

Common Ground:

A Progress Report of the Suffolk County Sheriff's Department 2004 - 2010



Andrea J. Cabral
Sheriff



SHERIFF'S MESSAGE:

On November 29, 2002, I was sworn in as the 30th High Sheriff of Suffolk County. Prior to my arrival at the Sheriff's Department, a 77-page report was released by the Stern Commission – headed by former United States Attorney Donald K. Stern and assembled by former Governor Jane Swift – that was exceedingly critical of the Department's management and many of its policies, practices, and procedures. Included among the report's findings was the need for new strong and competent leadership, new and improved training for correctional officers, consistent implementation of Department standards and practices and an end to patronage and politically motivated hiring and promotions.

Within a year of my appointment, I released our first report detailing the substantial progress we had made in addressing the concerns expressed and implementing the recommendations made by the Stern Commission. As I conclude my first full term of office and as part of a continuing commitment to public transparency and accountability, we are releasing our second report: ***Common Ground: a Progress Report of the Suffolk County Sheriff's Department***. We are pleased that the past 6 years have been most productive and we have made advances that reach far beyond the recommendations of the Commission.

By replacing hiring methods fraught with patronage and favoritism with merit-based human resources practices, we have improved morale and created a work environment that rewards productive performance. In 2004, we established this Department's first training academy, located in the city of Chelsea, which is now recognized throughout the Commonwealth for its professionalism and quality. In addition to a 12-week training academy for new recruits, all custody and non-custody employees receive yearly in-service training which provides them the tools they need to deal with a very large population that is diverse in every particular way and presents with challenging behavioral, emotional and mental health issues.

I believe strongly that, among the various levels of incarceration throughout the state, corrections at the county level offers the most effective opportunity for change in an offender's life. For that reason and because I take my responsibility to enhance public safety very seriously, we place a very specific focus on the rehabilitation of the men and women in our custody. We have significantly improved our educational/vocational training, medical and mental health services, substance abuse treatment and re-entry programming. In fact, some of our programs have been recognized as national and statewide models.

The impact of these programs cannot be understated. Not only are they extremely effective at reducing recidivism, which makes Suffolk County's communities safer, but they also equip ex-offenders with many of the skills they need to build more positive, productive lives. To help bridge the transition between incarceration and release, our re-entry programs also work with local businesses and our community partners to match program graduates with employment opportunities.

Another important part of our public safety responsibility involves external outreach and partnership with Suffolk County's communities. In addition to sponsoring community forums on issues like truancy, the challenges of an increasing female offender population and the practical impact of criminal offender record information (CORI), our successful JailBrake program now serves boys and girls. JailBrake is a deterrent program. In other words, it educates at-risk teens from schools and youth service programs across Suffolk County about the realities of life in jail and encourages them to avoid making the kinds of choices that frequently result in arrest and incarceration.

Through our Choice Program, specially trained officers visit Suffolk County schools and educate students about the Department's public safety role, alternative ways to resolve conflict, civic responsibility and making good choices. The Choice Program curriculum is constantly refreshed and updated to ensure relevance to the issues faced by today's youth. Each year, our officers and civilian employees also participate in hundreds of community meetings and events that benefit children, teens, seniors, and other adult residents of Suffolk County.

Strong leadership is the key to the success of any agency. I am truly fortunate to have a simply superb staff of executive and mid-level managers. Together, we have successfully guided the Department away from the mismanagement and dysfunction of the past and toward its present place as model in the corrections community. I am especially proud of the excellent daily work of our command staff and over 1,000 employees, whose competence and professionalism keep the largest Sheriff's Department in New England running smoothly.

My goal is for this Department to always merit the public's trust and confidence. I hope the contents of this report illustrate our continuing effort to do just that.

Sincerely,

Sheriff Andrea J. Cabral



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Suffolk County Sheriff's Department Statement of Purpose

The Sheriff's Department is mandated to enforce the laws of the Commonwealth and to serve and protect the citizens of Suffolk County. We accomplish this mission by:

- maintaining safe and secure custody and control of inmates and pre-trial detainees; and
- enhancing public safety by seeking ways to effectively reduce offender recidivism.

To meet the challenges presented by this responsibility, we must set goals that inform and improve our relationship with the public and Department staff.

External Goal: To enforce the laws of the Commonwealth and to serve and protect the citizens of Suffolk County by:

- meeting and exceeding state and national corrections standards for all Department operations; and
- being an accessible public resource, identifying shared goals between the Sheriff's Department and Suffolk County's communities and working to achieve them.

Internal Goal: To build a strong, united, professional organization dedicated to achieving the external goal by:

- providing consistent, high quality training and support for all staff;
- making merit-based promotions based upon objective evaluation of job performance; and
- increasing diversity and staff appreciation for its internal and external benefit to the Department.

Diversity Mission Statement

Understanding the need for diversity in the workplace and the essential role it plays in our ability to serve the public interest is a priority for the Suffolk County Sheriff's Department. The process by which we learn to appreciate the value of internal diversity and its external impact on the communities we serve should be driven by one guiding principle: Our differences are also our strengths.



SHERIFF ANDREA J. CABRAL, ESQ.

Andrea J. Cabral was sworn in on November 29, 2002 as the 30th Sheriff in the history of Suffolk County. She is the first female in the Commonwealth's history to hold the position. She was appointed to the position in 2002 by former Governor Jane Swift and elected to a full term in 2004. She brings an extensive legal background and a commitment to public safety to her position.

Sheriff Cabral is responsible for the operation of the House of Correction, the Suffolk County Jail and the Civil Process Division. The Suffolk County Sheriff's Department is the largest sheriff's department in the Commonwealth and the 30th largest in the United States. It has over 1,000 employees, including executive managers, corrections officers, investigators, educators, health care providers, caseworkers and administrative staff, whose primary responsibility is to provide safe care, custody, control and rehabilitative support for over 2,700 offenders daily.

Sheriff Cabral is a member of the Massachusetts Sheriffs' Association. Following a two-year term as Vice President and Liaison to the Executive Branch from 2006 - 2008, she served as its President from 2008 - 2009.

Sheriff Cabral's career in public service spans 23 years. Her legal career began in 1986 where she worked as a staff attorney in the Suffolk County Sheriff's Department at the Charles Street Jail, preparing and arguing motions for bail reduction in the Suffolk Superior Court. Subsequently, she served as an assistant district attorney in both the District and Superior Courts in the Middlesex County District Attorney's Office from 1987-1991.

From 1991-1993, Sheriff Cabral was an Assistant Attorney General, working in the Torts Division of the Government Bureau and the Civil Rights Division of the Public Protection Bureau. Sheriff Cabral then began work at the Suffolk County District Attorney's Office in 1993 under District Attorney Ralph C. Martin III. From 1993-1994, she was director of the Roxbury District Court Family Violence Project. As director, she prosecuted domestic violence cases (including the county's first stalking case) and helped to establish new administrative policies and procedures for the processing of such cases in the Roxbury District Court. In March 1994, Sheriff Cabral became chief of the Domestic Violence Unit where she supervised and trained district and superior court staff in the preparation and prosecution of major domestic violence felony cases. Additionally, she indicted and prosecuted major domestic violence felony cases in Suffolk Superior Court. In 1998, Sheriff Cabral was promoted to chief of District Courts and Community Prosecutions. In this position, she effectively developed district court policies, staff supervision and evaluation tools, training curricula and case management practices in Suffolk County's eight district courts and the Boston Municipal Court. Sheriff Cabral also oversaw the staffing and supervision of all district court community prosecutions programs, which included the Safe Neighborhood Initiatives and Prosecutor in Police Stations (PIPS) Programs.

Sheriff Cabral's published works include *Obtaining, Enforcing and Defending Ch.209A Restraining Orders in Massachusetts* and co-authorship of the article *Same Gender Domestic Violence: Strategies for Change in Creating Courtroom Accessibility*. She is on the Boards of the Mass Mentoring Partnership and the Boston History and Innovation Collaborative and a regular contributor to legal forums sponsored by the American Bar Association, the Massachusetts Bar Association, Massachusetts Continuing Legal Education and the Boston Bar Association.

In addition to receiving numerous awards and honors throughout the years, in 2007, Sheriff Cabral was named an Eisenhower Fellow and traveled to Australia for a month-long study of their criminal justice system. Eisenhower Fellows are an international network of leader/ambassadors from diverse backgrounds that create and share information and best practices within a vast array of professional disciplines.

Sheriff Cabral is a graduate of Boston College and Suffolk University Law School.



CHIEF OF STAFF

ANNE P. POWERS, ESQ.

As Chief of Staff, Anne Powers acts as policy advisor to the Sheriff and has general oversight of all Department operations and divisions. An attorney since 1989, Anne's public service includes 10 years in the Attorney General's Office and two years in the Middlesex District Attorney's Office. Anne was hired as General Counsel for the Department in March 2003, a position she held for three years before her appointment as Chief of Staff in March, 2006.

During her tenure in the Attorney General's Office, Anne represented the Commonwealth and various state agencies in a wide variety of civil matters while in the Torts Division. She also served as a line prosecutor in both the Criminal Bureau and the Medicaid Fraud Control Unit, where she prosecuted narcotics and so-called "white collar offenses" – including larceny, securities fraud and political corruption, as well as Medicaid fraud and crimes against the elderly.

