could create liability for the county. At times, during large portions of the day, there are either two corrections deputies or only one corrections deputy on the floor and often this is not sufficient. As a general rule, There should be at least three floor corrections deputies on duty during the hours of five a.m. to ten p.m. And, there should be at least two floor deputies on duty between ten p.m. and five a.m. There should always be at least one corrections deputy in the control booth twenty four hours a day.

B. Review Hiring Practices

The process for hiring new corrections deputy positions could be greatly improved. The approach is fairly passive, where minimal advertising takes place and, in some cases, it has depended on someone knowing someone just to get applicants. The Civil Services Examiner manages the hiring process but she works a small number of hours each week. It may be more productive to engage the Department of Human Resources in developing hiring strategies. While it certainly can be difficult to hire qualified corrections deputies, there should be a more aggressive approach. Utilization of available media is a good start. But, Island County has a built in resource for applicants in the form of ex-military personnel that should be tapped creatively. It makes sense to research avenues where retiring military personnel can understand that the welcome sign is out to apply for employment at the Island County Jail. These individuals often make the best corrections staff, due to their prior training. At the same time, diversity should also be a goal, particularly the hiring of more female corrections deputies.

Recommendations:

A. Provide Sufficient Corrections Deputy Staffing- Create twenty three Corrections Deputy positions. This is an increase of six positions. This is in addition to the above recommendation for staffing in the Sergeant and Lieutenant positions.

B. Review Hiring Practices-Develop an assertive approach to hiring corrections deputies by actively recruiting ex-military staff who may be retiring. Endeavor to hire a diverse staff, specifically female corrections deputies.

3. Policies and Procedures

Policies and procedures form the bedrock of a well managed correctional organization. Policies are the guiding principles of action by corrections staff. Procedures are the concrete steps to carry out those principles. One of the reasons that jails function well to provide for public safety is their predictable routine. Through well written policy and procedure, staff understand their role and inmates understand how staff will react to certain situations. Unpredictability in a jail is a recipe for chaos.

Observations:

The lack of current policy and procedure is of paramount concern in the operation of the Island County Jail. One of the most prevalent concerns heard from staff, particularly corrections deputies, was the lack of written policy and the inconsistency between shifts and supervisors. Apparently there was an "operations" manual kept in the Jail Chief's office but it was not made available to staff, nor was it in any type of complete form. A policy and procedure manual does not provide guidance to corrections deputies if it is not made available. In essence, without adherence to policy, individual corrections deputies, sergeants and lieutenants will "do their own thing." Jail staff said that the approach currently is policy via memo, if the memo can be found. At the corrections deputy duty station there is a Passdown Log, reviewed prior to the start of each shift, and it does have some recent written directives for corrections deputies from the Sheriff, but there are only a few, and this does not constitute nearly enough appropriate policy direction for staff. It cannot be overstated how important it is to immediately develop sound operating policy and procedure for the Island County Jail. The interim Chief has started to research policy resources.

A. Development of Policy

The format for policy and procedure should be clearly defined. There should be a team approach, as much as possible, in the development of policy. Input from line staff should be incorporated into the final form of policy. Often, the best ideas for policy come from line staff. There should be consultation with labor on policy to determine if there are any contract issues that need resolution. A policy should be written in easily understood terminology, free from acronyms and ambiguity. Among the staff members at the jail, individuals should be recruited who want to write policies and who will take pride and ownership in the final product. There are a number of resources for policies, such as using policies from another jail, possibly a jail that is accredited. The National Institute of Correction, The American Correctional Association and the American Jail Association all have resources available, including model policies. The Washington Association of Sheriffs and Police Chiefs (WASPC) has a Jail Accreditation Manual which should be consulted to get direction on development of policies. Other jail chiefs throughout the state can be an invaluable resource for these policies. The Sheriff's Office has purchased the Lexipol Manual as a guide to development of policies. But, Lexipol is more a broad framework for policy and what needs development at this jail are local policies, tailored to the operation of Island County Jail. The specific steps to carry out a policy are the written procedures, outlining the steps each staff member is responsible for in carrying out the policy. Whatever the source for starting the process, there needs to be a stage of development where current jail staff have an opportunity for input. If this step is missed, staff will continually complain and undermine the final product.

B. Training on Policy

Often, when policy is developed, there is no follow through by management to develop training on the policies. There should be sessions of policy training for line staff so there can be discussion of terminology and clarification of the procedures to enact policy. Without training, line staff often don't understand the relevance of how policy relates to operation of the jail.

C. Enforcement of Policy

If policy and procedure are written and there is no enforcement by management, the policy becomes meaningless. Changing long standing behavior and developing consistency requires tenacious effort by management. This does not have to be heavy handed, but deviation from policy requires an appropriate management response. When policies and procedures are developed at the Island County Jail, staff will observe management

behavior regarding staff adherence to policy. If management (Jail Chief, Sergeants, Lieutenants) does respond appropriately, staff will understand that policies are meaningful and there is an expectation of accountability within those policies.

Recommendations:

- A. Development of Policy** - To provide a framework for all jail operations, policy and procedure should be developed as immediately as possible. Involvement of line staff and the union, where necessary, should occur. Thereafter, policy does not remain stagnant as it requires continual updating.
- B. Training on Policy** - Training should become a focal point, and training should be provided on newly developed policy.
- C. Enforcement of Policy** - The principle should be that all staff, at all levels, are responsible for following agency policy. If staff do not follow policy there should be documentation, either noted in annual evaluations or formally in corrective action or disciplinary processes.

