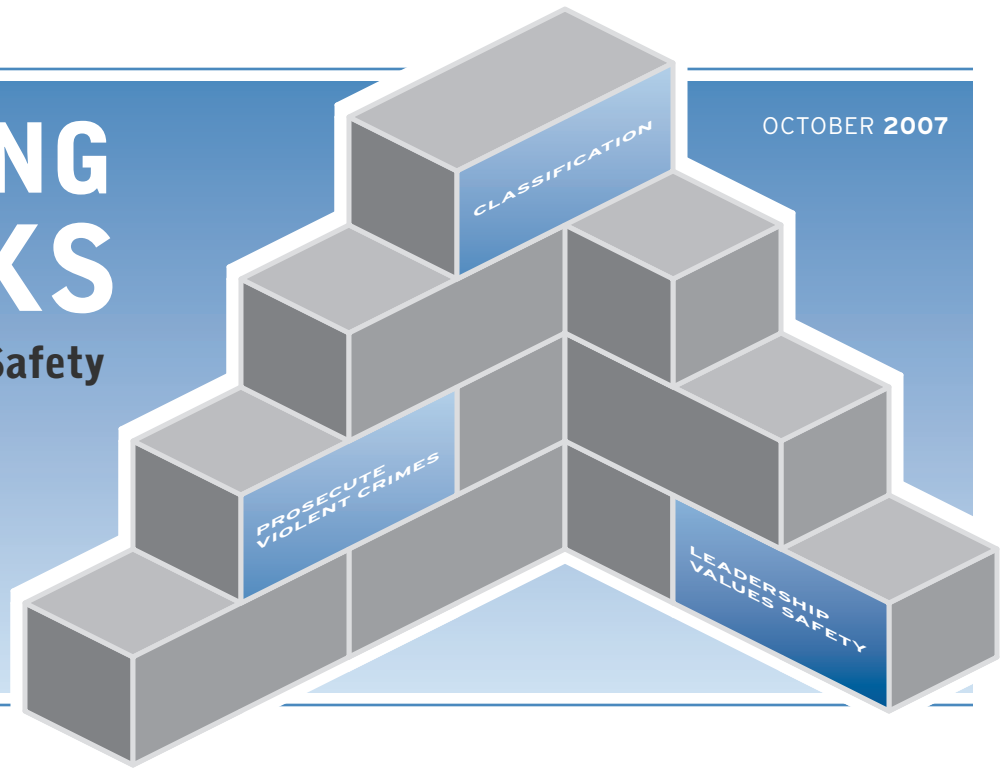


BUILDING BLOCKS

for Institutional Safety

OCTOBER 2007



4

ISSUE FOUR IN A SERIES

► Using data to prevent inmate sexual assaults

This newsletter is the fourth in a series on promising practices in preventing and responding to inmate-on-inmate sexual assaults in the nation's jails and juvenile correctional facilities. For an overview of the topic, see the Newsletter #1, "Responding to the Prison Rape Elimination Act," available at <http://dcj.state.co.us/ors>. The newsletters are provided under grant # 2004 RP BX 0095 from the National Institute of Justice. Forthcoming newsletters will profile promising practices in other jails and juvenile facilities.

The newsletters reflect findings from our study of promising practices. We encourage facility administrators elsewhere in the nation to replicate these extraordinary efforts to prevent inmate sexual assaults.

If you would like to be placed on the mailing list to receive upcoming newsletters in this series, please contact Pat Lounders at the Colorado Division of Criminal Justice, Pat.lounders@cdps.state.co.us.



Brief facility description: Orange County, Florida, Corrections Department

The Orange County Corrections Department (OCCD) operates the 22nd largest jail in the country, and is one of only 124 jails accredited by the American Correctional Association.¹ OCCD operates jail facilities under the authority of the Orange County Public Safety Director and County Commissioners. On November 8, 2006, 4,348 inmates were incarcerated in the system; 87 percent were males and 13 percent were females. The majority of inmates have been charged with felonies. About 40 percent of the jail population was sentenced, and the other 60 percent was awaiting trial. The average length of stay in 2006 was 89 days.

