



FURTHER THE WORK

Building better justice.
Because justice matters.

Transformation at the Core: Becoming a Rehabilitative, Purpose-Driven Jail

A JAIL DESIGN WORKSHOP FOR FRANKLIN COUNTY, OH
REBECCA BROWN, FOUNDER AND PRESIDENT, FURTHER THE WORK
PRESENTED OCTOBER 29-31, 2018 IN PARTNERSHIP WITH DLZ/HDR



FURTHER THE WORK
Building better justice.

Day One

October 29, 2018

First things first: Who am I, and what am I doing here?

- ▶ Member of of the DLZ/HDR project team
- ▶ Role: Analysis and recommendations for programmatic approaches to **maximize rehabilitative benefit** of time spent in custody
- ▶ Been doing this work for almost 20 years, with special capacity in:
 - ▶ Designing multi-agency, justice-focused partnerships
 - ▶ In-custody, reentry, diversion, and judicial-system alternatives to incarceration
 - ▶ Designing/managing participatory decision-making processes
 - ▶ Impact/inaugural grant-writing (about \$85 mm in the last three years)

Three Key Questions For Today: Why, Who, How

Big Question #1

- What is (should be?) the deepest **purpose** of your jail? **Why does it exist?**



Big Question #2

- **Who** are the people in your jail, **why** are they there, and **should they** be there?



Big Question #3

- Once you've matched the **purpose** of your jail with the **people** in your jail, how do you create a **purpose-driven rehabilitative jail?**



Our Work Together

During our three days together, we'll be exploring these three questions and what they mean for Franklin County and the Franklin County Correctional Facility project.



What's would it mean to become **a purpose-driven, rehabilitative jail?**



Who/why are/should be **the people in your jail?**



If you want to become a purpose-driven, rehabilitative jail, how do you move towards that? And how do you ensure that **all efforts are integrated?**

Big Question 1: What is (should be?) the **deepest purpose** of your jail?



Franklin County wants to “**lead the way**”* both in its criminal justice system and in its jail facilities and operations.

New infrastructure is great – but a newly designed building without newly designed purpose is just a **change of address**.

*Franklin County Public Safety Center Conceptual Planning Report, Vol. 1, page 15.

Jail is **not the same thing** as incarceration.

“Jail” is a **place** – infrastructure, staffing, operations, policies.

In contrast, “incarceration” is a criminal justice **methodology**.

How is Franklin County **using incarceration** as a criminal justice methodology?

Are your jail’s design, purpose, and operations **consistent with** Franklin County’s criminal justice strategies?

A jail's design
and operations
**can advance
larger local
justice reform.**

How can you ensure that
your jail's design,
management, and
operations **reflect and
advance** a shared criminal
justice strategy?

Jail leadership,
design, policies,
and operations
shape the
system.

Your jail's design and
operations are not just
internal institutional
decisions:

**You are creating and
implementing public policy.**

Big Question 1: What is the **deepest purpose** of your jail?

Is your purpose
clear, shared, and consistent?

What is
programming's place and priority
in fulfilling your purpose:

Is it **primary** or peripheral?
Visible or incidental?

Is it **intentional**, well funded,
thoroughly integrated, and
regularly evaluated?

Big Question 1: What is the **deepest purpose** of your jail?

What makes a school a school?

Is it the building?

Or is it the **leadership**, the educational **philosophy**, the **pedagogy**, the **curricula**, the administrative **policies**, the **students**, the **teachers** and their **training**, the system of **discipline** and **recognition**, the path towards **graduation**?

Big Question 1:
What is the
deepest purpose
of your jail?

All of these should reflect
a school's purpose and
shape the school's
culture.

It's no different with a jail.

Big Question #1

Judicial waiting room?

Waystation response to homelessness?

Punishment?

Prevention/Incapacitation?

Deterrence?

Rehabilitation?

Containment for the mentally ill/SUD/traumatized?

Crisis stabilization?

Support?

Accountability/retribution?

Treating mental illness?

Opportunity?

Hospital/ER?

Equity?

Fairness?

Restoration?

Big Question #1

Today, as it operates **now**, what are your jail system's deep purposes?

“Safe and secure care, custody, and control” – What could this mean?

“Safe and secure care, custody, and control” – What might be its **true purpose**?

“

The greater danger for most of us lies not in setting our aim too high and falling short; but in setting our aim too low, and achieving our mark. ”

OFTEN ATTRIBUTED TO MICHELANGELO (THOUGH THAT'S APPARENTLY WRONG!)

When you imagine the jail system **you'd like to create**,
within the criminal justice system **you aspire to achieve**,
what would be the deep purpose of your jail?

Vera Institute: Reimagining Prison

Vera has identified six goals for incarceration:

- ❖ Safety
- ❖ Equity
- ❖ Human dignity
- ❖ Unity
- ❖ Accountability
- ❖ Education (broadly defined)

How do we create safe communities?



“Protecting public safety **by promoting rehabilitation.**”
{Also: using incarceration as a **last resort**, not a first response.}

What Does a "Rehabilitation-Centric" Jail Do?

- ▶ **First, it commits to doing no harm** (the criminal justice system already involves plenty of harm);
- ▶ **Makes rehabilitation the primary mission** – sets and measures this goal;
- ▶ Infuses **human dignity and human-centered practices** into its DNA and physical plant (Question: Do you call them “offenders”? Do you help them see their children? Do you ensure there are things for them to do while in custody?);
- ▶ Creates **policies and procedures** that reflect these commitments (**policies are your values embodied**);
- ▶ **Establishes, elevates, and invests in** evidence-based, data-driven rehabilitative services as **a critical and essential engine** underlying operations. (Hint: It’s not just “programs.”)

But.... what about accountability?

- ▶ It's pragmatics: Research shows that **punishment** does not advance public safety.
- ▶ Providing rehabilitative support **does not mean** you're giving people a pass.
- ▶ So: What if you were committed to **doing only what works?**
- ▶ What if time inside were **unwaveringly and unapologetically** devoted to support and rehabilitation?
- ▶ And what if your jail didn't incarcerate **people who shouldn't be there?**

Thinking about Question 1: Purpose

Objective

What one or two things **do you notice/ stand out for you** in about this idea of a purpose-driven, rehabilitative jail?



