



JAIL AND JAIL ALTERNATIVES COMMITTEE

2011 MINUTES

Jail & Jail Alternatives Meeting
January 25, 2011

Present: Victor Souders (meeting chairperson), Latrisha Green, Judy Gilow, Kalene Engel, Carrie Bailey, Sue Bronk, Tessa Loken, Ron Ganrude

Minutes by: Kalene Engel

Call to Order: 1:30 p.m.

Agenda for January 25, 2011 Meeting: Approved without changes

Approval of Minutes from December 28, 2010 Meeting: Approved without changes.

CARE Program Update: The CARE Program just completed its fifth quarter of operation. During that quarter, there were 4 graduates and 4 unsuccessful terminations. There are currently 30 clients with 6 pending applicants. One person was placed on inactive (dormant) status because he has absconded.

CARE Team Update: The CARE Team continues to meet every other week.

Pre-Trial Supervision Workgroup Update: The workgroup has not yet met. Mary Pat Maher from Project Remand (a pre-trial agency in St. Paul) will be giving a presentation on the agency on February 3, 2011 starting at 10:00 a.m. in the Kensington Lower Level Banquet Room. Their program includes jail screening, pre-trial supervision and diversion so members of diversion workgroups have also been invited to the meeting. A pre-trial services program might also include public defender screening, as information gathered for purposes of determining public defender eligibility may also be relevant to a release decision. Kalene will be monitoring the work of the various committees to make sure that they are not duplicating efforts. The CJCC Executive Committee also met after the last CJCC meeting to monitor the progress of the CJCC committees and workgroups in addressing the issues in the PJI Report.

Adjournment: 1:45 p.m.

Next Meeting: February 22, 2011 at 1:30 p.m.

Agenda Items for Next Meeting:

- Project Remand summary
- CARE Statistics
- CARE Evaluation Report

The Jail & Jail Alternatives Committee did not meet in February, 2011

Jail & Jail Alternatives Meeting
March 22, 2011

Present: Judy Gilow, Christine Ledebuhr, Aarah Saugen, Karen Duncan, Steve Buswell, Justin Green, Kalene Engel, Sharon Summers, Victor Souders, Latrisha Green, Duane Hebert, Amy Steinberg, Ron Ganrude, Betsy Rowekamp, Matt Hudson, Tessa Lokken, and Advanced Correctional Healthcare Representatives Celine Bovier, Dr. Karen Butler, Jim Wisor and Darrell Warnke.

Minutes by: Kalene Engel

Call to Order: 1:30 p.m.

Agenda for March 22, 2011 Meeting: Justin suggested that the order of the agenda items be changed to the following: CARE Update, Justice Sanctions Visit and Advanced Correctional Healthcare. Approved by consensus.

Approval of Minutes from Prior Meeting: There was no February meeting.

CARE Program Update: There are currently 34 clients in good standing with eight applications pending. Six clients have graduated from the program. Kalene, Vic and Latrisha are working on a grant application to extend funding for another year. Current funding should last until approximately March of 2012 so the additional funding, if received, would extend the program through March of 2013.

Pre-Trial Supervision Workgroup Update: On March 18, 2011, nine workgroup members (and two Houston County guests) visited the Justice Sanctions facilities in La Crosse. The group toured the facilities, including the drug/alcohol testing and electronic home monitoring areas as well as the office facilities. Following the tour, the group spoke to Jane Klekamp, Justice Sanctions Manager, about both the bail monitoring program and the DUI and drug courts administered by Justice Sanctions. The next step for this workgroup is to review the policy/procedure documents and forms provided by Justice Sanctions and de-brief on the site visit. The group will bring agenda items to the Committee for future meetings.

Advanced Correctional Healthcare: The sheriff recently entered into a contract with Advanced Correctional Healthcare (ACH) to provide healthcare services in the jail. Many people in the justice system were unaware of the contract until after it was approved by the County Board, prompting questions and concerns. A number of those questions centered around medication management and rumors that inmates would be taken off existing medications or changed to lower cost medications. Because of the number of concerns raised, Steve Buswell agreed to assemble representatives of ACH to address those questions and concerns.

Steve explained that his goal in hiring ACH was to save money and to improve the services currently being offered. Currently, there is a nurse present in the jail once a week and a doctor who is present sporadically. No mental health services are currently offered in the jail. With ACH, a nurse will be present 16 hours per week, a mental health provider will be present 4 hours

per week and a doctor will be physically present once a week, but on-call 24/7. The time spent on-site by the doctor will be driven by the number of requests/referrals received. Requests/referrals can be made by the inmate, medical professional, or jail staff. The mental health provider will provide diagnostic assessments, provisional diagnoses (to be confirmed by the doctor), in-jail treatment and coordination for further treatment.

Steve noted that he initially declined ACH's services because he had associated them with another correctional healthcare company whose reputation was unfavorable. He then learned that ACH was not affiliated with that company and that other counties who used ACH, like Wabasha, Steele and Mower, spoke very favorably about their services.

Representatives of ACH stated that their goal is to keep inmates at a stable level while in the facility and, ideally, to send them out of the facility healthier than when they arrived. Their goal is not to diagnose or to re-diagnose but to find out as much as they can about the inmate to treat them, keep them stable and send them on their way. Another goal of ACH is to provide risk management in the form of transferring liability and risk of being sued away from the County and onto ACH. Per ACH, patient care is ACH's number one concern and, by giving good patient care, ACH will achieve its goal of protecting the County.

Dr. Karen Butler (Phone: (309) 453-1855; e-mail kbutler@advancedch.com), who will be the doctor providing on-site care for Winona once a week, explained that correctional medicine is a specialized field. She noted that there has been a shift toward evidence-based practices, particularly with respect to mental health medications. Per Dr. Butler, more emphasis is being placed on the need for mental health counseling versus medications. She also noted that this type of population is best served when provided with medications that can be more easily continued by the inmate upon release. She stated that medications that are affordable and administered 1-2 times per day (as opposed to 3-4 times per day), make it easier for the patient to be medication compliant while in the community.