4. Medical Services

Medical services has had significant changes over the past five months. There have been leadership changes, new staff have been hired, and practices have been reviewed and questioned. There was an inmate death in April 2015. Since then, the Physician's Assistant and the Registered Nurse who worked in the jail have left. This led to a temporary approach by a series of County Public Health nurses, filling in as best they could. This was a stopgap approach which was not satisfactory to the nurses involved, nor the corrections deputies who had to deal with the health problems within the inmate population. In the past few weeks, an Advanced Registered Nurse Practitioner was placed under contract. She has hired a Licensed Practical Nurse to provide the bulk of nursing services to inmates. In addition to this staffing, at least one other medical staff member should be hired, either another LPN or a Medical Assistant. Another practice, at the jail, is the dispensation of prescription medications by corrections deputies. This should end immediately, as corrections deputies are not trained, nor qualified to determine correct dosages or answer the questions that inmates have regarding their medications. If the wrong medications are handed out to an inmate and it results in a serious medical issue, the county will incur liability.

The majority of individuals that get booked into a jail are not typically practicing healthy lifestyles. That said, preventing inmate deaths should be one of the highest priorities for a jail. Hiring additional nursing staff will permit them to be available during a majority of the hours of jail operation, when inmates are likely to be booked into the jail. The booking process is an important information gathering point, where important health and mental health information is learned about the individual who is now become an inmate. The ARNP should develop medical protocols to be utilized by nursing staff within the jail. Jail corrections deputies should be trained by medical staff regarding the major signs to observe in an inmate who is under physical duress. The jail should utilize a formulary for ordering appropriate prescription medications for inmates. Electronic Medical Records should be developed, either using the model built into the jail computer system (Spillman) or another format. Electronic Medical Records can be quickly shared with other jails to continue a regimen of treatment if the inmate is transferred to another jail. This should be a priority since the transfer of medical information between jails was a factor in the recent inmate death. There has already been acknowledgment of this at the Island County Jail, and inmates are no longer accepted without a medical file from another jail. Current medical history is a critical need for a jail to receive a new inmate. Another issue that requires attention is the jail's association with Whidbey General Hospital. There should be a

closer working relationship with the hospital. This has recently received attention. Medical billings have been greatly reduced through the work of the interim Chief.

Observations:

A. Leadership

The medical contract for Island County Jail should provide a strong leader who can advocate for inmate health issues with the jail administration. This has been a particularly chaotic operational area in recent months within the jail. What is badly needed is expertise, decision making, establishment of protocols and formulary development for prescription drugs. A medical symptoms training class for corrections deputies should be developed by the leader of the medical contract. Corrections deputies have a great deal of contact with inmates at all hours of the day. They need some general medical information so that they can convey medical concerns to nursing staff. Improvement of the relationship with Whidbey General Hospital should be a priority. Some steps have been taken to open up the dialogue between the hospital and the jail.

B. Staffing

Currently, the medical service to inmates is undergoing needed change. The recent utilization of a number of County Public Health nurses was a stopgap measure and should be avoided in the future. Continuity and familiarity with medical issues of inmates by nursing staff, should be a major goal. Corrections deputies dispense prescription medication to inmates in the Island County Jail. This practice should end. The possibility of a corrections deputy providing the wrong dosage of a medication is a risk the county should avoid. Corrections deputies are untrained in medical issues. A stronger presence of medical staff, when inmates are active in the jail, will lead to provision of better medical services, including dispensation of medications.

C. Medical Protocols

When an individual is arrested and brought to the jail, they are often under the influence of alcohol and/or drugs. The withdrawal process should be managed as well as possible to prevent a medical crisis. An example of a best practice is the use of the Clinical Institute Withdrawal Assessment (CIWA) or a similar protocol. This protocol includes an assessment form that should be administered in the booking process, as it evaluates acuity. The scoring system in this assessment can determine which inmates should be shipped out to a hospital for more critical care than can be afforded at the jail. Refusals of treatment are important to document. A simple form indicating treatment was offered but refused, and signed by the inmate, would then be sent to their medical file and noted on the Electronic Medical Record.

D. Other Issues

The Inmate Request (kite) system is now getting the attention it deserves. All medical kites should be answered within 24 hours. With regard to drug costs, a formulary should be in place, which has the effect of purchasing in bulk at a lower cost. It is recommended that only nursing staff pass out prescribed medication. Establishment of an Electronic Medical Record system should be a priority. Safety Cell procedures have been implemented to better document when an inmate is in jeopardy for medical or mental health reasons. Documentation is ongoing when an inmate is put on some type of medical or mental health watch. This has been an improvement over the past five months.

Recommendations:

- A. Leadership** - The current contract ARNP should step forcefully into the environment within the jail and reassure corrections deputies that there is sufficient medical expertise available to answer their questions regarding inmate health issues.

- B. Staffing** - There should be nursing staff available during the hours that inmates are active in the jail, approximately from 7 a.m. to 9 p.m. Nursing staff should dispense all prescription medication.
- C. Protocols** - Medical protocols should be established to deal with the myriad of medical issues that are presented at the time of admission of an inmate into jail, as well as during their ongoing stay in jail. Develop a protocol for withdrawal from alcohol and/or drugs.
- D. Other Issues**- Respond to medical requests (kites) within 24 hours. Develop a formulary to control drug costs. Complete steps needed to maintain an Electronic Medical Record on each inmate.