Reflective

What do you **like** about what you've heard? Or: What **concerns** you? Or: What's **unclear** to you?



Interpretive

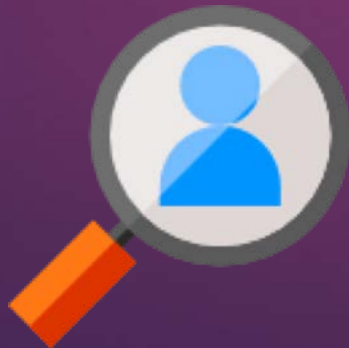
What do you think it might mean, to embrace the concept of becoming a more purpose-driven jail?



Takeaway for Big Question 1: Purpose

OPERATING AS A
PURPOSE-DRIVEN,
REHABILITATIVE JAIL
IS A WHOLE-
ORGANIZATION
EFFORT.

Big Question 2:
Who are the
people in your
jail, and why are
they there?



“Mental Illness” is not a one-size-fits-all term.

- ▶ Rates of mental illness are **disproportionately high** among the justice-involved population.
- ▶ However, **types and acuities** vary widely.
- ▶ “Serious and persistent mental illness” (SPMI) is over-represented in jail populations, but **SPMIs represent a relatively small percentage** of all behavioral health disorders in jail (though they require intensive treatment and care).
- ▶ **Anxiety, depression, PTSD, traumatic brain injury** – all are common and generally unrecognized **and may get lost in the shuffle**.

Substance use and “behavioral health disorders”

- ▶ Substance use disorder **is also endemic** among the justice-involved population, both alone and in combination with substance-use disorder.
- ▶ Again, **SUD types and acuities** vary, and SUD is often a response to trauma, pain, and stress.
- ▶ Opiates – which often start with prescriptions – have **expanded the pool** of people experiencing substance-use/justice involvement.
- ▶ “**Behavioral health disorder**” is the umbrella term now used to describe both mental health and substance use disorders.

Trauma

- ▶ The statistics vary widely, but it's reasonable to assume that the **great majority** of people in your jail (men as well as women) have suffered disproportionate trauma.
- ▶ Women, LGBTQQIS populations, veterans, developmentally disabled people, and people with juvenile justice histories have **exceptionally high rates of trauma**.
- ▶ "Trauma is an expectation, not an exception."
"Trauma-informed" and rehabilitative approaches **are essential throughout every element of jail design and operations**.
- ▶ **All** of your staff should be trained in **trauma-informed practices** - CIT is not a substitute.

Gender-Responsive

- ▶ The concept of “**gender responsive**” emerged as more women entered the detention system, which hadn’t been designed to help women.
- ▶ Turns out it **hadn’t been designed to help men, either**. (Or kids, or LGBT, or the disabled, or....)
- ▶ In truth, the jail system should be responsive to **all the people in custody**.
- ▶ So “**gender-specific**” is increasingly the preferred approach.

Let's talk pragmatics...

- ▶ In Franklin County, 31.5% of people taken into custody are released within 24 hours.¹
- ▶ 51.8% are released within 72 hours.¹
- ▶ 77% are being held pretrial.²

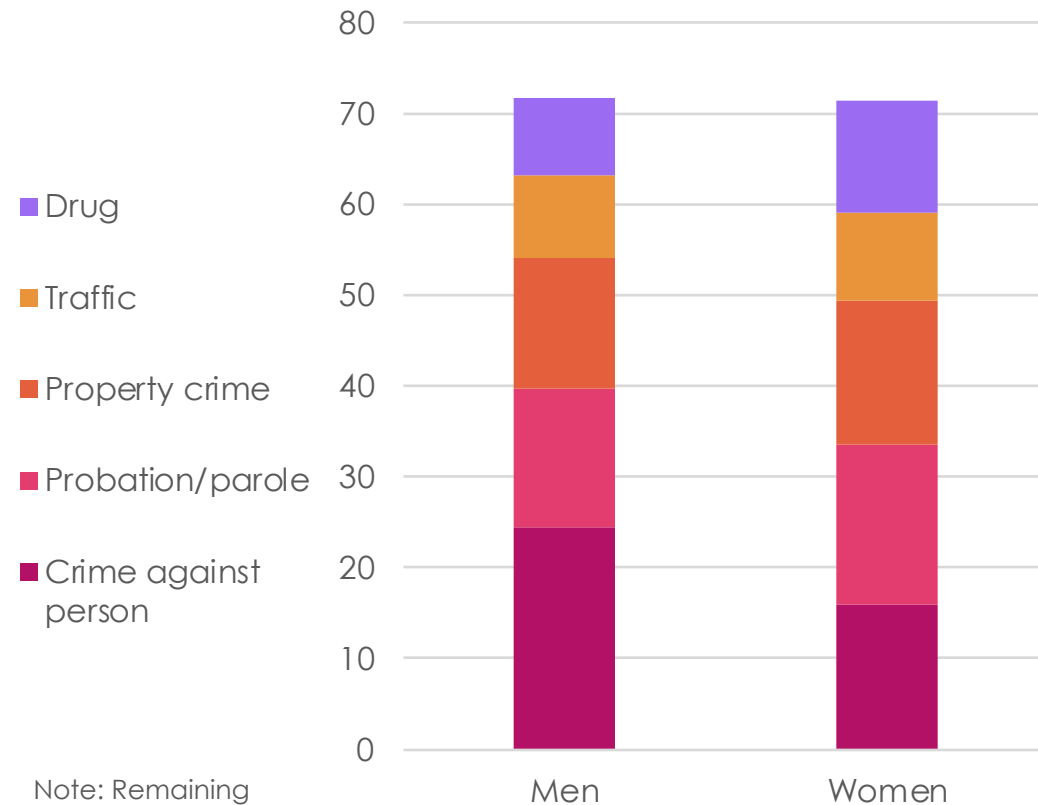
What if you increased cite-release and pretrial release **now**?

