

EXTERNAL ADVISORY GROUP (EAG)
DUTCHESS COUNTY JAIL TRANSITION CENTER PROJECT
PUBLIC MEETING
TUESDAY, MARCH 03, 2015 at the COUNTY LEGISLATIVE CHAMBERS

The meeting began at 6:40 p.m.

- Senator Saland, Chair of the EAG, opened the meeting, stating the purpose of the EAG is to act as a liaison between the project planners and the general public.
 - All meetings are open to the public. As with the last meeting, questions submitted will be answered at the next meeting and via email, on the website or Facebook page.
 - Questions from this presentation will be posted on the County Webpage www.dutchessny.gov/dcjtc; e-mails can also be sent to the EAG at externaladvisorygroup@dutchessny.gov
- Along with Sen. Saland, the following EAG members were present:
 - Timmian Massie, Jim Hammond, David Freeman, Bob Mallory and Andrew O'Grady.
(Members not present: Audra Gerty, John Crodelle, Joe Lepore and Jesse Bottoms)
 - The website with meeting minutes, questions and answers, and presentations has been receiving nearly 2,000 hits per week.
- Lt. Col. George Krom, Dutchess County Jail Administrator, addressed the status of the Temporary Housing Units (PODS).

George stated that a construction meeting was held earlier in the day. The status of the 2 buildings/PODS are: Building A nearly at completion – just needs door and lock controls; Building B needs carpeting, small electrical outlets, and outside lighting for its completion. External fencing and walkways are near completion.

Upon completion, minimum and medium security levels of inmates, determined by classification, will populate the PODS.

George answered the following questions that were submitted prior to the meeting:

- Will there be mental health services?
 - There will be additional services when the inmates come back to Dutchess County; currently there are jail-based mental health services.
- What is meant by dormitory-style temporary housing?
 - Bunks beds are placed in the same room with shared restroom facilities.
 - Standards to meet the New York State Commission of Correction (NYSCOC) guidelines and requirements:
 - Number of square feet for each inmate
 - Number of toilets, sinks, and showers
 - Amount of natural light
 - Amount of dayroom space for activities, meals
 - Seating
 - Multi-purpose room, which will be utilized for 1-on-1 counseling; sick calls, programs
 - Electronic law library inside the multi-purpose room

- Has the jail administration asked the inmates how they feel about the PODS?
 - The inmates that are currently in jail will not be there when it becomes operational. Ex-inmates are involved in other ways, teaching AA (Alcoholics Anonymous) & NA (Narcotics Anonymous) programs. They will also come in and work with groups, speaking about their lives now and not going back to jail. There is also representation on the Special Populations Workgroup.

George concluded his presentation inviting the EAG members to take a tour of the PODS to see how they are set up prior to the inmates being housed. Additional questions were asked by the EAG:

- How many inmates are currently housed-out?
 - Today, there are 234.
- When will the PODS become operational?
 - The plan is for the end of March/early April.
- What is the plan for transitioning 234 in?
 - We will bring in small numbers: 25 at a time each day. There is a process which includes a search of what they are bringing in and inventory it. There will be an orientation: taking them over to the dorms, going over expectations of both sides; with the intent to build a relationship.
- What is the current ratio of correction officers to inmates?
 - There are currently 257 inmates and 231 correction officers; 1.2 inmate to 1 correction officer. With the addition of the PODS it will be 457 to 231 or 1.9 to 1.
- Will more staff be hired?
 - The NYSCOC governs staffing. They conducted a staffing analysis and actually found efficiencies. They recommended putting a part-time / overtime factor on staffing. There is staff interested in part-time and it will help alleviate some of the issues. No additional correction officers will be added although part-time correction officers will be hired.
- How do you define the minimum and medium risk type of inmate?
 - Every inmate who comes in has to be classified. There are a series of questions including the following:
 - How many times in jail?
 - Crime(s) previously?
 - Ever tried to commit suicide?
 - Problematic in jail: caused problems, have disciplinary issues?
 - Medications?
 - Mental health issues?
 These questions factor into a number rating which corresponds to the level the inmate is rated.
- Are the inmates who are housed-out and coming over already rated?