Just prior to joining the Suffolk County Sheriff's Department, Anne served as the Deputy Chief of the Fair Labor and Business Practices Division of the Attorney General's Office where she was responsible for the direct management and supervision of all division staff, Assistant Attorneys General, pre-litigation investigations and all cases in litigation. She was instrumental in the Division's first time implementation of employee performance evaluations.

As this Department's General Counsel, Anne refocused the responsibilities of the legal staff away from dealing with many non-legal administrative matters and toward direct responsibility for litigation, contracts and hearings related to employment and labor issues. Also, as a member of the policy review committee, she contributed to the significant revision of many existing policies as well as the elimination of others that were redundant.

Chief Powers has led the Department through a number of programmatic and institutional changes that have enhanced the function and redefined the culture of the Suffolk County Sheriff's Department. Some of these changes include creating more stringent hiring practices, working to institute fair and consistent discipline among Department staff, increasing the caliber and duration of training for officers and non-custody staff and the addition of previously non-existent gender-specific programming.



Community Outreach



EXTERNAL AFFAIRS AND COMMUNICATIONS DIVISION STEVE TOMPKINS, CHIEF

Combining the Office of Community Affairs, Office of Communications, and the Project Development Division, the External Affairs Division oversees all community outreach efforts implemented on behalf of the Sheriff's Department. This division is responsible for developing healthy media relations, increasing community accessibility, increasing transparency with respect to Departmental operations and communicating the Sheriff's public safety message.

Division Chief Steven Tompkins brings to the Department more than 20 years of experience in communications, marketing, promotions, media production and public affairs, most recently as Director of Marketing and Public Affairs for the Dimock Community Health Center. Before working at Dimock, he spent ten years at AT&T/Media One/Continental Cablevision where he produced scores of television programs, public service announcements and industrial packages. While at AT&T, he also served as a member of the communications cadre for the Federal Emergency Management Agency (FEMA) where he was a field producer for the agency's internal television network and press liaison for FEMA's New England Region.

Under his leadership, numerous improvements were made to existing practices and programs and several new innovative programs have been created, all of which have led to greater transparency and significantly increased community partnership.

DEPARTMENT WEBSITE

The External Affairs Division completely rebuilt the Department website (www.scsdma.org) to give visitors more user-friendly and broader sources of information about the Department. Easily navigable pages provide information about Department facilities and programs. There are also photo tours, safety tips and important links to other law enforcement and community resources. There's even a page for children that offers important safety information in an accessible way.

DEPARTMENT NEWSLETTER AND OTHER DEPARTMENT COMMUNICATIONS

Common Ground is the Department's newsletter; so named to reflect the spirit of partnership within the Department and between the Department and Suffolk County's communities. Published monthly by the External Affairs Division, it is available in print form for employees and visitors and electronically on the Department's website. It is also transmitted via the Internet to any organizations or individuals who request it through www.scsdma.org.



*Suffolk County Sheriff's
Department website*



Not Beyond Hope

Artwork, Poetry, and Prose
Presented by the Inmates of the
South Bay House of Correction &
Detainees Of The Nashua Street Jail



Hope: A belief in a positive outcome related to events and circumstances in one's life. Hope implies a certain amount of perseverance — i.e., believing that a positive outcome is possible even when there is some evidence to the contrary.

Not Beyond Hope is a compilation of poetry, prose, and artwork produced by inmates at the Suffolk County House of Correction and detainees at the Nashua Street Jail. Published quarterly in small journal form, *Not Beyond Hope* is an outlet for positive, frequently introspective expression.

The External Affairs Division also utilizes **Constant Contact**, a mass emailing service that provides more versatile and professional delivery of Department newsletters, photo links, weekly press releases and special publications.

In June of 2006, Sheriff Cabral launched a weekly half-hour cable television show, also titled *Common Ground*. The show airs in an hour long format on the Boston Neighborhood Network Channel 9 on Thursdays at 1:30 p.m.; in Chelsea on Mondays at 3 p.m. on Channels 3 and 16; in Winthrop on Channel 3, Tuesdays at 6 p.m.; and in Revere on Channel 8 at 6 p.m. It provides the Department an even greater opportunity for public transparency with a format designed to inform viewers about what their public agencies do. Each week, Division Chief Steve Tompkins interviews Department managers and other staff who discuss about their roles and responsibilities in corrections. Employees from city and state agencies, elected officials and representatives from many community-based organizations are also frequent guests. In addition to occasionally hosting, Sheriff Cabral contributes commentaries and “point-of-view” segments for the show.



Sheriff Cabral hosts the Common Ground cable show

COMMUNITY OUTREACH

External Affairs staff makes it a priority to attend monthly neighborhood, civic and crime watch meetings throughout the county. Such meetings give them a chance to interact with the community at large, assessing the need for SCSD services and sharing ideas about ways the Department can work cooperatively with them to help make the neighborhoods of Suffolk County safer.

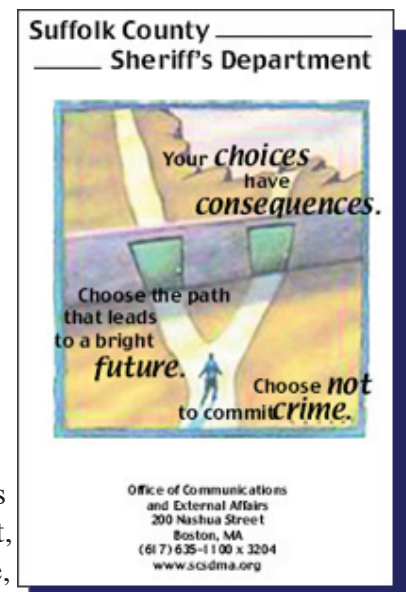
The Choice Program is another highly successful SCSD community outreach initiative. Specially trained correction officers visit schools throughout Suffolk County to speak with students. Using a prepared set of talking points, the officers stress the importance of self-respect, respect for others and making choices that avoid negative outcomes. Using an interactive, question and answer format,



The Dept.'s Ident-A-Youth program in action

officers tackle issues like violence, the value of education, bullying, peer-pressure and personal responsibility. To help increase students' understanding of how government functions, The Choice Program recently added a component on civics and civic responsibility, cyber-bullying, and “sexting.”

Information tables and the **Ident-A-Youth** fingerprint program are two other ways the Sheriff's Department reaches out to communities in Boston, Revere, Chelsea and Winthrop. Officers and non-custody staff participate in these programs, which are offered in every Suffolk County community at block parties, neighborhood



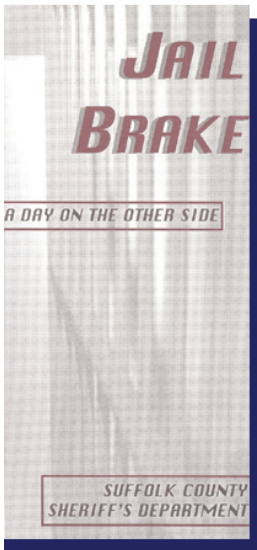
fairs and other outdoor events. Staff distributes safety tips coloring books for children with lessons on internet safety, abduction prevention, bicycle safety, fire prevention, and easy access to emergency contact numbers. The Ident-A-Youth program offers parents the opportunity to have their child's fingerprints taken on an official fingerprint card that they keep in the home in the unfortunate circumstance where they might be needed to identify a missing child.

Seniors in Suffolk County can receive a free medical identification card through **The SCSD Senior ID Program**. Each year, External Affairs staff visits numerous senior centers organizations and events. Seniors provide their names and addresses, names of their doctors and emergency contacts, blood type and any other information that might be important to an EMT or other First Responder. The data and a headshot photograph taken by an SCSD employee are then used to create the I.D. card.



The Suffolk County Sheriff's Dept. Honor Guard

Trained members of the **Sheriff's Honor Guard** proudly present the colors of the United States of America and the Commonwealth of Massachusetts at national and state events. The Honor Guard can be seen throughout the Commonwealth at special ceremonies, city and state funerals, sporting contests and other public events in Suffolk County.



Jailbrake is another highly effective intervention program at the SCSD. To help reduce the rise in violent and other criminal acts committed by young people in Suffolk County and decrease their rates of incarceration, JailBrake targets 14-23 year-old high-risk males and females. The program emphasizes the realities of imprisonment including: lack of control, lack of privacy, and responsibility for one's own actions. By giving adolescents a few hours of life within the confines of prison, they are given a firsthand look at the consequences of their actions.

The External Affairs Division also organizes free, quarterly town-hall forums, called **Directions for Corrections**. Each forum is moderated by Sheriff Cabral and addresses a pressing social, public safety or education issue. With her first forum, "The Hand That Rocks The Cradle: The Rise Of The Female Offender," Sheriff Cabral discussed the common and unique factors that present in female offenders and, with a panel that included representatives from law enforcement, public health, and social services, addressed the alarming rise in and ways to address crime among females.