5. Mental Health

On a daily basis, there are more mentally ill individuals within Island County Jail cells than any other single location in the county. A jail is not a healthy environment for someone with mental illness. Certainly, if the individual is a danger to themselves and others, they require control. But, a large portion of these individuals are incarcerated because their support in the community has broken down and they find themselves homeless or alienated from society. Throughout the jail there are many inmates with some degree of mental health concern, who have been regular users of the mental health system in the community. There should be awareness and prioritization of this issue by all levels of staff of the jail. There should be active engagement with the external mental health community to develop strategies for reducing this population and transitioning as many as possible back to the community as early as possible. There should be training for corrections deputies on mental health issues and suicide prevention. Due to the recent death of an inmate at Island County Jail, this issue has received more attention than in the past. But, there is still more work to be done.

Observations:

A. Leadership

The Human Services Department of Island County is the logical leader and provider of mental health services for the jail. Regular consultation between the Director of Human Services and the Jail Chief should occur. The Jail Chief, in association with the mental health staff, needs to take a direct role in understanding jail mental health issues and making the jail staff aware of specific inmates with high degree of mental health needs. A passive approach is not acceptable in the area of mental health. The Human Services Director should lobby for more services for Island County Jail inmates with the North Sound Mental Health Administration Regional Support Network, which controls funding for community mental health in Island County. Competition for funding in this region is keen since it includes multiple counties.

B. Prioritize Transition Programming

The advantage of working with the Human Services Department is that other staff within this department are already providing mental health services throughout Island County. This continuity can enhance transition from jail for mentally ill inmates, who are often confused by changes in providers. The Jail Chief should also initiate discussions with Superior Court and District Court judges and prosecutors to facilitate shorter stays in jail, as long as community resources are set up to handle the offender's release back into the community.

C. Staffing

The attention paid to those with mental illness at the Island County Jail currently, is not sufficient. There has not been a realization of the acuity of mental health needs among the jail population. The recent involvement of mental health staff from the Human Services Department has been helpful, but it has been split between a number of staff. Consistency and familiarity in the form of one full time mental health staff member could go a long way to addressing the depth of the mental health issues within the jail.

E. Post Trauma Response

The recent inmate death five months ago hit many staff at the jail hard. The potential for this type of situation to greatly impact staff is not currently recognized in a formal manner. The stress of working in a corrections environment, with the number of scenarios that create this stress, should be recognized by management. There should be a formal debrief process for staff in the event of a major incident within the jail. Mental Health staff should provide a process for pulling staff together, who are impacted by an incident, and afford them an opportunity to discuss the incident. Granted, there will be some staff who won't participate, but not offering this type of help to employees is not responsible on the part of management. Fully five months have gone by, after the death of the inmate in April 2015 and there has been no post trauma debriefing for involved staff. Even though some time has passed, I recommend a post trauma debriefing be offered to this group of jail staff.

Recommendations:

- A. Leadership** - Fully engage the external mental health community in jail issues. As the largest mental health holding facility in the county, determine best strategy for this population, with a sense of urgency.
- B. Prioritize Transition Programming** - Review best practices from around the country to determine the design of programs both within the jail, as well as transition programs in the community, that can break the cycle of constant return to jail for this population.
- C. Staffing** - Provide a full forty hours per week of Mental Health staffing, preferably with one dedicated staff member at the level of a Psychiatric Social Worker or similar job class.
- D. Post Trauma** - Develop policy and identify mental health staff to manage a Post Trauma Response program. This program should be at the center of debriefing any major incident, communicating empathy for staff who deal with the stress of managing unpredictable behavior.

6. Inmate Programming

A jail should offer a menu of programming aimed at keeping inmates as busy as possible with the goal being prevention of future criminal behavior. Experts over the years have argued about the type of programming that should be offered. Very often this programming or lack of programming can reflect a community's priorities. When criminal behavior occurs, the action of locking up the alleged criminal is sufficient to deprive them of the freedoms most of us enjoy in the outside community. Placement in jail is the basic form of punishment. After this action has occurred, great care should be taken to not add unnecessarily to this punishment. Any form of deprivation or harshness beyond locking someone up can often be the source of litigation, as well as a reflection of community values. The daily routine in a jail should be predictable, but it should have some purpose. Large blocks of time where there is no activity or an outlet for energy can lead to mental health issues and possibly violence. Jail is an artificial environment, de-

signed for the primary purpose of keeping the community safe by keeping offenders away from society.

Providing some type of meaningful activity in the jail routine can be controversial. Too much can lead to concerns that inmates are being treated too well. However, the reality is that if there are no activities over an extended time, an individual can suffer both physically and mentally. Volunteers, if well managed, can provide a number of program activities to inmates in jail. These programs, particularly if they focus on positive activities for the inmate upon release from jail, should be encouraged.

Observations:

A. Inmate Programs

If one of the goals of the Island County Jail is inmate change and improvement of mental health, then there should be an increase in inmate programming. Subjects such as anger management, cognitive restructuring, financial management, and parenting could be offered and taught by community volunteers. Alcoholics Anonymous meetings are held in the jail. Religious programs are provided at the appropriate level by volunteer chaplains in the jail, but this programming should be supplemented with other subject material aimed at returning these inmates back to the community in better shape than when they arrived.