1. PER HUSKEY PROGRAM OF REQUIREMENTS
2. PER DLZ/HDR ANALYSIS, JULY 2018

What don't you know?

- How many are “**frequent flyers**” with acute needs? What is the array of “**commitment crimes**”?
- How many are **parents**?
- How many are **homeless**?
- Who could be **better supervised outside**?
- How many probationers/parolees are in for **technical violations**?

Top Five Charges:
% of FCCF Population, snapshot 7/23/18



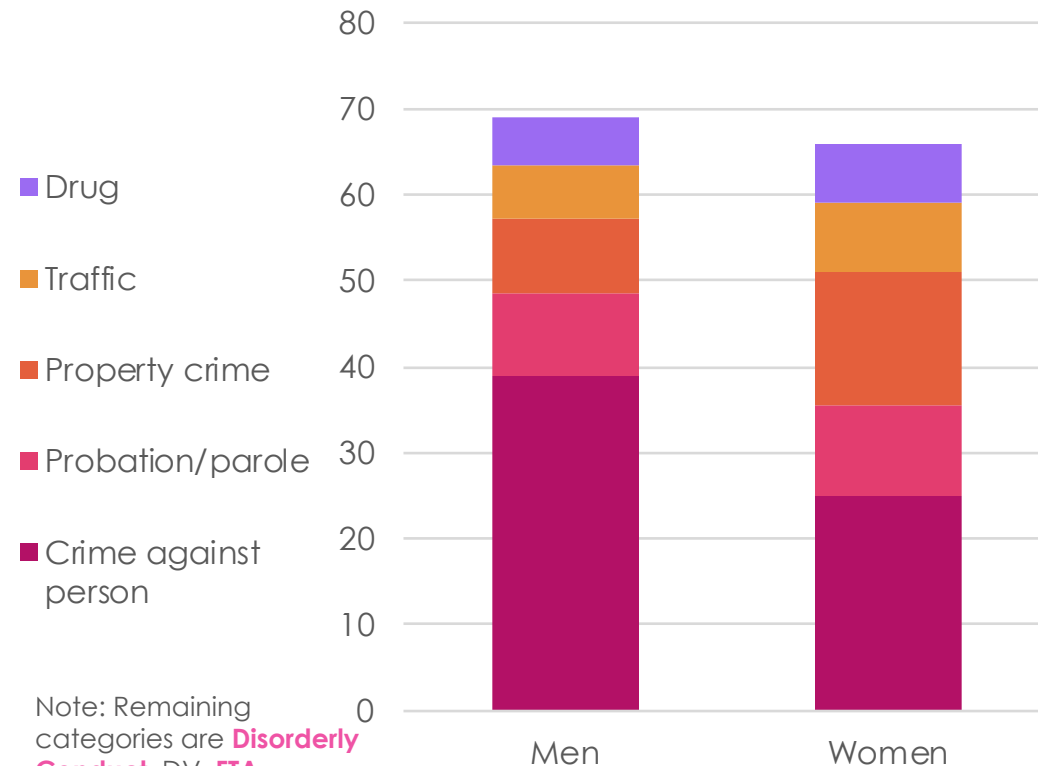
Note: Remaining categories are Disorderly Conduct, DV, FTA, Federal, Hold for Others, Homicide, Sex Offense, Weapons, and Other (7%)

And why?

How much space are you devoting to them?

- These five account for almost **70% of all your bed days**.
- What is the **distribution of severity** within each crime category?
- How many people **are in custody** because they can't afford bail?
- How is this circumstance consistent with **cost-benefit, safety, equity, or rehabilitation**?

Bed Days for Top Five Charges:
% of FCCF Population, snapshot 7/23/18



Note: Remaining categories are **Disorderly Conduct**, DV, **FTA**, Federal, Hold for Others, Homicide, Sex Crimes, Weapons, and Other (7%)

Thinking about Question 2: People

Objective

What one or two things **do you notice/ stand out for you** in this mini population analysis?



Reflective

What do you **like** about what you've heard? Or: What **concerns** you? Or: What's **unclear** to you?



Interpretive

What do you think it might require, to strive to use incarceration as a last resort?



Takeaway for Big Question 2: People

KNOWING WHO'S IN
YOUR JAIL, AND
ENSURING THAT THE
RIGHT PEOPLE ARE IN
YOUR JAIL, IS
ESSENTIAL TO A
PURPOSE-DRIVEN,
REHABILITATIVE JAIL.

Big Question 3:
Once you've
identified the
purpose of your jail
and matched it
with the **people** in
your jail, **what's
next?**



Franklin County wants to
“lead the way,”* both in its
criminal justice system and in its jail
facilities and operations.

New infrastructure is a great
opportunity – but a newly designed
building without newly designed
purpose is just a **change of
address.**

*Franklin County Public Safety Center Conceptual Planning Report, Vol. 1, page 15.

“

Although a [traditional] prison is—in theory—intended to improve public safety, its design and operations **ultimately lead to negative human outcomes** and a poor return on investment.

”

“Reimagining Prison: Design Strategies to Increase Public Safety and Improve Societal Well-Being,” Vera Institute of Justice, 2018, p. 19

“ The stressful conditions and sensory deprivation experienced by residents **is also mirrored in the lives of the staff, as well.** Prison staff have a lower life expectancy (62 years, compared to the average 74 years) and are subject to high suicide rates. ”

“Reimagining Prison: Design Strategies to Increase Public Safety and Improve Societal Well-Being,” Vera Institute of Justice, 2018, pp. 20-21

