COMPENDIUM: COMMUNITY POLICING AND PROCEDURAL JUSTICE IN JAILS PART 4

Promising Practices

Examples of Promising Practices from the Field

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Community Oriented Policing and Procedural Justice in Jails

"The principles of community-oriented policing can be implemented in [jails and] correctional facilities . . . there is a need to look at incorporating its philosophy into facility operations."

— NIC 2000, 33

Community-oriented policing (COP)

According to the Office of Community Oriented Policing Services (COPS Office) of the U.S. Department of Justice (DOJ), "community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime" (COPS Office 2014, 1). Moreover, COP relies upon collaborative problem solving between peace officers and members of the community and emphasizes community outreach and engagement (Gill et al. 2014).

While jails did not appear to have been part of the formal conceptualization and definition of COP, they are another essential component. A jail is not just a reflection of the community; it is also a community unto itself. One of the important aspects of this project is to examine the extent to which the COP model and approach has been applied in jails because the key components of COP are relevant to jail settings. Throughout this guide, examples of management strategies and programs consistent with COP and procedural justice (PJ) in jails are provided. The COPS Office (2014) outlines three key components of COP: community partnerships, problem-solving, and organizational transformation, as shown in figure 1.

Figure 1. Community policing components

Source: COPS Office, "About the COPS Office," accessed December 9, 2021, https://cops.usdoj.gov/aboutcops.

However, for the purposes of this guide, the component "community partnerships" has been divided to include both establishing partnerships in the community and engaging internal and external partners. As such the COP components we emphasize across programs and strategies in this guide include the following:

- Establishing partnerships in the community
- Engaging internal and external partners
- Collaborating to solve problems
- Creating organizational transformation

In the nationwide survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982) of sheriffs' offices conducted as part of this project, problem solving was a top challenge for sheriffs, with about 42 percent rating it in the top two of five unique challenges facing jail management. The survey also revealed that problem solving was the most frequent reason for engaging with other sheriffs (74 percent sought problem-solving advice from other sheriffs at least every few months).

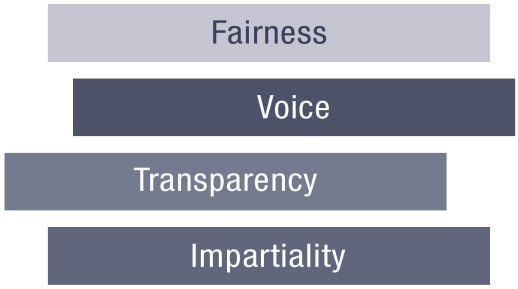
Procedural justice (PJ)

According to the COPS Office, "Procedural justice refers to the idea of fairness in the processes that resolve disputes and allocate resources. It is a concept that, when embraced, promotes positive organizational change, and bolsters better relationships." (Moe and Bradley 2015). PJ's core components consist of fairness in processes, transparency in actions, providing opportunities for voice, and impartiality in decision making, according to the COPS Office. (See also National Initiative for Building Community Trust and Justice 2016.) Similarly, some law enforcement leaders coined a term to represent PJ called LEED, or "Listen and Explain with Equity and Dignity." (Rahr, Diaz, and Hawe 2011) Treating people with dignity and respect is a key aspect of PJ (see e.g., Skogan, Van Craen, and Hennessy 2015; Sunshine and Tyler 2003; Tyler 2003).

Among the most important elements for maintaining order in correctional settings is the ability to gain compliance, cooperation, and adherence to rules. Schulhofer, Tyler, and Huq (2011) noted that the PJ model of policing is based on evidence that complying and cooperating with authorities is driven by "the strength of citizens' beliefs that law enforcement agencies are *legitimate*" and "not by threat of force or fear of consequences." (338; emphasis in original). According to Moe and Bradley (2015), PJ consists of four components (as shown in figure 2). In a jail setting, these key components would apply both to the incarcerated individuals and to the staff.

Specific actions associated with the terms in figure 2 are described in the sections that follow. In addition, while the figure does not explicitly speak to treating

Figure 2. Procedural justice components



Source: Moe and Bradley 2015

individuals with dignity, they are subsumed herein because many PJ definitions and programs include the importance of dignity (see e.g., Skogan et al. 2015; Rahr, Diaz, and Hawe 2011). As such in this guide, the components in figure 2 are translated as actions (alphabetically) as shown here:

- Explaining actions (transparency)
- Providing opportunity for voice (listening)
- Treating people with dignity and respect
- Treating people in a fair and unbiased manner

For each section in this guide, these core components of COP and PJ will be listed as associated with practices and programs that incorporate the components either individually or collectively. While these COP components or PJ dimensions are not typically described as part of these programs (although there are some exceptions), this guide will emphasize the extent to which these components and dimensions are characteristic of many existing jail practices and programs. The practices and programs described throughout all involve one or more of these components, demonstrating the extent to which these principles—typically applied to policing—are also relevant in jails. The format for the COP and PJ principles or components (shown in figure 3) will be used throughout to associate the individual or set of practices and programs to the core components or dimensions.

Figure 3. Format for associating jail practices and programs to core COP and PJ components

COMMUNITY ORIENTED POLICING	PROCEDURAL JUSTICE
COP 1. Establishing partnerships in the community	**PJ 1:** Explaining actions (transparency)
COP 2. Engaging internal and external partners	**PJ 2:** Providing opportunity for voice (listening)
COP 3. Collaborating to solve problems	**PJ 3:** Treating people with dignity and respect
COP 4. Creating organizational transformation	**PJ 4:** Treating people in a fair and unbiased manner

Purpose of this Guide

Many jails throughout the United States have adopted community safety missions and goals consistent with the philosophy of COP. For example, the mission of the Corrections Division of the Collier County (Florida) Sheriff's Office is to "create a safer community by effectively managing offenders and providing opportunities for positive change." (Collier County Sheriff's Office 2022) Combining mission statements from 16 sheriffs' offices (related specifically to their jails) resulted in the word cloud shown in figure 4, which demonstrates that community is at the core.

This publication is a guide for sheriffs and jail management professionals who are interested in implementing promising practices related to management strategies and programming for incarcerated individuals.[1] Between 2020 and 2021, the number of persons held in local jails increased by 16 percent, while the number of persons held in prisons fell by 1 percent, with a greater increase in women in jails (Office of Justice Programs 2022). This discrepancy underscores the need to address management and programming challenges, many of which are conducive to COP and PJ. The practices outlined herein are consistent with key components of COP and PJ in jails. The key components of COP include (a) community partnerships, (b) problem solving, and (c) organizational transformation (see figure 1 on page 5).

1. Throughout this guide, the term *inmate* is used interchangeably with other terms such as *justice-involved individual*, *incarcerated individual*, *individual*, or *resident*. However, when including language or programs described by others in which the term *inmate* is used, it has not been replaced. This may include federal programs that use the term *inmate* in their descriptions.

Figure 4. Sheriffs' office mission statement word cloud

Promising Practices Defined

While this guide represents innovative practices identified through our focus groups with many sheriffs and their personnel, it is not intended to be fully inclusive. There are hundreds of other promising practices implemented by sheriffs and other jail managers that are consistent with or demonstrative of COP and PJ.

In addition, the practices outlined in this guide are seen as innovative for addressing jail-related challenges, promoting effective community policing strategies, and improving the quality of life for those who live and work within the facility. In this context, a promising practice is defined as a practice that has been developed and implemented by an agency and which has produced beneficial outcomes or has successfully achieved intended outcomes, whether through scientific or anecdotal evidence (inmate testimonials, jail personnel assessment, and agency-reported success or associated data).

Information Sources

The promising practices included in this guide were generated from (a) a series of six focus groups conducted with correctional professionals from across the United States, (b) a national survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982) of members of the National Sheriffs' Association that are known to operate jails, (c) eight in-depth case studies from seven agencies (we refer to these as "Featured Programs" in the compendium), (d) a review of the scientific literature on community policing and procedural justice initiatives primarily in jails, and (e) reviews of various websites and other resources on correctional programming and operations.

This guide provides a small range of practices and strategies that reflect aspects of community policing and procedural justice. It is not intended to provide a complete scope of the unique and innovative programs and strategies implemented in jails across the country.

Overview Sections of the Promising Practices Guide

The two primary sections of this guide are section I (Management Strategies) and section II (Programming for Justice-Involved Individuals). The first contains information about managing behavior and outcomes for incarcerated individuals, followed by personnel management, community outreach, technologies for jail management, and methods for generating resources for jails. The second addresses more specific aspects of programming for incarcerated individuals, i.e., assessment of inmates' needs to provide individualized programming for each person. This discussion is followed by presentations of re-entry programming—including career, educational, and vocational preparation—and then special population programming including gender-responsiveness and programs for military veterans and the homeless. Discussion of the health and wellness of justice-involved individuals follows, and then training and life skills programming are addressed. The final subsection focuses on re-entry as a whole.

In each section or subsection, the key components of COP and PJ exemplified in the programs and strategies are presented to demonstrate how the principles and approaches of COP and PJ can and have been implemented in jails to facilitate more favorable processes and outcomes.

I. Management Strategies

This section begins with an exploration of ways in which sheriffs and jail administrators manage behavior and outcomes for justice-involved individuals (section 1.A). This management strategies section also examines personnel management issues (section 1.B), followed by examples of community outreach related programs and practices (section 1.C). This section on management strategies continues with promising practices in the use of technology (section 1.D). Finally, this first section concludes with example approaches to generating resources for jails (section 1.E).

I.A | Managing behavior and outcomes for justice-involved individuals

This subsection on behavior management begins with a unique program called Strategic Inmate Management (SIM), which represents a next-stage evolution of *Direct Supervision* and *Inmate Behavior Management* (I.A.i), an approach developed and supported by the National Institute of Corrections (NIC). Next this section covers a variety of strategies for managing and modeling appropriate behavior including diversion programs (I.A.ii), use of incentives or rewards (I.A.iii) to shape positive behavior (and improve other jail conditions), and grievance reduction strategies (I.A.iv); it concludes with an approach to managing recidivism (I.A.v), specifically directed at those individuals sometimes referred to as "super utilizers."

I.A.i | Strategic Inmate Management

The NIC now uses Strategic Inmate Management (SIM), an approach that evolved from the NIC's Direct Supervision and Inmate Behavior Management training introduced in the 1970s. The purpose of SIM is to promote safe and secure environments by employing the best practices of direct supervision and behavior management of justice-involved individuals applicable to all physical plant designs in both jails and prisons. With the SIM initiative, the NIC works with jurisdictions seeking to integrate a comprehensive approach to behavioral management for justice-involved individuals. The goals of this initiative include (1) supporting correctional leaders and staff in fulfilling their role in providing safe and secure facilities, (2) demonstrating the importance of having a cohesive inmate management strategy to effectively manage behavior of justice-involved individuals, (3) assisting correctional agencies in integrating SIM as an operational philosophy, (4) ingraining SIM in the organizational culture, and (5) building organizational capacity to sustain the integration of SIM throughout all levels of the organization.

During a period of six to 12 months, NIC provides training, coaching, and technical support to jurisdictions to facilitate the successful integration of SIM as an operational philosophy. There are also initial application and assessment phases to determine the organizational readiness for change as well as a follow-up evaluation phase. Understanding that each jurisdiction may present different needs or capacity, there are two options for services under the SIM Initiative. The first is a full SIM offering providing all

the components already listed, including capacity building for agency trainers. The second is a SIM Lite version focusing on application, assessment, training, coaching, and evaluation. SIM Lite does not include capacity building for agency trainers.

The NIC maintains a SIM web page at https://nicic.gov/projects/strategic-inmate-management.

Promising practices from the field

In 2021, the Pottawattamie County (Iowa) Sheriff's Office began working with the NIC to incorporate the SIM Lite into their operational philosophy and programming.

SIM, in any format, aligns with the core COP component of organizational transformation. It was noted in one of the focus groups that changing culture can be a significant factor in reducing operational challenges and inmate grievances. The SIM program is an innovative model designed in part to promote positive cultural change and organizational transformation, a key component of COP (see figure 5).

Summary

SIM is a comprehensive approach to both behavioral management and direct supervision in which the NIC works with jurisdictions seeking to integrate this model with justice-involved individuals. With a full program that incorporates training, technical support, and coaching, a 6- or 12-month program can be implemented.

Figure 5. Core COP principle addressed by SIM

COP 4. Creating organizational transformation

I.A.ii | Diversion programs

"Diversion" was a term traditionally applied to youthful offenders and is generally seen as an approach to reducing jail populations by sending nonviolent suspects for treatment and recovery in lieu of arrest and incarceration. Examples of some of these programs that rely on core components of COP and PJ are detailed in the following sections. Diversion programs vary in their criteria (mental illness, co-occurring substance use, age of suspect) as well as who implements them (law enforcement personnel, prosecutors, courts), and whether they are pre- or post-arrest.

Promising practices from the field

In the Gregg County (Texas) Sheriff's Office, the staff implemented a program for youthful offenders (ages 26 or younger) called Doors that allows the individuals to obtain an ID card, job training, education, and other needed resources in the more relaxed setting of the court instead of in the jail. The core components of COP and PJ in the Doors program are presented in figure 6.

Figure 6. Associated core components for the Gregg County Doors program

COP 3. Collaborating to solve problems

PJ 3. Treating people with dignity and respect

PJ 4. Treating people in a fair and unbiased manner

Staff in the Harris County (Texas) Sheriff's Office implemented a pre-arrest diversion model for individuals with mental illnesses and substance use issues. As noted by a leading professional association, "many jurisdictions are reducing their jail populations by diverting suspects accused of nonviolent, minor offenses away from the criminal justice system entirely, and not making arrests in such cases. The Harris County (Texas) Sheriff's Office has such a program" (PERF 2020, 23). As part of this program, the sheriff's office has a dedicated Mental Health and Jail Diversion Bureau. Individuals can be diverted in the field, but it is not too late for suspects brought to the jail processing center; they can still be diverted, as each suspect is screened for mental health issues during the booking process. If a mental health concern is flagged at that time, the suspect is seen by a behavioral health professional at their "diversion desk." The core components of PJ addressed in the Harris County diversion program are presented in figure 7.

Figure 7. Associated core components for the Harris County diversion program

- **PJ 3.** Treating people with dignity and respect
- **PJ 4.** Treating people in a fair and unbiased manner

In Davidson County, Tennessee, Sheriff Daron Hall established the Behavioral Care Center (BCC) as an alternative to jail for arrestees exhibiting signs of mental illness. The center is both a place and an approach designed to address the criminalization of mental illness by diverting those arrested for qualifying misdemeanor charges and who suffer from a mental illness into the care of the BCC. The police transport identifies individuals for these types of cases, taking subjects directly to the BCC for evaluation instead of to jail. During the course of treatment, charges for the misdemeanor offense are suspended, and if the course of treatment is completed, the charges are not entered into the system. The core components of COP and PJ addressed in the Davidson County diversion program are presented in figure 8.

For more information on the Davidson County program, see the *Featured Programs* section of the compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0979.

Figure 8. Associated core components for the Davidson County diversion program

- **COP 2.** Engaging internal and external partners
- **COP 3.** Collaborating to solve problems
- **PJ 3.** Treating people with dignity and respect
- **PJ 4.** Treating people in a fair and unbiased manner

Summary

Diversion programs can take many forms and can be applied to special populations including youth and individuals with mental health challenges or substance use disorders. Diversion programs can be narrow in scope or as comprehensive as the Davidson County Behavioral Care Center, which serves not only as an alternative to arrest but also as a treatment facility.

Each of the programs in this section is focused on reducing incarceration for those with substance use disorders or mental health challenges, as well as alternatives to incarceration for youthful offenders. The emphasis on treatment rather than punishment can break the cycle of justice involvement by resolving or addressing underlying conditions.