B. Daily Regimen

Currently, the daily activity for inmates at the Island County Jail includes a large portion of their day spent in interaction with (or avoidance of) their fellow inmates. The day is boring and meaningless. It is an environment that does not enhance good mental health. There are some in the community that would argue that boredom in jail is what is needed to send a message to inmates to avoid jail in the future. The reality is that individuals who commit criminal behavior do not think about the future environment in jail. They commit criminal acts thinking they won't get caught, and jail is far from their thoughts. Having said that, providing some activities to deal with the boring regimen is consistent with operation of a contemporary jail. Inmates at the Island County Jail are offered outside recreation in a secure court area, three times per week. If additional staffing permits, outside recreation should be offered more often. In addition to the programming mentioned above, access to better reading materials, exercise equipment and television should be available. Development of a Memorandum of Understanding with the Coupeville Library could result in availability of more varied reading materials than is now available from the stock of donated books. These materials could be distributed by volunteers under correction deputy supervision. The exercise equipment can be as simple as access to an elliptical machine. Free weights or other complex weight machines should not be made available. Television is often a controversial item in jails, leading to community concerns about "coddling" inmates. But, the fact remains, if utilized correctly, television can alleviate many boring hours spent in jail. Television should be made available in most of the inmate cellblocks, with only basic cable, no premium channels. These items, television and exercise equipment, can be paid for by the inmates themselves from phone revenues or commissary revenues, without the public paying for them. Access to law library materials should occur. In my interviews with inmates there were complaints of no access to legal resources. This can lead to a liability issue, if continued.

C. Good Time Certification

The current approach to granting Good Time certification at the Island County Jail should be changed. The majority of jails in Washington State grant a one third reduction from an inmate's sentence for positive behavior. This is referred to as Good Time Certification. Island County only offers the majority of inmates a one sixth reduction for positive behavior, unless an inmate is classified as an inmate worker (they receive one third Good

Time credits). Inmate workers represent less than twenty (20) percent of the entire population of the jail. It is recommended that the Island County Jail offer all inmates one third Good Time Certification off their sentences in return for positive behavior. Other incentives, such as additional recreation time can be offered to inmate workers, who already have the incentive of time spent outside the cellblocks. A change in the policy on Good Time can have a positive impact on the jail in a number of ways. There should be fewer behavior incidents, leading to improved staff safety. The other impact is a reduction of jail time served, leading to fewer inmates locked up in the Island County Jail, leading to less expense in a number of areas, such as medical, mental health and food costs.

D. Professional Visits

One area of concern is the provision of access to inmates by external professional staff. Specifically, outside attorneys and other professionals often have trouble meeting with inmates due to space restrictions. There are two professional visit rooms and often this is not enough. More discussion should occur with those affected to work out a viable schedule. Delays in this area can add to the time an inmate stays in jail. This is not necessary, and may be resolved with better scheduling of these visits.

Recommendations:

- A. Inmate Programs** - Increase programming offered by community volunteers.
- B. Daily Regimen**- Develop collaboration with the Coupeville Library to increase the availability of reading materials. Increase recreation time in the outside recreation area. Install televisions for general viewing in the living units. Provide reasonable access to legal materials, specifically Revised Code of Washington and court access materials.
- C. Good Time Certification**- Discontinue the practice of granting only one sixth reduction from the sentence for Good Time Certification. To be more consistent with other Washington State jails, grant one third time reduction for Good Time Certification.
- D. Professional Visits**-Discuss these visits with external professionals, such as attorneys, and try to resolve through better scheduling or possibly another space within the jail.

7. Staff Training

Staff training is fundamental for overall effective operation of a jail. Lack of staff training has many ramifications. The Island County Jail does not devote sufficient financial and organizational support to staff training at the present time. Experienced jail staff recall past years where there was substantial effort made to make training relevant. They are concerned about the current level of training, realizing they are not trained sufficiently to deal with this current jail population. They know they need training on dealing with mentally ill inmates, defensive tactics, and de-escalation techniques. Training on-line has become the norm, but it cannot replace interaction with an instructor and, quite frankly, the time to practice what is being taught. Repetition in the training of defensive tactics, firearms use, and cell extraction techniques takes time to teach and practice. The resulting application of skills training should be instinctive, as much as possible. Other training in areas such as Prison Rape Elimination Act, legal issues, mental health, suicide prevention, and inmate manipulation all have their place in annual training for corrections deputies. There does not seem to be a comprehensive plan to provide adequate training to this group of staff.

Observations:

A. Leadership Training

There is an immediate need to raise the level of training for all supervisors and managers. Once someone achieves the level of supervisor at the jail, they receive one week of supervisory training at the state training center. There has been no focused training to maximize supervisory/ management skills beyond this week of training. Some supervisors had this training many years ago. Today's workforce requires ongoing training for supervisors to enhance the work of subordinates as well as mentor the next generation of leadership. The skills to motivate the current workforce are different than what was required a decade ago. There should be a minimum of four hours of leadership/ management training for supervisors each year. This training should be provided by trainers who have expertise in leadership and management training.

B. Basic Corrections Training

It does appear that most staff receive CPR training, but some staff complained about the on-line training. Defensive tactics and cell extraction techniques should be taught in four hour blocks to all corrections deputies on a quarterly basis. The current training in defensive tactics is not sufficient. Firearms training for staff who carry firearms should be greatly improved. Firearms training should consist of shooting for a qualifying score, practice in handgun retention, and practice in scenarios that are realistic and meaningful. This should be done quarterly, or at least twice per year. The current situation could lead to liability for the county if there was a firearm discharge and the lack of regular training and current policy were cited. The entire schedule and content of training should be managed by one of the Lieutenants.