The Department includes four facilities:

- Main Jail, the largest facility, houses 1,550 inmates;

¹ Increasing Collaboration between Corrections and Mental Health Organizations: Orange County Case Study, a report prepared by the National Institute of Corrections and the Council of State Governments. Available on the NIC web site at <http://nicic.org/Downloads/PDF/Library/022134.pdf>



- **Four Direct Supervision Jails—Genesis, opened in 1988 as the first direct supervision facility, houses 220 inmates; Horizon (1,250 inmates), Phoenix (352 inmates), and a Female Detention Center (652);**
- **Booking and Release is the intake point for all those arrested in Orange County and the release center for all inmates being released; and**
- **A Juvenile Assessment Center serves as the central intake center for all juveniles.**

History of improvement efforts

The sheriff's department was responsible for operating the jail until 1987, when Orange County moved to a charter form of government. Under the charter, the department of corrections was established as a separate entity that reports to the county (Board of County Commissioners). Perhaps the most important result of that change was the hiring of a new department chief, Tom Allison, whose leadership and vision were influential in changing the philosophy and culture of the department. The organizational changes included the following:

- Use of direct supervision,
- The addition of programs that provided rehabilitation opportunities for inmates, and
- An emphasis on the professional development of staff.

When Tom Allison left the position 10 years later, most of these positive changes remained in place. In 2002, a new chief, Timothy Ryan, was appointed. He reinforced many of the earlier approaches, but he also added a slightly different emphasis—the use of data to influence policy and manage department operations effectively and safely.

Outstanding Safety Efforts

The work of the Orange County Department of Corrections is presented in this Building Blocks for Institutional Safety for its extraordinary integration of statistical data analysis to manage day-to-day jail operations, its judicious efforts to improve facility safety for staff and inmates by limiting the use-of-force to manage inmate behavior, and its focus on providing special attention to inmates with mental illness. These efforts are part of a philosophy that values and promotes facility safety, including safety from sexual assault.

Many lessons can be learned by reviewing the efforts of corrections professionals in Orange County, Florida.

Jail Oversight Commission

Another significant force in shaping the Orange County Corrections Department as a strong agency was a local Jail Oversight Commission established in 2001. In response to concern when a mentally ill inmate died from methadone withdrawal complications, Orange County Mayor Richard Crotty² created a Jail Oversight Commission to review all aspects of jail operations.

By May of 2002, the Commission had produced over 200 recommendations, pointing especially to problems with case processing and overcrowding in the jail.³ However, when the chairman of the Jail Oversight Commission reconvened the Commission one year later to review progress made as a result of its recommendations, only three case processing recommendations had been implemented. The media noted that not much had changed despite the Commission's efforts, providing pressure for implementation. Responding to concerns that the Department was not addressing the Commission's recommendations, Dr. Patrick Jablonski, a research statistician employed by the jail, developed a data-driven approach to tracking problems and gaps in the identified problem areas. That approach is a focus of this Building Blocks research bulletin.

Data-Driven Decisions

A monthly case processing report tracks statistics in a number of areas, some of which are discussed in greater detail below (Jablonski).⁴ By providing valuable information on various aspects of the jail operations, the report has been useful in guiding informed decisions by both jail administrators and local policymakers. The Department uses statistics to monitor population growth and forecast the size of future inmate populations; it produces data that are valuable for substantiating to county commission-

2 Richard T. Crotty was appointed as Orange County Mayor in January, 2001 by Governor Jeb Bush. Mayor Crotty is the Chief Executive of a county government that provides complete urban services to over 860,000 citizens.

3 Orange County Jail Oversight Commission. (May 2002). Report of Findings. Orange County, Florida.

4 Jablonski, Patrick and Bradstreet, Scott. "Proceedings," NIC Large Jail Network Meeting, January 2006, p. 20.



ers the department's resource needs and, of particular importance for this Building Blocks, the data system was designed to identify potential problems so they can be addressed quickly. Jail operations in Orange County rely on statistics and data to guide its operations, identify problems and implement changes, including monitoring and responding to safety issues.