I.A.iii | Incentive programs

Incentive programs are built upon the basic principle of reinforcement by relying on reinforcement as means to increase the probability of desirable behavior or behavioral change (Pierce and Cheney 2017). Despite extensive criticism on the "appropriateness of using incentives to promote desirable behaviors," the use of incentives for shaping behavior has been shown to be effective across hundreds of scientific studies applied to social problems (Silverman et al. 2016, 97).

Incentive programs can take many forms but are designed to promote positive behavior through inducements, rewards, or reinforcement. In this section, a few examples are provided that demonstrate that some incentives not only motivate behavior but may also increase morale and promote group collaboration. These incentives were designed to provide to residents during their time in jail.

Promising practices from the field

Care packages

The Pueblo County (Colorado) Sheriff's Office started a care package program in which staff from the jail provide residents with snacks, cleaning supplies, hygiene supplies, or t-shirts and other clothing and assemble care packages for incarcerated individuals who might be experiencing mental health challenges, who are indigent, or who do not have family or friends. These care packages serve as incentives to improve behavior and increase morale. Staff at the facility have seen a significant decrease in fights and use of force incidents, and hospital visits have declined. Relationships between the inmates and staff have greatly improved. The sheriff's office has been contacted by the Colorado Department of Corrections to learn more about the success of the care package program.

Entertainment, food, and phone incentives

The Bell County (Texas) Sheriff's Office started a program that would allow inmates to watch a program on Comedy Central if their cells were clean—which led to cleaner cells throughout the facility. The boost in morale was experienced by both inmates and staff; officers' outlooks improved, and grievances by justice-involved individuals went down (see also section I.A.iv "Grievance reduction and dispute resolution programs"). The inmates looked forward to going to the comedy show as a reward, and in turn, officers appreciated a cleaner work environment. The Collin County (Texas) Sheriff's Office also started a similar program.

In Comal County, Texas, correctional staff used authorized commissary funds to purchase a popcorn maker and started a popcorn incentive program to encourage inmates to clean their cells. The inmates

and staff from the housing unit with the cleanest cells were rewarded with popcorn. Starting on Friday afternoon, sheriff's office staff would turn on the popcorn maker, and then everyone would start cleaning their cells because they smelled the popcorn. The inmates began self-policing and started changing their behavior by cleaning up earlier in the week, too, in hopes they would have the cleanest pod on Friday afternoon.

Similarly, the Young County (Texas) Sheriff's Office started giving inmates with clean cells a snack pack from the commissary. Since the sheriff's office had already paid for the food, and it was nearing expiration, staff were able to provide the snack packs at no additional cost, and the inmates appreciated the recognition for being well behaved and having clean cells. This program also includes an element from "broken windows" theory, because the inmates and staff enjoyed living and working in cleaner areas, and as a result, there were fewer overall complaints.

"Broken Windows" Theory

"Broken Windows" theory (BWT) was posited by Kelling and Wilson (1982), who suggested that addressing visible signs of disorder may lead to reductions in more serious forms of disorder and crime. Having its roots in research on vandalism by social psychologist Philip Zimbardo (1970), evidence about the effectiveness of applying broken windows policing has been mixed; Braga and associates (2015) re-examined and analyzed the evidence for the effects of BWT (also known as disorder policing) and found a small but statistically significant effect on all types of crime. In addition, in their re-analysis of studies, O'Brien and colleagues (2019) found that addressing disorder appears to reduce stress and improve mental health of community members.

However, while some have noted that "order" is an end unto itself, BWT has been highly controversial, with many asserting that it provided a rationalization for over-policing or more aggressive tactics, especially in urban centers where it has disproportionate negative impacts on people of color. In fact, some have concluded that these negative impacts in communities are not worth the limited crime control benefits. A leading scholar affirmed that "the modest outcomes of broken windows policing do not justify the problems these policies create from a procedural justice context." (Meares 2015, 610)

Nevertheless, when implemented in an appropriate and positive manner, some tactics (e.g., incentives to promote order in jails) can be quite beneficial. Specifically, if justice-involved individuals are engaged in productive activities like cleaning their cells, that alone is beneficial in terms of improved quality of life in jails, and when incentivized at the housing unit level, it may also promote collaboration and teamwork.

The Lafourche Parish (Louisiana) Sheriff's Office implemented a simple and effective idea in its facility: The telephone service vendor provides $5 phone cards for staff to give as incentives to incarcerated individuals who might be struggling or to offer as praise and support for good behavior. This is a simple model that could easily be replicated in other jails by working with their telephone providers.

The core components of COP and PJ that are incorporated into these incentive programs are presented in figure 9.

Summary

This section demonstrates that behavioral incentives may be effective for encouraging responsibility and positive behavior, increasing morale, and helping to promote and encourage order in the facility. While the incentives described in this section involve material goods, entertainment, and services, other incentives might also be possible. For example, depending on the individual, some may prefer extra time for visitation or additional phone calls or video conferencing with family and friends, as well as out of cell or recreational activities. A range of innovative and low- or no-cost incentives could be offered in exchange for justice-involved individuals' contributions to order, maintenance, environmental improvements, collaboration, team building, and improved behavior. Several of these programs are reported to enhance pride and self-esteem.

Figure 9. Associated core components for incentive programs

COP 3. Collaborating to solve problems

PJ 3. Treating people with dignity and respect

PJ 4. Treating people in a fair and unbiased manner

I.A.iv | Grievance reduction and dispute resolution programs

A concern in many jails is the number of formal grievances filed by inmates, which can reflect general housing conditions or problems with other incarcerated individuals. In addition, addressing these formal grievances can be costly and repetitive. This subsection showcases four unique programs that mirror the COP model. These programs provide both a means for early intervention to resolve complaints prior to their becoming formal grievances and mechanisms for resolving the disputes. These include (1) an initiative in Bell County, Texas, that involved an internal "patrolling" program to increase dialogue between officers and justice-involved individuals; (2) an approach to COP in the Larimer County, Colorado, jail; (3) a "Town Sheriff" approach in a Los Angeles County jail that demonstrates problem solving and internal community engagement; and (4) a dispute resolution program focused on mediation in Tulsa County, Oklahoma.

Promising practices from the field

In the Bell County Sheriff's Office, the staff implemented a program called "Cell-Block Oriented Patrolling Services (COPS)" to increase dialogue between officers and justice-involved individuals. Three dedicated days a week, the officers walk the cells and meet with inmates to address their grievances.

Similarly, in the Larimer County, Colorado, jail, the staff have been working on changing their staff culture and mindset. They have expanded on the direct supervision model and added COP to the deputies' tool bags. Administrators found that direct supervision, which occurs inside the jail, is consistent with community policing, which takes place in the community where officers communicate with the public. Today, Larimer County correctional staff are introduced to the terminology and pillars of COP, and it appears they take more pride in their areas of supervision.

Specifically, in the Larimer County jail, officials train deputies that their housing area mirrors a community or city block in which they need to "keep the peace." They ask that the deputies not only get out and be present with the inmates but also that they interact with them and try to truly understand the inmates' experiences as well as challenges they may be facing while working with them to solve problems and address grievances. The Larimer County Sheriff's Office found that when the deputies engaged in this manner, they were able to answer more questions, defuse situations before they escalated, and in many cases build rapport with the residents. Jail officials encouraged the deputies to see supervision of incarcerated individuals as a positive interaction, partnership, and problem-solving effort in their community, which extends the direct supervision model. All these things are positive for both the justice-involved population and staff. Since adopting this COP approach in the jail, the staff have seen a drop in written grievances from inmates.

In the Los Angeles County (California) Sheriff's Department (LASD), the implementation of a Town Sheriff program was initiated after the sheriff encouraged staff to submit proposals for applying community policing in the jail. As the selected program, a deputy was assigned to the role of Town Sheriff, whose job it was to conduct town hall meetings with inmates and mediate disputes by collaborating with internal partners to resolve issues raised by the inmates. This program was implemented as a pilot test of the model in one housing unit/classification (with about 400 residents) in LA County Men's Central Jail. This approach led to significantly (64 percent) fewer grievances being filed by the inmates than before the approach was implemented and a much higher proportion of grievances (more than 2.5 times as many) being addressed. This program is further detailed in the *Featured Programs* section of this compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0977.

The Tulsa County (Oklahoma) Sheriff's Office staff completed mediation training and (prior to the COVID-19 pandemic) expressed the intent to implement a mediation program in their facility for resolving disputes between inmates.

Almost all the core components of COP and PJ were used in implementing these grievance reduction and dispute resolution programs (see figure 10 on page 19).

Figure 10. Associated core components for grievance reduction / dispute resolution programs

COP 1. Establishing partnerships in the community

COP 2. Engaging internal and external partners

COP 3. Collaborating to solve problems

COP 4. Creating organizational transformation

PJ 2. Providing opportunity for voice (listening)

PJ 3. Treating people with dignity and respect

PJ 4. Treating people in a fair and unbiased manner

Summary

Each of these programs aimed at grievance reduction and dispute resolution mirrors COP in that they comprehensively address core COP components such as problem solving, partnerships, and organizational transformation. When considering the LASD Town Sheriff program, this pattern is perhaps not surprising because the Town Sheriff model was designed specifically as a COP program.

In addition, the programs outlined in this section involve one-to-one communications consistent with procedural justice approaches. By engaging in proactive strategies involving COP and PJ principles, agencies provide an opportunity for justice-involved individuals to have a voice in issues, which is a key element of PJ. By listening and providing a voice to justice-involved individuals, agency staff demonstrate PJ, which in turn may improve the perception of legitimacy in jails. As a result, agencies adopting these strategies may see a reduction in grievances and disruptive behavior as well as an increase in compliance with rules and regulations and ultimately a safer environment for everyone.

I.A.v | Managing recidivism

Recidivism is a costly challenge for both the justice system and the broader community. However, an attempt to understand underlying conditions or aggravating factors associated with crime and then to address those conditions has been shown to lead to reductions in recidivism. Some individuals cycle in and out through the justice system, so new programs have been developed to address the issue of frequent system users.

Promising practice from the field

The Louisville, Kentucky Department of Corrections identified a need to address the challenge of "super utilizers"—individuals who are frequent users of the criminal justice system (police, courts, jails, probation, etc.).

To do so, the department established the Familiar Faces program, which focuses on helping cross-system users end their frequent and repeated reincarceration. Because these individuals' needs are not met effectively by the health care and other public systems, they cycle in and out of jail. Instead of seeing these individuals as "frequent flyers" or "super utilizers," as they have been characterized by some, the program personifies these individuals as friendly or "familiar faces" while trying to understand

and address the reasons that led the individuals to cycle in and out of jail. Among the strategies the department employs is building relationships with service providers in the community that can provide needed services. More detailed information about this program is provided in the *Featured Programs* section of this compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0978.

Additional resources

For more detailed information on frequent system users/super-utilizers, see the following resources:

Aidala, Angela A., William McAllister, Maiko Yomogida, and Virginia Shubert. *Frequent Users Service Enhancement 'FUSE' Initiative: New York City FUSE II Evaluation Report.* New York: Columbia University, 2014.

https://www.csh.org/wp-content/uploads/2014/01/FUSE-Eval-Report-Final_Linked.pdf.

Gilchrist-Scott, Douglas, and Jocelyn Fontaine. *Frequent Users of Jail and Shelter Systems in the District of Columbia: An Overview of the Potential for Supportive Housing.* Research brief. Washington, DC: Urban Institute, 2012.

https://www.urban.org/sites/default/files/publication/25101/412504-frequent-users-of-jail-and-shelter-systems-in-the-district-of-columbia-an-overview-of-the-potential-for-supportive-housing.pdf.

Many core components of COP and PJ are relevant to reducing recidivism among "super utilizers" (see figure 11).

Summary

Recidivism continues to be a challenge system-wide, especially in jails and correctional facilities. The need to address the issue has led many sheriffs and other correctional managers to address the fact that many individuals rely on jails and other correctional facilities to meet their most basic needs. In doing so,

Super Utilizers

There are widely varying definitions for a "super utilizer;" however, the term was derived from healthcare (referring to individuals who rely primarily on the emergency department of a hospital for their primary care). This term has been adapted in jail settings to distinguish those individuals who seem to rely on jails for their basic needs such as housing and medical care. Addressing the problem of frequent system use requires "coordinating efforts across services systems to better identify and serve shared clients." (Harding and Roman 2017)

Figure 11. Associated core components in managing recidivism

COP 1. Establishing partnerships in the community

COP 2. Engaging internal and external partners

COP 3. Collaborating to solve problems

PJ 2. Providing opportunity for voice (listening)

PJ 3. Treating people with dignity and respect

PJ 4. Treating people in a fair and unbiased manner

these leaders and their staff collaborate with community partners that can provide access to housing, jobs, medical care, etc. When correctional leaders and staff engage and collaborate with partners and work to develop re-entry plans, the likelihood of recidivism is minimized.

I.B | Personnel management

This section begins with an emphasis on the current recruiting and retention crisis that appears to be affecting most regions of the United States (subsection I.B.i), followed by training programs for jail personnel that emphasize COP and PJ (I.B.ii). Finally, this section on personnel management culminates in addressing officer health, safety, and wellness, a topic of increased attention in federal programming, scientific research, and applied practices (I.B.iii).

I.B.i | Recruitment and retention

In this subsection on recruitment and retention, key findings from the national survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982) associated with this compendium are presented along with resources for identifying strategies and practices for recruiting and retaining staff. While many jail administrators have acknowledged current concerns about their ability to recruit, hire, and retain staff, few programs were identified or shared that were supported by evidence or demonstrated results. However, many insights and ideas were generated by those who responded to the survey.

Responses from the national survey

Respondents to the survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982) indicated that "recruiting qualified staff" was among the top global management concerns across eight key topics (64 percent rated it in the top three, and 22 percent rated it as the most important concern). Participants mentioned many challenges associated with recruitment including low pay, a limited number of candidates in their geographic areas, and difficulty in recruiting minority candidates.

> *"Negative media attention influences the public's perception of the corrections sector and those who work within it, which can be a serious impediment in efforts to recruit qualified staff."*
>
> — Russo et al. 2018

To address these challenges, almost 80 percent of survey respondents reported recruiting from outside their geographic areas, slightly fewer than 30 percent used an employee referral program, and fewer than 20 percent changed their educational requirements or relaxed their policies on prior drug use. Twelve percent of survey respondents reported requiring jail assignment for all sheriff's deputies.

Some respondents also provided strategies to increase recruitment, such as recruiting from local and community colleges, using recruiters or temporary employment agencies, creating a more streamlined application process, and discontinuing the polygraph exam. A few innovative strategies involved doing cross-training with dispatchers, changing schedules to ensure staff have more weekends off,

and re-branding the recruitment process. However, there were generally a lack of details provided from which to shape such a strategy.

Another top management issue rated almost as concerning as recruiting was retention, with 57.2 percent of respondents rating it as a top management concern. Among the most common strategies employed for retention were to conduct exit interviews (72.0 percent), interview incumbent officers (53.0 percent), and increase pay (66.4 percent). Some unique strategies were listed by survey participants, e.g., in one agency the job title was changed from "correctional officer" to "licensed peace officer," increasing the rank structure to allow for more promotional opportunities and creating more "specialized positions."

Additional resources

For more detailed information on correctional officer recruitment and retention, see the following resources:

Leip, Leslie A., and Jeanne B. Stinchcomb. "Should I Stay Or Should I Go? Job Satisfaction and Turnover Intent of Jail Staff throughout the United States." *Criminal Justice Review* 38, no. 2 (2013), 226–241. https://journals.sagepub.com/doi/pdf/10.1177/0734016813478822.