The second forum was called, "Why Aren't You in School? A Community Response to Truancy" and brought together a panel of education leaders, legislators, and members of mentoring organizations to address solutions to school absenteeism. Most recently, Sheriff Cabral and a member of her legal staff conducted a seminar called "Understanding C.O.R.I.: A Practical Guide to Understanding Your Criminal Offender Record Information." This forum was offered specifically to help ex-offenders, employers and others who have or have access to information contained in criminal histories.

Legislative Tours are another way the Sheriff's Department reaches out to the people of Suffolk County. Tours are designed to educate community leaders about the important work being done in the Department and to keep them abreast of new initiatives. They also increase transparency and provide an opportunity for

first-hand observation of the size and quality of Department operations. Tour groups are diverse and can be comprised of elected officials, community activists, clergy, other public agency managers and representatives from community-based organizations. Tours include visits to male and female custody units, disciplinary units, the infirmary, the education building and inmate program units.

THE COMMON GROUND INSTITUTE (CGI)

In 2005, Sheriff Cabral created a “vocational school” on the grounds of the House of Correction. Unlike most of the Department’s other inmate programs, The Common Ground Institute (CGI) was designed by the External Affairs Division. CGI is a 10-week skills-based program that is comprised of two class modules, each five weeks long and a post-release, 3-week job-readiness module. The first module is academic. CGI participants receive classroom instruction in carpentry, custodial maintenance, painting and landscaping. These so-called “soft-skills” are easily marketable and offer ex-offenders a better chance at securing and retaining employment. In addition to these classes, participants must complete a 10-hour course in general industrial safety and health standards.



CGI educational classroom

The second five-week practicum requires participants to apply the skills they’ve learned at approved public sites in the cities of Boston and Revere. As a means of community restitution, CGI students become part of the Department’s Community Works Program. Under Department supervision, they perform carpentry, paint and landscape in libraries, schools, other public buildings and for charitable organizations. In this way, they are not only able to give back to their communities; they can build a small portfolio of work to reference to potential employers.

The Sheriff’s Department contracts with the cities of Boston and Revere and the Commonwealth of Massachusetts to provide job sites for this program; specifically we work with the Inspectional Services Department, the Boston Redevelopment Authority, the Boston Public Works Department, Massachusetts Department of Conservation and Recreation and the Massachusetts Highway Authority.



The Department’s CGI workshop

If participants pass all classroom tests and meet behavior and attendance standards, they graduate and receive certificates of completion from the Department and the Occupational Safety and Health Administration (OSHA.) The OSHA certification enhances graduates’ qualifications and improves access to federal employment.

One of the most important features of the CGI program is what the Department does for graduates. It finds them jobs. Over time, the External Affairs Division has built a roster of and relationships with employers who will hire ex-offenders and will work

In 2005, Sheriff Cabral created the Common Ground Institute with the intention of making the population at the House of Correction more attractive to employers and increasing employment opportunities for individuals transitioning back into society.

with the Department to help them stay employed.

To date, the Sheriff's Department has found employment for **205** CGI graduates. **Seventy-nine graduates remain employed.** Given the costs of incarceration, public assistance and other public benefits generally relied on by unemployed ex-offenders, the 79 CGI graduates currently employed and paying taxes have saved the Commonwealth approximately **\$2,279,000.**

CGI is the first in-facility inmate program in the Commonwealth's history to be certified by the Massachusetts Department of Workplace Development as an apprenticeship program. It has become a national model.

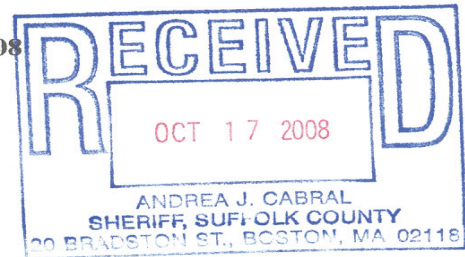


Dorchester Park Association, Inc.

PO Box 240081 • Dorchester MA 02124-0081 • www.dotpark.org

October 15, 2008

**Andrea J. Cabral, Sheriff
Suffolk County Sheriff's Department
Suffolk County Jail
200 Nashua Street
Boston, MA 02114**




Dear Sheriff Cabral:

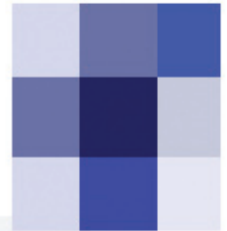
In early October, for two days members of your departments Community Works Program worked in Dorchester Park. The team, headed by Matt Carver, did an outstanding job in clearing away weeds, fallen branches, undergrowth, etc., from a sizeable swath of the Dorchester Park's urban forest. For the membership of the Dorchester Park Association, the many neighbors and dog walkers who use the park, and myself, I want to thank you and the Community Works Program for the wonderful service you and they provided

I also want to thank, through you, Heather McNeil of Community Relations. She has met with me and members of the DPA board, walked through the park, followed the plans the DPA has for the park, and worked with the Boston Parks & Recreation Department to expedite cleanup projects in the park carried out by the Community Works Program. She and your staff have always supported the DPA.

The goal of the Dorchester Park Association is to leave a park to future neighbors in this community that is much the same as it is today with much of its twenty-six acres given over to an urban forest here in the Dorchester Lower Mills/Cedar Grove Communities. Just as we appreciate and thank the people who put the park together from two adjoining farms in 1891, we hope that in 2091 people will thank us for preserving the park. Your ongoing help in this effort is much appreciated.

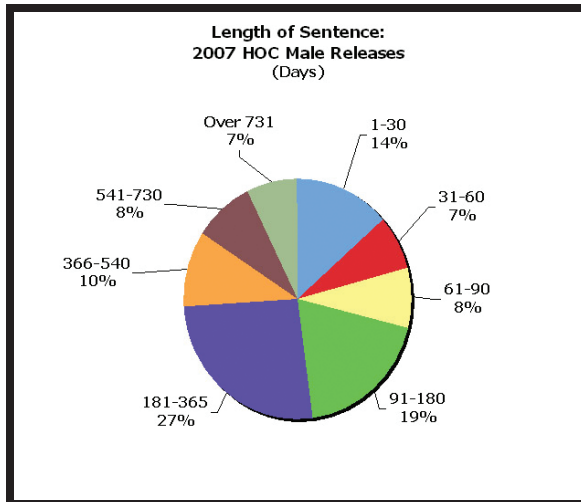
Sincerely yours,

Jane Boyer, President

Suffolk County House of Correction



The Suffolk County House of Correction at South Bay (HOC)

Built to replace the Deer Island House of Correction in Winthrop, the Suffolk County House of Correction at South Bay opened on Dec. 26, 1991. The seven building facility houses adult male and female inmates convicted of crimes with a sentence of 2½ years or less. This decentralized, direct supervision correctional center is comprised of 32 housing units to which inmates are assigned via a comprehensive classification system. The inmate population in 1992 was 832. In 2010, it fluctuates between 1,700 and 1,800 inmates who are supervised by 540 trained correction officers.



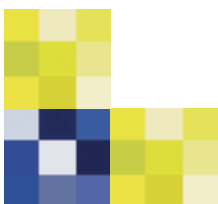
Like the Nashua Street Jail, the House of Correction operates within a paramilitary structure. Beyond the designation of CO-1, officers can test for and be promoted to the ranks of Sergeant, Lieutenant and Captain. In the Sheriff's discretion and by her appointment, officers can also attain the ranks of Superintendent, Deputy Superintendent and Assistant Deputy Superintendent.

Ideally, inmates at the HOC progress from their initial classification as maximum-security inmates to minimum-security inmates as they conclude their sentences. For classification advancement, an inmate must demonstrate

exemplary behavior, including adherence to institutional rules, compliance with staff orders, and active voluntary participation in various rehabilitative programs available throughout the facility. Such programs include: substance abuse treatment and recovery, vocational training, educational courses ranging from basic literacy to general high school equivalency, AIDS education, and classes in parenting. These programs are designed to emphasize accountability and responsibility.

House of Correction Fast Facts:

- Built in 1990 at a cost of \$115 million;
- Replaced Deer Island House of Correction;
- Has 32 housing units and approximately 1,900 available beds; and
- Separately houses female inmates within self contained housing units.



THE SUFFOLK COUNTY HOUSE OF CORRECTION SPECIAL SHERIFF GERARD HORGAN, ESQ., SUPERINTENDENT

Superintendent Gerard Horgan joined the Sheriff's Department in 1987 in the personnel office of the Charles Street Jail. He was promoted to Assistant Director of Personnel in 1988 and to Director of Personnel in 1994.

In 1997, Gerard was promoted to Deputy Superintendent of Support Services at the Nashua Street Jail where he oversaw the Medical, Maintenance, Kitchen, Canteen, Laundry, HVAC, Transportation, Booking and Property divisions. In 1999, he became the Deputy Superintendent of Programs and Support Services at the South Bay House of Correction. As Deputy Superintendent, the scope of his supervision was significantly increased and for a much larger custody population. In addition to the types of support service areas he supervised at the Nashua Street Jail, Gerard also became responsible for operations related to Social Services, Education, Vocational Services, Classification, Records, Inmate Grievances, Volunteers, Religious Services and Disciplinary Boards.