- Yes, we are being proactive and have revised the classifications for the PODS and the incoming inmates have already been reclassified. Those new to the system will be rated with the newly revised classification.
- Jail neighbors have said they are bothered by the noise of screaming and yelling; how soundproof are the PODS?
 - The PODS are made with tarp on the roof which is insulated; cannot guarantee how quiet/noisy they will be – that will depend upon how the jail staff manages the inmates. I am going to look into why yelling and screaming is going on now. A lot of times the inmates are problematic going in, or not taking their meds. We cannot force them to; they have to be sent to the hospital for that.
- Noel Knille, Commissioner of Public Works presented the progress on the Needs Assessment and Program of Spaces.

After the construction meeting this morning, a walk-through of the PODS was held and we observed a team of correction officers doing their training.

Noel addressed a previous question that was asked about the noise, stating that where the PODS are placed, the existing buildings act as buffers and sounds from the PODS should not be heard on the surrounding streets.

Ricci-Greene Associates (RGA) was hired to formulate a master-plan for the overall site as well as schematic ideas for the proposed buildings on the site.

To date, they have completed:

- The project initiation with visioning sessions and initial meetings
- Buildings and site existing conditions evaluation and assessment
- Series of meetings with Sheriff and Jail staff to formulate a detailed Needs Assessment and Program of Spaces:
 - Dec. 3-8: Series of meetings held with various Jail functional groups. Met with each group to ask what their functions are currently and what they will be with the pods.
Items brought up were:
 - Intake
 - Transport
 - Release
 - Housing units
 - Health Services
 - Inmate Programs
 - Food Services
 - Laundry
 - Maintenance
 - Dec. 9-11: Series of similar meetings with Sheriff's Dept. staff consisting of:
 - Administration
 - Training
 - Civil Group
 - Road Patrol
 - Permits
 - Records

- Dec. 22: Held meeting with Special Populations sub-group; discussed programmatic needs in jail; coming into/going out, with ongoing discussions with the Special Population’s consultant Kevin Warwick, Alternative Solutions Associates.

RGA subsequently created a detailed, DRAFT program of spaces, listing all spaces needed in the Jail and Sheriff’s Department.

On Feb. 19th RGA met with the Internal Steering Committee, reviewed the draft; followed up on Feb. 23rd with the Sheriff’s Dept. management group, and Jail group on Feb. 24th:

- Reviewed types of spaces
- Reviewed sizes of spaces
- Adjacency of spaces to determine safety, flow of spaces, secure spaces, public and visitor spaces

The next steps include meetings to discuss urban context and how the DCJTC will be positioned in its current locale. RGA is going to meet with Cooper Robertson next week. There will be site meetings and urban meetings over the next couple of months.

A Project Definition Study is due to the NYSCOC in April. It will address the Program of Spaces and other elements of process and site. A DRAFT of that report will go to the Internal Steering Committee for review.

Next week RGA will start on the concept site project plans, which will include:

- General blocking
- Location of buildings
- Study of the neighborhood
- Site Circulation
- Urban context

RGA will develop three Concept Plans, which the Internal Steering Committee will review internally and then with the public. The selected concept will be developed into a Schematic Design Plan which will then be incorporated in the RFP for the Design Architect.

- Who has input for the RFP? Is it RGA who designs it; is there anyone from the Legislature? What is the process?
- Part of it is pro-forma, standard information. The body of it is the Program of Spaces and Schematic Design, specifying the needs in the product to be built, which will include an estimate.

The entire process taking place now is toward creating the RFP. Concept plans will be reviewed with all the comments involved.