Indicators of Jail Safety: The Primary Indicators Report

The Orange County Department of Corrections offers an unusual example of an agency that effectively uses internally generated data to improve jail safety. The Department's monthly Primary Indicators Report (PIR), developed by Orange County jail statistician Patrick Jablonski, is more than 100 pages long. The PIR tracks the following primary indicators of jail safety:

- **Violence Indicators:**
 - Inmate battery
 - Battery on staff
 - Use of force
 - O.C. foam (pepper spray) use
 - Inmate altercations
- **Health and injury Indicators:**
 - Inmate injuries
 - Staff injuries
- **Inmate management indicators**
 - Contraband
 - Drug-related incidents
 - Grievances (all)
 - Grievances (substantiated)
 - Disciplinary reports

Sources for the data include staff-generated reports, medical data on sick calls and injuries, violence indicators from use-of-force reports, and inmate-on-inmate assaults. When combined with grievance and disciplinary reports, contraband and drug incidents are also important indicators of potential problems in the jail.

For each set of indicators, the information is stratified by shift for each unit in each jail in Orange County and tracked over time, controlling for population and staffing differences. This approach allows administrators to compare trends over time, across the facilities and for specific units and shifts.

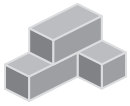
Using the Data

Many jails across the country collect data about inmates and jail operations, but it is seldom used as a tool for improving inmate safety in a jail. In Orange County, however, data is crucial in addressing jail safety. The PIR serves as a "report card" for how well each jail and each unit is functioning. The PIR is provided to managers and reviewed at monthly staff meetings. Any trends in the data that cause concern are explored to determine the reasons for the change. When there is an increase in incidents or grievances, for example, they are promptly investigated to determine the cause. In such instances, for example, they might explore whether the increase in events is due to a problematic employee, a problematic inmate, overcrowding, or a lack of programs to keep inmates busy. After a cause is identified, steps are immediately taken to alleviate the problem, such as changing staff training or adjusting specific practices in the unit.

The Department recently revised the data system to enable officers to enter and receive Primary Indicators data from computers in each unit. With this new capability, sergeants will be expected to collect the data in their unit and make any needed changes in response to what the data indicate about the unit's safety.

The PIR is recognized by operating managers as Orange County's navigation system. It shapes the way the Orange County Jail does business, according to managers and staff. Managers know they are accountable for the trends and measures in the PIR; they use the PIR to adjust their operations accordingly. The Primary Indicators Report is recognized in the jail system as part of an overall culture of accountability. In fact, security supervisors reporting to Deputy Chief Scott Bradstreet understand that they will be held accountable for increases in inmate or staff assaults in their area. Likewise, security operations staff understand that their performance is being rated based on what the data reflect.

The monthly Primary Indicators Report is recognized in the jail system as part of an overall culture of accountability.



Results: improved jail safety

A comparison of PIR data from 2000 to 2005 indicated that jail safety for both inmates and officers had improved, perhaps as a result of the way the department was using the data provided by the report. For example, in 2005 compared to 2000 there were:

- 22% fewer inmate fights
- 14% fewer inmate batteries
- 22% fewer inmate injuries
- 28% fewer use-of-force incidents
- 53% fewer batteries on staff
- 71% fewer staff injuries (Jablonski)⁵

Other sources of information

In addition to relying on internally generated statistics to manage jail operations, Orange County jail administrators also use other sources of information to improve inmate safety, such as the results of litigation settlements and communication with family members.

Learning from Litigation

Administrators view lawsuits as another opportunity to detect problems and develop solutions. The Department receives about 200 “intent to sue” notifications per year. When the Department receives notification of an impending lawsuit, staff from the litigation unit conducts a risk management investigation. The litigation unit, comprised of trained correctional officers, is tasked with learning from “intent to sue” notifications and improving jail operations based on the risk management investigations they conduct. The risk management investigation is protected from discovery in the pending lawsuit. The investigation can include interviews with staff on all shifts at the location of the event, a review of incidents two weeks prior to the named event, reviews of log books from the time the inmate was booked into the jail, and interviews with trustees where the event took place.

Once the investigation is complete, a briefing is arranged to discuss issues that were identified. If administrators determine that an inmate grievance did not result in the correct action, efforts are made to immediately address

the system failure. That is, policies can also be changed based on the problems that are identified, or staff can be trained in new procedures. For example, this process recently led to a revision of the Department’s sexual assault policy.