Job Satisfaction and Turnover

In a recent study by Leip and Stinchcomb (2013), researchers found that about 80 percent of correctional personnel are happy with their jobs. Nevertheless, 38 percent of officers they surveyed reported some intention to quit their jobs. Not surprisingly, those with lower job satisfaction reported being more likely to leave their organizations, as were those who reported a negative work environment.

Russo, Joe, Dulani Woods, George B. Drake, and Brian A. Jackson. *Building a High-Quality Correctional Workforce: Identifying Challenges and Needs*. Santa Monica, CA: RAND Corporation, 2018. https://www.rand.org/content/dam/rand/pubs/research_reports/RR2300/RR2386/RAND_RR2386.pdf.

Summary

There is a limited amount of data on the success of various recruitment and retention strategies in jail settings. Therefore, in this section, only the strategies reported by survey participants are discussed. Because recruitment and retention are considered significant management challenges, there is a need for innovation and data on the success of various practices for improving recruitment and retention and reducing turnover in law enforcement settings. Some other strategies not frequently mentioned by survey participants but sometimes implemented include using social media to boost recruitment, providing sign-on bonuses or information about pensions and retirement packages, and providing bonuses to staff who are successful at referring applicants who are later hired and stay in the agency for a specific minimum period. Finally, quite a few of the survey respondents reported attempting to increase entry-level salaries and, in some cases, having been successful at doing so. Clearly, however, there is a need for more innovation and support in this area, as increased recruitment challenges arise in the 2020s.

I.B.ii | Training of personnel

Training is often seen as one of the most important aspects of agency and personnel management and can range in time and content across different

jurisdictions. A critical aspect of training in any organization is its effectiveness in shaping behavior and field performance. While it is generally true that training can result in increasing knowledge and changing attitudes, there is mixed evidence about its impact on behavior or performance across industries. Nevertheless, there are a few consistent characteristics that increase the likelihood that training will transfer to performance: trainee motivation, cognitive ability, and conscientiousness, as well as a supportive work environment including both supervisory and organizational support (Blume et al. 2010).

In law enforcement agencies nationwide, there appears to be an increasing level of awareness of the important principles of COP and PJ, as well as their key components. Among some of the relatively new training topics in law enforcement are treating people in a fair and impartial manner, and with dignity and respect, both of which are consistent with some components of COP and PJ. While much of the national emphasis on and attention to these programs is on patrol officers' or deputies' treatment of community members, less emphasis has been placed on delivering this training content in jails. Nevertheless, there is no doubt that some sheriffs' offices and jails have implemented such training. Some components of COP and PJ are addressed in existing and newer training for correctional personnel. Among the more recent are training in implicit bias and procedural justice.

While scientific research on the impact of implicit bias training has not yet demonstrated an effect on field performance (Worden et al. 2020), there is some early research suggesting certain types of procedural justice training may translate to field-based outcomes among law enforcement personnel (see e.g., Wood, Tyler, and Papachristos 2020; Owens et al. 2016; Owens et al. 2018).

Promising practices from the field

The Hennepin County (Minnesota) Sheriff's Office is providing training on procedural justice. Because PJ involves treating people with dignity and respect, providing voice, and treating people fairly, it is hoped the provision of this training program will impact officer behavior.

Some agencies have recently conducted training in Implicit Bias, including the Sedgwick County (Kansas) Sheriff's Office, Anoka County (Minnesota) Sheriff's Office and the Hennepin County (Minnesota) Sheriff's Office. Although these are just a few examples, this form of training is being implemented in other places throughout the country. Core components of COP and PJ emphasized in these newer training topics are presented in figure 12.

Figure 12. Associated core components for training

COP 4. Creating organizational transformation

PJ 1. Explaining actions (transparency)

PJ 2. Providing opportunity for voice (listening)

PJ 3. Treating people with dignity and respect

PJ 4. Treating people in a fair and unbiased manner

Summary

Although there is little scientific evidence on the impact of implicit bias training in law enforcement, the training content is typically evidence-based and has been demonstrated to change attitudes in some settings. However, more research is needed to determine if there is a relationship between implicit bias training in law enforcement settings and officer performance. As agencies move forward with these COP– and PJ–oriented training programs, it is important that these programs be assessed in a manner that goes beyond the traditional methods of officer feedback or reaction criteria as shown in figure 13. Much more research is needed to determine if there is a relationship between implicit bias training and officer field behavior and performance or other agency level results.

I.B.iii | Health, safety, and wellness of officers and deputies

Since the 2010s, the issue of officer health, safety, and wellness has become a considerable priority among researchers and law enforcement personnel across the United States. While this issue was not discussed in the focus groups conducted as part of this project, research on wellness programs has revealed some important findings. The adoption of a comprehensive officer wellness program that could be phased in for both physical and psychological wellness may help to establish a culture of safety and wellness for officers. In addition, based on research across many fields, wellness programs may promote positive outcomes such as reduced turnover, fewer sick days taken, and fewer injuries. The COPS Office and the Bureau of Justice Assistance

Figure 13. Kirkpatrick's Training Evaluation Criteria

Reprinted with permission from Kirkpatrick Partners https://www.kirkpatrickpartners.com/the-kirkpatrick-model/

The Kirkpatrick Model

Level 1: Reaction

The degree to which participants find the training favorable, engaging, and relevant to their jobs

Level 2: Learning

The degree to which participants acquire the intended knowledge, skills, attitude, confidence, and commitment based on their participation in the training

Level 3: Behavior

The degree to which participants apply what they learned during training when they are back on the job

Level 4: Results

The degree to which targeted outcomes occur as a result of the training and the support and accountability package

(BJA) have for many years coordinated a National Officer Safety and Wellness (OSW) working group. According to the COPS Office, "the National OSW Group brings together representatives from law enforcement, federal agencies, and the research community to address the significantly high number of officer gunfire fatalities and to improve officer safety and wellness." (COPS Office 2022). In addition, BJA offers a variety of resources geared at OSW; see, for example, "Mitigating the Impact of Stress" (BJA 2022a).

In terms of the evidence surrounding officer safety and wellness, there have been a variety of programs evaluated each with differing degrees of success. For example, in a recent review across studies, researchers found that stress reduction intervention programs among law enforcement personnel have very limited impacts (Patterson, Chung, and Swan 2014). Yet, in a survey conducted with 55 agencies (both police and sheriffs' agencies), researchers found that "officers who perceived their mental wellness was supported by their agency had significantly higher levels of a variety of mental wellness factors." (Thoen et al. 2019, 139). Core components of COP and PJ related to health, safety, and wellness are presented in figure 14.

Additional resources

For more detailed information on health, safety, and wellness, see the following resources:

Copple, Colleen, James Copple, Jessica Drake, Nola Joyce, Mary-Jo Robinson, Sean Smoot, Darrel Stephens, and Roberto Villaseñor. *Law Enforcement Mental Health and Wellness Programs: Eleven Case Studies.* Washington, DC: Office of Community Oriented Policing Services, 2019.
https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-P371.

OrangeCoSheriffFL (Orange County, Florida Sheriff's Office). "It's OK to Not Be OK." YouTube, December 21, 2019.
https://www.youtube.com/watch?v=i4sxzpMecPU.

Summary

While jails and other correctional facilities continue to increase health and wellness programming for justice-involved individuals, there is a renewed and growing emphasis on officer health, safety, and wellness as a means for reducing potential injuries, sick time, and turnover. There are a range of wellness resources, funding, and programs available at both the local and national levels.

Figure 14. Associated core components for personnel management

COP 2. Engaging internal and external partners

COP 3. Collaborating to solve problems

PJ 2. Providing opportunity for voice (listening)

PJ 3. Treating people with dignity and respect

I.C | Community outreach

This section focuses on community outreach as it most closely reflects the definition and key components of COP in that it emphasizes the development of partnerships and collaborating to solve problems. While there are so many types of community outreach conducted by sheriffs' offices related to jails and re-entry, the primary emphasis of this section is on findings from the sheriffs that participated in the national survey, followed by some of the programs implemented in jails.

Responses from the national survey

More than half the sheriffs that responded to the national survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982) noted that they *engaged the external community* for input on programming costs (52 percent), addressing the increasing jail population (59 percent), managing mental illness (89 percent), and managing substance abuse (91 percent).

Moreover, more than 50 percent of respondents noted that they *engaged the internal jail* community to assist in managing intellectual or developmental disabilities of justice-involved individuals (52 percent), controlling staff policy violations (56 percent), and addressing both inmate substance abuse (92 percent) and mental illness (98 percent).

Finally, 62 percent of survey respondents reported regularly meeting with community members or organizations to solicit input and provide information about the jails.

Promising practices from the field

The Hennepin County (Minnesota) Sheriff's Office established a Community Outreach Division, which includes a community engagement team where dedicated sheriffs' deputies interact with residents representing the many diverse communities in Hennepin County. Sheriff's office personnel work to build trust, establish partnerships with residents, and collaborate to address problems and generate solutions to improve public safety. The Community Outreach Division operates multiple community policing programs, including the Community Engagement Team and the Sheriff's Youth Program. For more information, see "Community Outreach Division," Hennepin County Sheriff's Office, accessed November 15, 2021, https://www.hennepinsheriff.org/community-involvement/outreach/community-engagement.

The Newport News (Virginia) Sheriff's Office established a Volunteer Appreciation Day to encourage continued engagement and community partnership. To assist in providing more services and programs to justice-involved individuals, the sheriff's office recruits community members and organizations, explaining that the jails are a part of the community and that justice-involved individuals will be returning to their neighborhoods. As a thank-you for participating, the sheriff hosts a Volunteer Appreciation Day Dinner, inviting dignitaries including senators and the governor to attend. The sheriff's office reports that the Volunteer Appreciation Day is well received and attended. It is just a small token of appreciation for the outstanding commitment and impact the volunteers have in working with incarcerated individuals.

The Tulsa County (Oklahoma) Sheriff's Office created a civilian jail oversight board of community members from across the political spectrum to provide education and information about the jail. By including both critics and supporters of the jail, the board gains a wide perspective on challenges and issues facing the jail and is better able to generate creative solutions. The board has helped to educate the media and the public about some of the key challenges faced by the jail as well as the innovative programming and work being done. The oversight board is identifying ways to help address some of the challenges and potential funding opportunities for the jail.

Figure 15. Associated core components for community outreach

- **COP 1.** Establishing partnerships in the community
- **COP 2.** Engaging internal and external partners
- **COP 3.** Collaborating to solve problems
- **COP 4.** Creating organizational transformation
- **PJ 1.** Explaining actions (transparency)
- **PJ 2.** Providing opportunity for voice (listening)
- **PJ 3.** Treating people with dignity and respect
- **PJ 4.** Treating people in a fair and unbiased manner

The Franklin County (Texas) Sheriff's Office is in a rural part of the state. It has a small farm at the jail where inmates help to grow produce. Some of the vegetables grown on the farm are given to local food banks to help feed the homeless. The sheriff's office also provides produce to the elderly in the community and sells the rest at the local farmer's market. Any proceeds go to supporting other programming for the inmates. This unique approach to community outreach and collaboration has been implemented in other places such as the Plymouth County (Massachusetts) Sheriff's Office. More information is provided in the *Featured Programs* section of this report: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0980.

Core COP and PJ components associated with these outreach programs are provided in figure 15.

Summary

Community outreach is an important component of both COP and PJ, and as such, the programs and survey responses presented in this section address most or all identified core components. Engaging various stakeholders such as jail staff, justice-involved individuals, internal and external partners, and others, sheriffs' offices are better able to solve problems more effectively by providing and seeking information on jail programming, initiatives, and challenges; gaining community support and understanding; and generating a range of options and creative solutions with collaborative community partners. Several of these innovations may save resources, address challenges and hurdles in implementing practices and programming, and promote successful re-entry, as evidenced by the expressed experiences of the sheriffs and jail administrators.

I.D | Technology

There are a range of technologies that can support programming in correctional facilities and jails. In this section we provide a couple of unique ways that some agencies have made use of technology to support programming, from educational advancement to connecting incarcerated individuals to their families.

Promising practices from the field

In the Prentiss County (Mississippi) Sheriff's Office, COVID-19 resulted in a temporary suspension of all personal visitation in early 2020. To address the issue of suspended visitation for their 70 inmates, the Sheriff began a video visitation program to keep the inmates connected to family and friends. According to an article about this program, "the opportunity to offer video visitation actually came about as [Sheriff] Tolar sought to solve a totally different problem" (Moore 2020), which was the need to comply with the federally mandated National Incident-Based Reporting System (NIBRS). In searching for a new jail records management software system that would allow for NIBRS reporting, a vendor approached the sheriff's office at a conference and offered a solution that was not only a jail management system but also incorporated computer-aided dispatch (CAD), a commissary system, and video visitation. The vendor allowed a payment schedule rather than an outlay of cash, which would have been prohibitive for a smaller jail, and the sheriff was able to offset the cost in part from commissary fees as part of this new system. This solution demonstrates that not only do sheriffs use creative solutions to solve problems (including those stemming from limited resources), but that they also do so in a way that addresses multiple problems collectively.

As a result of the COVID-19 pandemic, sheriffs across the United States shared the priority of keeping family members and loved ones connected to the justice-involved population. Many sheriffs' offices increased phone calling opportunities including free minutes each week of calling, enhancing, or adding video conferencing opportunities and the addition of tablets, all aimed at keeping incarcerated individuals connected to family and loved ones during a very difficult time in our nation's history.

In Sedgwick County, Kansas, the jail provides tablets to justice-involved individuals with free resources such as job search tools, e-books, self-paced educational materials, law library access, religious information and ceremonies, and podcasts focused on addiction and mental health. There is also a subscription fee–based phone call option (see Leiker 2021).

Many other sheriffs' offices now provide tablets to incarcerated individuals to access basic functions that can expedite internal processes (e.g., filing grievances, ordering commissary, receiving personal mail) and provide inmate resources that can facilitate learning (e.g., educational and vocational materials), effective transition, and re-entry.

In this section, just a few of the technologies in use were highlighted. The implementation of these technologies addresses some of the core components of COP and PJ (see figure 16 on page 29).

Summary

As technology solutions continue to advance, sheriffs—as innovators—continue to seek out tools and technology to enhance their ability to provide programming and re-entry services as well as opportunities to keep inmates connected to family and loved ones. While in-person instruction is preferred in many learning environments, numerous resources can be provided on tablets, which allow for more efficient service provision and programming. Examples include educational content and courses, individualized treatment, and other unique programming, access to religious programming, legal assistance, access to forms for filing grievances and ordering from the commissary, vocational training tools, and re-entry resources. Tablets can also provide a link for more direct connection to family. During the COVID-19 pandemic, these electronic resources have also reduced the risk of exposure by allowing incarcerated individuals the opportunity to connect to resources, education, and other supportive programming without having to assemble in areas where social distancing is a challenge.

Figure 16. Associated core components for technology

COP 2. Engaging internal and external partners

COP 3. Collaborating to solve problems

PJ 2. Providing opportunity for voice (listening)

PJ 3. Treating people with dignity and respect

I.E | Generating resources

Some sheriffs' offices have generated revenue by relying on existing resources and facilities. For example, in the nationwide survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982), about 19 percent of respondents indicated that to generate resources, they provide access to their jail kitchen facilities to outside organizations. Two examples from the field are presented here.

Promising practices from the field

The Lafourche Parish (Louisiana) Sheriff's Office has a huge kitchen with the capacity to serve the jail resident population and cook for senior citizens through Meals on Wheels. It provides 1,500 meals a day at no cost in the community. The sheriff's office also leases the kitchen out to other community organizations. Staff in the jail kitchen also bake cookies and honey buns and sell them through the commissary to the inmates for less than the previous vendor would charge.