Supt. Horgan addressing a Legislative Tour

Within two months of her own appointment, Sheriff Cabral promoted Horgan to Superintendent of the Nashua Street Jail. He remained in that position during the new administration's transition. At the conclusion of the transition period, Sheriff Cabral appointed him Special Sheriff and Superintendent of the House of Correction.

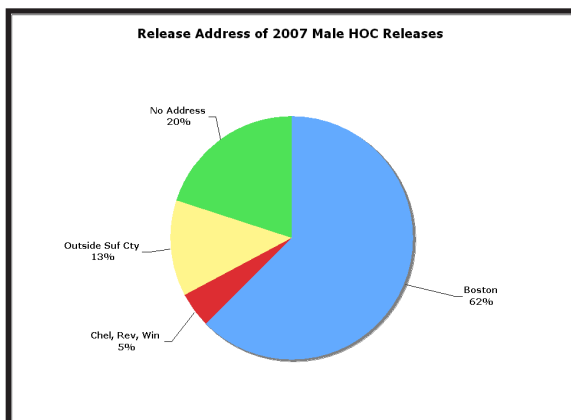
With a well-deserved reputation as an excellent manager who resolves conflicts, solves problems and achieves goals, Superintendent Horgan currently supervises a facility that houses nearly 1,800 men and women on a daily basis. He has successfully implemented a number of significant reforms and changes, including:

- comprehensive, gender-specific and mandatory inmate programming for female offenders;
- upgrade and modernization of the inmate classification system; and
- creation of a merit-based promotional process that is both stringent and fair.

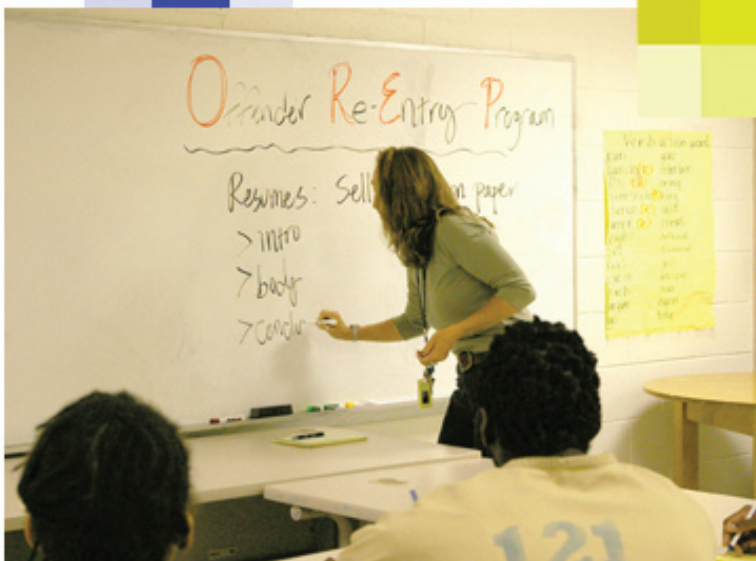
To increase accountability and more consistently assess staff performance, Superintendent Horgan implemented a "Duty Officer" program. On shifts that they are not regularly scheduled to work - days, nights and weekends -

Command Staff at the HOC tour the facility, assessing the quality and efficiency of facility operations while increasing employee access to their supervision and guidance. Duty Officers also regularly interact with inmates and monitor the consistent and fair enforcement of policy.

Superintendent Horgan is also a member of the Policy Review Committee, which constantly reviews and modifies the Department's policies in accordance with Massachusetts law and operational need, and an instructor at the Department's Training Academy in Chelsea. Under his solid leadership, the HOC has undergone a multitude of positive changes, improvements and substantial reforms.



HOC Inmate Education & Programs



INMATE EDUCATION AND PROGRAMS

The Department offers a variety of social service and education programs to a diverse population of male and female offenders. Our professional staff work hard to help inmates and detainees build academic and life skills that better prepare them to become productive members of society as they reenter their neighborhoods.

To help sustain its programs, the Department partners with agencies like Bunker Hill Community College, the Boston Public Schools, Boston Medical Center, the Boston Center for Families and Children, the Phillips Brooks House at Harvard, Boston and Youth Options Unlimited Boston, which focuses on post-release services for younger inmates.

Recently, the Department began using Aztec software, an educational aptitude-based program that allows inmates to work independently as they develop employment skills. An upgrade of inmate database tracking software was also made to keep educators current with the variety of inmate programming the Department offers.

The majority of educational services offered by the Department take place at the Suffolk County House of Correction (HOC) for a population with varying educational, social and rehabilitative requirements. In general, the average reading level of an inmate or pre-trial detainee is slightly higher than 7th grade level. The average math ability is at a 5th grade level. A motivated inmate can take classes in many different areas of study and at several different education levels.

At the HOC, experienced educators teach enhanced educational, vocational and behavioral programs to male and female inmates and detainees. These classes include:

Literacy I

This course is for beginning readers and for students reading at or below the fourth (4th) grade level. Most LIT I students have had difficulty in the past learning how to read, spell, and write. This course is designed for them to successfully develop basic skills.

Literacy II

This course is for students who test at the 4-8th grade reading level. The teacher will work with students to strengthen their basic skills in math, reading and language. Generally, the class works toward preparation for a GED program. LIT II refreshes basic skills and helps develop good study habits.

Math Review

Teachers offer 1-hour math classes for those who feel they need extra help in math. Three different levels are offered.

Title I

This program is provided to students who are younger than twenty-one (21) years of age and still need a diploma. Classes concentrate on reading and building other academic skills necessary to obtain a GED.

Freedom From Violence

This extraordinary program is an intensive course on the origins, causes and nature of violence and how to make the transition from violent thinking and behaviors to a non-violent lifestyle.



General Education Diploma Program (GED)

This Adult Basic Education program prepares students assessed at an eighth grade or higher reading level to earn their high school equivalency diploma or GED. Working together as a class and as individuals, the instructor prepares the students for the five (5) subject areas of the GED test: writing skills, science, arts and literature, social studies, and mathematics. The GED test is given three (3) times a year at the House of Correction. This course has open enrollment and is offered on an ongoing basis.

External Diploma Program (EDP)

The External Diploma Program awards students a diploma from the Boston Public Schools. This program is a competency-based assessment program that teaches students about their community, government, health and career options. The MCAS is a recent program requirement.

Special Education (SPED)

The Special Education Program helps inmates who are between the ages of seventeen (17) and twenty-two (22). Students must also have a history of Special Education and/or have a current and valid Special Education Plan from a public school.



The Nurturing Fathers class at the HOC

English for Speakers of Other Language (ESL)

The ESOL program serves students whose native language is not English. Students acquire basic as well as more advanced knowledge and command of the English language. The ESOL program is offered in three (3) levels to students from various ethnic groups and backgrounds. By working in groups and in one-on-one tutoring, students acquire the basics of the English language. Classes range from non-speakers of English to fluent speakers who need to develop their writing skills.

Parenting

This program is intended to improve parenting skills. Fathers learn about developmental issues, communication skills and health topics in order to improve their children's lives. Some students in this program also participate in the Fathers Read Aloud program, taping themselves reading a book to their child. The child then receives the book and the tape. "Children's Book Club for Fathers" is a part of this class.



The "Father's Read Aloud" program

Nurturing Fathers

This program is offered by an outside agency of the same name. Fifteen fathers meet twice/week to learn about parenting and discuss their own experiences.

Inmate Tutorial Program

Volunteers from area colleges such as Boston College and Harvard University tutor inmates in a variety of subjects such as reading, math and computer skills. They help students achieve individual goals.

Black Studies

This class is discussion-based. This class offers an opportunity for inmates to meet and learn about issues affecting people of color with an emphasis on history, culture, art and music.

Debate Club

This program attempts to teach the basic concepts of debate, dealing with controversial and popular issues, listening to viewpoints while defending opposing positions.

Art

This volunteer-taught class focuses on color and design and is offered to women only.

Artists and Art Movements

This is a new program. Participants learn about the leading art movements of the 20th century and learn to express themselves through art using charcoal, pencil and pastels.

Psychology

This is an introductory course covering a wide range of topics. The content includes the following topics: Psychology as a Science; Physiological bases of Behavior; Learning and Consciousness; Development and Personality; Abnormal Behavior; and Social and Contextual influences. Students are expected to read chapters, participate in class discussion and prepare for quizzes and brief writing assignments.

Prison Empowerment Program (PEP)

PEP is a leadership and educational program that helps young people think about their decision-making, reflect on the role of the individual, community and government in regards to incarceration. Young people visit the class and listen to a panel of inmates discuss and explain their choices and the consequences of those choices. This class is facilitated by a staff member of The City School.

Poetry

Participants are introduced to many forms of poems and various poets. Students will also practice writing their own poems.

Film

Categories of films, e.g., documentaries, films of Shakespeare's plays, etc., are viewed and discussed with a focus on contemporary relevance.

School/Job Counseling

Counselors meet with and assist inmates and detainees in making good career and school decisions.

Resume Writing

This class teaches participants how to present themselves to employers, in person and in writing. It also provides resources for help in finding a job.