Dr. Butler emphasized that, while ACH had treatment guidelines and jail protocols, each inmate would have to be assessed and treated on an individual basis. She stated that people who were familiar with the inmate (such as jailers, attorneys, corrections officers, etc) would serve as her "eyes and ears" regarding inmate behavior. She encouraged people with knowledge of the inmate to call her and report concerns. She also noted that ACH would obtain medical records to better inform the decision-making process. She gave several examples of how she would deal with certain situations. For example, she stated that she likely would not change medications for an inmate who was not going to be in the jail for very long. She also confirmed that if an inmate had a treatable Axis II diagnoses requiring medication, she would prescribe medication. She also noted that the jail had final authority to override decisions made by ACH.

Insofar as outcome measures are concerned, ACH keeps statistics on a variety of things relating to time spent and services performed. These are reviewed and continuous quality improvement meetings which take place every four months. They also perform outcome studies and have chronic care clinics to determine level of improvement in clients with certain conditions such as diabetes or hypertension. ACH will also develop a STRAP (Strategy Plan) for Winona County. Others in attendance noted that measuring improvement, particularly when there is no baseline

from which to measure, may be difficult. They pointed out, however, that grant funders and others who evaluate programs often look for outcome measures in addition to the process measure.

Adjournment: 3:05 p.m.

Next Meeting: April 25, 2011 at 1:30 p.m.

Agenda Items for Next Meeting:

- Project Remand summary
- CARE Statistics
- CARE Evaluation Report

Winona County Criminal Justice Coordinating Council
Jail & Jail Alternatives Meeting
April 26, 2011

Present: Judy Gilow, Aarah Saugen, Steve Buswell, Kalene Engel, Sharon Summers, Victor Souders, Latrisha Green, Betsy Rowekamp, Carrie Bailey, Sandra Burke, Kay Peterson, Karin Sonneman, Jerry Obieglo, Sharon Summers

Minutes by: Kalene Engel

Call to Order: 1:34 p.m.

Approval of Minutes from Prior Meeting: Approved by consensus.

Indigent Unexpected Release from Jail: Jerry Obieglo reported on an ongoing concern of jail staff—lack of ability to do discharge planning when inmates are unexpectedly released from jail due to acceptance of a plea or restructured probation with credit for time served. If the inmate is not in the CARE Program and did not know they were going to be released following the hearing, they are sometimes left without a place to go. Releasing them without advance warning and a “plan” may lead to recidivism. At present, clients without a place to live are referred to existing community resources such as Bethenny House, Volunteer Services and Fresh Start. Volunteer Services is willing to provide a few nights of housing, but wants the client to have a plan for the future. Fresh Start reserves 10% of its rooms for emergency housing, but cannot provide housing indefinitely or without funding. Aarah noted that, in the past, the Department of Corrections rented a room from the West End Motel on a monthly basis, which it used for difficult to place clients. The room was equipped with a phone line for EHM and, at a cost of approximately \$150 per month, was a much cheaper alternative than renting on a night-by-night basis. Sandra Burke indicated that she may be able to tap into funding sources, such as Winona Community Foundation, to replicate the model used by the Department of Corrections. Latrisha noted that Fresh Start would probably be willing to work out a financial arrangement for a room rented monthly for emergency purposes. All agreed that emergency stays—even for inmates who were waiting to move to their county of residence—should have some conditions attached to their receipt of a room, such as requiring them to make arrangements for a residence, job, etc. in their new county of residence. Aarah noted that her clients are sometimes required to have a “verifiable address” before they can be allowed to move. Committee members wondered whether a judge could order that the client be released only after providing a verifiable address. Kalene stated that she would share this discussion with the Courts Committee and the Chief Public Defender, as many felt that the public defenders/defense attorneys were in the best position to know whether an inmate was going to be released. Kalene suggested that the jail keep track of the instances when this problem occurs, so that future requests for funding could be supported by actual data.

CARE Updates:

- **Life Skills Classes:** CARE Staff would like to offer various life skills classes to inmates, both in the jail and in the community (at Fresh Start). These classes would be in areas such as money management, housing, employment, physical/mental health care, family

and other areas of need. The initial curriculum would be taken from the Department of Corrections inmate re-entry handbook, but could be supplemented, as desired, by the course instructor. The classes would be voluntary. Several people have already volunteered to teach some of the classes, but more volunteers are needed. Kay Peterson will check with the bankers who teach the financial classes for Volunteer Services to see if any of them would be interested in doing classes in the jail. Jerry discussed some available times for the classes, but noted that the current schedule could be adjusted to accommodate the classes. Latrisha will prepare a simple survey for jail inmates to complete to determine which classes would be of the greatest interest to the inmates.

- CARE Grant Extension Update: The grant extension proposal was submitted by the April 14, 2011 deadline. A final decision on the extension request is expected by the end of May.
- Program Updates: Vic handed out Recidivism Data statistics. Kalene will e-mail additional quarterly statistics to committee members.

Electronic Home Monitoring (EHM): At the last CJCC Meeting, Judge Thompson requested that the JJA address the issue of EHM. When he orders EHM, he expects that the defendant will be placed on EHM before being released from custody. Aarah noted that she would handle the EHM set-up for those clients who have EHM as a probation condition. However, if it is a release condition or a result of a new violation, DOC would not have authority to set it up. Furthermore, even when DOC is responsible for EHM, Aarah cannot do anything about it until receiving the minutes from the Court—which sometimes takes a few days. Questions were also raised about which EHM vendor is used—DOC uses Watchguard, while the Sheriff's Department typically uses Midwest Monitoring. Ultimately, the equipment used will also depend upon what the judge orders. Sometimes judges give the defendants a few days to get the EHM set up. If the court minutes stated that the defendant must be held until EHM can be set up, that may achieve the result Judge Thompson wants—but it could also create significant extra expenditures in jail days, especially when the EHM people only come once a week to hook up the equipment.

Sherburne County Jail Program: Latrisha provided a handout (attached) on the Sherburne County Jailhouse Treatment Program. The program provides a true continuum of services and builds upon existing programs in that community. The biggest difference between that program and the CARE Program is that the Sherburne County Program allows for rewards and incentives (typically reduced sentences) and accountability (typically additional jail time).