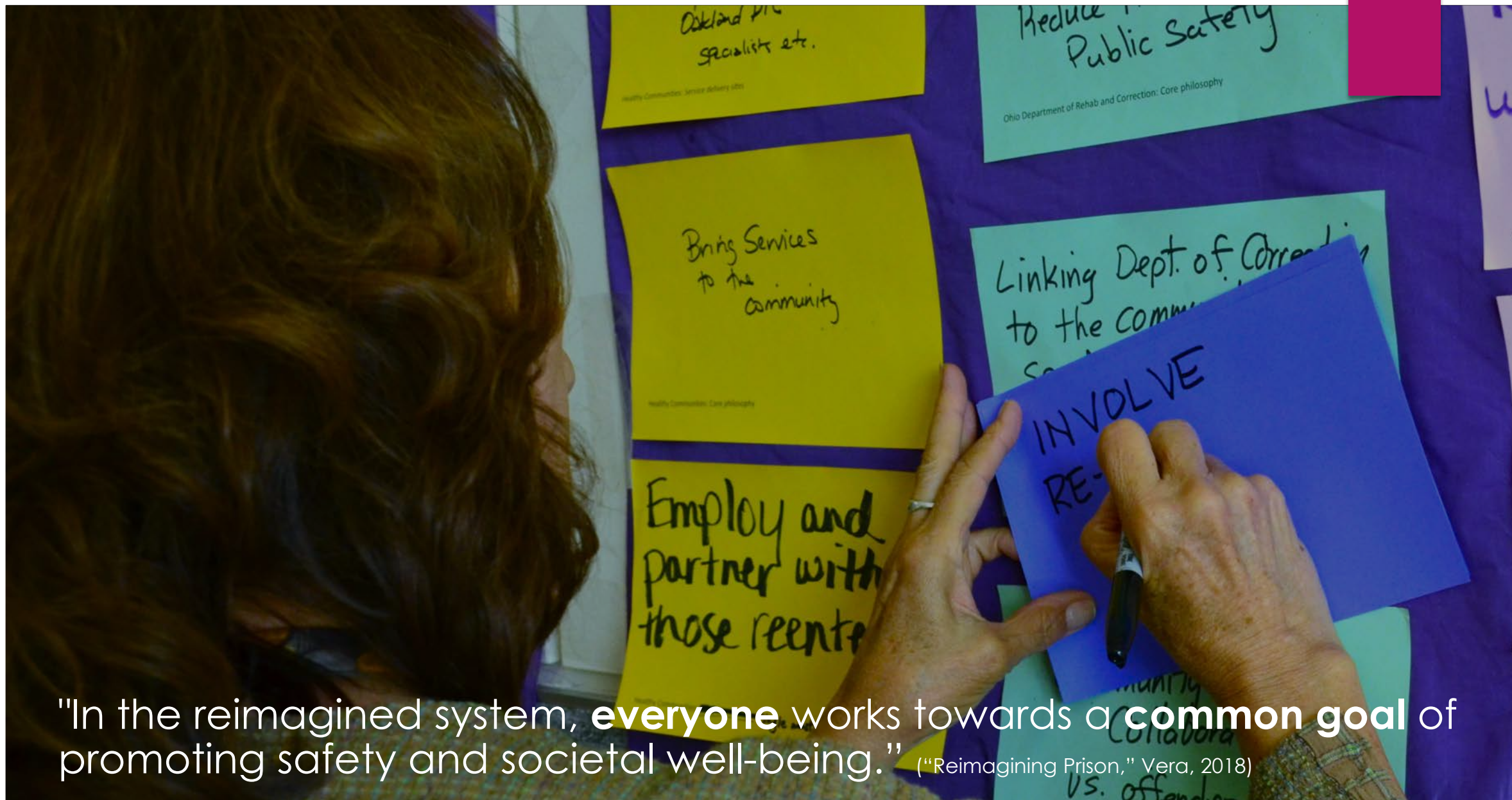
The reimagined
system begins
with a
reimagined
facility.

Siting: Jail facilities are located within/close to larger community.

Programming: The built spaces and programs reflect an investment in individuals.

Scheduling: In-custody schedules allow people to take ownership over their days and activities.

Human Connection: The design and operations emphasize and cultivate positive relationships and contact among incarcerated people, staff, and the larger community.



"In the reimagined system, **everyone** works towards a **common goal** of promoting safety and societal well-being." ("Reimagining Prison," Vera, 2018)

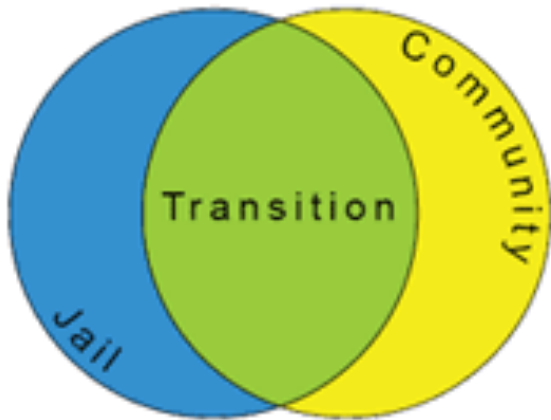
How do you operationalize a rehabilitative, purpose-driven jail?

- ▶ **Set the vision and standards** from top down, and measure every single thing against those goals
- ▶ Ensure that core principles and rehabilitation commitment are **built into the facility design**
- ▶ Develop **policies and procedures** that institute and reflect this commitment; train and evaluate **all** staff
- ▶ Form and institutionalize a data-driven **multi-disciplinary policy and operations team**, including all in-custody entities and community-based partners