- What exactly is RGA sending to the NYSCOC on April 1st?
- The Project Definition, which is specified in the Memorandum of Agreement with NYSCOC. This will include:
 - Overview of process,
 - Review of visioning session,
 - Report from Kevin Warwick with Special Populations’ needs,
 - Needs assessment,
 - Program of Spaces,
 - Review of existing site,

- Initial recommendations regarding the existing buildings on site,
 - Phasing recommendations,
 - Recap of activities from April through November, 2015 (when the RFP goes out)
- If someone from the general public wants to view the document will it be “Foil-able”?
- It will be available on the website; concept plans will also be online.
- Chief Ron Knapp, Special Populations Workgroup presented his group’s update:

The Special Populations’ committee received an initial report in November, 2014 from Kevin Warwick, the consultant contracted with the County, who specializes in inmate programming, and that report is available on the website. He is also working closely with RGA as they design the Dutchess County Justice & Transition Center (DCJTC).

Kevin Warwick is working with the County in pursuing two funding grants; one is through the MacArthur Foundation and is very competitive and only 20 are awarded nationwide. The other is through the Department of Justice.

The committee meets once a month; met in February, and Kevin then meets with sub-groups. Their Power-Points, reports, and minutes are posted on the County website; January minutes will be going up soon.

The Special Populations Committee and the Consultants are working on developing the flow-system into the intensive treatment program –renamed RESTART to clarify it separately from the DCJTC.

The group is working on the program that is designed to “restart” an inmate’s life:

- Establishing a minimum staffing requirement
- Establishing and finalizing needed curriculum software to purchase
- Target interventions

An RFP has been issued for Enhanced Services for Jail Programming and is due on March 18th. A Quality Assurance Committee has been meeting to review the services. With the return of the inmates by the end of March, intake will establish who needs what type of programs and they will start late April/early May.

Case management will include:

- Identifying people coming into the system – where they have been before
- What their needs are
- What programs/treatment they have had

Ron stated he pulled a 2014 report in which City of Poughkeepsie police officers responded to 428 calls for EDP (emotionally disabled person); of these 110 went to St. Francis Hospital for evaluation.

The County Executive previously announced he wants to have all field based police officers in Dutchess County to receive CIT (Crisis Intervention Training). It initially involves a 1-day course, followed by a 40-hour course. Police academies in the 5 counties (Dutchess, Ulster, Orange, Westchester and Rockland).

The County has offered partial reimbursement to the police departments by establishing shared-services with the municipalities. The City of Poughkeepsie Mayor and the council supported \$26,000 for such training. Two City of Poughkeepsie officers attended training in Orange County and were certified. Five slots have been secured for training in May in Ulster County.

- Sen. Saland: Regarding Dutchess County being ahead of the curve with programs, it is recognized statewide, if not nationwide. He stated that he had served on the Senate's criminal justice committees, the Codes and the Crime and Corrections Committee since the 1990's, when few counties across the state and the nation even knew what CJC (Criminal Justice Committee) meant, let alone counties having them, and now just about every County and State has a CJC.
- Question: It was mentioned that the program would not be implemented until the April/May timeframe. Do you know what the program is going to be at this time?
- There is a curriculum that has been developed, that is part of the Power Point on the website (<http://www.co.dutchess.ny.us/CountyGov/23827.htm>) that is in place, and the RFP is to provide the services.
- Steve Miccio gave an update on the new CJC Diversions Committee & Restoration Center

Since the previous EAG meeting the committee held its first meeting to lay out the vision of what a Divergence/Restoration Center can look like and what can be infused into the Center to serve the community and the police department.