Pre-Trial Supervision Follow-Up: Kalene will provide an update at the May meeting.

Other-Advanced Correctional Healthcare Follow-up: There are still significant concerns about the ACH handling of inmate healthcare needs—primarily medications. Steve noted that his primary objective is to have a healthy client in the jail. Steve and Carmaine have had multiple discussions on this issue and feel that an appropriate way to handle these issues is to formulate “to the point” questions to ask ACH personnel. Following are some of those questions and the ACH answers to those questions:

(1) If there is a Court Order by a Judge that when a person reports to/or is detained that they take their meds as prescribed prior to jail by 'family physician' (same med, same dosage, same

frequency) does the Jail have authority to override that decision and re-assess the inmate patient and administer new meds, or new frequency, or new amounts? (It is believed that the Sheriff is in charge of a person's medical care, not the Court)

ACH Response: Yes, the Jail has this authority through the healthcare provider. Correctional healthcare is different in that the client is not around alcohol and under other influences, so that a "litmus" test could be done to determine the need for medications. If someone has not been in compliance with their prescribed medications, the jail is not as inclined to put them right back on the same drugs. Instead, they look at why the person is not compliant. Is there a medical reason for noncompliance? Or is it a financial issue that the person could not afford that medication? If the person was compliant with medications, ACH would probably continue those medications. If they were not compliant, ACH would investigate why and try to figure out a reason why they were not taking the medications as well as come up with another solution.

(2) If a client is on a long term medication, such as Lithium or Methadone, what is the intent of ACH? (These are possibly the clients that are coming into the jail "stable" and then becoming disoriented once detained.)

ACH Response: Steve noted that the above question implies that people are coming into jail stable and then becoming unstable. He actually sees the opposite and believes that many people are self-medicating prior to incarceration. However, the answer to the above question is similar to the first question and depends upon whether the person has been compliant or non-compliant with the medication. Steve notes that most of the people coming to the jail are non-compliant with medications and that, in the past, doctors would simply have prescribed the same medications. Now, ACH is looking into why they are not compliant and determining whether the medications are necessary or should be changed or whether some other form of treatment can be utilized.

Steve noted that there are people who really need medications, but there are also people who abuse medications and take advantage of the system. Discussion was also had on the difficulty in exchanging information due to HIPAA. Judy relayed a recent experience she had with ACH wherein it took several days to return her phone call—apparently because there was no proper authorization on file. Kalene reminded the committee of Justin Green's request for data and suggested that the jail may want to start thinking about the type of healthcare data it may want to maintain including, for example, prior medications, level of compliance upon entry to the jail, medication adjustments and cost differential. The data could inform and provide support for future decisions.

Adjournment: 3:30 p.m.

Next Meeting: May 24, 2011 at 1:30 p.m.

Winona County Criminal Justice Coordinating Council
Jail & Jail Alternatives Meeting
May 24, 2011

Present: Aarah Saugen, Steve Buswell, Kalene Engel, Sharon Summers, Victor Souders, Latrisha Green, Betsy Rowekamp, Carrie Bailey, Kevin O’Laughlin, Matt Hudson, Tessa Lokken. Justin Green

Minutes by: Kalene Engel

Call to Order: 1:30 p.m.

Approval of Minutes from Prior Meeting: Approved by consensus.

CARE Updates:

- **Classes for Inmates:** Plans are underway to offer a variety of classes for inmates/ex-inmates, both in jail and at Fresh Start. Vic distributed a survey which he would like to distribute to jail inmates to gauge their interest levels in the different topics. A suggestion was made to have the inmates simply assign a 1 (interested); 2 (neutral) or 3 (not interested), rather than having them rank the classes in order from 1-9. Steve noted that inmates do not like to call attention to their weaknesses/deficiencies, so the ranking scale may skew the results. Vic will modify the survey and get it distributed to inmates. Steve asked whether staff would be asked to teach classes. Vic noted that some classes would have to be taught by people with specialized knowledge, but others would not. Justin plans to seek volunteers from the ministerium to teach some of the classes. All agreed that it was important to engage the community in this effort.
- **CARE Stats:** There are 36 active CARE clients, 5 pending clients, 2 pending graduations and no pending unsuccessful terminations. The statistics from Quarters 1-5 were attached to the back of the CARE Year 1 Evaluation Report as an appendix. Recidivism data were reported in the Quarter 6 Progress Report and, in general, show that of the clients who did return to jail, the majority did so on the basis of a technical (probation) violation, as opposed to a new charge. There has been a dramatic reduction in jail bed days for CARE participants, when comparing their pre-CARE jail bed days to their post-CARE jail bed days. A control group has not been established, primarily because it would mean turning away willing clients at a time when CARE is attempting to build its client base. Steve noted that there has been a change amongst the jail population in its response to CARE. Initially, inmates were very skeptical of CARE because the inmates did not want someone else “in their business.” While some skepticism remains, the overall reputation/image of the CARE Program is much better.
- **Mental Health:** Aarah stated that some jails are using students pursuing a Masters in psychology to perform psych evaluations on jail inmates, under the supervision of a clinician. She wondered whether such a program would be possible in Winona. Sharon also added that students pursuing a Masters in Counseling may be interested in offering free counseling.

Jail Furloughs: The issue of jail furloughs originally came up in the Courts Committee, when it became known that Public Defender's appointments terminated upon sentencing, thus they did not handle post-sentence jail furlough requests. At that time, Judge Thompson had mentioned favorably the Olmsted County Furlough Policy, which gave significant discretion to the jail staff to grant furloughs. Steve subsequently obtained a copy of that policy and it was attached to the JJA agenda. Since this issue impacts both the Courts and JJA Committee, it has been on recent agendas for both committees. Unfortunately, time ran short at the last Courts Committee meeting, so the issue was not thoroughly discussed. Aarah stated that the Department of Corrections felony agents have been receiving frivolous furlough requests and would like to see some standards set. The jail is willing to decide furlough requests and would appreciate input from others. Currently, the jail deals with furlough requests for sentenced individuals on work release and only in two situations: a holiday furlough for up to 8 hours or a funeral furlough (which must be verified). The jail also has a policy that the inmate must serve at least one full day inside the jail each week, with exceptions made for some individuals due to work obligations (like farm hands during planting/harvesting season). Steve clarified that, when an inmate is on furlough, the jail has no responsibility for that individual. The Committee recommended that Steve revise the Olmsted County policy to fit Winona and circulate it to Department of Corrections' staff and to the judges for feedback. The committee agreed that jail staff were best positioned to make these decisions. Steve emphasized that any furlough policy would govern only sentenced individuals.