C. Mental Health Training

Currently there is no regular training in mental health issues or suicide prevention. Since the jail has a significantly large number of mentally ill incarcerated on any given day, there should be an effort to provide training in both areas. Mental Health staff should develop a one hour training session regarding mental health issues and suicide prevention for delivery to all staff. The awareness of mental health issues needs to be increased. The appropriate trainers for this material would be Mental Health staff.

D. Prison Rape Elimination Act

Since this is federal law, this subject requires maximum attention from the leadership of the jail. The Jail Chief should take an active role in the training so that staff can understand the importance of the issue from top leadership. The message behind this training is too important to be delegated entirely.

E. Field Training Officer Program

A quality Field Training Officer program within the jail is critical. New staff require guidance from more experienced corrections deputies. At the present time, new staff are often paired with experienced corrections deputies, but there is no formal program. Therefore the current approach is anecdotal and undocumented. A formal Field Training Program would have written standards in all areas of jail operations, with a new corrections deputy having to achieve those standards during their probationary period of employment. The Field Training Program should have a supervisor, either a Sergeant or Lieutenant, who would review the performance of new corrections deputies, but also the mentoring work of Field Training Officers.

F. Physical Fitness Standard

Once corrections deputies pass the basic training academy, there is no ongoing physical fitness standard to continue employment. Some corrections agencies have approached physical fitness from another direction. For some jails, there is an optional physical fitness test (run 1 ½ mile, sit ups, pushups), which is written into the labor agreement and there is a stipend attached. For example, passing the physical fitness test twice per year

may result in incentive pay between \$300 to \$600 per each test passed. In particular, the activity of transporting inmates outside the jail should require a corrections deputy be in reasonable physical fitness. If an emergency occurred, the corrections deputies would require a degree of physical fitness to contain the activity and protect the public.

Recommendations:

- A. Leadership** - There should be an emphasis on raising the skill level of supervisors throughout the organization. More training in leadership and management skills should be provided.
- B. Basic Corrections Training** - In addition to the on-line training, more training in-person should be delivered in the core skills corrections deputies need to operate a jail. Resources should be provided to improve training to avoid future liability to the county.
- C. Mental Health** - The Mental Health staff should provide mental health training to corrections staff in dealing with the high level of mentally ill within the jail. This should include suicide prevention.
- D. Prison Rape Elimination Act** - The Jail Chief should exert leadership and responsibility for training of staff in better understanding of this federal law.
- E. Field Training Officer Program**- Designate senior staff as Field Training Officers. Develop training standards and testing so that new staff can achieve proficiency in operational aspects of the jail.
- F. Physical Fitness Standard** - Consider development of a physical fitness standard that would be an optional incentive for most staff, but be required for some assignments, such as transport of inmates outside the jail.

8. Jail Booking

The booking area of a jail is the reception point, where an arrestee is detained and vital information is taken so that the jail staff understand as clearly as possible who is being admitted to the jail. A questionnaire is administered, inquiring about legal circumstances (the criminal charges), past criminal behavior, gang affiliation, medical and mental health information. This process results in placement of the inmate in the appropriate cellblock in the jail. Often the arrestee arrives under the influence of alcohol and/or drugs and a determination is required about their degree of medical and/or mental health prior to admittance.

Observations:

The booking area of the Island County Jail is sufficient for the size jail that it serves. The proximity of the medical office to the booking area should be maximized by requiring medical staff present at all bookings when they are on duty. Recognizing medical issues at the very beginning of a jail stay is critical. Since many bookings occur when there are no medical staff present, corrections deputies must use their best judgement to determine whether the inmate is within acceptable medical and/or mental health guidelines to permit admission to the jail. Island County corrections deputies understand that if there are serious questions about medical health, the arrestee can be examined at Whidbey General Hospital prior to admission.

The jail utilizes the Spillman software for tracking inmate information at the time of booking. The software adequately captures information. My observation is that some of the corrections deputies are not as comfortable as others in using this system. It may be time to re-train all staff on the use of this software. This software is currently underutilized and could provide more information for staff if they are properly trained.

Directly across from the booking desk is a large holding cell. The door to this cell does not have a food slot and it should have. Facilities Maintenance staff could retrofit this cell door.

Recommendations:

- A. Utilize Software-** Continue to utilize the Spillman software for booking but provide additional training for corrections deputies so that they are more comfortable with its idiosyncrasies, as well as the potential it has for better record keeping.
- B. Holding Cell Modification-** Retrofit the cell door with a food slot.

9. Labor Relations

Labor relations at the Island County Jail can be significantly improved if management adopted a more collaborative approach. At the present time, corrections deputies are working without a current bargaining agreement. The majority of corrections deputies I interviewed have the opinion that the county compensates road deputies in the Sheriff's Office at the appropriate level but does not take their salary issues seriously. There are no regular, standing meetings between labor and management. The Jail Chief should take leadership in this area by commencing monthly meetings. The primary approach at these meetings, which should be stated, is that, while management has the authority to make final decisions on operational and budgetary issues, labor should be consulted continually to determine if there are contract concerns or simply whether there is a better way solve a workplace concern. This type of collaboration has not been part of the culture at the Island County Jail, but it should occur.

Observations:

A. Standing Meetings

At a minimum, there should be monthly, standing meetings with the Guild that represents corrections deputies, where the board members should all be invited. Their business agent should be invited. There should be a shared, printed agenda for each meeting. There should be a current financial statement (the jail budget) available to the attendees. Financial information is important for sharing. There should be an effort made to provide transparency regarding financial information to jail staff. When management says something is not feasible for financial reasons, the facts should be in front of all who are at the meeting. If there are policies that need review, related to contractual language, these policies should be discussed in the context of these meetings. Any significant changes that management is contemplating should be shared in these meetings.