The group involved with the Divergence/Restoration Center has toured the proposed location - 230 North Road - with a walk-through to think about the layout and what that will look like. The group is working with the State Office of Mental Health and the Office of Substance Abuse to get the correct square footage needed for people served, to determine how many people might be optimal to be served in this facility . It is currently estimated that 15 people at a time might be served. Also looking at layout for:

- The security needs
- Where the 23-hour observation will be
- Sobering Unit
- Where the services will take place – where the service provider will meet with clients
- Police entrance
- Magistrate inside the building

The intent is to have a trauma conformed environment that is conducive to comfort and safety. The group is also looking at the Arizona model called The Living Room. It is a space for people to come into to decompress before reaching a crisis point or committing a crime, to be able to work out their issues with both clinical and non-clinical staff.

Steve at this time answered some questions that were previously submitted to the EAG:

- Is the County committed to the Bexar County Model, or is it a vague idea?
- Steve said in working with the San Antonio group, the first thing they said was not to try to do exactly what they are doing because we already have programs in place in the community that are working; alternatives to incarceration that are working, good systems in place. They started at zero. We also want it conducive to our culture/community.
- How often are member of law enforcement – police, corrections officers -required to take training for crisis intervention for the mentally ill?
- There hasn't been much of that in the past. We are planning to place all officers and corrections officers within the 8-hr. training and the CIT (Crisis Intervention Team) 40-hr.

training as mentioned by Chief Knapp for all officers over time. We are adding CIT to the Academy Training for all the new officers.

- How often is staff required to review or retrain for CIT?
- They aren't required; it would be program or department specific. Another component is that we can have Train-the-Trainers so that we don't incur that expense again for trainers to come in.
- How will the County Executive Molinaro's commitment to the State of the County message to implement CIT and a intervention center be factored into the plans for a new transition center; specifically, how will the projection of the number of beds be determined in light of the almost 50% reduction of required beds in Bexar County factor as cited by the County Executive in his talk?
- Bexar County started at zero, so 50% was not a big lift for them to do once they put their programs in place. We regularly have 600 people diverted to ATIs.
 - We also have a Mobile Crisis Team – now 24 hours
 - Partial Hospitalization Program and our Helpline

We will see a reduction in recidivism; hospital and emergency room usage, and the number being incarcerated.

- Do you have a timeline for it to be up and running; and how long before operating at full capacity?
- The plan is to open by the end of the year. We have components that can be started by the fall, and then after 6 months we should be up and running at full capacity.
- Did you say 15 at a time is the average length of study?
- There is a 23-hr. observation unit, and a sobering unit. Patients could be there from 1 to 23 hours.
- You said you were applying for some grants, but where is the funding coming from for this whole thing that is going to happen in October?
- Through the County right now.
- Want to commend you with train-the-trainer. You chose the location on North Road, does that mean we are not going to have a satellite location, and if not, why?
- We have to start somewhere, and that is a location that is going to be vacant; it is user-friendly for us right now. We will start small, start smart, and then grow from there.
- What is the impact on services in the City of Poughkeepsie, if it is on North Road, have you taken into consideration if resources are needed from the Police Dept., is there going to be some type of mutual agreement of the City of Poughkeepsie police responding to needs on North Road?
- That's a good question because half of that building is in the City and half is in the Town. I would imagine that we would have to have an agreement of understanding with the departments.

- o Mary Ellen Still, Director of Probation and Community Corrections

Sen. Saland posed questions from the last meeting to Mary Ellen:

- Have you looked at the model used by the Women’s Prison Association of New York City for a transition model for women of the WPA as the oldest advocacy group in the country for women?
- o I am familiar with that program. I want to stress that all successful programs, whether they are new or established programs, use the interventions of the strategies that have been proven to be effective by research. Dutchess County does apply evidence-based programs in our criminal justice system, and we plan to expand those practices when our housed-out inmates return.

Dutchess County is a jail not a prison; the WPA works with both their jail and prison populations, but the prison populations have other needs because many people are returning from long sentences, so the needs may be slightly different.

Our jail houses sentenced inmates for up to a year, but most sentences or people awaiting sentencing, serve a much shorter time in our jail.

We do have several gender-specific programs in the County; one is the Women’s Center that just opened around this time last year, and it is a community-based program. It provides a variety of services.