Tutoring

Tutoring services are provided during the day and in the evening by students from Boston College and Harvard University. Tutoring is mostly one on one and focuses on the individual needs and interests of the student.



RE-ENTRY PROGRAMS

- **The Boston Re-entry Initiative (BRI)** is a partnership between the Suffolk County Sheriff's Department, the Boston Police Department, the U.S. Attorney's Office, a number of social service providers and other public agencies. BRI candidates are inmates whose crimes involve the use of firearms, violence, gang activity and/or drug dealing. They are considered "high impact players." Because of their criminal histories, the recidivism rate within this population is believed to be 100 percent. Upon release, these inmates are almost certain to have to have a negative impact on any community to which they return.

Eligible inmates are identified within the first 45 days of the commencement of their sentence. Each month, panels of twelve are oriented to the BRI, the significant consequences of any post-release criminal conduct and then offered rehabilitative programs and services. Post-release, they are provided with follow-up programs, services, mentors and support.

Outcomes for the BRI are measured in two year cycles. From calendar year 2007 to 2008, 238 male inmates, **considered 100% likely to re-offend**, participated in the BRI Program. Of 238 BRI participants:

- **140 (59%)** have remained arrest-free or rearrested on minor (non-serious) charges.
- **97 (41%)** have been arrest free for a year or more;
- **7 (3%)** were rearrested on more serious or violent charges;
- **12 (5%)** were rearrested on similar charges; and
- **2 (1%)** are deceased.

- **C.R.E.W. (Community Re-Entry for Women)** began in the spring of 2004. In this community partnership, the SCSD provides a Mental Health Clinician, a Recovery/Substance Abuse Clinician and six trained correctional officers to maintain care, custody and control of the female inmates in the unit. CREW provides job readiness, life skills training, case management, health management, housing and job search assistance to incarcerated women, who then transition to the community with the support and supervision of the partners for up to two years. Employment and housing are program priorities.

Since enrolling its first class in April 2004, the CREW Program averages 60 graduates per year. Below are the statistics for fiscal year 2008:

Program Completion and Recidivism

- **56** women completed the C.R.E.W. program and were released.
- **54** graduated from the program
- **2** program graduates did not participate in program follow-up.

Employment:

- **22** of the 54 (41%) found employment within 90 days of release. (Project Place's goal)

Housing:

- **3** of the 54 graduates did not pursue housing.
- **45** of the remaining 51 (88%) found housing.



Housing (cont.):

- 33** of the 51 were placed in permanent housing within the last year of release.
- 12** of the 51 were placed in transitional housing.
- 6** of the 51 did not find housing.

From mid-2006 to early 2008, Project Place supplied \$10,000 of additional program funds to provide wrap-around case management services and small monetary stipends to supplement the wages of graduates who found employment. 90 women benefitted from these grant monies. **76** (85%) of these women did not re-offend within 1 year.

The national recidivism rate cited for female offenders is **30%**. The recidivism rate for CREW participants is **20%**.

- **The Community Works Program (CWP)** was established as a means to allow appropriately classified inmates to make restitution to their communities by providing a necessary service. It also serves as an opportunity for CGI graduates to put into practice some of the skills they've acquired through that re-entry program. Over the course of five years, the number of CWP crews has expanded from one crew of male inmates to five, including one female crew.
- **The Community Supervision Unit** is responsible for the day-to-day supervision of inmates out on community release, whether subject to electronic monitoring, at home or in halfway houses. These deputy sheriffs work closely and effectively in the communities of Suffolk County to assure that the men and women on pre-release are participating in work or programs.
- **Brooke House** and **McGrath House** provide transitional housing from custody to community for inmates in pre-release. Forty-five men are classified to the Brooke House, a residential facility in the Fenway neighborhood of Boston. McGrath House serves up to 15 women in a residential house located in the South End of Boston. Brooke House residents attend classes/programs at the Suffolk County Community Correction Center at 33 Bradston Street. This program serves hundreds of pre-release inmates, probationers and parolees each month. A GED program, classes in computer graphics, resume writing, adult literacy, life and employment skills and random drug/alcohol testing take place at the center. McGrath House serves up to fifteen women in a residential setting. They attend the Women's Resource Center where they participate in life and job skill programs. Residents are required to work or attend programs while actively seeking work or housing.
- **The Department of Revenue** provides a representative who comes to the HOC to meet with inmates who have child support obligations. This program is designed to increase responsibility and accountability of male inmates with unsupported children and decrease the number of post-release arrest warrants issued for failure to pay child support. In conjunction with other re-entry programs, this initiative helps inmates recognize and respond to these obligations in a positive way.

GENDER-SPECIFIC PROGRAMMING FOR FEMALE INMATES AND PRE-TRIAL DETAINEES

Prior to Sheriff Cabral taking office in 2002, the Department housed all female pretrial detainees at the Nashua Street Jail. There was no system of classification that distinguished those with special medical issues from those who posed a risk of suicide or presented serious behavior problems. Access to programs and physical recreation were very limited. Many female pre-trial detainees spend much longer periods of time in custody awaiting trial than serving time as a result of a criminal conviction. At the same time, there was only one, off-site rehabilitative program at the HOC for female inmates and not all were eligible to participate.

To address the long standing disparate treatment of females in custody, Sheriff Cabral implemented a new classification protocol and mandatory, gender-specific programming at the HOC. These programs are trauma-informed and designed to build self-esteem, academic skills, job skills and life skills. Female pre-trial detainees are no longer held at the Nashua Street Jail. Along with female inmates, they are housed in seven, separate units at the HOC. A new recreation schedule was also created to allow female inmates to receive the same exercise and fresh air afforded to male inmates and detainees. Participation in programs is mandatory, though the overwhelming majority of women eagerly take advantage of what is offered. Those that refuse to participate are housed in an accountability unit with restricted access to privileges.

Within the first hours of being in custody, all female inmates and detainees receive a community resource guide that contains a list of services and programs, available throughout Suffolk County, which they can utilize upon their release. This guide provides even the shortest term detainee or inmate with information that can assist them in obtaining needed mental and physical health services, as well as social services, employment and educational resources.

Within 24 hours of being processed into the facility, female inmates and detainees are assigned a caseworker. Programming begins immediately and occurs in four phases. Phase I includes orientation, which inmates and pre-trial detainees attend as a group. Orientation includes completion of a comprehensive intake, called a Level of Service Inventory (LSIR.) The LSIR is a nationally recognized tool to assess the factors that contribute to an inmate or detainee's criminal behavior.

Along with many other pieces of information, the LSIR assesses education, substance abuse treatment, employment, mental health and housing needs. Based on this data, program staff create an Individual Service Plan (ISP) of programs and services. The ISP targets criminogenic factors that inhibit long-term success and heighten the risk that the inmate or pre-trial detainee will re-offend upon release.

Phase II is the "Transition" phase and consists of an intensive, 2-week group of classes based on the 4 criminogenic factors that most female inmates and pre-trial detainees have in common. Phase II is designed to provide solid help for those inmates who will be eligible for parole within weeks of commencing their sentence and pre-trial detainees who may be in custody no longer than a few weeks before they post bail or their case is resolved in court. Phase II focuses on recovery, domestic violence, anger management and community re-entry. Phase III is the program core. Here is where the bulk of programs and services matched to the ISP will be delivered. Participants will stay in this phase until they are released from the HOC. Phase IV is about re-entry and transition back to family and community and is where a Discharge Plan of post-release follow-up programs and services will be implemented.



INMATE HEALTH CARE AND SPIRITUAL SERVICES

Medical Care

The Department's medical staff includes doctors, nurses, physician and nursing assistants, psychiatrists, psychologists and other clinicians who provide medical and mental health care at the Nashua Street Jail and the House of Correction. **A medical intake is performed on every pre-trial detainee and inmate who is placed in the Sheriff's custody. In 2009, the Department conducted 55,160 intakes, 8,160 of which were done at the HOC.** Medical care includes physicals, acute care, sick calls, dental care, eye care and mental health treatment. Persons in custody whose medical needs exceed the capabilities of the Department's medical staff are transported to area hospitals as needed.

Inmates and pre-trial detainees present with exacerbated medical and mental health care needs. Eighty-five percent (**85%**) self-report a history of drug or alcohol abuse and need some type of treatment. In addition to **AA** and **NA**, the HOC has **390** substance abuse recovery beds for male and female inmates. Three of the programs are for male inmates - two are variable length of stay and one is fixed length of stay. All 150 beds in the female units are used for substance abuse recovery programming.



The dental services office at the HOC

The percentage of chronic illnesses like asthma, hepatitis C, hepatitis D, HIV, Type II diabetes and hypertension in this population is consistently high. In partnership with the Department of Public Health, SCSD makes hepatitis and flu shots available to staff, inmates and pre-trial detainees. The Department also administers a mandatory HIV education program to all incoming detainees and inmates. Confidential HIV and STD testing, education and counseling is offered along with comprehensive HIV care.