More and more jails are providing food not only to the individuals in their facilities but also to the communities they serve. Farms, vegetable gardens, and even aquaponics are creative ideas that can easily be replicated and mirror COP. The Berkshire County (Massachusetts) Sheriff's Office has implemented a unique aquaponics program. In addition to raising

vegetables, they also raise fish for sustainability. For more information on the aquaponics program, see Dick Lindsay, "Berkshire House of Corrections: Aquaponics Program for Inmates Brings New Skills," *The Berkshire Eagle*, April 24, 2020, https://www.berkshireeagle.com/archives/berkshire-house-of-corrections-aquaponics-program-for-inmates-brings-new-skills/article_ba968d2f-7258-51c9-93da-5329e6a49bdd.html.

Most of these resource generation and vocational linkages tap into a core component of COP, collaboration (see figure 17).

Photo courtesy of Berkshire County Massachusetts Sheriff's Office

Berkshire House of Correction's aquaponic greenhouse

Summary

While many jails face resource challenges, some are addressing the need for more support by implementing productive programs that can both generate financial support and serve their broader communities. Although there are likely numerous other types of resource generation, the practices highlighted in this section are just two examples of innovative programs.

Figure 17. Associated core components for generating resources

COP 3. Collaborating to solve problems

II. Programming for Justice-Involved Individuals

This section focuses on the other types of programming that sheriffs and jail administrators have implemented for justice-involved individuals and, where available, on associated outcomes. While many of the promising practices in this compendium exemplify programs and strategies, this section covers several of the programs and initiatives typically considered to be forms of inmate programming. This section begins with programs designed to assess the needs of jail residents (section II.A). Next, career, educational, and vocational programming is highlighted (section II.B), followed by gender-responsive programming (section II.C); veterans' programming (section II.D); homelessness (section II.E); and inmate health and wellness issues, e.g., substance use, treatment and recovery, and mental health (section II.F). The report continues with a section on parenting and life skills training (section II.G) and concludes with a section on re-entry as a whole (section II.H).

II.A | Assessing needs of justice-involved individuals

Assessment is a critical component of all programming, from identifying needs and concerns to evaluating the success of various programs. As such, the programs and practices presented in this section are likely to encourage longer-term problem solving and address other core components of COP. Tracking information from justice-involved individuals through surveys, initial assessments, and program outcomes allows the information to be shared with all personnel who have a role in the programs to increase transparency and understanding. By gathering data and information on success outcomes (such as pre-assessments and post-assessments), agencies are better equipped to analyze the effectiveness of their programs. Some agencies have engaged scientific organizations or scholars or hired researchers to aid in these analyses and serve as objective evaluators of programs and practices.

Promising practices from the field

In the Brazos County (Texas) Sheriff's Office, some officers in direct supervision housing units conduct town hall meetings themselves. This mechanism for hearing inmate concerns is consistent with the tenets of PJ, e.g., listening and explaining (or "providing voice") and treating people with dignity and respect.

In the Montgomery County (Maryland) Sheriff's Office, jail staff conduct a short, five-question survey of randomly selected inmates across all

facility housing areas. The survey questions solicit ratings across a Likert scale representing the inmate's perceptions about services provided to address their needs; the questions span experiences with both uniformed and non-uniformed staff. The survey is available in both English and Spanish, is formatted simply, and affords opportunities for open comments and suggestions to identify concerns, strengths, and any suggestions on how things could be done better. Individuals remain anonymous, and the findings are reviewed by facility management for trends and corrective responses.

In another program in Montgomery County, jail staff designate up to three justice-involved individuals from each facility housing area to serve as pod representatives who, among their duties, serve on the Inmate Advisory Council (IAC). As established through facility policy and procedure, the IAC is a collective of pod representatives from each housing area who voice the concerns of their fellow inmates and work together to find meaningful and constructive ways to promote their welfare and that of the institution and inmates in general. A nonvoting staff member or staff liaison represents the facility while monitoring monthly meetings and serves as a representative of the facility administration to coordinate related communications and responses. Apart from addressing concerns and questions of incarcerated individuals, a primary responsibility of the IAC is to review and approve expenditures of the special revenue account annually which also includes input from the inmate population. The account is designated to serve the inmate population and is funded through commissary profit deposits. This annual IAC budget is entirely separate from the facility's general funds; this account is designated to support the purchase of goods and services related to programs and educational materials, recreational supplies and equipment, entertainment expenses (television, radio headsets, books, etc.), special events, repair or replacement of property routinely used by the inmate population, and any other types of goods or services requested by either the IAC or facility administration to benefit the inmate population.

Many COP and PJ components are reflected in conducting needs assessments in jails. In addition to things like collaborative problem solving, the agencies also provide a significant opportunity for voice in conducting these assessments. The associated core components addressed in these approaches are detailed in figure 18.

Figure 18. Associated core components for assessing needs

- **COP 1.** Establishing partnerships in the community
- **COP 2.** Engaging internal and external partners
- **COP 3.** Collaborating to solve problems
- **PJ 1.** Explaining actions (transparency)
- **PJ 2.** Providing opportunity for voice (listening)
- **PJ 3.** Treating people with dignity and respect
- **PJ 4.** Treating people in a fair and unbiased manner

Summary

One of the most efficient ways to provide programming is to identify needs of the specific individuals rather than adopting a one-size-fits-all model. While some programs may be relevant to a large proportion of incarcerated individuals, individual assessment is the key to establishing programmatic success. By conducting surveys, holding town hall meetings with inmates, and having jail housing unit representatives, the highlighted agencies have created a mechanism for improving successful management of resources and providing tailored programming for residents. In addition, correctional professionals are better able to determine program effectiveness by conducting pre- and post-assessments of services and programs.

II.B | Career, educational, and vocational programming

This subsection begins with a finding from the national survey conducted as part of this compendium, and then continues with a series of field-based practices that encompass unique educational and vocational programs. These include job recommendations (II.B.i) and certifications that individuals can obtain while incarcerated (II.B.ii), educational opportunities (II.B.iii), and concludes with programming to provide formerly incarcerated individuals with identification cards for access to services upon re-entry (II.B.iv).

Responses from the national survey

In the national survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982), 60 percent of respondents said they provide, collaborate, or contract with community organizations to provide job opportunities to justice-involved individuals upon their release.

II.B.i | Letters of recommendation

The ability to obtain employment after release can be a significant challenge for many. Providing formal recommendations for individuals who have been incarcerated but have proven themselves capable and responsible can provide that extra support that may mean the difference between a good job and the inability to gain employment.

Promising practice from the field

The Garza County (Texas) Sheriff's Office provides recently released individuals who held jobs in the jail with letters of recommendation to bring to court so they can demonstrate that they made good use of their time while incarcerated and have a skill that will help them find gainful employment upon release. The sheriff's office also provides letters of recommendation and references for those inmates upon re-entry to assist with their job applications.

II.B.ii | Certifications

Many sheriffs' offices offer programs designed for incarcerated individuals to learn a trade during their stay in jail. Upon completion, the individuals receive a certificate as a qualification to add to their resumes or job applications.

Promising practices from the field

The Brazos County (Texas) Sheriff's Office partnered with Texas A&M Engineering Extension Service (TEEX) and Blinn College District to create an inmate training program that allows individuals in custody to obtain a nationally recognized certification prior to their release. The Facilities Maintenance Program is a 200-hour course that was specifically designed for their facility. The training provides two nationally

recognized construction certifications, OSHA 10 (that is, 10 hours of training about common health and safety hazards in the workplace, certified by the U.S. Department of Labor's Occupational Health and Safety Administration) and NCCER Core 1 (basic training from the National Center for Construction Education and Research). During the training, students are taught level 1 heating, ventilation, and air conditioning (HVAC) installation and maintenance; construction; electrical; plumbing; and welding. In addition, the course gives the students an option of continuing their college careers by receiving course credit hours that can be applied toward an associate degree at Blinn College District. Moreover, the program has an employment and résumé writing component that enhances the students' interview skills for use upon re-entry. For 12 months, students are assigned to a case manager who provides needed support such as guidance in wraparound services, job coaching, housing assistance, and access to public benefits to which they are entitled to help eliminate barriers associated with a criminal history. In addition, the Brazos County Workforce Board has pledged to offer Fidelity bonding to employers for the first six months of employment to reduce employers' concerns about hiring at-risk applicants from this program. This program's success was demonstrated through a grant award to Project Unity, one of their partners, to continue providing yearly training and employment placement for 60 individuals in custody. Additional funds were also awarded to provide similar services to veterans in custody.

The Pinal County (Arizona) Sheriff's Office has partnered with Paws 4 Life (a program that brings dogs into jails) to help inmates in the adult detention facility to cope with stress. Volunteers bring dogs to the facility to interact with incarcerated individuals for about an hour at a time. Volunteers show the inmates how to train the dogs during the visit. "Animals have this ability to help people deal with stress. Research suggests that being around pet dogs (or cats) causes a release in a hormone in the brain called oxytocin, causing stress levels of humans to drop. Petting such an animal has the same effect as hugging someone. We are hoping this will teach our inmates other ways to cope with stress, anxiety and depression," said Sheriff Mark Lamb. If inmates successfully train enough dogs and complete the program, they can be certified as dog handlers, adding to their vocational opportunities upon release.

Similarly, the Erie County (New York) Sheriff's Office partnered with the Society for the Prevention of Cruelty to Animals (SPCA) to have dogs that were more difficult to train brought into the jail to live on the floor with female inmates. This program, "Pups at the Pen," helps justice-involved individuals because dogs provide affection, and it teaches the women in this program compassion and empathy. These inmates work to help train the dogs to be better positioned for adoption. While the program began in February 2016, it had to be suspended in March 2020 because of COVID-19. Nevertheless, by that time, 68 dogs had been trained and adopted, including some by program participants after they were released and some by jail personnel. Moreover, women who participated in that jail program had a much lower re-offense rate, averaging 25 percent—far below the rate for general population, which is closer to 80 percent.

The Lafourche Parish (Louisiana) Sheriff's Office (LPSO), in partnership with Fletcher Technical College and Goodwill Industries, offers inmates the

opportunity to achieve industry-based certifications in welding, forklift operations, and automotive technology. Upon release, Goodwill Industries provides ongoing aftercare and job placement. For more information, see "LPSO Partners with Fletcher for Industrial Certification Classes for Inmates," LaFourche Parish Sheriff's Office, last modified January 29, 2021, https://www.lpso.net/2021/01/29/lpso-partners-with-fletcher-for-industrial-certification-classes-for-inmates/.

II.B.iii | Educational Opportunities

A variety of educational opportunities are available across numerous jails. While many are focused on obtaining high-school proficiency certifications (i.e., general educational development or GED), others focus on youth education (including youthful offenders) and helping justice-involved parents connect with their children through reading and access to college courses and programs.

Promising practices from the field

The Dane County (Wisconsin) Sheriff's Office has a literacy program that addresses issues focusing on the breakdown in homes when parents are involved in the criminal justice system. During visitation, staff and volunteers assist children and their justice-involved parents with age-appropriate books so that parents can help children read. The sheriff's office works with the University of Madison to make this program a success.

The Lubbock County (Texas) Sheriff's Office has an educational pod for youthful offenders that encourages them to finish their education so that they have a GED certificate when they are released.

The Lafourche Parish, Louisiana, Correctional Complex is a site for the International Inside Out Prison Exchange Program in partnership with Nicholls State University. Ten university students and 10 Lafourche Parish inmates come together to engage in a unique academic experience that fosters dialogue and leadership skills and provides avenues of intersectionality. For more information, see "What is Inside Out?," Nicholls State University, accessed December 1, 2021, https://www.nicholls.edu/social-sciences/insideout/.

II.B.iv | Providing identification cards for obtaining services

Many justice-involved individuals do not have official state-issued identification (ID) cards. This lack can prevent these individuals from obtaining employment, housing, driving privileges, access to health and education, and applying for various programs or government support. These key benefits are critical for re-entry success.

Promising practices from the field

As part of the Collier County (Florida) Sheriff's Office's commitment to providing tools for a successful re-entry, Sheriff's Office personnel work with the staff of the Florida Highway Safety and Motor Vehicles (FHSMV) to ensure that individuals have a government-issued photo ID when they are released from the jail. The FHSMV motor unit comes to the Collier County Jail every other month to provide services to incarcerated individuals. For more information, see "Florida Licensing on Wheels (FLOW)," Florida Highway Safety and Motor Vehicles, accessed December 1, 2021, https://www.flhsmv.gov/locations/florida-licensing-wheels-flow/.

The Newport News (Virginia) Sheriff's Office partners with the Department of Motor Vehicle Administration, which sends mobile units to the jails so that incarcerated individuals can get a state-issued ID and a copy of their birth certificate to help them when applying for jobs and other support once they leave the facility.

The Pueblo County (Colorado) Sheriff's Office issues temporary ID cards (developed by the staff and approved by the State Bureau of Vital Statistics) for individuals to use once they are released. The temporary ID can be used to obtain an official state-issued ID within 60 days of release. The temporary ID can also be used to sign up for state and federal benefits and other assistance. Without this assistance, many individuals would be ineligible to apply for state and federal benefits due to the requirement for the requestor to present a state-issued ID.

These various career, educational, and vocational programs involve a handful of core components of COP and PJ, as shown in figure 19.

Summary

The various programs described in this section are just a small portion of the numerous programs implemented in various jails to promote education and career preparation. These programs can facilitate formerly incarcerated individuals' ability to obtain gainful skills and employment upon their return to their communities and better equip them to meet the challenges in their lives and contribute to their communities. Whether the programs are educational (high school diplomas or GEDs, attending college courses, or career certification programs) or supportive (such as providing the ability to obtain government-issued identification cards or job recommendations), the focused nature of such programs can allow significant progress during the relatively short periods of incarceration for many individuals. Ultimately, these programs have provided incarcerated individuals and their children with increased skills, academic credentials, or other employment-related tools that many individuals may not have had previously, thereby providing them with resources to obtain opportunities that may resolve other challenges.

Figure 19. Associated core components for career preparation and education

- **COP 1.** Establishing partnerships in the community
- **COP 2.** Engaging internal and external partners
- **COP 3.** Collaborating to solve problems
- **PJ 3.** Treating people with dignity and respect
- **PJ 4.** Treating people in a fair and unbiased manner

II.C | Gender-responsive programming

Gender-responsive programming is a term that has been used in health care and education, among other fields. According to a publication from the Agency for International Development (AID), the term *gender-responsive* refers to "a policy or program that fulfills two basic criteria: a) gender norms, roles and relations are considered, and b) measures are taken to actively reduce the harmful effects of gender norms, roles and relations—including gender inequality." (EducationLinks 2018) This subsection covers several types of gender-responsive programming in jails, including programming for trafficked women (II.C.i), programs for pregnant inmates and new mothers (II.C.ii), and programs addressing mental health and substance use among women (II.C.iii).

86 percent of women in jail report having experienced sexual violence in their lifetime.

— Swavola, Riley, and Subramanian 2014

II.C.i | Female trafficking victims

Promising practices from the field

The Suffolk County (New York) Sheriff's Office staff determined that 15 percent of the incarcerated female population had been victims of human trafficking at some point in their lives. This led to the development of a process for identifying and meeting the needs of the female population with a history of human trafficking. The sheriff's office developed an Anti-Human Trafficking Unit to address this concern. This unit and the associated programming are detailed in-depth in the *Featured Programs* section of this compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0981.