The Office of Probation is also involved in a technical assistance grant, with the Center for Effective Public Policy, and the National Resource Center on Justice Involved Women; the focus is to develop and validate a needs inventory for women at the pre-trial stage. Research from the project will help to assist other jurisdictions nationally.

When our housed-out inmates return, we are going to be initiating very intensive programs at the jail, and they will be gender specific.

- Currently approximately 20% of the inmate population is receiving in-jail programs; how much will that percentage increase?
- o All inmates are eligible to receive services according to their individual needs. There is a Dept. of Mental Hygiene jail-based team, a transitions counselor, and other community-based staff that come into the jail. These services will also be available to the housed-out inmates when they return, with additional programming in April/early May. We should see a significant increase in the percentage of population receiving services.
- What are reasons to place those who are very troubled by addictions, and/or mental health and/or homelessness in a jail setting?
- o People are remanded to jail after being arrested for a criminal offense. A judge determines whether to remand an individual to the jail following an arraignment. A person may also be sentenced to incarceration following a conviction for an offense or on a violation of parole.
- Rather than waiting until a homeless person does something that causes him or her to get into trouble with the law, why not provide safe, affordable housing?

- Safe, affordable housing is being addressed by several groups and coalitions within the community, but criminal behavior is caused by many factors and that is why the County uses assessment instruments to determine the risk level of individuals as well as the criminogenic needs, and we strive very hard to address those needs to reduce the chance that there will be a re-offense.
- Why aren't the cops giving out more appearance tickets on misdemeanors?
 - Law enforcement officers issue many appearance tickets, but they must determine the appropriate action to take based on the individual circumstances in each case.
- Why are the judges putting people in jail, taking up cells, on petty crimes?
 - Judges set bail based on the circumstances of each case. They must follow Article 5.10 of the Criminal Procedure Law when they are determining whether or not to set bail and how much bail to set.
- Why are people's bail amounts often so high?
 - The judge must follow the Criminal Procedure Law, Article 5.10 which is recognizance, bail, and commitment, and they use that in determining what bail to set.
- With regard to the programs, who are these programs for or addressed to: first time or repeat offenders?
 - Programs are available based on a person's individual risk or needs. The programs are available for both first and repeat offenders.
- How many offenders are violent and are in custody in Dutchess County?
 - Different criteria may be used in determining whether an individual is violent. An individual may not have been accused of a violent offense as determined in the penal law, but once they are in the jail, they may be exhibiting violent behaviors. Or – an offense on its surface doesn't appear to be violent, such as criminal mischief, but it could be a domestic violence situation and may fall under the domestic violence law. Bottom line, there isn't necessarily a way to give an accurate statistic on the subject of violence.
- What can be done to get DCFS to help with medicine, housing, and treatment on the day of release?
 - Commissioner of DCFS, Bob Allers assisted in answering this question. Individuals may receive health benefits such as Medicaid, and food stamps on the day of their release. They must go to DCFS and apply. They are required to have appropriate identification and documentation. Currently there is staff at the jail to help them to prepare. Safety-Net benefits are available immediately to those with families, provided the family as a whole qualifies. Single individuals have a 45-day wait for Safety-Net services.
- How can we incentivize lawyers to get their clients to trial more quickly – the Rocket Docket?
 - Criminal justice processing is being reviewed at this time. It is believed that our housing-out has contributed significantly to slowing down the system. Once the inmates return, we will have a better idea of seeing what the impact of the housing-out has been.

- Is a housing-first model being considered?
- The housing consortium with their 10-year plan to end homelessness has discussed this and it is under consideration.
- NYS government closed Hudson River Psychiatric Hospital and released individuals with mental health needs into the community. Why can't we request financial relief from the State to provide a needed solution?
- We have and we are receiving some financial aid from the State in the amount of \$5.2 million.