The risk management investigation, initiated after the “intent to sue” notification is filed, is protected from discovery in the pending lawsuit. The investigation can include interviews with staff on all shifts at the location of the event, a review of incidents two weeks prior to the named event, reviews of log books from the time the inmate was booked into the jail, and interviews with trustees where the event took place.

For those cases that result in a lawsuit, once a resolution is reached, Department officials may sit down with the opposing attorneys to talk about what they can do to improve their operations. The goal is to address problems proactively to prevent them from reoccurring in the future.

Learning from Inmates’ Families

Families are viewed as another potential source of important information about inmates’ needs and problems in the jail. The management team and the medical and program staff deliberately spend time communicating with families. Besides listening to the concerns of the families, administration officials believe that it is important to inform families about available community resources that may assist them as the offender transitions back home.

A note on use-of-force and jail safety

Using this data system, Orange County administrators measured use-of-force incidents in jails, and made a decision to reduce such incidents. Administrators believe that the use-of-force by officers contributes to an unsafe operational environment for both staff and inmates, so department officials established the goal of preventing use-of-force incidents through sound management practices. Because of the importance of this issue, Deputy Chief Scott Bradstreet called for a new policy on

⁵ *Proceedings*, Large Jail Network, January 2006.



the use-of-force that incorporates this philosophy. The use-of-force policy requires that all such incidents be videotaped, and that a supervisor is present. Following every use-of-force incident, the videotape is reviewed by the captains, who discuss how the incident might have been prevented.

To facilitate videotaping, several facilities are retrofitted with videotaping capabilities, especially in high risk areas, and all new facilities are designed to enable video recording. If officials are aware that someone is high-risk or that a high-risk situation is imminent – for example, the intake of an offender with a history of violence – the interaction is videotaped whether or not force is used.

Staff training also emphasizes that all options should be exhausted before resorting to force. Situations that require force are taken very seriously by the administration, and undergo a review process. As reported above, use-of-force incidents decreased by 28 percent between 2000 and 2005, along with other safety problems. The staff attribute this to several factors including Crisis Intervention Team training (discussed later in this report), requiring supervisors to be present at all incidents, Deputy Chief Scott Bradstreet's leadership emphasis, and the video reviews by captains. These measures help the administration maintain a consistent emphasis on avoiding the use-of-force.

“Staff training needs to emphasize the philosophy of preventing use-of-force as the goal rather than just emphasizing the tactics to be used when force is needed.” Deputy Chief Scott Bradstreet

To talk merely of limiting the use of force is to miss a much larger opportunity to reframe the role of corrections officers in resolving and preventing conflict. Officers need guidance, inspiration and a repertoire of effective, non-forceful responses so that the use of force is naturally limited to those rare situations where it is required to prevent serious harm. From: Confronting Confinement: A Report of the Commission on Safety and Abuse in America's Prisons. Vera Institute of Justice, New York, 2006, page 33.

Other strategies for improving inmate safety in orange county

In addition to its commitment to using data as a means to prevent assaults, Orange County employs several other progressive practices that result in improved safety in its jails. These include:

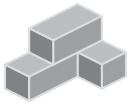
- Direct supervision design and philosophy
- A new approach to dealing with mentally ill inmates
- General measures designed to increase safety
- Strong leadership and staff professionalism

Direct Supervision

Three of the five jails in Orange County were designed as direct supervision facilities; approximately 60% of inmates are housed in direct supervision jails.⁶ Several of the facilities were designed by the same architect. This was an advantage because the architect was kept informed of problems as staff gained working experience in each facility, and these issues were then addressed in the design of the next facility.

Administrators are firmly committed to a direct supervision philosophy and recognize that open communication helps inmates report problems and assaults to staff. All staff receive interpersonal communication training that emphasizes treating inmates with respect and regularly talking with them. The administrative staff expects employees to apply the skills learned in training to their interactions with inmates, and officials emphasize treating people the way they would like to be treated.

⁶ Direct supervision is a combination of architecture, management and supervision that seeks to create safe conditions in place of disruptive ones by, in part, allowing inmates outside their cells at least half the time so they can interact with each other and officers in identified common spaces. This is in contrast to traditional supervision where officers monitor inmates from behind glass or bars. See our *Building Blocks* describing the San Francisco Jail for a description of direct supervision, at http://dcj.state.co.us/ors/pdf/PREA/Building_Block_Bulletins/BB_No3_SF_ver4FV.pdf. Also, the National Institute of Corrections has considerable literature, training and technical assistance available on the topic of direct supervision. See www.nicic.org.