Pre-Trial Services Program: Kalene would like to convene the workgroup to start identifying the specifics of what Winona County wants/needs in a pre-trial services program. To assist the workgroup in this effort, Katie Johnson assembled a workbook of additional information (pre-trial services overview, applicable statutes, Pre-Trial Justice Institute Report & documents referenced in that report, and a CD containing Justice Sanctions policies). Kalene will make sufficient copies of the workbook for everyone who still wants to be a part of the workgroup and will schedule a meeting of that workgroup for sometime in July.

Advanced Correctional Healthcare: Justin requested that his original agenda item of "performance measures" be deferred until a later meeting and asked Steve if the system was working as planned. Steve noted that the feedback on ACH was mixed. There have been instances of great success and also some instances of less than desirable outcomes, one of which occurred this past weekend. He stated that ACH's performance measures consist principally of lawsuit decisions and reduction of costs. Steve and other committee members expressed concern about removing a short-term stay individual from his medications (which Dr. Butler had indicated would NOT be done); ACH's request for an entire medical record from the hospital (which is burdensome and probably unnecessary if ACH could pinpoint what information they needed) and inmates contacting the hospital directly (after being denied medications) asking the doctor to renew past prescriptions. The inmates seem to like the access to the counselor, but concerns have been expressed about access to the nurse. It has proven difficult to reach the nurse or doctor by telephone, and secure e-mail is needed in order to communicate via e-mail. The County IT department has indicated that it cannot provide e-mail addresses for the nurse due to cost. The committee asked that this issue be placed on the June 1st CJCC Agenda for discussion/action by the Council.

Adjournment: 2:50 p.m.

Next Meeting: June 28, 2011 at 1:30 p.m.

**CRIMINAL JUSTICE COORDINATING COUNCIL
JAIL & JAIL ALTERNATIVES COMMITTEE
MEMO**

TO: JJA Members
FROM: Justin Green
DATE: June 23, 2011

In addition to the regular CARE Program Updates, there are three potential agenda items held over from previous agendas:

1. Jail Furlough Policy

The Courts Committee discussed this question with Steve Buswell, using the Olmsted County policy as a template. The Committee generally reached the same consensus as the JJA Committee – this is a policy and decision best left to jail staff. Steve preferred that a panel of representatives be formed to consider furlough requests. The judges at the Courts Committee meeting (Thompson and Buytendorp) agreed to take the question to the next meeting of the bench. A copy of the current Winona County furlough policy was later distributed to members of the Courts Committee (and follows this note). Currently, there is nothing before the JJA.

2. Meds Policy

The conversation at the Courts Committee meeting tracked that of the JJA Committee very closely. Steve told the Courts Committee as he did the JJA Committee that generally the jail staff is pleased with the work of ACH and continues to work with the company to provide medical care. There have been some communication issues that the jail staff is addressing. While the jail staff works with ACH to refine the policy and the delivery of services, there are no agenda items for the Committee to consider.

3. Pre-Trial Services Workgroup

The first meeting of this group is set for July. A summary of its action plan will be on the JJA Committee meeting agenda for August.

Since the only item on our agenda would be the CARE update, I have chosen to provide that by attachment and to cancel the June committee meeting for lack of agenda items.

NEXT MEETING DATE: TUESDAY, JULY 26 AT 1:30 PM

Justin

Attachments:

- Winona Co Furlough Policy
- June 2011 CARE Updates

WINONA COUNTY JAIL
POLICIES AND PROCEDURES

SUBJECT: Furlough Request Policy 11.26	EFFECTIVE DATE REVIEWED: 04/10/2008
DISTRIBUTION: All Authorized Manuals	PAGE: 1 OF 2
_____ WINONA COUNTY SHERIFF	_____ JAIL ADMINISTRATOR

POLICY:

To provide a consistent method for the communication and supervision between inmates, in the Winona County Jail, requesting a furlough, WCDC Jail Staff, The Courts, and the Prosecuting Authority.

CONSIDERATIONS FOR FURLOUGH:

- Death or serious illness in family
- Childbirth

PROCEDURE:

- **ALL REQUESTS FOR A FURLOUGH/ TEMPORARY RELEASE REQUEST SHALL BE FILLED OUT COMPLETELY AND DIRECTED TO THE PROGRAM COORDINATOR OR HIS DESIGNEE IN WRITING.**
- **THE PROGRAM COORDINATOR WILL REVIEW THE REQUEST ALONG WITH WCDC STAFF. YOUR BEHAVIOR AND ATTITUDE WHILE YOU HAVE BEEN IN THE WCDC WILL BE CONSIDERED.**
- **AFTER THE PROGRAM COORDINATOR, OTHER THAN A HOLIDAY RELEASE FURLOUGH FOR HUBER RELEASE INMATES, REVIEWS THE APPLICATION FOR FURLOUGH/TEMPORARY RELEASE FORM WILL BE SENT TO THE PROSECUTING AUTHORITY AND JUDGE FOR FINAL CONSIDERATION.**
- **IF THE FURLOUGH IS GRANTED THE REQUESTING INMATES SHALL SIGN A FURLOUGH CONTRACT (See policy 11.07 furlough contract) PRIOR TO BEING RELEASED ON THE FURLOUGH.**

APPLICATION FOR TEMPORARY RELEASE/FURLOUGH FROM WINONA COUNTY DETENTION CENTER (WCDC)

Name of inmate requesting Furlough/Temp Release:	Date and Time of Furlough/Temp Release Start time (leave the jail):
Purpose of Furlough/Temp Release request:	Date and time of furlough/Temp Release Finish time (return to jail):
Name of person picking you up from WCDC for furlough/temp release:	All phone numbers you can be reached at during your furlough/Temp release:
Name of person returning you to WCDC from furlough/Temp release:	