Senator Saland commented with an observation that the Dutchess County Jail, or any county jail, is by definition vastly different than State corrections. It is not merely the types of the crimes and the length of the sentences. Some of the questions that Mary Ellen responded to show that while the system out of necessity has to be integrated, sometimes the integration doesn't work in perfect symmetry. The police, the courts, the jail, state prisons, are not necessarily moving in stride.

The Senator stated that he had observed that Dutchess County has an array of programming that towers over many of the counties, if not all of the counties in the State. He believes that the approach that is being taken with the Dutchess County Justice & Transition Center well represents the future of providing services in a criminal justice setting at a county level.

- Regarding a statement by Commissioner Knille, discussing urban context. Are you speaking of the value added to the impact of the community and to the Walkway, and those types of things?
- It is an overall term. We have a sub-consultant to RGA, Cooper-Robertson, and they are experts at analyzing urban context, and analyzing how different functions fit within an urban context. They are aware of the City's documents about how that area should be used; the proximity to the creek, the proximity to the Walkway. They are somewhat familiar with the neighborhood, and will become more familiar with it in the next couple of weeks and months. They are going to bring their expertise to looking at ways that we can enhance the site as we develop it to be a good neighbor to the neighborhood.

In concluding, Sen. Saland noted that there are two members that are no longer able to be on the External Advisory Group: Mary Madden, and Dr. Kenneth Oclitis; if there are any recommendations for replacement, please contact the County Executive's Office.

Before Bill O'Neil closed the meeting, there was another question raised.

- Addressed to George Krom: In the past there was a problem related to the NYSCOC and their willingness to pick up convicted individuals who were to be transported to state prisons; there was a problem with the amount of time that it took, and that led to the jail population problems. How is the State handling that now?
- The State is doing very well; currently they have 10 days from the date of notification to get that inmate out of the jail. If that doesn't happen in the 10 days, the State has to pay \$100/day, so they have been very good about it.

Deputy County Executive Bill O'Neil closed the meeting stating that the County Executive had planned on attending and closing the meeting but was unable to tonight. Bill thanked everyone for their support, for being here, especially with the bad weather, and for being a part of finding a solution. He also thanked the Special Populations Workgroup for attending.

Bill stated that the County has tried to be as inclusive as possible throughout this process in terms of getting all the input possible with this project. It is obvious that there is a capacity issue, beds are needed for all the people that should be incarcerated in the Dutchess County Jail. The County is trying to provide inmate housing that addresses issues and provides necessary support and programming. The County is trying to be cutting-edge in addressing criminal justice issues.

Bill thanked George Krom for his commitment to the project and being on site with the PODS every day. George is observing and checking on the progress each day to assure that the end product is what will meet the NYSCOC requirements and provide what is appropriate for the inmates. He is thinking how his staff is going to make sure the inmates are safe, the staff is safe; while working toward rehabilitating the inmates.

It was noted that larger capacity is required to house all the current inmates, but also need a better, more efficient jail in needed to provide for the needs of the people who are incarcerated.

A jail will always be needed and if done correctly, the County will have less expense than the existing jail. In the process of that we can be helping our community. All are asked to disseminate the information that has been provided tonight and to bring back the concerns and issues that people have so that they may be addressed.

In the next phase of development, Cooper-Robertson will be looking at the urban and neighborhood contexts. They will look to design corrections facilities within the urban setting such that it adds value to the neighborhood and to Poughkeepsie; establishing the facility as a good neighborhood.

Various funding sources are being investigated. There may be some grant funding available for various aspects of the Justice & Transition Center project. The County's approach to this project is cutting edge and this approach could be well positioned to be on interest to various funding sources.

The County has established a good relationship with the NYSCOC. This is and will be important as the project proceeds through the various phases; the support and approval of the COC is critical for the success of the project.

EAG meetings will be on the first Tuesday of every month; the venue may change.

The meeting adjourned at 8:15 p.m.