To provide better on-site care, the Department also uses an electronic medical records system, provided by its health care vendor, and has two x-ray and two dialysis machines. Last year, **453** dialysis treatments were given inside the facility, eliminating the considerable expense of inmate transportation to and supervision within hospital facilities. The addition of a number of other on-site services - sutures, medications administered intravenously, physical therapy and the implementation of a web-based pharmacy ordering system that ensures timely delivery of much needed medications – have all significantly enhanced the quality of medical care provided at the HOC.

Both Medical and Mental Health staff have coordinated with local community providers, DPH, DMH, and the Boston Public Health Commission to ensure continuity of care for inmates once released. Partnerships have been established with both Whittier Street and the South End Community Health Centers that have allowed for coordinated discharge planning.

The HOC also provides health and wellness programs for inmates. A professional nutritionist was consulted when the menu for the HOC was being created. Meals at the HOC – approximately 1.75 million are provided per year - meet required daily standards for nutrition.

Mental Health Care

Approximately **42%** of Suffolk County inmates present with some form of mental illness, ranging from mild personality disorders to major mental illnesses. Of that number, approximately **26%** suffer from a major mental

illness. The percentage of mental illness diagnosed in female inmates is approximately 36% higher than in male inmates. To meet the considerable incarceration challenges presented by these troubling numbers, the HOC has significantly increased inmate access to mental health services. Services are offered through the week from 8am to 9pm, on Saturdays and there is an on-call mental health professional available 24 hours a day. Cameras have also been installed in the infirmary to help ensure that inmates with acute mental health needs can be monitored at all times to ensure their safety.

Mental Health services are delivered by specialized forensic clinicians. Along with routine counseling and psychiatric services, the Department has increased its focus on group counseling and making sure mental health professionals coordinate service provision with social services staff. Additionally, the HOC mental health team has partnered with several local universities to offer competitive fellowships and internship opportunities to graduate level students in exchange for providing services to this population.

Both medical and mental health staff has coordinated with local community providers, the Department of Public Health, the Department of Mental Health, and the Boston Public Health Commission to ensure continuity of care for inmates once they are released. Partnerships with the Whittier Street Community Health Center and the South End Community Health Center allow for coordinated discharge planning. Whittier Street has been instrumental in enrolling or re-enrolling inmates in MassHealth through their “virtual gateway” system. This system allows staff to apply online for MassHealth membership on behalf of inmates in pre-release preparing to ensure that they continue to receive necessary medical and mental health care post-release.

Spiritual Services

Clergy from many different denominations minister and provide spiritual guidance to inmates at the HOC. The Department provides services from various churches for Catholics, Protestants, Baptists, Muslims, Pentecostals, Jehovah’s Witnesses, Christian Scientists and Seventh Day Adventists. Pentecostal and certain Christian services are also offered in Spanish and Portuguese. A meditation program is also available. This is the widest and most diverse range of spiritual service provision in the Department’s history.

VISITS

Changes were also made – in both the House of Correction and the Nashua Street Jail – to reflect a new policy on civilian visits for inmates and detainees. Prior to Sheriff Cabral’s arrival, visitation procedures were onerous and inefficient. As a result, visitors frequently waited in an overcrowded lobby, in excessively long lines for long periods of time.

The Department now allows non-attorney visits by appointment only. Each week, eligible inmates may submit five names and contact information for people from whom they expect a visit. Following a security check, the visits are scheduled. Security and other concerns have been eliminated now that there is certainty as to who is visiting and when they will visit.

Concerned for the health and safety of children who accompanied their relatives on visits that lasted well into the evening, Sheriff Cabral also instituted a policy where visitors who want to bring children must schedule the visit for any available time before 6:00 p.m. Alterations were also made to one of the facility’s visiting rooms to create a warmer, less institutional space for more comfortable mother/child visits.



Children’s Visiting Room

CUSTODY ASSESSMENT

Another significant achievement during Sheriff Cabral's first term is the reform of the Inmate Classification System, which is used to determine housing unit assignments and program eligibility. In 2005, Sheriff Cabral authorized reorganization of the entire structure and developed new policies, procedures, documentation and forms. A new, point-based assessment tool, that uses factual information rather than information reported solely by the inmate, is now used to assess internal security and recidivism risk and help develop inmate Individual Service Plans. The new system is more objective and fair. It also allows inmates to earn advancement from maximum to minimum security, through exemplary institutional behavior and participation in programs.

The new custody assessment system has increased the Department's ability to distinguish problem inmates from those more likely to make positive changes in their lives and to manage the custody of all inmates more effectively. It has also resulted in safer and more cost effective housing options, better record-keeping and more transparent procedures for inmate discipline, including:

- flexible housing assignments that may be easily changed based upon population needs;
- transfer of 62, low-risk, non-violent inmates to the Nashua Street Jail to provide them with additional opportunities for work inside the institution. It also provides the Jail with a more consistent work force;
- creation of Administrative Segregation Units (ASU) and related disciplinary procedures, to separate the most violent of fenders from general population;
- creation of Special Housing Units (SHU) to protect vulnerable inmates and reduce the risk of gang violence;
- streamlined and monitored disciplinary policies and procedures, which create more equitable sanctions and greater consistency in implementation;
- reform of the inmate grievance system; including an oversight committee that includes staff representation from all Department divisions and a new record-keeping system;
- stronger and more professional relationships between security staff and staff in the Custody Assessment and Classification Division; and
- the development of teams and reliable procedures to collect statutorily mandated data, e.g., DNA collections, sex offender registrations, restraining orders and restraining order affidavits.

Since the implementation of the Sheriff's reforms, bi-annual audits by the Department of Correction have found all areas of the Custody Assessment Division to be in full compliance with the Code of Massachusetts Regulations. The Department has also been lauded by the State Police CODIS lab for its efforts in the collection of DNA and is fully compliant with VOCA requirements regarding victim notification and sex offender registration.



Nashua Street Jail



Suffolk County Jail at Nashua Street

The Suffolk County Jail at Nashua Street opened in 1990. It is the replacement facility for the historical Charles Street Jail, which operated from 1851 until 1991. The Jail incarcerates anyone charged with any crime in Suffolk County who is held on a bail amount they cannot post. It is a maximum security facility with 753 available beds.

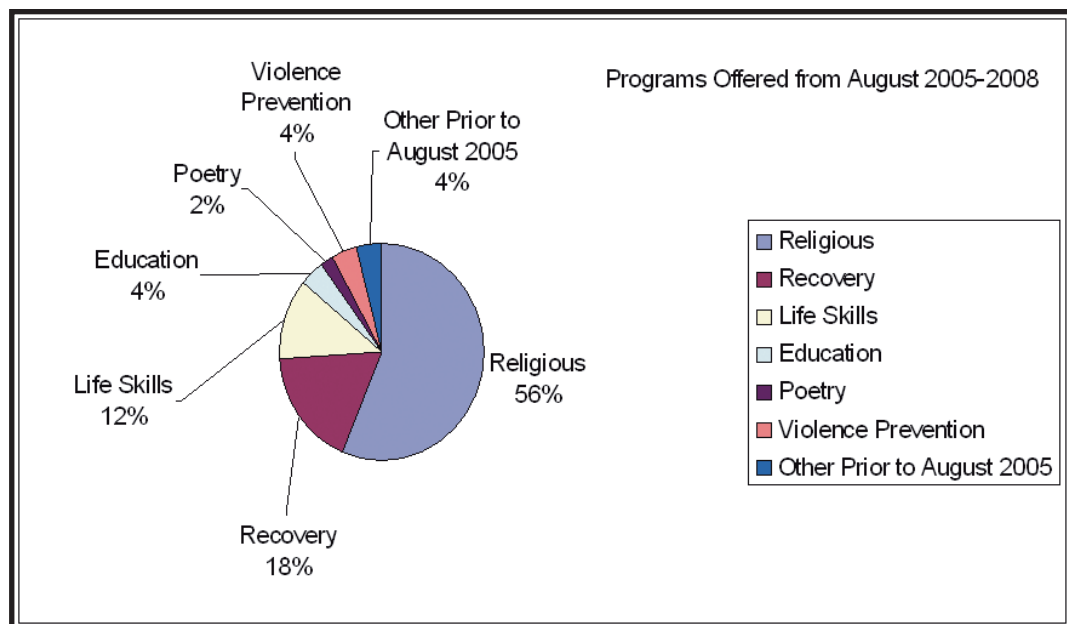
Along with the pre-trial detainee housing units, the Program Services, Transportation, Booking and Property Divisions maintain effective and efficient facility operations. Annually, the kitchen staff prepares and serves more than 700,000 meals to detainees. The staff also takes time to prepare separate meals required for different cultural and religious observance.

The Jail uses the latest in affordable correctional technology to maintain safe and secure housing units for pretrial detainees. Along with the House of Correction, the Jail is fully compliant with all health and safety rules, including the Americans with Disabilities Act.

Nashua Street Jail Fast Facts:

- Opened in 1990 and replaced the Charles Street Jail, which was in operation since 1851;
- Is built on 2.1 acres of land and totals 249,540 sq. ft.; and
- Is a maximum security facility with a 753-bed capacity.