II.C.ii | Pregnant individuals and new mothers

Promising practices from the field

In the Los Angeles County Sheriff's Department (LASD) women's jail, gender-responsive programming is a centerpiece. To better meet the needs of the pregnant inmate population, the women's jail created the position of Gender Responsive Advocate, a doula program, and a lactation program for pregnant women in the jail (see sidebar on p. 38). The LASD reported that, on any given day, there may be anywhere from 50 to 70 expectant mothers incarcerated at their facility.

II.C.iii | Mental health and substance use programming for women

Promising practices from the field

The Franklin County (Ohio) Sheriff's Office initiated the Pathways Program with an initial focus on female offenders with multiple arrests[2] and mental health or other co-occurring disorders such as substance use

2. These individuals are sometimes referred to as "frequent flyers" or "super-utilizers" (see section I.A.v Managing recidivism). However, the Louisville (Kentucky) Department of Corrections reframed this terminology and instead use the term "Familiar Faces" for justice-involved individuals who return to their facility frequently. That program is detailed in the *Featured Programs* section of this compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0978.

Los Angeles County Sheriff's Department Gender-Responsive Programming

Pregnant Inmate Liaison Custody Assistant / Gender Responsive Advocate

A position created specifically to help address and manage the needs of pregnant inmates such as special diets, medical checkups, and other needs related to pregnancy such as ensuring that the women know they are exempt from certain standard shackling policies

Doula Program

Given that policy prohibits family and other support systems from being present during childbirth, the doula program was implemented so that women who gave birth while incarcerated had the opportunity to be accompanied by a trained birthing assistant who is neither custodial nor medical staff

Lactation Program

Implemented to allow lactating women the ability to pump breast milk for their babies to safeguard child bonding despite being in custody; this program required designing policies for medical clearance and the storage and transfer of milk. Lactation programs have also been adopted in other sheriffs' offices, including the Denver (Colorado) Sheriff's Department and the San Diego (California) Sheriff's Department.

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disorders. This program is detailed in full in the *Featured Programs* section of this compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0974).

The Washtenaw County (Michigan) Sheriff's Office supports an innovative program, Sisters United Resilient and Empowered (SURE), which treats mothers' trauma as a way to prevent youth violence. Mothers with trauma histories serve as community liaisons for the sheriff's office. The program was started by the jail chaplain, who recognized that many mothers have histories of trauma, as do their children—potentially leading to the children becoming youthful offenders. SURE's approach is supported by research showing that children raised in traumatic environments are more likely to engage in criminal behavior. The chaplain is tracking the program's positive impact, among which is the number of children of SURE moms who do not themselves become youthful offenders.

Significant mental health issues affect an estimated 32 percent of women in jails, which is double the rate among men in jails, and 82 percent of jailed women report a history of drug or alcohol abuse or dependency

— Swavola et al. 2014

Additional resources

For more detailed information on gender-responsive programming, see the following resources

Charles, J. Brian. "Treating Mothers' Trauma as a Way to Prevent Youth Violence." The Trace, Last modified February 4, 2020. https://www.thetrace.org/2020/02/sure-moms-michigan-trauma-support-youth-violence/.

Fleming, Elizabeth, Felicia Lopez Wright, and Becki Ney. *Adopting a Gender-Responsive Approach for Women in the Justice System: A Resource Guide.* New York: The Council of State Governments Justice Center, 2021.
https://csgjusticecenter.org/wp-content/uploads/2021/08/Adopting-Gender-Responsive-Approach-for-Women-in-Justice-System.pdf.

Miller, Holly Ventura. "Female Reentry and Gender-Responsive Programming: Recommendations for Policy and Practice." National Institute of Justice. Last modified May 19, 2021.
https://nij.ojp.gov/topics/articles/female-reentry-and-gender-responsive-programming.

Ney, Becki, Rachelle Ramirez, and Marilyn Van Dieten, eds. *Ten Truths that Matter when Working with Justice-Involved Women.* Washington, DC: Bureau of Justice Assistance, 2012.
https://nicic.gov/ten-truths-matter-when-working-justice-involved-women.

Many core components of COP and PJ are relevant for providing gender responsive programming. These are detailed in figure 20.

Summary

This section underscored several key gender responsive programs to address human trafficking, pregnant women, and new mothers in jail (e.g., lactation programs), among others. However, it is important to note that the term *gender-responsive* is evolving and in some settings (including juvenile justice) programs and practices are not limited to girls' and women's issues but include issues pertaining to boys, men, and other gender identities as well as to people of various sexual orientations (see e.g., Irvine-Baker, Jones, and Canfield 2019). In implementing gender-responsive programming, key considerations are promoting safety, reducing victimization and trauma, and adapting to the unique needs of these populations and identity groups.

Figure 20. Associated core components for gender responsive programming

COP 1. Establishing partnerships in the community

COP 2. Engaging internal and external partners

COP 3. Collaborating to solve problems

PJ 2. Providing opportunity for voice (listening)

PJ 3. Treating people with dignity and respect

PJ 4. Treating people in a fair and unbiased manner

II.D | Programming for military veterans

In this section are some of the promising practices aimed at adapting housing and programming for military veterans. Special needs and considerations for this population are addressed by veterans and for veterans. Most of the programs focus on housing units specifically for veterans.

Promising practices from the field

The Dane County (Wisconsin) Sheriff's Office, in accordance with the National Institute of Corrections' (NIC) Sequential Intercept Model, designated a veteran-specific housing and programming unit for military veterans (Barracks Behind Bars). This program allows incarcerated veterans the opportunity to improve their lives and re-instill a sense of military culture and values. Veterans receive direct access to services that could help get their lives back on track. The goals of the program are successful veteran re-entry back into society, reduced recidivism, and improved public safety. Barracks Behind Bars is an extension of the Dane County Veterans Court, which began in October 2014.

The Collin County (Texas) Sheriff's Office provides veterans with life skills and counseling services as well as work details. Whenever possible, officers who were veterans themselves are assigned to work in the veterans' housing unit because of their understanding of the unique challenges faced by justice-involved veterans.

Numerous other sheriffs have paved the way with implementing veterans housing units. For example, the Middlesex County (Massachusetts) Sheriff's Office has a Housing Unit for Military Veterans (HUMV) designed to treat and prepare incarcerated veterans for successful re-entry.

In the Pinal County (Arizona) Sheriff's Office, they have a HUMV unit modeled on the program created by the Middlesex County Sheriff's Office. According to Sheriff Lamb, the results have been extremely positive, "dramatically reducing recidivism rates of veterans."

Additional resources

For more detailed information on programming for military veterans, see the following resources:

Justice Involved Veterans. "Barracks Behind Bars II." Accessed December 2, 2021. https://info.nicic.gov/jiv/.

Middlesex (MA) Sheriff's Office. "Housing Unit for Military Veterans (HUMV)." Accessed December 2, 2021. https://www.middlesexsheriff.org/inmate-programming/HUMV.

Pinal County (AZ) Sheriff's Office. "PCSO Housing Unit for Military Veterans." Accessed December 2, 2021. https://www.pinalcountyaz.gov/sheriff/ad/pages/veteranevents.aspx.

There are a range of programs designed to address the needs of incarcerated veterans, as exemplified here. Across these programs, several components of COP and PJ are relied upon to ensure the success of these programs (see figure 21).

Summary

In this section, unique innovations in supporting incarcerated military veterans such as housing units for military veterans (HUMV) and some other re-entry services were described. In addition, life skills training and counseling can help with treating unique challenges faced by veterans. In one case, officers who previously served in the military are assigned to work in the veterans' housing unit, which may promote empathy and understanding.

Figure 21. Associated core components for veterans' programming

COP 2. Engaging internal and external partners

PJ 2. Providing opportunity for voice (listening)

PJ 3. Treating people with dignity and respect

II.E | Addressing homelessness

Homelessness is a particular concern for some justice-involved individuals especially upon re-entry. According to the National Alliance to End Homelessness (NAEH 2018),

> "Almost 50,000 people a year enter homeless shelters immediately after exiting incarceration. And people returning from jail or prison face barriers to finding stable housing and employment due to legal restrictions and discrimination against those with criminal records.
>
> "People experiencing homelessness can also get pulled into the criminal or juvenile justice systems for misdemeanor offenses related to attempts to survive on the streets. They may be prosecuted for things like shoplifting or for publicly engaging in basic life activities like standing or sleeping—activities that would never be an offense when done in one's home. The compounding effects of institutional racism result in the overrepresentation of people of color in the criminal justice system, which in turn pushes more people of color into homelessness."

Responses from the national survey

In the national survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982), 66 percent of respondents noted that they either arranged or worked with community partners to provide housing for indigent and housing insecure individuals prior to their release. Approximately 45 percent of respondents to our survey indicated that they either provide or work with their community partners to provide meals for the homeless in their communities.

Promising practices from the field

To address the issue of temporary homelessness, the Lafourche Parish (Louisiana) Sheriff's Office engaged in a partnership with the faith-based community in their parish to develop the Transient Shelter Fund (TSF). Each of the participating local churches contributes a monetary donation to the fund on an ongoing basis. When there is a need to assist a homeless individual with shelter, a patrol deputy is usually notified who in turn will contact a member of the Police Social Services (PSS) staff, who will secure a few nights in a local hotel using the TSF. Several local hotels have joined the collaboration by offering rooms at a reduced rate. PSS staff will then begin working on getting the individual to a long-term homeless shelter or will provide transportation to the bus station along with a bus ticket to reach a destination with a family member. If the individual is recently released, a case manager with the re-entry and programming section will link the inmate with community resources provided by various community partners for long-term after-care and services.

Las Vegas, Nevada, has a combined city and county law enforcement agency (Metropolitan Police Department), headed by the Sheriff of Clark County, that serves both the City of Las Vegas and Clark County, Nevada. That agency hosts a Homeless Connection event that brings together 11 community services providers at the county jail to connect homeless individuals who are within two months of release to wraparound services before they are released so that they have a better chance of success upon release. The program also does 30-, 60-, and 90-day check-ups with persons who are in the program to see how they are progressing and what additional services they may need.

Additional resource

For more detailed information on housing after incarceration, see

Fontaine, Jocelyn, and Jennifer Biess. Housing as a Platform for Formerly Incarcerated Persons. Washington, DC: Urban Institute, 2012. https://www.issuelab.org/resources/12966/12966.pdf.

When sheriffs address homelessness, they must establish partnerships with community-based organizations and work with them in providing connections to housing opportunities. These and other core components of COP and PJ are used in addressing homelessness among inmates (see figure 22).

Figure 22. Core components for homelessness programming

COP 1. Establishing partnerships in the community

COP 2. Engaging internal and external partners

PJ 3. Treating people with dignity and respect

PJ 4. Treating people in a fair and unbiased manner

Summary

The importance of community collaboration for identifying community resources and shelters is at the core of successful re-entry for homeless individuals. In Las Vegas, Nevada, and Lafourche Parish, Louisiana, special events and collaboration have been designed to identify housing resources and placement for successful re-entry and secure longer-term wraparound services for newly released inmates.

II.F | Focusing on health and wellness of incarcerated individuals

Health and wellness of individuals is an important focus for correctional professionals. Specifically, jails have become a main housing resource for those who have substance use and mental health challenges and co-occurring disorders. The many programs described herein are designed to improve health outcomes for incarcerated individuals and provide for a soft hand-off into the community, improving and enhancing the opportunity for a successful re-entry.

The 1960s deinstitutionalization movement led to the closing of state-run institutions for the mentally ill. As a result, jails and prisons now function as makeshift mental health hospitals and asylums. It is estimated that 10 percent of all police interactions involve people with a mental illness.

— Cloud and Davis 2015

The rate of mental illness in jails and prisons is estimated to be 2–4 times higher than in the community.

— Cloud 2014

This subsection comprises two primary topics related to health and wellness of justice-involved individuals. It begins with information about the relationship between mental health and incarceration, data about its challenges for sheriffs and other jail leaders, and specific programming (II.F.i), followed by substance use treatment (II.F.ii) including substance use withdrawal (II.F.ii.a) and medication-assisted treatment (MAT) (II.F.ii.b).

Data collected at the national level indicate that two-thirds (63 percent) of sentenced jail inmates met the criteria for drug dependence or abuse during the period 2007 through 2009, as compared to just 5 percent of individuals in the general population of those 18 or older (see, e.g., Bronson et al. 2017).

II.F.i | Mental health challenges among incarcerated individuals

Responses from the national survey

In the national survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982), managing mental illness and co-occurring disorders was the top global management concern across eight key topics (64.2 percent rated it in the top three, and more than 32 percent rated it as number 1). When asked whether they had attempted to address inmate mental health challenges in the past two years, more than 97 percent said they had, but most (95.5 percent) of those

agencies reported encountering challenges in doing so. Among the greatest challenges faced by correctional leaders in addressing inmate mental health were the following: lack of financial resources (80.1 percent), lack of available service providers in their areas (79.3 percent), and the limitations imposed by the physical jail facility (63.8 percent). More than 85 percent of those responding to the survey noted that they either provide or collaborate (possibly on a contract basis) with community organizations to provide mental health services to inmates upon their release. In addition, about 98 percent of respondents reported engaging the internal jail community in managing mental illness, whereas about 89 percent said they engage their external community to address mental illness.

Promising practices from the field

In Clackamas County, Oregon, the Sheriff's Office developed information packets for justice-involved individuals experiencing acute mental health challenges. A multiagency team was created, made up of members from the jail staff, community partners, and advocates, to triage plans for those individuals experiencing acute mental illness. With their partners, the correctional staff created documents for family members of inmates suffering with mental illnesses including those that explain what available programs and treatment are available for the individuals during their jail stay. According to the sheriff's office, since producing these documents, there has been a reduction in the number of complaints received and the stakeholders have greatly assisted with answering questions and helping the jail staff. There is also an information form for family members to complete which highlights important information about their loved one in the facility. The forms can be viewed at "Mental Illness at the Jail: Resources and Forms," Clackamas County Sheriff's Office, accessed December 2, 2021, https://www.clackamas.us/sheriff/jailmentalhealthforms.html.

The Davidson County (Tennessee) Sheriff's Office has recently opened a Behavioral Care Center. Information about the Center and associated programming is detailed in the *Featured Programs* section of this compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0979.

In the Los Angeles County (California) Sheriff's Department, the staff adopted trauma-informed programming as part of their Gender Responsiveness Program. That program is detailed in the *Featured Programs* section of this compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0976.

The Pinal County (Arizona) Sheriff's Office partners with yoga instructors in the community to teach yoga to medium-security male and female inmates for stress reduction. Since adopting this program, the sheriff's office has seen a reduction in the number of inmate disciplinary actions and has received positive responses from justice-involved individuals who participated in the program. Many other sheriffs' offices have also implemented yoga classes in the jails.

In the Polk County (Florida) Sheriff's Office, incarcerated individuals receiving mental health services are referred to as "patients" once they agree to join the program. This allows the county-wide providers to share information about the individuals in the program as the partners prepare a re-entry plan for the individuals upon release.

The Texas Mental Health Jail Training Model

Established through a networking session hosted at the Correctional Management Institute of Texas (CMIT) at Sam Houston State University, the Texas

Mental Health Jail Training Model represented the collective voices of county jails, mental health professionals, and federal partners to better address mental health issues in Texas facilities. This effort was led by Kim Howell, then the Assistant Chief Deputy for Detention at the Lubbock County (Texas) Sheriff's Office, who attended a focus group session at the NIC in 2017 that led to the formation of a statewide group to address inmate mental health challenges. Spearheaded by the Sheriffs' Association of Texas, a partnership was formed to create crisis intervention training specific to Texas jails and their staff. The NIC has designated CMIT as a Center of Innovation (COI) for its sponsorship and support of the Texas Mental Health Initiative for Jails. The NIC also supported program development, and has encouraged its implementation across the country, through COI train-the-trainer sessions. The Texas Commission on Law Enforcement also worked to obtain content such as videos and statistics to create an instructor resource guide and resources. This model was vetted in Lubbock County, Harris County, and Brazos County; it is sometimes referred to as the Texas Mental Health Jail Training Model (Kuhles 2017).