ALL REQUESTS FOR A FURLOUGH/ TEMPORARY RELEASE REQUEST SHALL BE FILLED OUT COMPLETELY AND DIRECTED TO THE PROGRAM COORDINATOR OR HIS DESIGNEE IN WRITING. THE PROGRAM COORDINATOR WILL REVIEW THE REQUEST ALONG WITH WCDC STAFF. YOUR BEHAVIOR AND ATTITUDE WHILE YOU HAVE BEEN IN THE WCDC WILL BE CONSIDERED. AFTER THE PROGRAM COORDINATOR, OTHER THAN A HOLIDAY RELEASE FURLOUGH FOR HUBER RELEASE INMATES, REVIEWS THE APPLICATION FOR FURLOUGH/TEMPORARY RELEASE IT WILL BE SENT TO THE PROSECUTING AUTHORITY AND JUDGE FOR FINAL CONSIDERATION.

Conditions of Furlough/Temp Release include the following: 1) Remain Law Abiding. 2) Abide by conditions of sentence. 3) Remain at designated site of furlough/Temporary Release. 4) Restrict your activity to the purpose of the furlough. 5) Return on time from the furlough/Temporary Release to the WCDC. 6) No use of alcohol or non-prescription drugs.

FAILURE TO RETURN TO THE WINONA COUNTY DETENTION CENTER (WCDC) AS SCHEDULED WILL BE CONSIDERED AN ESCAPE FROM WCDC AND YOU MAY BE CHARGED WITH A NEW OFFENSE.

OTHER THAN A HOLIDAY RELEASE, A FURLOUGH/TEMP RELEASE EXTENDS THE SENTENCE BY THE AMOUNT OF FURLOUGHED TIME.

IF A FURLOUGH IS GRANTED ALL INMATES MUST SIGN A FURLOUGH CONTRACT, (See Policy 11.07 Furlough Contract.)

June 2011 CARE Updates

Current CARE Clients: 36

Applicants pending CARE Plans: 5

CARE Classes: Interest surveys were distributed to and received from jail inmates. Instructors have been located for many of the classes. The first in-jail class (on money management) was held on June 16, 2011. Classes to be offered include the following: Family/Child Support/Parenting Time; Living Under Supervision; Money Management; Employment; Identification/Transportation; Housing; Health and Insurance; Education and Coping with Confrontation..

Review of the CARE Evaluation Report: The Policy & Procedure Team discussed the CARE Evaluation Report and determined that the following recommendations should be acted upon:

- Maintain an updated electronic version of the CARE Policy & Procedure Manual
- Continue with the CARE Team Meetings
- Develop a Client Handbook to better explain the CARE Program offerings and expectations
- Develop a rewards/sanctions system for CARE Clients
- Establish a training curriculum for CARE Staff
- The CARE team met to solidify the expectations from CARE Staff at our Care Team meetings. At these meetings the team reviews CARE applicants who have been interviewed by CARE Staff (Latrishia and Vic) in order to develop the CARE plan (list of client goals with small steps mapped out for the client to complete).
- Engage additional stakeholders by offering more involvement in CARE (such as by teaching classes, offering opportunities to donate towards rewards)
- Update the CARE Software to allow for generation of management reports
- Develop a strategy for outcome evaluation

Policy & Procedure Workgroup: The Policy & Procedure Workgroup met to continue its discussion on revisions to the Policy & Procedure Manual. Much time was spent on the CARE Team Meeting format. Kalene will make the revisions and circulate a revised Manual via e-mail.

CARE Grant Extension: CARE was selected to receive an additional year of funding from the Minnesota Office of Justice Programs. This should allow the program to remain grant funded through approximately March of 2013.

Winona County Criminal Justice Coordinating Council
Jail & Jail Alternatives Meeting
July 26, 2011

Present: Aarah Saugen, Kalene Engel, Sharon Summers, Victor Souders, Latrisha Green, Carrie Bailey, Matt Hudson, Tessa Lokken. Justin Green, Ron Ganrude, Katie Johnson

Minutes by: Katie Johnson

Call to Order: 1:30 p.m.

Approval of Minutes from Prior Meeting (Memo): Approved by consensus.

CARE Updates:

- **Classes for Clients:** CARE staff is working on finding volunteers to teach classes to CARE clients. They are also working on confirming a set schedule of classes to distribute to clients.
- **CARE Handbook:** A written handbook was one of the recommendations made by the evaluator. CARE staff has developed a CARE Handbook and the CARE Team has approved it. Implementation of the handbook will begin in August.
- **Rewards and Sanctions:** Offering CARE clients rewards and sanctions was another recommendation made by the evaluator. CARE will not be able to offer direct sanctions because CARE is a voluntary program. Sanctions will come in the form of not receiving rewards and increased contact with CARE staff. CARE Staff has been contacting local businesses that can be partnered with for rewards such as gift cards, thank you cards, etc.
- **CARE Stats:** There are currently 38 accepted clients with 5 clients pending case plans. Two clients have returned to prison and, to date, 7 clients have graduated. Vic shared a statistical report on CARE outcomes showing a significant decline in bookings, convictions and jail days for CARE participants (see attached).
- **Housing:** The Secretary of the U.S. Dept. of Housing and Urban Development sent out a letter to public housing agencies encouraging them to offer housing to individuals with convictions. CARE Staff and Aarah met with a Winona HRA representative who indicated that offenders must be 5 years post-conviction to be accepted into HRA housing. However, HRA encourages offenders to apply even if they are not past the 5 year mark. They will be denied initially and then an appeal process will begin. If HRA knows the applicant is working with a program, such as CARE, they may approve the applicant for housing. Section 8 will soon begin accepting applications again.

Offenders who are receiving group residential housing funding are required to have a completed case plan prior to receiving any GRH client funds of \$89/month. DHS has been contacting CARE Staff to complete the case plans for these individuals. CARE now has the

ability to request these offenders cooperate with the program or they will not receive their GRH funding.