Deputy Chief Scott Bradstreet: “You have to make staff understand that inmates are here because they did not follow the rules. So you can’t just give orders. You have to talk to them, listen to what they have to say, and let them know that you will follow through on expectations.”

Direct supervision provides a more natural environment that facilitates open communications. Inmates learn that they can report incidents to staff and, in Orange County, that those reports will be addressed. Staff and administrators also review all grievances and disciplinary reports rather than routinely dismissing them; this helps inmates know that they will get fair treatment.

The management style involves constantly observing the inmates, and lots of face-to-face interaction. This makes assaults more difficult to carry out. Although the Department is committed to using a direct supervision approach, more traditional correctional methods, such as regular cell shakedowns, dog teams, and drug testing, are also used.

With the introduction of direct supervision, facility staff saw a huge drop in reported sexual assaults. In 1990, the majority of inmates were housed in linear jails where officers had limited views and inmates were frequently in charge; only 200 (of the 2,200-2,600) inmates were housed in the direct supervision jail. In 1990, there were 21 allegations of sexual assault on inmates (3 were substantiated). Since that time, additional direct supervision jails have been built in the county and, although the number of inmates grew to more than 4,000 by 2006, only 2 sexual assaults were reported that year.

Inmates with Mental Illness

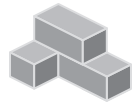
Like most jails around the country, Orange County facilities hold a substantial number of inmates with mental health needs. Currently approx. 22 percent of the inmates are taking medication for psychiatric illnesses. This population can be at increased risk for sexual victimization and most allegations of sexual assault come from this group. The individuals are also likely to remain in the jail for longer periods of time – 45 days, with a median of 11 days – as opposed to the general population, which has an average stay of 26 days with a median of 2 days. Effective management of this population is critical to the overall safety of a facility.

Officials in Orange County have taken several steps to address the needs of this population:

- A pretrial services program is available for individuals with co-occurring mental illness and substance use disorders that links participants to an assertive community treatment (ACT) case management team designed to serve people involved with the criminal justice system.⁷
- The jail has a special needs unit where inmates with serious mental health needs can be housed. Once housed in the special needs unit, the inmates are offered a program that eventually helps some of them move into the general population. All staff in the special needs unit receive Crisis Intervention Team (CIT) training (see discussion in the next section).⁸
- Team rounds and meetings are conducted on high-needs inmates. One particularly difficult inmate who was mentally ill and self-injurious was closely monitored and tracked by weekly meetings that consisted of all shift commanders, the head nurse, and the litigation unit staff.
- Security, medical, and mental health staff conduct rounds together when someone is placed in isolation because of mental health problems.
- Due to difficulties associated with the mental health population, and mindful of the vulnerability of these individuals to assault, the litigation unit (described above) assumes case management responsibilities for inmates who are transferred to the hospital for mental health care. While an inmate is housed at the hospital, the litigation unit provides critical inmate information to the hospital staff, conducts audits, makes recommendations to hospital staff, and undertakes security checks in an effort to reduce incidents.

7 Increasing Collaboration between Corrections and Mental Health Organizations: Orange County Case Study, a report prepared by the National Institute of Corrections and the Council of State Governments. Available on the NIC web site at <http://nicic.org/Downloads/PDF/Library/022134.pdf>

8 For a complete description of this initiative targeting “people who were landing at the intersection of the criminal justice, mental health, and substance abuse systems” (page 1), see Increasing Collaboration between Corrections and Mental Health Organizations: Orange County Case Study, a report prepared by the National Institute of Corrections and the Council of State Governments. Available on the NIC web site at <http://nicic.org/Downloads/PDF/Library/022134.pdf>



Compared to prison inmates, jail detainees with mental illness are approximately 50% less likely to receive mental health services while incarcerated according to data collected from interviews with 6,982 inmates in 417 jails. Yet, mental illness in jails is a potentially serious problem not just for the detainee but also for the safety and effectiveness of custody procedures: jailed adults with mental illness are twice as likely to be charged with rule violations than other jail inmates, and three times more likely to be injured during a fight. Source: Mental health problems of prison and jail inmates. Bureau of Justice Statistics Special Report, by Doris James and Lauren Glaze, September 2006, NCJ 213600.