B. Informal Meetings

When daily operational issues arise that require changes within the jail it may be helpful if there is an effort to reach out to the Guild. Granted, these steps take additional time, but it may be more productive in the end, rather than deal with grievances or demand to bargain on decisions made by jail administration.

Recommendations:

- A. Standing Meetings -** Establish standing meeting times for management and labor leadership to meet around a mutually developed agenda, a minimum of once per month. Shared budget information should be a major focal point.
- B. Informal Meetings -** As issues develop, jail management should reach out to the Guild to inform them of decisions, and elicit input as much as possible. Often, involving labor unions prior to a decision can lead to a better outcome.

10. Maintenance and Physical Plant

The Island County Jail is housed in a building constructed in 1983. The design of the jail cell-blocks in the Island County Jail is typically referred to as a "linear" floor plan. There are ten (10) different living units within the main cellblock, each with its own entry door. This design does allow the separation of inmates, but it also inhibits staff contact with inmates. A Linear Jail design can result in more inmate assaults and misbehavior. Typically a pecking order develops in a living unit and the most forceful inmate is referred to as a "tank boss." This is not a positive environment and that is why newer jails have been redesigned to allow more staff involvement with inmates. Newer jails built in the last twenty years are referred to as "direct supervision" meaning they have been designed to incorporate a staff member directly into the living area where the inmates reside. It is unlikely that Island County has the funding to build a new jail, so it is imperative to make the current jail as habitable as possible.

The Island County Jail building is beginning to show its age, marked by an aged infrastructure. Plumbing is a particular problem. Americans with Disabilities Act standards have presented challenges. Recently, some cells were upgraded to provide ADA compliant showers. Ventilation appears to be an issue as HVAC systems have not been upgraded. The locking system is original and often new parts for broken locks can be difficult to obtain. The physical plant is maintained by Island County Facilities Maintenance, a separate county department. The jail appears to have a good working relationship with this department. During my review, I became aware that Island County was studying many of its county buildings, as part of a future Capital Improvement Plan, including the jail, to determine future maintenance (life cycle) needs. Most of the appearance issues, such as floors being cleaned and walls being painted are done directly by inmate workers. They do an excellent job and the overall appearance of the jail is of a very clean facility. But the infrastructure needs attention or there will be additional physical plant issues in the future.

Observations:

A. Use of Inmate Workers

Inmates are used in a variety of roles within the jail to perform janitorial duties and work in the kitchen to prepare the meals. This is appropriate and should be continued. The work that these inmates perform is excellent. The floor areas of the jail, in particular, are spotless. It may be possible that Facilities Maintenance staff could use the help of a minimum custody inmates to do some degree of maintenance. That possibility should be discussed in order to provide a few inmates the opportunity to utilize their expertise, as well as provide meaningful labor. There are no female inmate workers. There should be some opportunity for minimum custody female inmates to work outside the cellblock.

B. Physical Plant Review

This building is used to its maximum since it is a twenty four hour operation. It cannot be stressed enough that since Island County operates a living facility (jail) for adult and juvenile offenders, it cannot be indifferent to the conditions that may exist in this building. Given careful thought and planning, this jail could serve the needs of Island County for the foreseeable future as long as attention is paid to the infrastructure. Also alternatives to incarceration should be explored within the county such as increased use of work release and electronic home monitoring. These activities could reduce the population so that Island County could defer building a new jail in the near future. HVAC, plumbing, and lock systems all need attention in this building. The Jail Chief should initiate a regular meeting, at least once per month, to discuss mutual issues with the Director of Island County Facilities Maintenance.

C. Living Unit Entry Doors

There are some living unit entry doors in the jail without food slots. These entry doors should be retrofitted with food slots to increase the safety of corrections deputies. Even using food slots, some inmates will try to reach through the opening in an attempt to attack staff. But if there is no food slot in the entry door to a living unit, then the corrections deputy has to open the living unit entry door holding a food tray out to the inmate. Handing a food tray through an open door leaves the corrections deputy vulnerable to attack. This possibility should be eliminated.

D. Cameras

There are a number of cameras situated within the Island County Jail. However, there are not enough cameras in critical areas. There are blind spots where there are no cameras. Additional cameras should be purchased and installed so that visibility of as many areas as possible are under view. The corrections deputies who work within the jail should be consulted regarding areas needing cameras. During this review, there had been some planning to add more cameras. This should continue.

E. Use of Library

One area that caused me concern was the use of the library room as a place where inmate workers ate their lunch and spent their non-work time. While the use of inmate workers should continue, they should not be in the library without jail staff present. The library is reached by walking through a small hallway outside the Jail Chief's office and the Sergeant's office. Outside the Jail Chief's office is an unlocked file cabinet that had a cache of knitting needles readily available. These knitting needles could be used as weapons against corrections deputies. This was mentioned to the interim Chief and I believe it has been taken care of but my concern remains. Inmate workers have proximity to two staff offices where they have no business. The Jail Chief and Sergeants should have a space where they can have in person or phone conversations without inmate workers overhearing these conversations. The library should become the staff training and break room. The library should then be relocated to the room where old jail records were kept. This room has been emptied and is being planned as the staff break room. It should have a camera installed if it becomes the new library. Make alternative arrangements for the inmate workers to eat their meals and spend their non-work time.