Pre-Trial Services Workgroup Update: The workgroup met and decided to follow the Pre-Trial Justice Institute's framework for developing a Pre-Trial Services Program. The workgroup reviewed the legal framework of the pre-trial services that will be offered in Winona County. The County Attorney's Office is going to research the applicable statutes and rules and report back to the workgroup. The workgroup then mapped the current pretrial decision making process and identified issues, concerns and problems with the current process. The workgroup then discussed what Winona County wants to see in its bail program. It was decided that any treatment options/programs would be voluntary on the behalf of the defendant, unlike other pretrial service programs in MN. Winona's program will focus on bail evaluation, release decisions and the monitoring of released offenders to ensure compliance with release conditions. The next steps for the workgroup is (1) to collect data regarding bail evaluations and release conditions, (2) to develop a defendant interview form/assessment tool, and (3) to discuss the location and administration of the pretrial program.

ACH Healthcare: Issues that were brought up at the May meeting are still not resolved. Inmates who report to jail on the weekends and who bring their prescriptions with them are occasionally having their prescriptions taken from them. There are still communication issues between Winona County agencies and the ACH nurse and doctor. Ron reported after the meeting that the email account for ACH has been established.

Furlough Policy: Jail staff has offered to decide post-conviction furlough requests if involved agencies are willing to consult with jail staff to help them make informed decisions. The question was referred to Courts Committee where the judges agreed to take the jail staff's offer under advisement. The original offer referred to furloughs for special or unusual events. The committee heard that referrals to treatment are often done through furloughs, which raises the question of transportation responsibilities and costs. The JJA Committee will raise this aspect of the furlough issue with the Court Committee

Adjournment: 2:17 p.m.

Next Meeting: August 23, 2011 at 1:30 p.m.

Recidivism Rate of CARE Clients

10/1/09-3/31/11

To track recidivism rates we focused on convictions, bookings into the jail and jail bed days consumed, with the jail bed days being the most reliable measure of recidivism. To provide a fair comparison we tracked data for each client backwards and forwards for the same length of time starting the client CARE admission date. For example, if a CARE Client had been enrolled in the program for six quarters, we presorted pre-CARE data for that client for the six quarters prior to that clients admission date. Because new (7th quarter) clients have not yet completed a full quarter in the CARE program, there is not “post-CARE: data to report. Therefore, recidivism rates are only reported for those clients who entered CARE through and including the 6th quarter (March 31, 2011).

Recidivism Measure	Pre-CARE	Post-CARE
Total number of convictions	60 convictions	17 convictions
Total number of bookings	54 clients resulting in 78 bookings.	23 clients resulting in 41 bookings
Total number of jail bed days	5922 days incarcerated	822 days incarcerated
Average number of jail bed days per client*	111 days of incarceration	15 days of incarceration

*Some of the CARE Clients who are included in this total were not actively participating in the CARE Program; meaning that after being accepted into the CARE Program, they failed to engage in the programming and recommendations of the CARE Team, became unresponsive to CARE Staff or otherwise failed to participate. By eliminating data for those 14 non-active clients form the jail bed days total, the recidivism drops even further to a total of 229 days for 40 active clients; or an average of 5.725days per client post-CARE.

Winona County Criminal Justice Coordinating Council
Jail & Jail Alternatives Meeting
August 22, 2011

Present: Betsy Rowekamp, Steve Buswell, Kalene Engel, Sharon Summers, Victor Souders, Latrisha Green, Carrie Bailey, Justin Green

Minutes by: Kalene Engel

Call to Order: 1:35 p.m.

1. Approval of Minutes from Prior Meeting: Approved by consensus.

2. CARE Updates:

- **Client numbers:** There are currently 40 clients, with four pending acceptance of a CARE Plan. Vic and Latrisha have started to increase their visibility in the jail by keeping regular office hours in the jail. By doing so, they hope to maintain closer contact with existing clients and recruit additional clients.
- **CARE Classes:** Because of CARE's office hours in the jail on Thursdays (see above), the day for in-jail classes has been changed to Tuesdays. Vic is still attempting to confirm instructors for the following classes: child support/financial; housing, financial and driver's license. Steve suggested contacting the jail staff to see if any of them would be interested in teaching a class. Justin will talk to Kay Pederson at Volunteer Services to see if an existing volunteer for the "Moving Ahead to Financial Freedom" course could be tapped to teach the in-jail course.
- **Client Handbook:** Latrisha distributed a draft of the CARE Client Handbook and asked for feedback.
- **Rewards/Sanctions:** CARE will be implementing a rewards/sanctions program for its clients. Because the program is voluntary, the emphasis will be on rewards. Latrisha has already made contact with some local business/organizations regarding donations for the rewards. Other suggestions from committee members included Walmart, Fastenal, Kathy Faruque (a professor who might be interested in having her students do this as a project) and the campus ministries from WSU and SMU.

3. CARE Evaluation Report: When the Policy & Procedure Workgroup met to revise the CARE Policy & Procedure Manual, it also revised the CARE First Year Evaluation Report and determined which of its recommendations should be implemented. Following is a report on the current status of the implementation of those recommendations:

- a. **Update Electronic Policy & Procedure Manual:** Kalene recently finished the edits to the manual and it will be located on the County share drive in the CARE directory.
- b. **Continued CARE Team Meetings:** The team is meeting every other week and will continue to do so unless an increased client load requires additional meetings.
- c. **Client Handbook:** Completed and in final editing stage—see above.
- d. **Rewards/Sanctions:** In process—see above.
- e. **Training Curriculum for Staff:** Vic, Latrisha, Kalene and (Cindy—who was formerly with the program), have attended numerous re-entry related trainings. A list of these trainings was made available at the meeting and is kept on the share drive in the CARE directory. The unpredictability of when such trainings will be offered makes it difficult to establish a schedule. However, the Reentry Policy Council does offer fairly regular webinars on re-entry topics and CARE Staff actively seeks out relevant training. The CARE Coordinators are very interested in

attending motivational interviewing training. Thus, if anyone hears of such trainings, please notify Vic or Latrisha.