Take ownership of your rehabilitative mission

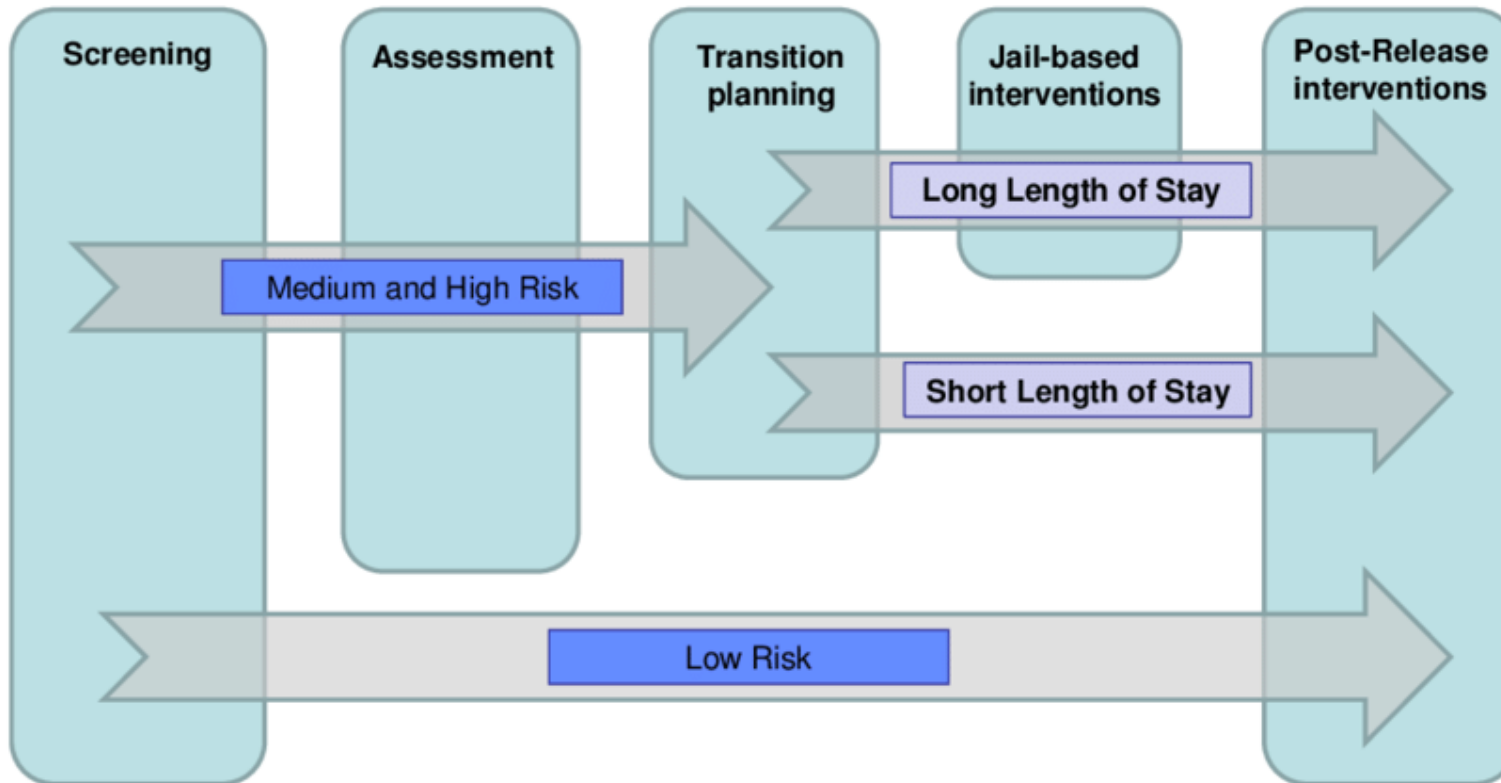
- ▶ Establish, expand, elevate, authorize budget for a highly-placed, robust, and bold **Office of Rehabilitation and Reentry** inside the Sheriff's Office, authorize it to drive internal system-improvement
- ▶ **Right-purpose** and **understand** your in-custody population so you can design appropriate **curricula** and **seven-day schedule** of evidence-based, **service-matched** programs across multiple domains
- ▶ Develop **data-system capacity** and **internal protocols** to identify and triage people to appropriate programming, track progress, and support reentry readiness

“Transition From Jail to Community” Framework



- ▶ TJC framework was developed by the Urban Institute in partnership with the National Institute of Corrections
- ▶ Urban has produced a **free, comprehensive, online Toolkit**
- ▶ TJC aims to improve public safety and reintegration outcomes by **institutionalizing collective responsibility**, usually in the form of a **Transition from Jail to Community Collaborative Council**

“Transition From Jail to Community” Framework



Key principles for TJC

- Reentry **starts at intake**
- Cultivates inside/outside to develop **coordination, consistency, and continuity of services**
- Drawing on thoughtful assessment and Risk/Needs/ Responsivity scoring, uses **service-matching** to provide tailored, intentional, **evidence-based programs**.

Excellence in Program Design and Delivery

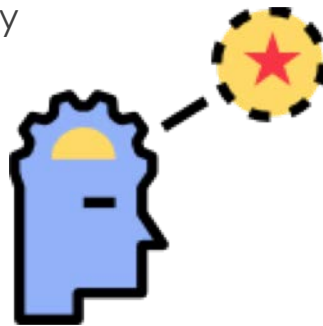
Define Your Purpose

- ✓ Unapologetically champion your rehabilitative purpose
- ✓ Unwaveringly build toward it
- ✓ Relentlessly foster other systems' alignment with it



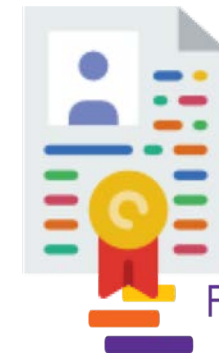
Institutionalize the Professional Capacity

- ✓ Prioritize and invest in rehabilitative expertise
- ✓ Hire, train, and evaluate to reflect organizational purpose
- ✓ Ensure data capacity and utility



Deliver Data-Driven and Service-Matched Curricula

- ✓ Think of your jail as an educational, vocational, and social services organization
- ✓ Know your students, their needs and dreams
- ✓ Measure your success

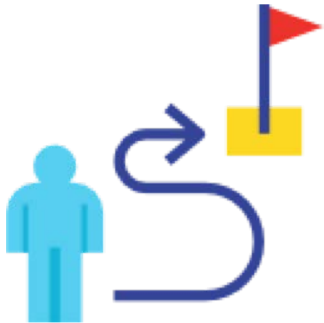


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All the Pieces Must Align

Purpose

- ✓ Everybody has the same vision



Facility

- ✓ Facility reflects this vision



Operations

- ✓ Operations institutionalize this vision



Thinking about Question 3: Implementing Purpose

Objective

What one or two things **do you notice/ stand out for you** in what I've presented?



Reflective

What do you **like** about what you've heard? Or: What **concerns** you? Or: What's **unclear** to you?



Interpretive

What do you think it would take, to design and implement this as a unified, purpose-driven jail?