Nashua Street Jail Programs



THE NASHUA STREET JAIL EUGENE SUMPTER, JR., SUPERINTENDENT

When Sheriff Cabral took office in 2002, Eugene Sumpter, Jr. had recently been promoted from the rank of Assistant Deputy Superintendent to Deputy Superintendent of Security Operations. In that role, he was responsible for overseeing the daily operation of the Nashua Street Jail and supervision of all uniformed staff. In 2003, based on his record of exemplary performance and experience, Sheriff Cabral promoted him to the rank of Superintendent at the Jail. He is now responsible for a facility that houses 753 detainees and processes over 12,000 detainees annually.

Prior to employment with the Sheriff's Department, Superintendent Sumpter served in the Armed Forces. He is a six-year veteran of the United States Army. Like Superintendent Horgan at the House of Correction, Superintendent Sumpter is a member of the Department's Policy Review Committee and plays an integral role in the creation and modification of Department policies.

Among Sheriff Cabral's many policy and practice reforms implemented during Superintendent Sumpter's five-year tenure, few are as important as the creation of a Department-wide, merit-based system of hiring, assignments and promotions and an unwavering commitment to providing an unprecedented level of training for officers and staff.

With a larger pool of officers possessing the available skills... fewer specialized officers are forced to work overtime... resulting in a cost savings to the taxpayer.

Prior to 2002, officer candidates received only three weeks of training; sometimes less. Discussed in greater detail below, the Sheriff's Department now operates a fully staffed, off-site training academy in the city of Chelsea. Superintendent Sumpter oversees the Training Academy and twelve weeks of academy training is required of every cadet. The Training Division also provides all in-service training to uniformed and civilian staff. A more stringent hiring process and greater mentorship of newly trained officers by veteran custody staff has greatly enhanced their base of knowledge and experience in Department policies and procedures. As a result, more officers participate in the promotions process than in the Department's history. In the past five years, nearly forty promotions have been made at the Jail – all of them merit-based and the result of a fair and transparent testing process.



Leadership training class

Superintendent Sumpter also places a significant focus on training greater numbers of officers in the many specialized functions of the Jail. In the past, where one or two officers might have knowledge and experience with regard to discrete, but important Jail functions, now a much larger pool of skilled officers are available to assume diverse responsibilities throughout the Jail. This is important not

only to increasing officers' skill sets, it greatly reduces the need for overtime spending and forced drafts, i.e., compelled work shifts for some specialized officers when others are on vacation or out sick.

Using the results of regular internal audits as a guide, Sheriff Cabral has implemented a number of cost-saving

measures and other efficiencies at the Jail. In 2004, the Jail converted its costly steam heating system – which had been in use since the building opened in 1990 - to gas heating, which saves \$200,000 in heating costs each year. In 2005, following a review of Transportation Division policies and practices, duties and responsibilities were consolidated and the communications functions were improved. Notably, replacement of the grossly outdated and unsafe Jail radio system was also a priority. Jail Officers were frequently unable to communicate with one another inside the facility and their ability to communicate with the Transportation Division and other law enforcement agencies while on the road was severely limited. The Department now uses a state of the art system that enables secure and reliable external and internal communication. As a result, the Jail, which handles over 30,000 transportation trips a year, operates the most complex and busiest county corrections transportations system in the Commonwealth with professionalism and efficiency.



The Nashua Street Jail control panel



New construction in front of the Nashua Street Jail

Under Superintendent Sumpter's leadership, the Jail has also made a number of facility and equipment upgrades that have significantly increased the safety for staff and the public. These include the upgrade of service weapons, upgrade of the security access card reader system and full replacement of outdated, non-functioning fire panels, sallyport and cell doors. This year, with the help of the state's Division of Capital Assets Management, the Jail received a new roof to replace its original, whose chronic leaks often caused substantial damage to Department property. The Jail also completed total reconstruction of its front entrance, including the disabled persons' access ramp and an ADA compliant conversion of the central access doors and restrooms.



NSJ Detainee Services & Programs



DETAINEE SERVICES & PROGRAMS

Because it holds pre-trial detainees and not sentenced inmates, program services at the Nashua Street Jail are different than those available at the House of Correction. Unlike sentenced inmates who are incarcerated for specific periods of time, pre-trial detainees are released from custody whenever they are able to post the required amount of bail or, if they are unable to post bail, whenever the case is resolved. As a result, detainees can be in custody for less than 24 hours or for over a year, depending upon the circumstances of the individual case. While not as extensive as that provided by the HOC, the Jail provides accessible programs whose effectiveness is not dependent upon the amount of time the detainee spends in custody.

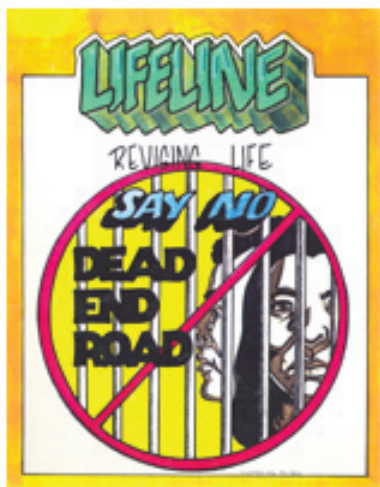
In 2009, 12 caseworkers at the Nashua Street Jail completed six thousand forty-eight (**6048**) intakes of new detainees. One of the purposes of these intakes is a needs-based assessment of the programs that would most benefit the detainee. Much like the deficits presented by inmates at the House of Correction, the detainee population in Suffolk County presents with significant substance abuse, chronic medical/mental health and literacy issues.

In the last quarter of 2009 alone, these caseworkers processed and responded **4,675** detainee requests for services and assistance and held **7,020** meetings with detainees related to those requests.

Jail programs are facilitated by Department caseworkers, college interns and volunteers from national, community-based and faith-based organizations. In 2009, a total of **104** volunteers provided services to detainees. In addition to the Book Club and “Voices” poetry and literature program, other programs and services include:

Recovery Awareness Program/Alcoholics Anonymous/Narcotics Anonymous

The Department held 948 meetings at the Jail in 2009. The facilitator for these meetings also provides individual meetings and provides referrals to sober houses and other transitional and rehabilitative recovery programs.



The Lifeline Program

The Nashua Street Jail has the lowest suicide rate of the nation’s largest jails. Lifeline is a model prevention program that focuses on detainees who are depressed or express suicidal ideation. Lifeline works with volunteers from the Samaritans of Boston who train staff and other detainees to become “peer befrienders” who provide support and encouragement to those who are susceptible to self-harm. There were 85 Lifeline meetings at the Jail last year and 73 “Peer Befriender” sessions. The Lifeline program has been featured in suicide prevention journals and has been replicated throughout this country and in Europe.

Relapse Prevention Group

This weekly group focuses on helping detainees understand the process of relapse by identifying warning signs or “triggers” and provides education on how to prevent post-incarceration relapse.

Stress Awareness Group

The purpose of this group is to break the negative cycle of stress and its outcomes (violence, substance abuse, etc.) It focuses on stress management and provides yoga and meditation techniques as resources.

HIV Support Group

This is a weekly, confidential group facilitated by a DPH certified, HIV educator and counselor. Detainees are given an opportunity to talk openly about the disease and resources regarding medication, clinical trials and housing are provided.

Life Skills Group

This group focuses on building employment and other skills. Detainees are taught basic techniques for resume writing, interviewing and proper completion of employment applications. Career goals are discussed and referrals to outside agencies are provided.

DETAINEE HEALTH CARE & SPIRITUAL SERVICES



Medical exam room at the Jail

Like the inmates at the HOC, detainees at the Jail present with the same highly elevated levels of chronic illness, like diabetes, high blood pressure, HIV, asthma, hepatitis and tuberculosis. Detainees who present with medical problems that cannot be addressed by health care staff at the Jail infirmary are transported to the hospital for appropriate care. Like the HOC, the Jail utilizes the Shattuck Hospital, Boston Medical Center and Massachusetts General Hospital, among others, for such care. Deputy Sheriffs transport detainees to local hospitals approximately **800** times a year.

Medical and Mental Health Care

The Health Services Unit at the Nashua Street Jail is open twenty-four hours a day, seven days a week and treats approximately **47,000** detainees every year. It has two on-site physicians, physician's assistants, nurses, two psychiatrists, (one on-site and one on call) and two on-site pharmacists. A medical intake is done for every detainee who enters the Jail, no matter how recent his or her last commitment. The Jail operates a Dental Clinic and an Eye Clinic, holds a daily sick call and medical staff go cell to cell once a day.



X-ray machine at the Nashua Street Jail

Eighty-five percent of detainees present with some form of substance abuse problem. In 2008,

the Jail provided drug and alcohol detoxification services to **1,892** detainees. In 2009, that number increased to **2,010**. By contrast, in 2002 when Sheriff Cabral took office, the Jail provided drug and alcohol detoxification services to **619** detainees. The Department recently purchased a digital x-ray machine for the Jail. The ability to take x-rays onsite not only provides staff with critical medical information in a timely manner, it decreases the number of costly transportation trips to the hospital.

The Department administers a mandatory HIV education program to all incoming detainees where confidential HIV counseling and testing is offered, along with comprehensive HIV care.