- f. **Engage Additional Stakeholders by Offering More Involvement in CARE:** The classes and rewards/sanctions are one way to engage additional stakeholders. Vic and Latrisha are also planning to start another public outreach effort and have talked about visiting the “animal groups”—i.e., Lions Club, etc.
 - g. **Update CARE Software to Allow for Generation of Management Reports:** The CARE Software was developed specifically for the CARE Program. Over time, CARE Staff has determined that not screens need to be used. Generating reports, however, continues to be problematic as none of the staff are conversant enough in Microsoft Access to be able to create reports. Committee member suggested a student intern or possibly the County IT Department.
 - h. **Develop Strategy for Outcome Evaluation:** The CARE Evaluator, Tom Weber, suggested that the committee identify quantifiable and measureable outcomes. Kalene compiled a sample list of outcome measures from existing drug court manuals. Vic and Latrisha agreed to work on developing outcome measures and reporting back to the committee.
4. **Jail Furloughs/Transports:** At the Courts Committee, the issue of post-sentence jail furloughs and transportation to/from furloughs was referred to the JJA Committee. Steve noted that furloughs fell into a few different categories: Huber release (to allow someone to work during the day); holiday furloughs; furloughs for family events such as death/serious injury or childbirth, and treatment furloughs (both short-term (such as a doctor visit) and long-term (such as in-patient treatment). He noted that once a person is sentenced and they are remanded to the custody of the Sheriff, the Jail is responsible for that inmate. Therefore, the jail has no problem with handling post-sentence furlough issues. Steve clarified that a furlough is the device by which an inmate is released from custody other than by discharge or completing the sentence. When an inmate is furloughed, the jail is not responsible for costs incurred incident to the furlough. The jail already handles all holiday furloughs (both pre and post-sentence) and also sets standards for Huber release privileges. When a person is on a furlough, that person is no longer the jail’s responsibility. If a Court orders that the person be transported somewhere for a furlough, the person remains in custody for the transport, in effect, the furlough begins when the inmate reaches the destination. The Sheriff, however, needs to have a reason to have them in the back of a squad (such as a public safety reason). The Sheriff transport is not a taxi service and not simply for convenience because the person has no other way to get there. Problems arise when a person is released from a treatment program, but it is not clear whether they are supposed to return to the jail (in custodial status) or be released. Additional problems arise when there are Rule 20 exams (criminal) and civil commitments (civil) for the same person because the criminal matter may require the person to return to custody, while the civil may not. Because of privacy laws (reasons), the jail may not be able to obtain information from a facility regarding whether an individual is still there or, if so, when they will be released. Because of the multiple issues, the Committee elected to form a workgroup to further consider the issues. Members include Steve Buswell (who will chair), Justin Green, Carmaine Sturino, Kevin O’Laughlin, Doug Stokes and Sharon Summers. In preparation for the workgroup meeting, Steve will prepare a summary of how the jail currently handles furlough requests and associated transportation

Adjournment: 3:10 p.m.

Next Meeting: September 27, 2011 at 1:30 p.m.

Winona County Criminal Justice Coordinating Council
Jail & Jail Alternatives Meeting
September 27, 2011

Present: Betsy Rowekamp, Judy Gilow, Kalene Engel, Tessa Lokken, Victor Souders, Latrisha Green, Karin Sonneman, Justin Green

Minutes by: Kalene Engel

Call to Order: 1:35 p.m.

- 1. Approval of Minutes from Prior Meeting:** Approved by consensus.
- 2. CARE Updates:** There are currently 45 clients, with five pending acceptance of a CARE Plan. There have been some nice articles in the local papers lately regarding Fresh Start and CARE. The CARE Software developer has been working on implementing some software changes that, when completed, will cut down tremendously on time needed to compile data. Changes need to be made to the times that the in-jail classes are held. Classes held in the afternoon are not well attended because many inmates are on work release. Vic and Latrisha will speak to Jerry about possible different times.
- 3. Pre-Trial Services Workgroup:** The workgroup met on August 25, 2011. Following the meeting, Kalene contacted the Pre-Trial Justice Institute (PJI), which had some technical assistance (TA) funding available for pre-trial services education. PJI accepted the CJCC's request for TA. John Clark from PJI will be in Winona on November 2, 2011 to present to workgroup members and others on a variety of pre-trial service program-related issues. In the afternoon of November 2nd, he will attend a workgroup meeting to discuss the next steps in planning Winona County's pre-trial services program.
- 4. Jail Furloughs:** The workgroup met on September 9, 2011 and has a follow-up meeting on October 14, 2011. Issues that were discussed at the first meeting included the definition of a furlough, types of furloughs, authority for granting furloughs and need for having a release of information signed by the inmate to allow communication with the jail by a treatment facility (if the inmate was furloughed for treatment).
- 5. Strategic Planning:** After reviewing and updating the Committee Action Plan Chart, the Committee adopted, as its direction for the ensuing year, the following:
 - CARE Program sustainability
 - Develop Pre-Trial Services Program
 - Resolve jail furlough and transportation issues
 - Monitor discussions about a regional jail
 - Monitor Advanced Correctional Healthcare Program

Adjournment: 3:15 p.m.

Next Meeting: October 25, 2011 at 1:30 p.m.

**CRIMINAL JUSTICE COORDINATING COUNCIL
JAIL & JAIL ALTERNATIVES COMMITTEE**

**October 25, 2011
1:30 p.m. – 3:00 p.m.**

**Kensington Building
Lower Level Banquet Room**

A G E N D A

“The Jail and Jail Alternatives Committee will recommend alternatives to incarceration for the criminal justice system to consider. The Committee will research, evaluate and recommend programming designed to facilitate change in the individual and thus prevent future involvement in the criminal justice process”.