According to a statement by former Assistant Chief Deputy Howell:

> "[The sheriffs of Texas] understand the need for increased training for crisis intervention within a jail setting. As we are charged with the care and custody of those within our jails, we look for innovative methods to assist those under our care. . . . We are committing our limited budgets, staff, and time to make a difference in how, together, we can impact those we serve with the vision that this initiative will achieve and to serve as a model for other states to emulate."

NIC and NSA are supporting the Texas Mental Health Jail Training Model, which consists of 40 hours of mental health training geared for correctional deputies/officers.

Additional resources

A report developed by the Major County Sheriffs of America (MCSA) in partnership with the National Commission on Correctional Health Care (NCCHC) identifies innovative practices that have proven successful in reducing the arrest and incarceration of individuals living with mental illness in jurisdictions across the country. The programs show promise in several areas: diverting those who live with mental illness away from the criminal justice system, supporting individuals in the court system, identifying and treating those who have been incarcerated, and helping individuals successfully re-enter their communities after discharge. The report includes case studies of seven jurisdictions and resources developed by law enforcement executives and experts in the field.

Kurland, Alexandra. *Using Research to Improve Health and Health Care in U.S. Correctional Facilities.* Washington, DC: Urban Institute, 2021. https://www.urban.org/sites/default/files/publication/103510/using-research-to-improve-health-and-health-care-in-us-correctional-facilities_0.pdf.

MCSA (Major County Sheriffs of America). *Sheriffs Addressing the Mental Health Crisis in the Community and in the Jails.* Washington, DC: Office of Community Oriented Policing Services, 2019. https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0869.

Randall, Megan, and Katharine Ligon. *From Recidivism to Recovery.* Austin: Every Texan (formerly Center for Public Policy Priorities), 2014. https://everytexan.org/images/HC_2014_07_RE_PeerSupport.pdf.

Texas Commission on Law Enforcement. *Mental Health Training for Jailers.* Course #4900. Austin: Texas Commission on Law Enforcement, 2017. https://capitol.texas.gov/tlodocs/85R/handouts/C2102018020609151/78aec79e-9e7b-4d1b-ab5e-9fd67a72fc40.PDF.

Summary

Managing and caring for inmates with mental illness or co-occurring disorders was among the top global management concerns for participants in the national survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982), across eight key topics with almost two-thirds of respondents ranking it in the top three and just under one-third ranking it as the top concern. More than 95 percent of participants had attempted to address mental health and co-occurring disorders and reported challenges in addressing these.

In this section, we describe several innovative strategies for addressing both mental illness and mental health challenges such as providing information to justice-involved individuals and their families; instituting trauma-informed programming; establishing a mental health training program for correctional personnel; and, in Davidson County, Tennessee, establishing a separate behavioral care facility for treatment and diversion.

II.F.ii | Substance use

According to the U.S. Bureau of Justice Statistics (BJS) of the U.S. Department of Justice, the number of deaths in local jails due to drug or alcohol intoxication increased by 397 percent between 2000 and 2019 (Carson 2021; BJA 2022b), whereas the overall mortality rate across all causes in jails only increased by about 2 percent (Carson 2021, 35). This alarming statistic suggests a significant need to address substance use in jails. "Within the first few hours and days of detainment, individuals who have suddenly stopped using alcohol, opioids, or other drugs may experience withdrawal symptoms, particularly when they have used the substances heavily or long-term. Without its identification and timely subsequent medical attention, withdrawal can lead to serious injury or death." (BJA 2022b). This section covers two ways of addressing substance use in jails: (1) substance use withdrawal and (2) medication-assisted treatment (MAT).

II.F.ii.a | Substance use withdrawal guidance

In February of 2022, BJA and the National Institute of Corrections (NIC) released "Managing Substance Withdrawal in Jails: *A Legal Brief*" (BJA 2022b). This brief discusses the challenge of managing substance withdrawal in jails, provides an overview of constitutional rights and key legislation that addresses substance use withdrawal in jail residents, and outlines steps for developing a comprehensive response to their substance use disorders (SUD).

Following up on the release of the brief, which speaks to in-custody deaths as a result of substance withdrawal, BJA and NIC—working with Advocates for Human Potential, Inc. (AHP),[3] the National Commission on Correctional Health Care (NCCHC), and the American Society of Addiction Medicine (ASAM)—are working to develop guidelines for managing substance withdrawal in jails. These guidelines, information about which is available at https://www.cossapresources.org/Media/Webinar/c7579946-c5a3-47d8-87d0-64b7094b2517, are designed to assist jail and health care professionals in the detection and proper management of substance withdrawal in correctional facilities.

II.F.ii.b | Medication-assisted treatment (MAT)

In 2018, the NSA—in collaboration with BJA, NIC, NCCHC, and AHP—released promising practices on jail-based MAT (NSA 2018). According to that document, careful consideration of MAT among other jail-based options can (a) contribute to safe and secure facility management; (b) stem the cycle of arrest, incarceration, and release; (c) reduce costs (see SAMHSA 2018); and most importantly (d) rebuild and save the lives of those with SUDs.

Pharmacotherapy (or MAT) is a best practice in treating opioid use disorder. Research shows that MAT, particularly when coupled with evidence-based behavioral therapy, not only leads to improved medical and mental health outcomes but also reduces recidivism.

According to the NCCHC, "Jails are on the front lines of the [opioid epidemic], and they also are in a unique position to initiate treatment in a controlled, safe environment."

Responses from the national survey

Almost 58 percent of respondents to our nationwide survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982), indicated that either they provide, collaborate or contract with community organizations to provide medication-assisted treatment (MAT) to formerly incarcerated individuals upon their release. Also, more than 92 percent reported engaging the internal community to manage substance use of justice-involved individuals, and more than 91 percent reported engaging the external community to manage it.

Promising practices from the field

As part of BJA's Building Bridges Grant, the Clackamas County (Oregon) Sheriff's Office established a multi-agency team consisting of jail staff, community partners, and advocates who developed an MAT program within the facility and continuing MAT with community providers upon the inmate's release. Currently all three forms of medication approved by the Food and Drug Administration (FDA) are being provided (buprenorphine, methadone, and naltrexone). Complaints have gone down substantially since MAT has been offered, and the inmates are now eager to participate in the program. The jail's transition center is across the street from the jail, where individuals who have been released from the jail can access services and some of the treatment they had while in the facility (for more information, see the Additional Resources section on page 50).

3. With support from the Addiction and Public Policy Initiative of the O'Neill Institute for National and Global Health Law at Georgetown University Law Center.

The Cumberland (Maine) Sheriff's Office assigned a Community Programs Officer to the Community Corrections Center[4] and that individual had the idea of taking female inmates to the high school to speak to the students about how substance use has impacted them (not being able to go to school, start a family, hold a job, etc.). The program has demonstrated positive results for the women as well as students who interact with them to tell their impactful stories.

The Eaton County (Michigan) Sheriff's Office provides MAT within the jail to those inmates who have met with medical staff for assessment and diagnosis. The program is designed for all substance use disorders (e.g., those involving marijuana, benzodiazepines, alcohol, and opiates), not just opioids. This program has been in place for four years. The sheriff's office provided MAT education (during a four- to five-month period) to the courts, district attorneys, parole officers, and other criminal justice partners so that everyone could understand addiction and buy into the program. The program's goals are to help individuals released from custody avoid overdosing and find employment to help them become valued and productive members of the community. To assess the program's effectiveness, the sheriff's office collaborated with Wayne State University.

The Franklin County (Ohio) Sheriff's Office initiated the Pathways Program with an initial focus on female offenders with multiple arrests and mental health or other co-occurring disorders such as substance use. This program is detailed in full in the *Featured Programs* section of this compendium: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0974.

The Hampden County (Massachusetts) Sheriff's Office operates the Stonybrook Stabilization & Treatment Center (SSTC) to provide substance use treatment services under the Commonwealth of Massachusetts' Section 35 Civil Commitment law. This program serves civilly committed men—those who are mandated by the court to enroll in treatment. The SSTC is committed to providing a safe, secure, and structured treatment program environment where clients can take stock of their lives, create a new beginning, learn, and grow. This is accomplished through medically monitored detoxification services, providing education and tools to affect positive change, and plans for aftercare to promote a healthier and more meaningful lifestyle upon return to the community. The average length of stay for men in this program is 55 days, and more than 2,100 men have received treatment since the program started in 2018. For more information, see "Stonybrook Stabilization & Treatment Center," Hampden County Sheriff's Department, accessed December 2, 2021, http://hcsdma.org/mi/stonybrook-stabilization-treatment-centers/.

The Hampden County Sheriff's Office also operates the Western Massachusetts Recovery and Wellness Center, a co-ed regional minimum-security facility with a community-based residential treatment program component for both pretrial and sentenced

4. The Cumberland County Community Corrections Center is a 48-bed capacity dormitory where those within six months of release can be considered for a program in which they work as trustees and can participate in work release and public works (providing manual labor to nonprofits, churches, or communities).

individuals. The program is designed to provide education and treatment that support all pathways to recovery. The approach is guided by evidence-based treatment that addresses the needs of the whole person, supporting their recovery journey. The goals of the program are to assist in reducing recidivism, enhancing public safety, promoting sustained community re-entry, and empowering individual wellness.

The premise for the Western Massachusetts Recovery and Wellness Center is that all individuals can change and improve their lives. The staff use a holistic approach to treatment with a focus on addiction; behavior change; and healthy, purposeful living, incorporating an integrated step-down model of treatment, recovery, education, community service, employment, fellowship, and community engagement. The environment embraces a culture of recovery, encouraging individualized growth and personal change. Their philosophy is inspired by professional, dedicated staff that strongly believe in serving and supporting others. For more information, see "Western Massachusetts Recovery and Wellness Center," Hampden County Sheriff's Department, accessed December 2, 2021, http://hcsdma.org/wmrwc/.

The Louisville (Kentucky) Metro Department of Corrections (LMDC) requires all academy recruits to visit some substance use community provider during a Day of Service. Recruits begin their day in the classroom learning about the treatment dorms in the jail, their discharge planning called F²ACT (Familiar Faces Action and Community Transition),[5] and the Vivitrol initiative for alcohol- and opiate-dependent inmates. Next the recruits travel to The Healing Place (the only open and available substance abuse residential facility for women). The day at The Healing Place begins by working in the kitchen preparing lunch, followed by serving lunch to the residents. During this time, the recruits are encouraged to have conversations with the residents and will sometimes join them for a meal. One of the key aspects of this service requirement is to understand that the women who have voluntarily sought out treatment—or who have won or lost battles with addiction—are worthy of compassion. They are not bad people trying to become good; they are sick people trying to get better.

After lunch, recruits tour the facility, which includes a stop before a wall of pictures of former residents who have passed away battling substance use disorder. This is a humbling moment for the recruits as they begin to visualize the devastating impact of addiction. After the tour, three to five peer mentors who have completed the program sit down and openly discuss their life experiences with the recruits. After the conversations, recruits begin to understand that addiction does not discriminate and that it is a disease.

The LMDC's mission is to "assess an offender's needs and provide services to assist the offender in the transition and reintegration back into the community." Once the recruits are on the floors working in the jail, they have a more complete picture of the people committed to their care in custody and of their promise to have compassion.

Middlesex County, Massachusetts, experienced a significant increase in opioid-related deaths from 2005 to 2019; the deaths increased more than three

5. See *Featured Programs* for a more detailed discussion of the F²ACT program: https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0978.

fold in this period, from 554 to 2,015. The sheriff's office has noted that providing MAT in the jail improves re-entry options, lowers recidivism rates, generates positive feedback, and promotes innovation in corrections. The Middlesex Sheriff's Office is a Center of Innovation and a leader in providing MAT nationally. For more information on their program, see Peter J. Koutoujian, *Fighting Opioid Use Disorder in Jails: How Medication Assisted Treatment Can Save Lives and Improve Public Safety* (Medford, MA: Middlesex Sheriff's Office, n.d.), https://www.ncsl.org/portals/1/documents/health/PKoutoujianOpioidFellows_34553.pdf.

Additional resources

Additional opioid, stimulant, and substance use program resources can be found by searching for "medication assisted treatment" using the search bar at BJA's Comprehensive Opioid, Stimulant, and Substance Abuse Program Resource Center: https://www.cossapresources.org/.

ASAM (American Society of Addiction Medicine). "Connect. Advocate. Educate. Treat." Accessed December 2, 2021. https://www.asam.org/.

Brady, Thomas M., and Olivia Silber Ashley, eds. *Women in Substance Abuse Treatment: Results from the Alcohol and Drug Services Study (ADSS)*. Washington, DC: U.S. Department of Health and Human Services, 2005. https://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.439.783&rep=rep1&type=pdf.

Clackamas County Sheriff's Office. "Sheriff's Office Joins National Grant Program to Expand Opioid Treatment." Last modified May 15, 2019. https://www.clackamas.us/sheriff/2019-05-15-CCSOPR-OpioidGrantProgram.html.

Mace, Shannon, Anne Siegler, KC Wu, Amanda Latimore, and Heather Flynn. *Medication-Assisted Treatment for Opioid Use Disorder in Jails & Prisons: A Planning & Implementation Toolkit*. Washington, DC: National Council for Behavioral Health, 2020. https://www.vitalstrategies.org/wp-content/uploads/MAT_in_Jails_Prisons_Toolkit.pdf.

McCurdy, Christen. "Clackamas County Jail Expands Medication-Assisted Treatment for Opioid Withdrawals." Street Roots. Last modified June 2, 2020. https://www.streetroots.org/news/2020/06/02/clackamas-county-jail-expands-medication-assisted-treatment-opioid-withdrawals.

National Institute on Drug Abuse. "National Institute on Drug Abuse." Accessed December 2, 2021. https://www.drugabuse.gov/.

ONDCP (Office of National Drug Control Policy). *Rural Community Action Guide: Building Stronger, Healthy, Drug-Free Rural Communities*. Washington, DC: Office of National Drug Control Policy, n.d. https://www.usda.gov/sites/default/files/documents/rural-community-action-guide.pdf.

SAMHSA (Substance Abuse and Mental Health Services Administration). *Guidelines for Successful Transition of People with Mental or Substance Use Disorders from Jail and Prison: Implementation Guide*. Washington, DC: Substance Abuse and Mental Health Services Administration, 2017.
https://store.samhsa.gov/product/Guidelines-for-Successful-Transition-of-People-with-Mental-or-Substance-Use-Disorders-from-Jail-and-Prison-Implementation-Guide/SMA16-4998.

SAMHSA. *Medications for Opioid Use Disorder: Executive Summary*. Treatment Improvement Protocol (TIP) Series 63. Washington, DC: Substance Abuse and Mental Health Services Administration, 2021.
https://store.samhsa.gov/product/TIP-63-Medications-for-Opioid-Use-Disorder-Executive-Summary/PEP21-02-01-003.

SAMHSA. "Medication Assisted Treatment." Last modified May 10, 2022.
https://www.samhsa.gov/medication-assisted-treatment.

SAMHSA. *MAT Inside Correctional Facilities: Addressing Medication Diversion*. Washington, DC: U.S. Department of Health and Human Services, 2019.
https://store.samhsa.gov/product/mat-inside-correctional-facilities-addressing-medication-diversion/PEP19-MAT-CORRECTIONS.