Takeaway for
Big Question 3:
Philosophy,
facility, and
function must
align

DECISIONS YOU MAKE
Now
ARE CRITICAL IN
BECOMING A
**REHABILITATION-CENTRIC,
PURPOSE-DRIVEN JAIL.**



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Questions?



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On Deck Tomorrow



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Day Two

October 30, 2018

Day Two:

Recapping Key
Concepts



Rehabilitation-Centric,
Purpose-Driven Jail

Three Questions We Explored Yesterday

Big Question #1

- What is (should be?) the deepest **purpose** of your jail? **Why does it exist?**



Big Question #2

- **Who** are the people in your jail, **why** are they there, and **should they** be there?

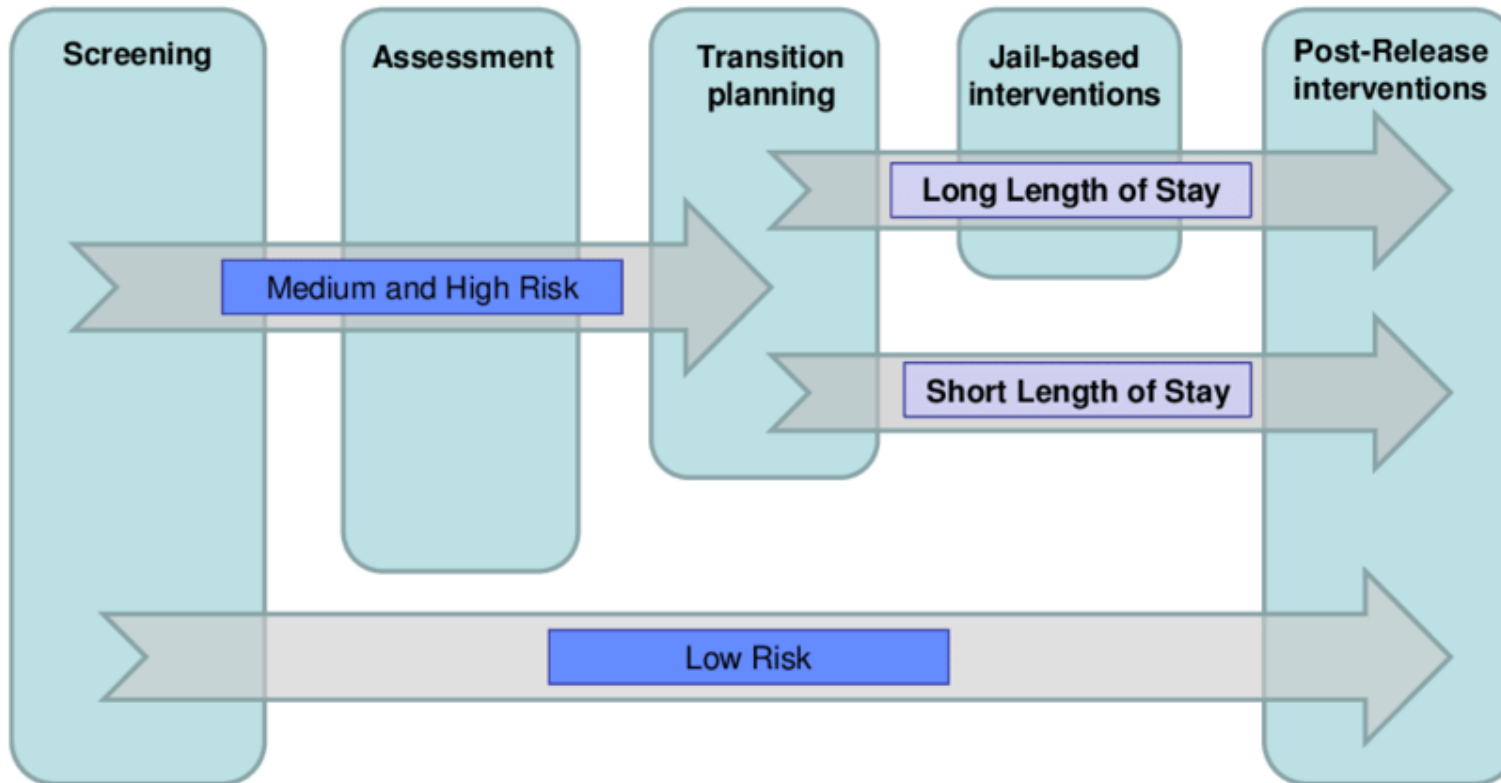


Big Question #3

- Once you've matched the **purpose** of your jail with the **people** in your jail, how do you create a **purpose-driven rehabilitative jail?**



“Transition From Jail to Community” Framework



Key principles for TJC

- Reentry **starts at intake**
- Cultivates inside/outside to develop **coordination, consistency, and continuity of services**
- Drawing on thoughtful assessment and Risk/Needs/ Responsivity scoring, uses **service-matching** to provide tailored, intentional, **evidence-based programs**.

What's Involved?