Crisis Intervention Team Training

Along with other communities in central Florida, Orange County is a partner in the Central Florida Crisis Intervention Team (CIT). The CIT, based on a model developed in Memphis, Tennessee, is an innovative method of responding to individuals with mental illness who come into contact with law enforcement. Traditional law enforcement procedures are often counterproductive in situations when an individual is suffering from a mental illness. Frequently, a traditional approach will lead to the escalation of an individual's negative behavior, enhancing the probability that the encounter will lead to arrest. The focus of a CIT is the de-escalation of the person who exhibits signs of emotional disturbance, and directing the person into treatment instead of jail when appropriate. Orange County was the first jail system in the United States to implement CIT training for jail staff and patrol officers.⁹

CIT training helps jail staff understand when inmates' psychiatric conditions might be causing problems in the facility. For example, during the training, participants wear headsets that emit voices to gain an appreciation of what it is like to hear voices. They also take part in role-playing scenarios of incidents that actually occurred in the jail. Jail staff are taught to de-escalate situations verbally and to arrange mental health referrals rather than allowing situations to escalate into more serious problems.

Certain jail staff members, including those that work in the mental health unit, are routinely trained in CIT, and officials told researchers that other staff request CIT training after seeing the positive outcomes experienced by those who

have participated. Sometimes there is a waiting list for training. Administrators believe that CIT training of staff has resulted in a reduction in incidents involving force.

Sexual Assault Responses

When a sexual assault is reported, the jail staff immediately respond by:

- Isolating involved individuals and preserving the crime scene
- Providing medical and mental health evaluations
- Transporting the victim(s) to an outside facility to collect a rape kit
- Calling the Sheriff's Office to initiate an investigation, even if the staff have reason to question the validity of the allegation
- Filling out a critical incident report

While the investigation by the Sheriff's Office is conducted, the perpetrator(s) is housed in segregation. If the allegation is validated, there is an in-house disciplinary consequence and reclassification, usually to a higher security level. A staffing would also be arranged to determine management and housing strategies for the victim and perpetrator. Even if the allegation is not validated, the involved inmates continue to be housed in separate areas for the remainder of their confinement.

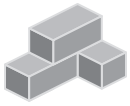
When a sexual assault is reported, policies require jail staff to immediately call the Sheriff's Office to initiate an investigation even when staff question the validity of the allegation.

Safety Measures

The Department has also established several other measures specifically designed to promote safety in its jails:

- Booking staff receive training to enable them to identify problems such as mental illness, mental

⁹ For more information, please see the following publication, available from the National Institute of Corrections: Council of State Governments Justice Center. (2007). *Increasing Collaboration Between Corrections and Mental Health Organizations: Orange County Case Study*. New York, NY: Council of State Governments Justice Center.



retardation, or prior victimization. The mental health intake form identifies inmates' psychiatric needs during the booking process.

- Mental health screening identifies inmates who need a Do Not House Alone (DNHA) designation because of risk of suicide or self-injurious behavior. The department has not had a suicide since 1998.
- Some isolation cells are equipped for camera observations. In addition, there are some electronic systems that enable officers to electronically establish that they have observed the cell as required.
- Staff work with probation officers to learn what inmates report about their jail stay after they are out of the system. The purpose is to identify previously undisclosed safety problems that administrators need to address.
- Security, inmate affairs, medical, and mental health staff conduct joint rounds every week on inmates who are on special management status, including protective custody and administrative confinement. Officials believe that this direct, face-to-face interaction helps these inmates understand expectations and modify their behavior when necessary.

These measures emphasize administrators' commitment to identify problems early and to implement ways to manage high-risk inmates safely.

Jail staff work with probation officers to learn what inmates report about their jail stay after they are out of the system. The purpose is to identify previously undisclosed safety problems that administrators need to address.