SAMSHA. *Use of Medication-Assisted Treatment for Opioid Use Disorder in Criminal Justice Settings: Evidence Based Resource Guide*. Washington, DC: U.S. Department of Health and Human Services, 2019.
https://store.samhsa.gov/product/Use-of-Medication-Assisted-Treatment-for-Opioid-Use-Disorder-in-Criminal-Justice-Settings/PEP19-MATUSECJS.

Texas Commission on Law Enforcement. *Mental Health Training for Jailers*. Course #4900. Austin: Texas Commission on Law Enforcement, 2017.
https://capitol.texas.gov/tlodocs/85R/handouts/C2102018020609151/78aec79e-9e7b-4d1b-ab5e-9fd67a72fc40.PDF.

Several key components of COP and PJ are essential to the success of the mental health and substance use initiatives described in this section, as shown in figure 23.

Figure 23. Associated core components for health/wellness of incarcerated individuals

COP 1. Establishing partnerships in the community

COP 2. Engaging internal and external partners

COP 3. Collaborating to solve problems

PJ 3. Treating people with dignity and respect

PJ 4. Treating people in a fair and unbiased manner

Summary

This section underscored the importance of understanding and addressing mental health and SUDs, with an emphasis on substance use withdrawal and MAT. In terms of criminality, mental disorders, and substance use disorders, "greater success is likely to be obtained with interventions designed to address the complexities of co-occurring [disorders]" (Ogloff et al. 2015). The programs highlighted herein addressed the identification of such disorders, treatment, and resources that provide guidance ad information on these major health concerns.

II.G | Training and life skills programming

During the focus groups conducted for this project, participants asserted that community-oriented programming and the concept of COP could be incorporated into the jail academy curriculum. Recruits learn the concept at the onset of their training so they can grow with it and add their perspectives. In many jurisdictions, the COP model is part of the patrol curriculum but not necessarily a requirement or consideration for the correctional academies. In this section, we describe some programs designed to improve outcomes for young people who have justice-involved parents.

II.G.i | Parenting skills

Many incarcerated individuals have children at home; more than two percent of children in the United States are reported to have an incarcerated parent (Glaze and Maruschak 2010).[6] The impact on children is alarming; children with incarcerated parents have been reported to be twice as likely to exhibit antisocial behaviors as children without incarcerated parents (Murray et al. 2009). This subsection focuses on parenting programs that have proven results in reducing recidivism and other key outcomes.

Promising practices from the field

Parenting Inside Out (PIO) is an evidence-based parenting skills training program for criminal justice–involved parents that has been demonstrated to result in reductions in re-arrest, recidivism, depression, and substance abuse (Eddy et al. 2008).

The PIO program relies on parent management training (PMT), which provides the "opportunity to learn and practice a wide variety of prosocial parenting skills, so moving beyond simply talking about what parents should do is vital. Cognitive behavioral techniques (e.g., self-control and self-motivation, use of role play, modeling, rehearsal of skills) are employed to address parents' errors in thinking, teach parenting skills, and help parents begin to form a foundation for appropriate parenting and prosocial community behaviors after release." (Parenting Inside Out 2021)

PIO addresses the unique challenges that criminal justice–involved parents and their children face. Core program elements include communication and problem-solving, positive reinforcement, monitoring, and nonviolent discipline. PIO is an outcomes-based, developmentally focused program that helps parents promote healthy child adjustment, prevent problem behavior in children, and increase children's

6. This estimate includes those who are in local jails as well as those in state and federal prisons.

resiliency. Through PIO, parents develop and refine social skills and behaviors they can use in all aspects of their lives and that will help them guide their children toward becoming healthy, pro-social adults.

InsideOut Dad is a program of the National Fatherhood Initiative. This evidence-based program was designed specifically for incarcerated fathers. It provides justice-involved fathers with training and resources on parenting skills and how to be dads. The goal of the program is to reduce recidivism by connecting fathers to their families, which provides fathers with an incentive to stay out of jail. There are five tenets of the program for all 12 sessions of the program: (1) self-awareness, (2) caring for self, (3) fathering skills, (4) parenting skills, and (5) relationship skills. Some of the 12 sessions that are offered are communication, co-parenting, discipline, what it means to be a man, and health. This program was included on the Substance Abuse and Mental Health Services Administration's (SAMHSA) National Registry for Evidence-based Programs and Practices as of 2013 and has been used in hundreds of facilities nationwide.

Agencies that participate in this program who also participated in focus groups as part of this COPS Office–funded project include the following:

- Dane County (Wisconsin) Sheriff's Office. Becker, Abigail. 2020. "Reaching Out to Dads in Jail: Fathers and Children Do Better when Parental Identity is Supported." The Capital Times. Last modified June 17, 2020. https://madison.com/ct/news/local/govt-and-politics/reaching-out-to-dads-in-jail-fathers-and-children-do-better-when-parental-identity-is/article_603b7786-1bb2-5812-bc09-5e5d8d3f5cb1.html.
- Flagler County (Florida) Sheriff's Office. Martin, Shannon. 2020. "FCSO Unveils 'InsideOut Dad' Program to Help Inmates Become Better Fathers." Palm Coast Observer. Last modified October 1, 2020. https://www.palmcoastobserver.com/article/fcso-unveils-insideout-dad-program-to-help-inmates-become-better-fathers.
- Newport News (VA) Sheriff's Office. Newport News Now. 2016. "Fatherhood Program Teaches Men in Jail How to be Better Fathers." Last modified June 17, 2016. https://www.nnva.gov/Blog.aspx?IID=225.

Additional resources

NIC (National Institute of Corrections). "Model Practices for Parents in Prisons and Jails: Building Partnerships and Innovative Practices." Family Connections Project. Accessed December 3, 2021. https://nicic.gov/model-practices-parents-prisons-and-jails-building-partnerships-and-innovative-practices.

Parenting Inside Out. "Curriculum." Accessed December 3, 2021. http://www.parentinginsideout.org/curriculum/.

Parenting Inside Out. "What Does Evidence-Based Mean?" Accessed December 3, 2021. http://www.parentinginsideout.org/evidence-based-practices/.

PR Web. "National Fatherhood Initiative's Program for Incarcerated Fathers, InsideOut Dad, Now Listed on the National Registry of Evidence-based Programs and Practices." Last modified November 5, 2013. https://www.prweb.com/releases/inside-out-dad/evidence-based-program/prweb11298861.htm.

Steward, Melissa. "'InsideOut Dad' Teaches Incarcerated Dads to be Better Fathers." National Fatherhood Initiative. Last modified May 8, 2017. https://www.fatherhood.org/fatherhood/insideout-dad-teaches-incarcerated-dads-to-be-better-fathers.

II.G.ii | Drug endangered children

According to the National Alliance for Drug Endangered Children (National DEC), "The DEC movement challenges all of us to recognize substance misuse risks for children and families, and to work together using the DEC Approach to help break the generational cycles of substance misuse and corollary effects. By working together and leveraging resources, sharing a common vision, collaborating and changing responsively we can provide drug endangered children opportunities to live in safe and nurturing environments free from abuse and neglect." (National DEC 2022) According to Mulligan et al. (2016), National DEC's approach is unique and comprehensive focusing on engaging partnerships in the community and bringing professionals together to work collaboratively to "rescue, defend, shelter, and support children living in dangerous drug environments" (3).

The COPS Office (2017) reported that there were 25 state DEC alliances, a number of tribal DEC alliances and coalitions, and a DEC alliance in the province of Ontario, Canada. They also outlined three main criteria for assessing success: (1) raising awareness about the risks faced by drug endangered children, (2) developing collaborative efforts and implementing the DEC Approach, and (3) sustaining and institutionalizing the DEC Approach.

Promising practices from the field

Members of the Plymouth County, Massachusetts, Drug Task Force established the Drug Endangered Children (DEC) Initiative. The sheriff invited all 14 sheriffs in the state to join Plymouth's efforts to create a statewide alliance, with each sheriff focusing efforts and resources for local collaboration within their own county. In Plymouth County, teachers, police, fire personnel, and now also correctional staff have received training on trauma-informed practices that help protect their most vulnerable children. Much of the ground-breaking work associated with this initiative can be credited to the Plymouth County District Attorney, Tim Cruz, and his staff, who provided training to law enforcement and school faculty in the county and statewide on identifying and supporting students with adverse childhood experiences (ACE).

Children of incarcerated parents are victims of ACEs, increasing their likelihood of having substance use disorders—too often perpetuating the cycle of incarceration in their family. Through participation in the DEC Initiative, the counties can identify areas in which they can improve family reunification, channel support services to children, and play an important role in reducing future ACEs. They also educate law enforcement, criminal justice departments, educators, youth serving agencies and other community partners on ACEs.

A part of this initiative, the "Handle with Care" program provides a link between first responders and schools. When kids experience trauma (like witnessing domestic violence), they may carry that stress or trauma with them to school, thereby potentially affecting their behavior or grades. In this program, police and first responders are trained to send a confidential notification to the school or child care

agency when they encounter a child at a traumatic scene, providing the child's name, age, and school and a message to "Handle with Care." Nothing about the traumatic incident is shared with the school. Schools then create a process to triage "Handle with Care" notifications. The process involves notifying the appropriate teacher or counselor to observe the student's behavior or learning and be prepared to provide trauma-sensitive support. When school interventions are not sufficient, community-based mental health care professionals engage in partnerships to provide additional support to the students and their families, such as counseling and therapy, as necessary.

See "Handle With Care: The Drug Endangered Children's Initiative," The Plymouth County Drug Abuse Task Force, accessed April 18, 2022, https://otf.plymouthda.com/childhood-trauma-initiative/.

Additional resource

An overview of the National Alliance for Drug Endangered Children can be found at the appendix.

II.G.iii | Life skills training

There are numerous life skills training programs implemented in jails. One such program is detailed here.

Promising practices from the field

The Cass County (North Dakota) Sheriff's Office established life-based classes in collaboration with the Chaplains Association. These classes run simultaneously in the facilities and in the communities so that individuals can continue going to their classes after they are released from jail. Participants who started in a class when they were in jail and then continued in the community are starting to come back as co-facilitators in the next version of the class. The program is highly subscribed, with more than 10,000 justice-involved individuals having participated. In many jurisdictions, especially smaller and rural communities, faith-based organizations provide numerous resources that may not otherwise be available.

The approaches for providing training on parenting and life skills described here rely upon partnerships and collaboration, as well as treating inmates with dignity and respect, key components of COP and PJ as shown in figure 24.

Figure 24. Associated core components for parenting and life skills training

COP 1. Establishing partnerships in the community

COP 2. Engaging internal and external partners

COP 3. Collaborating to solve problems

PJ 3. Treating people with dignity and respect

Summary

Training and life skills training are prevalent in many jails. Parenting Inside Out and InsideOut Dad programs have been implemented in hundreds of agencies nationwide and have been shown to be effective for reducing recidivism as well as depression and substance use in some cases. In this section, details are provided about both programs, including examples of a few agencies that have adopted them, and several links to program resources and articles.

The Drug Endangered Children initiative has been implemented in many states and agencies nationwide, and it has raised awareness and collaboration in many agencies including in the Plymouth County (Massachusetts) Sheriff's Office, which has introduced a "Handle with Care" program for supporting drug endangered children. Finally, life skills training courses often address the challenges of daily living and provide participants with skills to manage their lives and those of their families.

II.H | Re-entry

While this section is dedicated to re-entry, it is important to note that re-entry challenges are also integrated into many of the other sections of this guide, because re-entry is at the core of almost all jail programming. In fact, many sheriffs and jail administrators share the belief that re-entry begins at intake. This is exemplified by Sheriff Nick Cocchi of Hampden County (Massachusetts) who noted,

> "The Sheriff's philosophy is that re-entry into the community begins on day one of incarceration, and the intent of the medium-security facility is to begin a continuum of return to the community as law-abiding, productive citizens."

Certainly, most programming for justice-involved individuals is geared toward setting the incarcerated individual up for success upon re-entry and improving conditions and outcomes not only for the justice-involved individual but also for jail personnel and the communities to which they return. Perhaps not surprisingly, more than a third of respondents to our national survey (https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982) reported that they collaborate or coordinate with local law enforcement to address re-entry strategies. The promising practices for successful re-entry outlined here mirror COP principles such as community engagement and outreach, partnerships, and problem-solving.

Promising practices from the field

The Durham County (North Carolina) Sheriff's Office established a Re-entry Council, where state and local partners come together to develop wraparound services for justice-involved individuals upon their release. In addition, detention officers and community members serve as peer support for released inmates.

The Erie County (New York) Sheriff's Office has a special transition program entitled "Project Blue," a BJA grant–funded local jail re-entry program that is run in conjunction with Peaceprints of WNY, a local community-based agency that provides services to individuals as they return to the community from a period of incarceration. In this program, counselors from Peaceprints work with the sheriff's office to develop transition plans for enrolled clients. Re-entering individuals meet directly with their counselor

(transition coordinator), and the sheriff's office transports the clients directly to Peaceprints' office upon release. The recidivism rate for these individuals is just 10 percent, compared to about 80 percent for those who do not participate.

In the Hampden County (Massachusetts) Sheriff's Office, the Pre-Release Center is a residential facility to aid in reintegration of incarcerated individuals back into the community. The focus of the Pre-Release Center is on work, education, and treatment programming. For more information, see "Pre-Release Center (PRC)," Hampden County Sheriff's Department, accessed December 3, 2021, http://hcsdma.org/pre-release-center/.

In Lafourche Parish, Louisiana, the Correctional Complex (LPCC) serves as the Southeast Central Regional Re-entry center in Louisiana. Inmates from a seven-parish region come to the center, where they begin a three-month pre-release training program including psychoeducational and life skills instruction, individual case management, cognitive behavioral therapy, addictions treatment, and workforce training (see also section II.B.ii on Certifications).

The Lafourche Parish Sheriff's Office received federal funding to implement an intensive supervised probation program called the Guardianship Project, in which they provide comprehensive case management services with the assistance of the community to keep former inmates on the right track after release. This funding was part of a broader DOJ grant program entitled "Innovative Responses to Behavior in the Community: Swift, Certain, and Fair (SCF) Supervision Program." This initiative provides state and local parole and probation agencies with information, resources, and training and technical assistance to improve responses to offender behavior in accordance with the principles of swiftness, certainty, and fairness to prevent recidivism and reduce crime in their jurisdictions. Its overall purpose is to expand those principles and test new implementations of SCF responses to increase probation and parole success rates. In addition, the SCF program seeks to reduce the number of crimes committed by those under probation and parole supervision, which would in turn reduce crime, decrease admissions to prisons and jails (in a safe, responsible manner), and save taxpayer dollars. For more information on that program, see Lafourche Paris Sheriff's Office, "Lafourche Parish Sheriff's Office Guardianship Project," Bureau of Justice Assistance, accessed December 3, 2021, https://bja.ojp.gov/funding/awards/2020-ho-bx-0002.

The Lee County (Florida) Sheriff's Office hired re-entry coordinators to bridge the gap of care provided to inmates upon release. Sometimes referred to as "navigators" or "transition guides," these re-entry coordinators build relationships by connecting individuals to programming and follow-up after they have re-entered back into their communities. Rather than tracking data, the Re-Entry Coordinators' positions shifted to engaging in open communication with, and providing assistance to individuals leaving their custody. The sheriff's office has been able to transition from simply sending inmates an informational packet to working with them individually on their specific exit strategy. Alongside the re-entry coordinators, adding a certified deputy position to the re-entry unit has brought a vast amount of knowledge and understanding of inmate behavior to the team.