Recommendations:

- A. Use of Inmate Workers** - Without endangering jail security, increase the use of inmate workers by assigning one to each maintenance staff member. Some areas should be excluded such as maintaining locking systems and computer technology, but they could be put to use with electrical and plumbing issues. Create jobs for a small number of minimum custody female inmates.
- B. Physical Plant Review**-Continue to study the physical plant needs within the jail. Develop a plan for preventive maintenance following upgrades of infrastructure systems.
- C. Living Unit Entry Doors**-Retrofit all living unit entry doors to include a food slot.
- D. Cameras**- Install additional cameras after eliciting corrections deputy input on location.
- E. Use of Library**-Remove inmate workers from the current library and move the library to the old records room. Install a camera.

11. Control Booth

The Control Booth area of a jail is a key location that observes all activity and movement of staff and inmates within the jail. It is a secure room that has cameras and lock system overrides to maintain overall security of the jail. The corrections deputy in the Control Booth is the staff member who directs any external individuals such as attorneys or visitors who are trying to gain access to the jail. A Control Booth is usually staffed with one or two corrections deputies, depending on the tasks assigned.

Observations:

A. Control Booth Operations

The Control Booth at the Island County Jail is an important post where all activities within the jail are observed, twenty four hours of the day. Currently there is only one corrections deputy assigned to this post at any one time. The Control Booth houses a main control panel that locks and unlocks most of the interior and exterior doors of the jail. There are cameras located throughout the jail and those images are constantly filming activity which is monitored by the corrections deputy in the Control Booth. The corrections deputy determines which doors are open or locked at any time of the day, ensuring both staff and inmate safety. There are also exterior cameras so that the corrections deputy can know who is attempting to enter the jail from the outside. For instance, visitors coming into the jail are observed first by the Control Booth deputy prior to entrance. At the current time the list of duties for the Control Booth deputy is nearly impossible for one person to accomplish. In addition to the duties I have listed, additional duties include verification of warrants, as well as entering documentation into the computer on stolen items, called in by road deputies of the Sheriff's office. Both of these activities can be time consuming and can take away from the corrections deputy's attention to the cameras or staff movement in the jail. Warrant verification should be done by dispatch or some other entity, rather than the Control Booth deputy. I observed an instance where warrant verification took more than a half hour from the time the call was received. All that time, the corrections deputy was not observing the cameras and therefore an incident could have occurred where an inmate or staff member was in jeopardy and no one would know. This is not acceptable. Reports on stolen items should be handled by records clerks in the Sheriff's Office. The sole focus of the corrections deputy in the Control Booth should be on the instant activity in the jail.

B. Provide Appropriate Staffing

The duties for this position should be closely reviewed and duties not related to jail operation should be assigned elsewhere. If these additional duties remain for the Control Booth, then an additional corrections deputy should be assigned to this post.

Recommendations:

- A. Control Booth Operations -** Conduct an objective inventory of activities now performed by the Control Booth corrections deputy and eliminate activities not related to jail operations.
- B. Provide Appropriate Staffing-** One corrections deputy assigned to this post is sufficient if the duties are streamlined. If the non-jail duties remain, an additional corrections deputy post should be added to staffing in the jail.

12. Food Service

Food is an important focal point in operation of a jail. If the food served is poor, it can influence inmate behavior in a negative manner. Inmates tend to focus on food quality and it is often the subject of most of their complaints. Most jails try to serve a nutritious meal, realizing how important it is to an inmate's physical and mental health. In extreme cases poor quality food can be attributed as a cause for inmate riot. Or food can become the subject of inmate lawsuits. It is commonly understood by jail administrators that food should not be used in any way as punishment, as this can be construed as an Eighth Amendment violation.

Observations:

There should be a review of the food product served by the current contract food provider. While there may or may not be cost savings to contracting out for food service, there should be a demand for quality from jail administration. The current food service at the Island County Jail is an inferior product. Put simply, would the average person consume the food offered? Many inmates do not eat the food served, because it is unattractive, overly starchy, and according to some inmate comments, unpalatable. There are numerous comments about the "small portions" of food provided. To be fair, some inmates said the food served in Island County Jail was better than that served at other jails. But, in my experience, a jail "runs on its stomach" and the food overall at Island County Jail is not adequate to serve to this population. For inmates who have little to look forward to in spending a day in jail, the primary focus is usually on the three meals served each day. And those meals should be prepared with as much intent to provide quality as the budget can permit.

The food service was observed. The process of putting the food on the trays in the kitchen as well as delivery to the living units seems to work fairly well. There seemed to be a general consensus that the food quality differed depending on which civilian cook was on duty. There should not be recognizable degrees of quality from one cook to another. Personnel changes may be appropriate. A better approach would be to hire local food service staff, employed by the county. Local pride in a quality food service for the jail can be accomplished for similar cost. Currently, Island County is paying for a poor quality service. There have been some new equipment purchased. A new dishwasher should be purchased.

Recommendation:

- A. Improve Food Service** - Initiate discussion with the food service provider, to improve food service, to include an alternate provider if the discussion is unproductive. Consider replacing the current contract provider with locally hired food service staff. Complete purchase of needed kitchen equipment.

13. Equipment

The challenge, in operation of a jail, is to ensure that corrections staff have sufficient equipment to perform their basic tasks. Some types of equipment should be viewed as essential. But, some types of equipment are not essential and, if a jail chases all the new technology available, it will quickly outspend what is necessary to provide for basic safety and security. One example is restraints used to control inmates. The essential pieces of equipment are handcuffs, restraint belts, leg irons and, in more recent years, some type of restraint that involves an electric charge to control the inmate. But, the technology in this area, of restraints with electrical charges, often makes wild claims about effectiveness. And these types of restraints take many forms. So, it is difficult to keep up with the technology. And, if it is just the latest piece of technology, then questions should be raised about whether it is truly necessary.