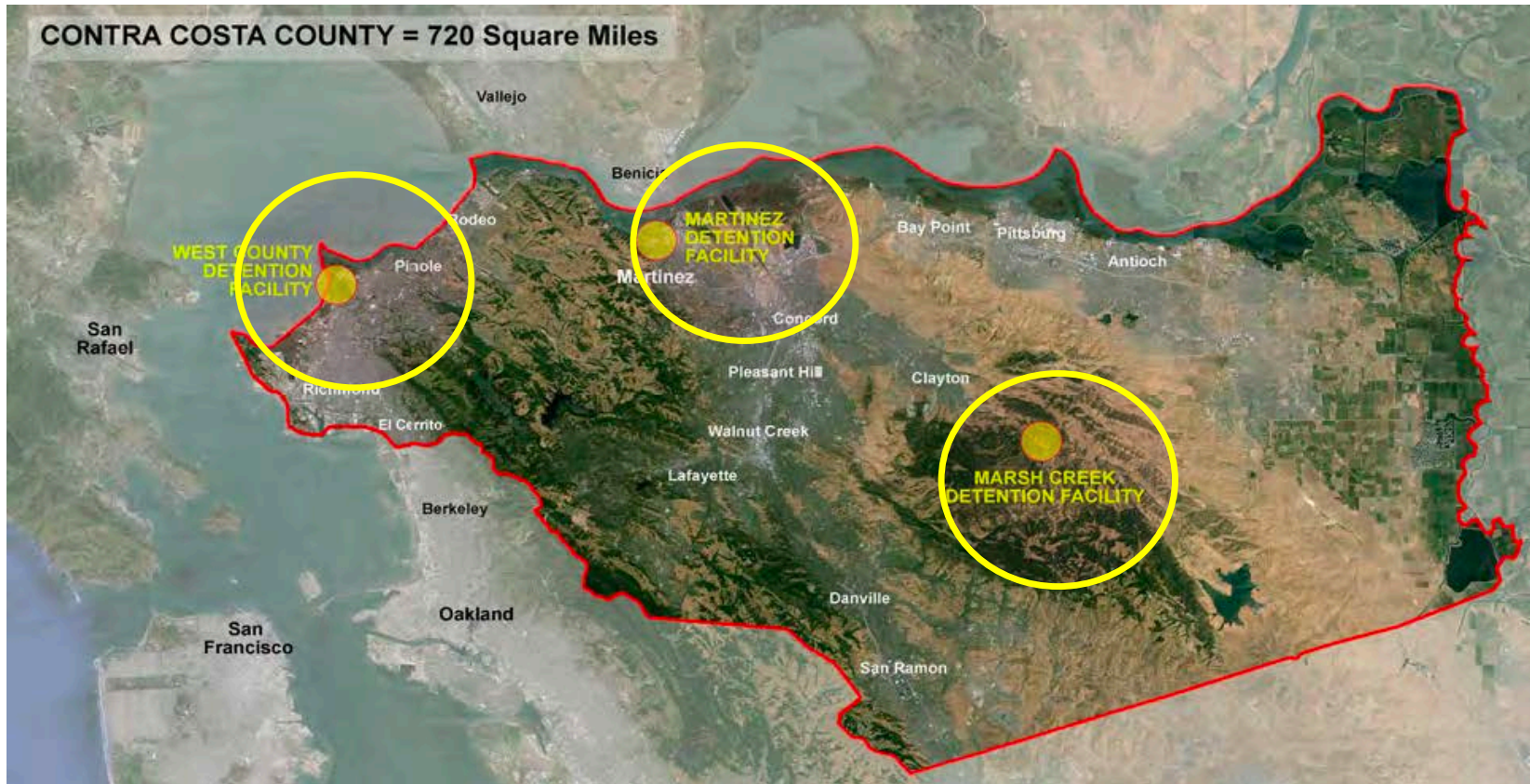
A Summary Case Study

Contra Costa County, CA: The Place



- 1.1 million population
- 720 square miles
- Three adult jails
- 1,979 rated capacity

Contra Costa County, CA: The Facilities



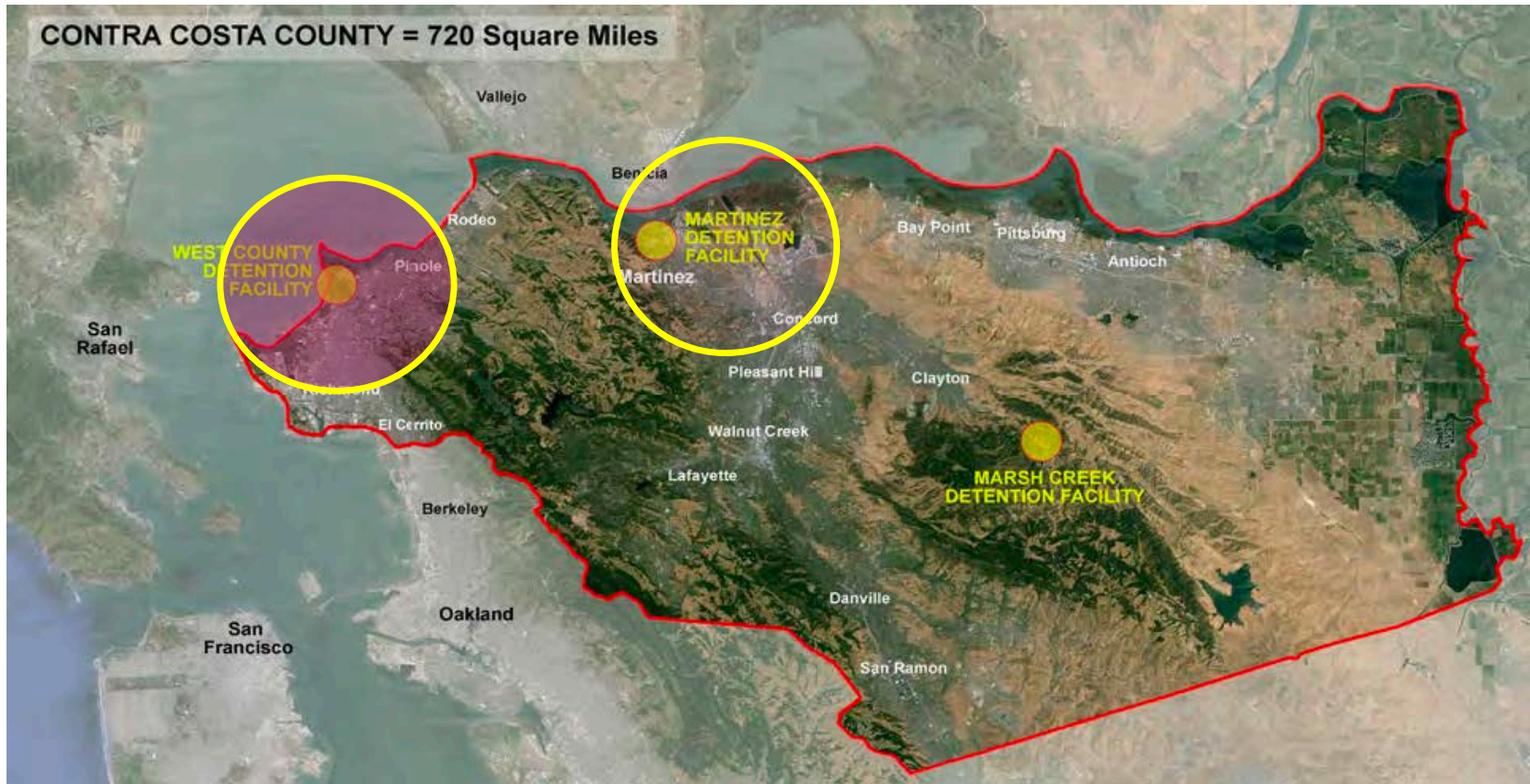
Marsh Creek: 188 beds, rural and remote, low-security, sentenced men