Staff Professionalism and Strong Leadership

In describing why the Orange County Corrections Department operates effectively, Major Richard Anderson, In-Custody Support Services, downplayed the facilities' direct supervision design features and pointed to the Department's staff: "Direct supervision won't work without competent staff." His comment points to the importance of the combination of leadership, a well-designed facility, and well-trained staff to carry out the mission.

Additionally, Deputy Chief Scott Bradstreet suggested that the key to reducing assaults in the Orange County Jail was the strong facility culture developed by the staff who strive to understand and respond to inmates' concerns. He emphasized that the jail environment allowed inmates to feel comfortable talking to staff in the Orange County jails.

Department administrators continually seek to improve the organization and the professionalism of their staff. They promote a sense of pride in professionalism by encouraging staff to participate in ongoing education and meetings with other agencies. The Department has sent staff to national and state trainings and meetings, such as National Institute of Correction's (NIC) Large Jail Network meetings and the Florida Large Jail Network meetings. Orange County administrators are open to new ideas and system improvements; they continually seek resources

Department administrators continually seek to improve the organization and the professionalism of their staff. They promote a sense of pride in professionalism by encouraging staff to participate in ongoing education and meetings with other agencies.

through NIC, the National Institute of Justice, and other groups to develop and implement innovative approaches to jail management. Administrators also nominate staff for important awards, and this has resulted in some staff members receiving national correctional officer awards. Such efforts on the part of administrators are designed to recognize excellence, build morale, and promote a staff culture that values professionalism.

Twenty Years of Progressive Leadership

Orange County jail administrators, both present and past, deserve credit for maintaining the values that drive staff on a daily basis. The department's culture of safety and professionalism rests on ongoing communication and responsive interaction with inmates, and is the result of "20 years of progressive leadership," as Major Richard Anderson commented. Strong leaders—from Tom Allison to Tim Ryan to Scott Bradstreet—have created a common sense of purpose among staff. When called for, they have also led the department to make productive changes in its operations.



Moreover, both Ryan and Bradstreet, along with researcher Jablonski, are responsible for what is most unique about the Orange County Corrections Department: its unusual degree of reliance on data as an operational tool to improve safety in the jails. The leadership of these administrators in deciding to track—and respond to—the indicators of jail safety can perhaps serve as a positive model to jail administrators nationwide who are looking for additional tools to enhance facility safety.

In sum, more than 5000 adult jails and prisons operate in the U.S, so it is increasingly important for correctional administrators to control confinement conditions that influence the safety and health of inmates and staff. Orange County Department of Corrections provides a useful model for shaping leadership practices that help administrators prevent prisoner rape, gang violence, and use of excessive force. The use of computerized performance tracking, well-designed and operated direct supervision facilities, and CIT are building blocks that can help jail staff ensure that prisoners are not being victimized by other prisoners or abused by officers responsible for their control.

Thanks to those we interviewed:

Sergeant Lisa Dahlberg
Dr. Patrick Jablonski
Chief Timothy P. Ryan
Deputy Chief Scott Bradstreet
Deputy Chief Cornita Riley
Donna Loyko
Toni Hutchinson
Officer Cynthia Corrado
Captain Tom Hungerford
Lieutenant Mark Underhill
James Keeble
Don Bjoring
Scott Phelan
Lee Isbell
Major Richard Anderson
Lieutenant Sean Farrell
Sergeant Vincent Abato
Officer Annette Coleman
Dr. Jill Hobbs



LOGIC MODEL: Orange County, Florida, Corrections Department

Continued next page.

RESOURCES / INPUTS

PROGRAM ACTIVITIES

NOTE:

This logic model is provided to assist with replication of aspects of the Orange County, Florida, Corrections Department operations that enhance safety through classification and housing procedures. Logic models provide a roadmap for implementation and program monitoring. It provides a logical sequence of related events that connect the program plans with the results. Remember, it is critical to bring stakeholders together to design your own logic model to reach your intended goals.