Observations:

A. Purchase of New Equipment

The Island County Jail has most of the equipment it needs to provide for staff and inmate safety and security. Elsewhere in this report some equipment purchases have been noted.

There are a few other areas where equipment should be purchased. A jail van that provides for separation of males and females should be purchased. A restraint chair is being purchased. A restraint chair is a common piece of security equipment in jails and it permits staff to restrain inmates who are acting out. Use of this item can improve staff and inmate safety. Correct use of this chair requires careful documentation of its use and it should not be used as punishment in any form. Stun cuffs or a stun belt should be purchased to improve courtroom security. One area where inmates may try to act out is the courtroom, where the public is present. For the safety of staff, the public and court staff, this item is effective.

Recommendation:

A. Purchase New Equipment-Complete purchase of a new jail van and restraint chair. Purchase stun cuffs or stun belt for improved courtroom security.

14. Alternatives to Incarceration

There should be alternatives to incarceration in the form of programs that do not require a jail bed to be occupied. There can be Work Release, Electronic Home Monitoring and Community Work Crews which can provide significant cost savings to the county if managed well. Non-violent offenders who can be returned to the community as soon as possible can continue employment, support families, and begin treatment programs earlier, if given the opportunity. These programs have to be managed closely but if the additional staff are hired, as recommended within this report, the jail should have the resources to provide oversight. These programs must be overseen by jail staff rather than volunteers. Each program should have clear criteria that an offender must meet to participate. These programs should be fully discussed with Superior Court and District Court judges, as well as the Island County Prosecutor. Initial referral to these programs should come from a judge, with final approval left to the jail administration.

Observations:

A. Work Release

Work release programs operate in most of the jails in Washington State. In lieu of a full day in jail, the inmate works during the day in the community and sleeps overnight in the jail for as long as specified by the sentencing judge. Offenders can continue employment and support their families. There is cost savings to the jail by not having to provide as many meals. Also, inmates can access medical and or mental health care while they are out in the community, and there can be cost savings in the jail as a result. One of the challenges of a work release program in Island County Jail is to monitor any type of contraband, such as cigarettes and drugs, which work release inmates often try to bring back into the jail.

A. Electronic Home Monitoring

The Island County Jail has the equipment available to provide Electronic Home Monitoring, but at the present time no inmate is on this program. A program of Electronic Home Monitoring can be effective in keeping the offender or alleged offender in the community, if deemed appropriate by the judge as part of a sentence or pre-trial conditions. This can be an excellent way to reduce jail costs. The offender can work in the community or can be engaged in treatment in the community. The benefit to the county is a reduction of jail costs. This program should be utilized but only after brainstorming how best to use the program in discussion with the Superior Court and District Court judges.

B. Community Work Crews

Another program that can provide community benefit is a Community Work Crew which works on highway clean-up or in other areas of public works. It should be stressed that these offenders should be non-violent, presenting reduced risk to the community.

Recommendation:

A. Develop Alternatives to Incarceration- In concert with Superior Court and District Court judges and the Island County prosecutor consider development of programs for Work Release, Electronic Home Monitoring and Community Work Crews, managed by jail staff.

RESUME

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EDUCATION:

MA, Public Administration
SEATTLE UNIVERSITY, Seattle, Wa., 1977

BA Sociology
UNIVERSITY OF WASHINGTON, Seattle, WA., 1971

CORRECTIONS BACKGROUND:

Director, Chelan County Regional Justice Center-Wenatchee, WA 2007-2012
Provided leadership to ninety employees in operation of 380 bed co-ed jail in Central Washington. Managed \$9 million annual budget, responsible for all hiring/disciplinary decisions, reporting to three County Commissioners.

Probation Officer, Lake Forest Park Municipal Court, Lake Forest Park, WA 2004-2015
Supervise caseload of misdemeanant probationers. Prepare reports to the court. Provide monitoring compliance of probationers meeting court conditions. (part-time position)

Commissioner, Department of Corrections, State of New Hampshire May 2000 -November 2003
Reporting to Governor and Executive Council, provide leadership for all staff and offenders under the authority of the Department of Corrections. Offender population consisted of 2, 415 inmates and 6,100 offenders under probation or parole supervision.

Regional Administrator, Washington State Department of Corrections 1997-2000
Provide leadership for prison superintendents and management staff in Northwest Region, consisting of Clallam Bay Correction Center, Monroe Correction Complex, Olympic Correction Center and all community corrections offices within the region.

Prison Superintendent, Washington State Department of Corrections 1992-1997
Coyote Ridge Correction Center, Special Offender Center, and Washington Correction Center, each position reflected increasing responsibility for staff and inmates.

Associate Superintendent, Correctional Program Manager, Parole Officer, Washington Department of Corrections 1973-1992

Counselor, Echo Glen Children's Center, State of Washington 1970-1973

CONSULTANT EXPERIENCE:

Jail Consultant, Snohomish County (WA) Jail (1,200 beds) 2014-after three months, completed report on management and organizational issues within the jail.

Jail Consultant, Fife (WA) City Jail 2013-2014- advised city manager and police chief on issues related to expansion of jail from 35 to 170 inmates

Prison Consultant, Vermont Department of Corrections 2004 participated on investigative team, reporting to state legislature, to advise on management practices in their prison system.