- | | |
|--|-----------------|
| 1. Approve Minutes From September 27 th Meeting | Committee |
| 2. CARE Staff & Team Updates | CARE Staff/Team |
| a. Program Updates | |
| 3. Pre-Trial Services Workgroup Update | Justin Green |
| 4. Jail Furlough/Transports Update | Justin Green |
| 5. Agenda Items for Next Meeting | Committee |
| 6. Determine Date of Next Meeting (11/22/11 at 1:30 p.m.) | Committee |

Items to Bring to Meeting: This agenda

Note from the Chair: After talking to Kalene, I decided to cancel the October Jail and Jail Alternatives Committee meeting. The CARE report is attached, that usually is the first item on our agenda. There is nothing to report on the Pre Trial Workgroup pending the training on Nov. 2. The furlough group met but reached no conclusions. Notes on the meeting, which was attended by several members of the Jail Committee are attached. I see no reason to meet. If anyone has an urgent agenda item, please let Kalene know. Otherwise, the CJCC meets on Nov. 2 and the next meeting of the Jail Committee will be Nov. 22.

Recidivism Rate of Current CARE Clients
Report for 8th Quarter CARE Program

Convictions:

Number of CARE Clients reconvicted during Quarter 8: 1

Number of Convictions of CARE Clients Pre CARE involvement (same duration): 35

Number of Convictions of CARE Clients reconvicted while involved with CARE: 13

Bookings:

Number of CARE Clients re-booked of during Quarter 8: 5

Number of Bookings of CARE Clients Pre CARE involvement (same duration): 43 clients for 53 bookings. Some clients had multiple bookings pre-CARE. Some clients had zero bookings because they were in prison.

Number of Bookings of current CARE Clients while involved with CARE 15 (out of 43 clients) rearrested for 32 bookings.

Incarceration days:

Number of CARE Clients re-incarcerated during some portion of Quarter 8: 5

Number of days CARE Clients were incarcerated (same duration) Pre CARE involvement: Total of 5315 days average of 124 days each client (43 clients).

Number of days CARE Clients were incarcerated (same duration) Post CARE involvement: 1632 days average of 38 days each (43 clients).

Number of days CARE Clients were incarcerated (same duration) while *actively participating* in CARE: 614 days average of 18 days each (35 Clients).

Client progression through Quarter Eight

	Quarter 2	Quarter 3	Quarter 4	Quarter 5	Quarter 6	Quarter 7	Quarter 8
TOTAL CLIENTS AT QUARTER START	10	21	29	31	29	32	40
TOTAL NEW CLIENTS	12*	9	6	8	5	9	5
TOTAL CLIENTS THIS QUARTER	22	30	35	39	34	41	45
TOTAL SUCCESSFUL TERMINATIONS	0	0	-1	4	1	1	0
TOTAL UNSUCCESSFUL TERMINATIONS	-1*	-1	-3	6	1	0	-2
TOTAL CARRYOVER TO NEXT QUARTER	21	29	31	29	32	40	43

Note: At the beginning of quarter 8 we had several applicants who had CARE team meeting and/or initial screenings that did not complete the CARE process. However, CARE Coordinators have tracked them down since the end of quarter 8. Many of them will roll over to next quarter's stats. In addition, at the start of this quarter (9) we have five new clients already. If we add the clients CARE Coordinators are following up with, we will have a much stronger client entry statistic in quarter nine. The jail program director informed the CARE team that last quarter (quarter 8) was slow for inmates who qualify and were interested in our program. However, CARE Coordinator increased presence in the jail has stirred much positive interest for client entry in quarter 9. We will see 50 clients for quarter 9.

Winona County Criminal Justice Coordinating Council
Jail & Jail Alternatives Meeting
November 22, 2011

Present: Kalene Engel, Sharon Summers, Victor Souders, Latrisha Green, Justin Green, Warren Green

Minutes by: Kalene Engel

Call to Order: 1:35 p.m.

Approval of Minutes from Prior Meeting: Approved without changes.

CARE Updates:

- **CARE Classes:** There are 48 current clients with two applicants pending CARE Plans. The first off-site class was held at Fresh Start. It was a money management class taught by Vic and the CARE Intern. Six people attended and the feedback has been positive. Classes will be held every other Thursday.
- **Graduation v. Aftercare:** CARE Staff feel that clients who graduate need some sort of an aftercare program. In the past few months, there have been instances where a small issue facing a CARE graduate has grown into a larger problem. If the graduate had contacted the CARE Program (which they are encouraged to do), the larger problem could have been avoided. Committee members suggested inviting the graduates to the CARE classes, maintaining contact with them and possibly forming an alumni association for graduates
- **GRH Housing:** The current GRH Housing reimbursement laws have resulted in a loss of income for Fresh Start when residents obtain jobs. Currently, a GRH recipient receives \$89 per month in spending money and, if employed, may keep \$50 plus \$150 per month in a special savings, but the remaining earnings are an offset against the GRH housing rate of \$847 per month. Because GRH reconciliation does not occur until after the month is over, the amount of reimbursement is not known and the resident frequently does not have sufficient funds at the ends of the month to pay the unreimbursed housing costs to Fresh Start. This also prevents them from saving enough money to get an apartment of their own. Finding apartments in Winona that will accept these individuals is also a continuing challenge. In effect, the laws are penalizing the residents who do what they are supposed to do—get a job. Pastor Green has talked to the County GRH workers, but they have explained that these are state funding laws. Pastor Green estimates that Fresh Start is losing about \$2,000 per month. If it continues, this loss of income may jeopardize the future of Fresh Start. Pastor Green would like to have the statute changed to allow the residents to save the first month or two of earnings, pushing out the recalculation for 60 days from the date of employment. He would also like to have more options available for regular rentals for Fresh Start alums. Committee members formed a plan to gather the applicable statutes/regulations (Sharon S.) and then to invite Jeremy Miller and Gene Pelowski to discuss the issue and possible solutions. Justin will also talk to Don Alsum, a local landlord, about his willingness to offer housing to individuals with a criminal background.

- **Pre-Trial Services Workgroup**: John Clark from Pre-Trial Justice Institute was in Winona on November 2nd and spent the day talking about pre-trial issues and possible programming. By the end of the day, the workgroup members had defined what they wanted to have in a pre-trial program. Justin created a work plan for the group, which Kalene will distribute to the group for approval and action.

Jail Furlough/Transports: The workgroup continues to meet to identify and address the myriad issues relating to jail furloughs and transports. The next meeting of the workgroup is on November 5, 2011 at noon at the Kensington.

Adjournment: 2:25 p.m.

Next Meeting: December 27, 2011 at 1:30 p.m.