- Philosophy values safety for both staff and inmates
- Strong staff professionalism
- Leadership values safety
 - > Treating inmates with respect
 - > Responding to all inmate complaints
- Leadership values transparency of jail operations
- Staff values safety
- Culture of staff accountability
- Philosophy that values proactively preventing problems
- Well-trained booking/classification staff
- Commitment to open communication between staff and inmates
- Broad array of community stakeholders invested in developing strategies to improve the response to people who had mental health, substance abuse, and criminal justice problems
- Data-driven approach to accountability
 - > Documenting incidents with trend data: Monthly Primary Indicators Report (PIR)
- Direct supervision architecture
- Direct supervision philosophy
- Community services include pretrial program for offenders with mental illness and substance abuse problems
- Special needs unit
- Well trained staff
- Jail Oversight Commission *Report of Findings*
- Feedback from inmate families
- Guidance offered by "Intent to Sue" notifications
- Use of force policy
- Sexual assault policy
- Information about use of force from video tapes
- Philosophy that values programs to keep inmates busy
- Sheriff department investigators

- Training in a repertoire of effective, non-forceful responses to behavior
- Interpersonal communication training
- Crisis Intervention Team training
- Special training on suicide risk
- Mental health screenings for inmates
- Development of data management system that tracks all incidents and locations
 - > Regular review and response to information generated from data management system
- Risk management investigation, initiated after the "intent to sue" notification
 - > Reviews of log books
 - > Interviews with trustees
 - > Interviews with staff
- Revise policy based on new information
- Supervisors present at all force incidents
- Videos of force reviewed by captains
- Primary Indicators Report serves as a "report card"
 - > Reviewed at monthly staff meetings
- All incidents documented
- All incident reports reviewed by staff and administrators
- Respond to all incidents
- All grievances reviewed by staff and administrators
- Develop internal investigation team to respond to allegations in potential litigation
- Adjusting specific practices based on PIR
- Dept officials work directly with litigating attorneys
- Frequent face-to-face contact with inmates
- Isolation cells equipped with cameras
- Team rounds conducted on high-needs inmates by shift commanders, the head nurse, and the litigation unit staff
- Multidisciplinary rounds conducted on inmates with mental health problems in isolation
- Litigation unit assumes case management responsibilities for inmates transferred to hospital for mental health care.
 - > Provides critical inmate information to the hospital staff
 - > Makes security recommendations to hospital staff
 - > Does security checks
- Specific responses to all allegations of sexual assault:
 - > Isolate involved individuals
 - > Preserving the crime scene
 - > Provide medical and mental health evaluations
 - > Transport victim(s) to outside facility to collect a rape kit
 - > Call the Sheriff's Office to initiate an investigation
 - > Complete critical incident report
 - > Encourage prosecution when facts support it
- Jail staff contact probation officers to learn about offenders' jail experience
- Jail staff collaborate with outside agencies



LOGIC MODEL: Orange County, Florida, Corrections Department

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BUILDING BLOCKS

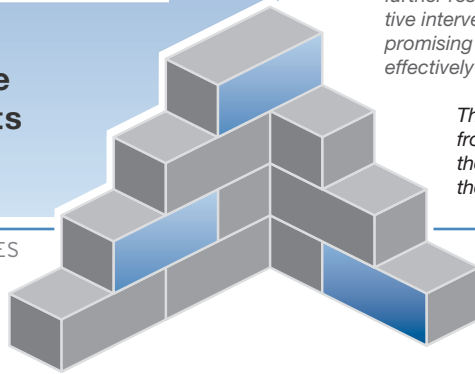
for Institutional Safety

OCTOBER 2007

▶ **Using Data To
Prevent Inmate
Sexual Assaults**

4

ISSUE FOUR IN A SERIES



Keep a lookout for new **Building Blocks Bulletins** over the next few months.

Project staff:

- Peggy Heil, *Project Manager*
- Diane Pasini-Hill, *Manager Special Projects*
- Kim English, *Research Director*
- Pat Lounders, *Research Specialist*

Special thanks to:

- Walter “Kip” Kautsky
- Barbara Krauth

The Division of Criminal Justice is documenting practices that were designed to promote safety in jails and juvenile facilities and decrease inmate/resident sexual assaults. While these practices appear promising, further research is necessary to validate whether these are indeed effective interventions. It is also important to stress that the implementation of promising practices does not ensure that all forms of violence have been effectively eliminated.

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Colorado Department of Public Safety
Division of Criminal Justice
Office of Research & Statistics
700 Kipling Street, Suite 1000
Denver, CO 80215