Martinez Detention Facility: 695 beds, high security, tower design, urban setting, double original rated capacity

West County Detention Facility: 1,096 beds, medium security, campus setting

Also has Pretrial Services pilot project and Custody Alternative Facility (post-conviction, non-custodial)

Contra Costa County, CA: The Project



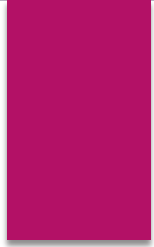
- Eliminate 420 beds at high-security Martinez Facility to reduce overcrowding
- Build 416 replacement beds on existing vacant pad at West County campus
- (And benefit the whole jail system: More on that in a minute.)

Current Jail System: New Building

- ▶ New **420-bed, high-security, 118,000 sf** building (including 96 high-needs MH)
- ▶ Being constructed on **existing foundation/pad** co-located with medium-security jail,
- ▶ Reentry Services Complex will serve **all populations** at the campus: 1,516 beds (men and women, high and medium security, special populations)
- ▶ Staffing plan will also **extend services into remaining urban/tower jail** and low-security remote jail



At the heart of it all



REENTRY SERVICES COMPLEX: 20,127 SF

- ▶ 7,845 sf rehabilitation and reentry services center
- ▶ 3,570 sf workforce readiness center
- ▶ 2,125 sf child/parent contact visitation center
- ▶ 4,235 sf program offices and administration
- ▶ 2,352 sf medical/psychiatric services clinic

Core premises

- ▶ **Integrated treatment** (SUD and mental health)
- ▶ **Trauma informed services and setting** in all aspects and activities
- ▶ **Gender specific** and **subpopulation-specific**
- ▶ **Evidence-based, validated,** implemented with **fidelity, and tracked**
- ▶ **Rehabilitative support,** as well as **academic education** and **vocational training**

Office of Reentry and Rehabilitation

- ❑ Establish an ORR **led by a Director reporting to Chief of Corrections**
- ❑ **Develop, coordinate, supervise, evaluate** in-custody and transitional programs, services and staffing
- ❑ Convene and manage work of the **Transition from Jail to Community/Multi-Disciplinary** team, contribute to Criminal Justice Planning Board
- ❑ Develop and coordinate **roles, responsibilities, policies and protocols** of in-custody service partners
- ❑ **Manage nonprofit social service organization(s)** responsible for implementing R&R programs



Building Programming Tracks

Track 1: Reentry

- Medium/high Risk/ Needs/ Responsivity
- Sentenced
- Up to 6 months remaining
- Goal 15 hours rehabilitative hours/ week
- 300 hours over six months
- In addition to vocational and educational services

Track 2: High Risk

- High Risk/ Needs/ Responsivity
- Unsented
- Been in custody at least 14 days
- Goal 10 hours rehabilitative hours/ week
- 150 hours over four months
- In addition to vocational and educational services

Tracks 3&4: Medium/Low

- Open to all
- Service-matched to interests and needs, but lower/flexible dosage
- Goal 5 hours rehabilitative programming/week
- In addition to vocational/ workforce and educational services

Therapeutic modalities

Program	Rationale
Thinking for Change (4.0)	Men and women, CBT, manualized, 25 sessions (1x-3x wk) with aftercare options
Seeking Safety	Present-focused manualized modality for men/ women with history of trauma and substance abuse
Moving On	Women, relational theory and CBT, six modules, 23 sessions, 1x-3x/week, flexible and open-ended intake, 1:1 and group
Skillstreaming	Interpersonal skills-building, alternatives to aggression, stress-management, manualized, validated for adolescents (transition aged youth)
Helping Men Recover/ Helping Women Recover	Gender-responsive and gender-specific, trauma-informed SUD treatments, manualized, 18 sessions
Parenting Inside Out	Evidence-based parent skills and family support program for justice-involved families, inside/outside components

Staffing

Office of Reentry and Rehabilitation and Contracted CBOs

Reentry and Rehabilitation Services	FTE
ORR Director, LCSW (employed by Sheriff Office)	1
Multidisciplinary Services Manager, LCSW	1
Behavioral Services Manager, LCSW	1
Behavioral Health/Family Matters Case Managers	10
Resource Developers	6
Transition Coaches	5
Data and Evaluation Manager	1
Administrative Assistant	1
Educational Services/Teachers	5
Cost (CA nonprofit salaries, benefits): \$2,148,634	

Thinking about Day 2: Operationalizing Purpose

Objective

What one or two things **do you notice/ stand out for you** in what I've presented?



Reflective

What do you **like** about what you've heard? Or: What **concerns** you? Or: What's **unclear** to you?



Interpretive

What do you think are the challenges, to design and implement this approach to programming?



A few resources (among many!!)

- ▶ Vera Institute: **Reimagining Prison**: Design strategies to increase public safety and improve societal well-being, www.vera.org.
- ▶ **San Francisco Children of Incarcerated Parents Partnership**, (including SFCIPP Bill of Rights), www.sfcipp.org.
- ▶ Urban Institute, **Transition from Jail to Community Toolkit**, [www.
http://tjctoolkit.urban.org](http://tjctoolkit.urban.org)
- ▶ **A registry of rated programs**, at <https://www.crimesolutions.gov>. (NREPP has been discontinued.)
- ▶ The **Allegheny (PA) Jail Collaborative**, www.alleghenycounty.us/Human-Services/About/History/Jail-Collaborative.aspx



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Thank you.

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