The sheriff's office staff have reported outstanding accomplishments since restructuring and redirecting their focus, including an increase in voting

applications (for voting by mail), numerous inmates accepted into housing programs including human trafficking victims who were placed into specialized housing for victims of trafficking, numerous state identification cards issued to inmates, the distribution of dozens of bicycles with locks and lights to homeless inmates leaving custody, obtaining birth certificates on behalf of inmates, distribution of clothing to homeless inmates leaving custody, 30-day bus passes issued to some homeless inmates leaving custody, Social Security applications submitted on behalf of inmates, and many emergency kits issued to homeless inmates leaving custody.

The Pennington County (South Dakota) Sheriff's Office has a "Care Campus" directly across the street from the jail. Jail personnel provide a list of all the available programs and services at the Care Campus as justice-involved individuals are leaving the jail. Services are offered to adults (18 years of age and up), as well as to their families for substance use disorders and mental health conditions. With a focus on treatment and recovery, their goal is to improve quality of life by providing tailored treatment that is client- and family-driven, by a multidisciplinary team-based approach, relying on counseling staff who are highly trained in evidence-based practices and use research-based curricula. Services include assessment of treatment needs, DUI evaluations and classes, and classes in both Moral Reconation Therapy (a treatment strategy that seeks to decrease recidivism among adult criminal offenders by increasing moral reasoning),[7] and cognitive behavioral interventions for substance abuse. In addition, the campus provides crisis and early intervention services, SocialSetting Detox, intensive residential and outpatient treatment, and longterm specialized methamphetamine/opiate day treatment. The emphasis of the program is to assist in recovery, facilitate relationship intimacy, and provide an opportunity to experience wellness and sobriety. For more information, see Pennington County, South Dakota, "Care Campus – Addiction Treatment," accessed December 3, 2021, https://www.pennco.org/ccadp/.

The Sedgwick County (Kansas) Sheriff's Office established a re-entry program called SCORE (Sedgwick County Offender Re-Entry) in which the jail partners with 30 entities for re-entry services (housing, jobs, etc.). The SCORE program is open to all inmates in custody who want assistance in preparing to re-enter the community. Services vary by the inmate's length of stay in custody. By SCORE assisting returning inmates with access to housing, mental health care, medical care, medications, treatment, employment, and identification documents, the hope is the community will be safer and inmates less likely to reoffend. Access to these resources in the community has been provided by engaging community partners who want to see returning inmates succeed in the community.

The Tulsa County (Oklahoma) Sheriff's Office has a countywide coordination program where service providers help create discharge plans for individuals

7. "The word 'reconation' comes from the psychological terms 'conative' and 'conation,' both of which refer to the process of making conscious decisions. MRT is a cognitive-behavioral treatment system that leads to enhanced moral reasoning, better decision-making, and more appropriate behavior" (Correctional Counseling, Inc. 2021).

with mental health, substance use, or co-occurring issues so that they have a better chance of success upon release.

The numerous approaches to re-entry success described in this section incorporate many core COP and PJ components such as partnerships, collaborative problem-solving, and providing inmates with dignity and respect as shown in figure 25.

Figure 25. Associated core components for re-entry programming

COP 1. Establishing partnerships in the community

COP 2. Engaging internal and external partners

COP 3. Collaborating to solve problems

PJ 3. Treating people with dignity and respect

Summary

Preparing the incarcerated individual for a successful re-entry is one of the top priorities for many sheriffs and jail personnel. With a goal of transitioning and re-integrating justice-involved individuals back into their community, many of the highlighted programs focus on discharge planning to include the use of coordinators and navigators to assist in the preparation for release, and a soft handoff into community programming and services. Perhaps most indicative of a COP approach, the programs focus on partnering and collaborating with community service providers for wraparound services and support to accommodate each individual's unique needs. A successful re-entry program is based on the collaboration between the jail and community partners to enhance the incarcerated individual's opportunity for a successful re-entry. Federal partners are providing outstanding support for re-entry and to reduce recidivism; for example, in December 2021, the Office of Justice Programs, U.S. Department of Justice announced over $110 million in new grants to reduce recidivism and support adults and youth returning to their communities after confinement.

Conclusion

This Promising Practices guide was part of a larger effort to examine the extent to which COP could be or has been implemented in jails. The highlighted practices came from a series of focus groups. These were supplemented by information from a national survey (https://www.cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-W0982) of randomly selected sheriffs' offices and numerous links to potentially helpful resources that other jails could use to replicate these or other promising practices. A very special thank you to all the participants who shared their time highlighting the programming and services within their facilities.

The examples provided in this guide demonstrate that sheriffs and jail leaders excel at providing programming and preparing individuals for re-entry. The most fundamental practice for jail personnel is to begin by assessing individuals' needs upon intake, on the premise that this is where re-entry begins. Building on these individual assessments to develop a personalized re-entry plan for each person is a promising practice. Other examples in the guide represent promising practices for addressing substance use, mental health, and co-occurring disorders; addressing trauma and abuse; providing education; delivering parenting and life-skills training; and offering vocational preparation, among others.

These innovative strategies and programs are designed to help prepare the individual for success upon re-entry, including connecting the individual with community support services. The practices and programs described throughout validate that COP and procedurally just practices live and breathe in jails. Despite the consistency of many practices and programs with the tenets of COP (such as problem solving, community engagement, partnership, and organizational transformation), the terms "community policing" and "procedural justice" are not typically used to describe these innovations, although many use the term *community-based programming*. This choice is likely due to the fact that COP was conceptualized as a means for police (hence the term "policing") to address public safety issues and prevent crime. As such, jails were not considered as part of the original paradigm. Yet, two decades ago, Kurtze (2000, 16) argued that jails "should be identified as the missing piece of the community-policing paradigm."

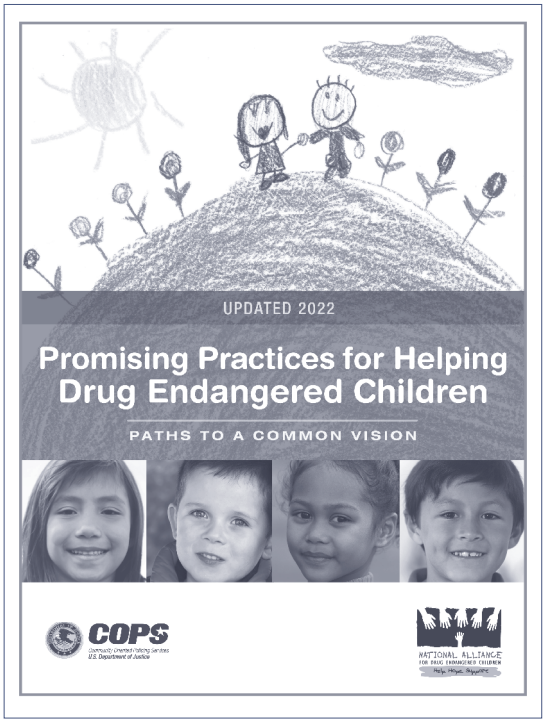
This Promising Practices guide outlines some key management strategies for (a) improving the work environment in jails, (b) enhancing operational effectiveness for sheriffs and other correctional leaders, and (c) implementing promising practices for jail-based programming. The latter emphasizes preparing incarcerated individuals for re-entry. As showcased in this Promising Practices guide, sheriffs across the nation have enhanced their programming and staffing and implemented strategies to address mental and behavioral health challenges and substance use disorders, including co-occurring disorders. For example, many provide the justice-involved population with skills and access to resources to change their circumstances when they re-enter into their communities. As noted in the

"Information Sources" section, this guide provides only a small range of practices and strategies that reflect aspects of community policing and procedural justice nationwide. Because this guide was not intended to provide a complete scope of the unique and innovative programs and strategies implemented in jails across the country, it is important to note that numerous jails use some form of the programs showcased herein and most likely have other unique innovations, programs, and strategies also reflecting COP and PJ.

Many sheriffs and correctional leaders demonstrated their intention to promote equity and well-being for all who live and work within their jails (and ultimately those in the communities in which they serve). By doing so, they hope to improve circumstances and outcomes and for both justice-involved individuals and staff members while also ensuring effective and efficient jail management. While many examples are provided throughout this guide, some of the more effective approaches include addressing trauma, addiction, and other mental health conditions as well as promoting education and acquisition of skills for coping with daily life, maintaining positive family relationships, and obtaining employment. All these approaches help to form the foundation for a successful transition back into their communities.

In creating and enhancing such programming, these agencies have engaged in the four core components of community policing: (1) establishing community partnerships, (2) engaging in partnerships, (3) collaborating to solve problems, and (4) creating organizational transformation. Many sheriffs and correctional personnel have also implemented or promoted procedurally just practices that align with the COP model, such as providing voice to incarcerated individuals. What was evident from the information gleaned were the numerous programs and approaches that emphasized treating all who live and work in the facility with dignity, respect, and fairness. As a result, jail personnel are experiencing a reduction in disciplinary actions and grievances, improved order in their facilities, and—most important—improved outcomes for justice-involved individuals as they return to their communities.

Appendix



Promising Practices for Helping Drug Endangered Children: Paths to a Common Vision

The National Alliance for Drug Endangered Children (National DEC) has developed resources that state, local, and tribal DEC alliances can use to fit the particular needs of their communities and their local initiatives to help children who are endangered by drug use. To help further the DEC mission, this updated guide outlines these resources and shares promising practices that state, local, and tribal DEC alliance leaders are using as they strengthen their DEC organizations. It is meant to help connect other state, local, and tribal DEC leaders as well as other professionals in the field so they can leverage resources and take advantage of tools to strengthen their DEC organizations and DEC efforts.

https://cops.usdoj.gov/RIC/ric.php?page=detail&id=COPS-P294

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As an industrial/organizational psychologist, Dr. Amendola conducts research on officer safety, eyewitness identification, dog encounters, psychological measures, shift schedules, and community policing training and evaluation. She currently serves on the American Psychological Association's Presidential Committee on Use of Force against African Americans and recently served as the Chair of the Division of Experimental Criminology of the American Society of Criminology (2018–2019). Dr. Amendola is also a member of the American Society of Criminology, the International Association of Chiefs of Police, and the Society for Police and Criminal Psychology. With her colleagues, she won the prestigious Outstanding Experimental Field Trial for her examination of the impact of 8-, 10-, and 12-hour shifts and the impact of hours on health, safety, performance, and quality of life.

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Her portfolio of work spans the areas of safety and wellness in policing and corrections, community policing in the United States and Mexico, and the impact of a procedural justice intervention on crime hot spots and police legitimacy. Recent work on gender responsive programming in jails, impact of restorative justice programming on recidivism, and development of a work-family conflict scale for police officers and their

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He has more than 10 years of experience supporting national-scope law enforcement–related projects including the provision of technical assistance and policy analysis support on projects related to community policing and the role of social media in law enforcement, countering violent extremism, officer safety and wellness, cybercrime, school security, and traffic safety. He has worked on projects with the U.S. Department of Justice, the U.S. Department of Homeland Security, and the U.S. Department of Transportation, as well as state and local governments and law enforcement agencies.

About the National Sheriffs' Association

The **National Sheriffs' Association (NSA)** is a professional association, chartered in 1940, dedicated to serving the Office of Sheriff and its affiliates through police education, police training, and general law enforcement information resources. The NSA represents thousands of sheriffs, deputies, and other law enforcement agents, public safety professionals, and concerned citizens nationwide.

Through the years, the NSA has provided programs for sheriffs, their deputies, chiefs of police, and others in the field of criminal justice to perform their jobs in the best possible manner and to better serve the people of their cities, counties, or jurisdictions.

The National Sheriffs' Association headquarters is located in Alexandria, Virginia, and offers police training, police information, court security training, jail information, and other law enforcement services to sheriffs, deputies, and others throughout the nation. The NSA has worked to forge cooperative relationships with local, state, and federal criminal justice professionals across the nation to network and share information about homeland security programs and projects.

The NSA serves as the center of a vast network of law enforcement information, filling requests for information daily and enabling criminal justice professionals—including police officers, sheriffs, and deputies—to locate the information and programs they need. The NSA recognizes the need to seek information from the membership, particularly the sheriff and the state sheriffs' associations, in order to meet the needs and concerns of individual NSA members. While working on the national level, the NSA has continued to seek grass-roots guidance, ever striving to work with and for its members, its clients, and citizens of the nation.

The NSA has through the years assisted sheriffs' offices, sheriffs' departments, and state sheriffs' associations in locating and preparing applications for state and federal homeland security grant funding. The NSA record and reputation for integrity and dependability in such public safety programs among government agencies is well recognized and has led to continuing opportunities to apply for grants on the national, state, and local levels as well as management of service contracts.

To learn more, visit the NSA online at www.sheriffs.org.

About the National Policing Institute
(formerly known as the National Police Foundation)

The **National Policing Institute i**s a national, nonpartisan, nonprofit organization dedicated to pursuing excellence through science and innovation in policing. As the country's oldest police research organization, the National Policing Institute has learned that police practices should be based on scientific evidence about what works best, the paradigm of evidence-based policing.

Established in 1970, the National Policing Institute has conducted seminal research in police behavior, policy, and procedure and works to transfer to local agencies the best new information about practices for dealing effectively with a range of important police operational and administrative concerns. Motivating all of the National Policing Institute's efforts is the goal of efficient, humane policing that operates within the framework of democratic principles and the highest ideals of the nation.

To learn more, visit the National Policing Institute at www.policinginstitute.org.

About the COPS Office

The **Office of Community Oriented Policing Services (COPS Office)** is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territorial, and tribal law enforcement agencies through information and grant resources.

Community policing begins with a commitment to building trust and mutual respect between police and communities. It supports public safety by encouraging all stakeholders to work together to address our nation's crime challenges. When police and communities collaborate, they more effectively address underlying issues, change negative behavioral patterns, and allocate resources.

Rather than simply responding to crime, community policing focuses on preventing it through strategic problem-solving approaches based on collaboration. The COPS Office awards grants to hire community policing officers and support the development and testing of innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders, as well as all levels of law enforcement.

Since 1994, the COPS Office has been appropriated more than $20 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing. Other achievements include the following:

- To date, the COPS Office has funded the hiring of approximately 130,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.
- More than 800,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office–funded training organizations and the COPS Training Portal.
- Almost 500 agencies have received customized advice and peer-led technical assistance through the COPS Office Collaborative Reform Initiative Technical Assistance Center.
- To date, the COPS Office has distributed more than eight million topic-specific publications, training curricula, white papers, and resource CDs and flash drives.
- The COPS Office also sponsors conferences, roundtables, and other forums focused on issues critical to law enforcement.

COPS Office information resources, covering a wide range of community policing topics such as school and campus safety, violent crime, and officer safety and wellness, can be downloaded via the COPS Office's home page, https://cops.usdoj.gov.

Jails are communities in and of themselves, whose members are the individuals incarcerated and the correctional staff employed there; they are also part of the broader communities in which they are located, where the correctional staff live and to which the incarcerated population will eventually return. Community-oriented policing is as important in jails as it is in towns, cities, and counties; this compendium of community policing and procedural justice practices and programs, developed by the National Policing Institute and the National Sheriffs' Association, features research and promising practices as well as eight successful programs operated by seven sheriffs' departments that will be illuminating for other agencies nationwide.

COPS
Community Oriented Policing Services
U.S. Department of Justice

U.S. Department of Justice
Office of Community Oriented Policing Services
145 N Street NE
Washington, DC 20530

To obtain details on COPS Office programs, call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at **cops.usdoj.gov**.

National Policing Institute
Pursuing Excellence through Science and Innovation

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For details about National Policing Institute programs, call 202-833-1460.
Visit the National Policing Institute online at **policinginstitute.org**.

National Sheriffs' Association
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For details about NSA programs, call 800-424-7827.
Visit the National Sheriffs' Association online at **sheriffs.org**.

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