Detainees at the Jail receive faith-based services



Detainees at the Jail receive faith-based services

The rates and degrees of mental illness for the detainees at the Jail is the same as that for the inmates at the House of Correction. The Department has increased the amount of access to mental health coverage to meet the rising numbers of detainees coming into custody with mental illnesses. Services are available two days and four nights a week including Saturday and there is a psychiatrist on call, twenty-four hours a day. Cameras have also been installed in the clinic to help ensure that detainees with acute mental health needs can be monitored at all times to ensure their safety and to help prevent self-harm.

Spiritual Services

The Jail provides interfaced religious programming conducted by institutional chaplains and volunteers. Ministers, priests, nuns and rabbis provide spiritual guidance through Baptist, Catholic, Protestant, Presbyterian, Episcopalian, Jehovah's Witness and Christian Science services. A meditation program is also available. Evangelical and Christian Science services are offered in English and Spanish. The Jail also provides cell-to-cell visitation and Bible Study/Education classes. Religious texts and bibles are supplied by New England Prison Ministries and other religious organizations.



Training



THE CORRECTION OFFICER TRAINING ACADEMY (COTA) YOLANDA SMITH, ASSISTANT DEPUTY SUPERINTENDENT

In 2003, Sheriff Cabral opened the Department's first Correction Officer Training Academy (COTA). Housed in a 9,500 square foot modular facility in the city of Chelsea, the COTA represents a model of corrections officer training, with a curriculum that is both comprehensive and progressive. The Academy is run by Assistant Deputy Superintendent Yolanda Smith. ADS Smith rose through the ranks of the Department and was promoted from the position of Captain based upon her exemplary record as an officer and her strong leadership ability. As Director of the Training Academy, ADS Smith has increased educational opportunities for instructors, significantly improved the curriculum and expanded its focus.



*Officers practice
life-saving skills*

Every COTA instructor is a Suffolk County Sheriff's Department Corrections Officer and all are certified. All academy and in-service training for Department personnel is conducted there. Instructors also provide training to other law enforcement agencies and facilitate their use of the COTA as a training site. The training curriculum is extensive and includes the use of force continuum, interpersonal communication, firearm safety and handling, suicide prevention, courtroom testimony, ethics and professionalism, inmate education, CORI and inmate rights and responsibilities, fire safety, evacuation plans, report writing, sexual harassment and CPR. Cadets also receive physical training and are schooled in multiple defense tactics. The Department has also implemented the practice of mandatory continuous training and retraining on the use of force to ensure that officers are responding properly to situations involving inmate violence and forced cell moves. Department-wide, all uses of force are required to be documented

via videotape. These tapes are reviewed by the Deputy Superintendent of the facility to ensure appropriateness of response and identify areas where improved training might be needed.

Training instructors are required to go back online as unit officers for two weeks each year to help them maintain familiarity with practical functions of care, custody and control of inmates and to gauge the effectiveness of the training they provide.

Non-custody staff is also required to attend in-service training for three days every year. Their training curriculum includes policy standards, CPR, first aid, emergency plans, fire safety, suicide prevention, report writing, inmate classification, contraband control, sexual harassment and cultural awareness. Introductory Spanish was recently added to the Department's training program to improve the communication between staff, inmates and detainees. COTA Instructors also provide training for Choice Program Officers and the Department's Honor Guard.



Staff members receive frequent, extensive training

This year, the Department added a course in Transgender Awareness that is designed to promote sensitivity and professional competence in dealing with transgendered employees, inmates and detainees. The training was interactive and facilitated by a transgendered instructor who is also a former public safety official. Representatives from the Massachusetts Commission Against Discrimination (MCAD) and the Equal Employment Opportunity Commission (EEOC) attended the session as trainees. The Suffolk County Sheriff's Department is the first corrections department in the Commonwealth to add this type of training to its curriculum.



Mutual aid, information sharing with and collaboration between the Training Division and other law enforcement agencies has been greatly enhanced over the last six years. Department trainers work closely with the Massachusetts Sheriff's Association's professional development committee to keep training academy curriculum as current and effective as possible. They have also partnered with the Boston Police Department to assist with riot control training, the Chelsea Police Department to deliver suicide prevention training, The Massachusetts Bay Transit Authority Police to instruct on proper forced cell move techniques, and a number of law enforcement K-9 (Canine) units to effectuate drug searches.



Officers prepare for a disaster drill exercise

Finally, as a result of the comprehensive and high-quality CPR and suicide prevention training they've received, numerous Department officers have been commended and honored for performing life-saving rescues, while on-duty inside Department facilities and off-duty at accident scenes throughout the Commonwealth.

The Training Division also conducts regular disaster drills with the Department of Homeland Security, Boston Police Department, Emergency Medical Services, and Boston Fire Department to better prepare for a wide range of emergency situations. The Division operates in full compliance with the Code of Massachusetts Regulations and has taken the lead on enforcement of the Prison Rape Elimination Act.

The Department has also partnered with other outside law enforcement agencies, including the Boston Police Department to assist with riot control training, the Chelsea Police Department to deliver suicide prevention training, and various law enforcement K-9 (Canine) units, among others.



Human Resources



THE HUMAN RESOURCES DEPARTMENT

MICHAEL HARRIS, SUPERINTENDENT

When Sheriff Cabral took office, Michael Harris was the Director of Employee (Labor) Relations. She relied on his significant experience and leadership to address the labor/management issues cited by the Stern Commission Report as integral to the breakdown of the relationship between the two. In 2004, Sheriff Cabral merged the Labor Relations and Personnel Divisions to create a centralized Human Resources Department and promoted Harris to Superintendent. Superintendent Harris holds a Bachelor's degree from Hobart College and a Masters degree from the University of Massachusetts at Boston and is responsible for recruitment, personnel management, employee evaluations, labor relations and the Employee Assistance Program (EAP) for a work force of over 1,000 that includes executive and middle managers, uniformed staff and administrators.

One of Sheriff Cabral's chief priorities upon taking office was to create a merit-based system of hiring. She created a selective hiring process that includes some of the most stringent pre-employment requirements in corrections. To create a more mature workforce with greater and more diverse life experience, the minimum hiring age was increased from 18 to 21 years of age, college-level degrees or military experience are strongly preferred, and all applications are initially screened using criterion that includes a thorough review of past job history, a character assessment and a criminal history check.

More in-depth requirements of potential candidates include:

- Testing for Adult Basic Education (TABE) levels to discern proficiency at a minimum 12.9 grade level;
- A graded written skills assessment;
- A physical fitness exam;
- A values-based interview by a panel of custody command supervisors and human resource professionals to measure critical thinking and innate ethical response to situations common in corrections;
- A hair sample drug test that measures use within 90 days prior to the test; and
- Comprehensive follow-up on background checks with state agencies like the Registry of Motor Vehicles or the Department of Revenue; past employers, schools and personal references.



Officer candidates prepare to take the oath of service

Applicants who meet the required standards are considered finalists for correction officer positions. Every finalist must then meet with Sheriff Cabral for a one-on-one interview. During the course of that interview, Sheriff Cabral discusses exactly what she expects from the applicant should she or he become a Suffolk County corrections officer. The interview focuses heavily on professional conduct, adherence to policy and procedure and ethical choices. If, at the conclusion of the interview, Sheriff Cabral feels the candidate is suitable, he or she will be offered a position with a caveat that successful completion of the 12-week Officer Candidate Training Academy and an 18-month on-the-job probationary period are pre-requisites to permanent employment. During the probationary period, a new officer's behavior, attendance and performance is reviewed on a quarterly basis and he or she can be dismissed for failure to meet employment standards.

From 2004 through 2008, **4,723** men and women applied for correction officer positions with the Suffolk County Sheriff's Department. Of that total, **395**, or **8.3%** of these applicants were ultimately selected by Sheriff Cabral for hire.

Consistent with the standards and practices for new hires and training, Sheriff Cabral, Superintendents Harris, Sumpter and Horgan also created an equally rigorous, merit-based promotion policy predicated upon proven ability and past performance. The process includes a comprehensive written test that measures knowledge and practical application of Department policies. The oral interview measures the officer's demeanor and ability to articulate command decisions as they are made and a peer review evaluates the officer's reputation for competence, fairness and professionalism on the job. Implementation of this process has resulted in over 100 promotions Department wide, over a period of six years.

Because good hiring and promotional standards are front end solutions to professionalizing a workforce, mandatory annual performance evaluations are required for all staff. These evaluations help managers recognize good performance and help identify poor performance so that remedial action can be taken. For those occasions when instances of employee misconduct arise, Sheriff Cabral instituted a more consistent and uniform approach to addressing and correcting employee infractions. Utilizing a process of stern, progressive discipline, fewer serious disciplinary matters have occurred, but when they do happen, they are dealt with promptly and appropriately.

With Superintendent Harris' leadership, Sheriff Cabral has also established a stronger and more positive relationship with the Department's unions. Collective bargaining agreements have been successfully negotiated in each of the three bargaining cycles that have occurred during her tenure. By shifting the focus from past disagreements and tensions to moving forward with fair, transparent practices that offer equal opportunity and treatment for all employees, employee morale and confidence has increased significantly. Staff at all levels have input in policy formation, feel more invested in the Department's success and regularly offer new ideas that increase operational efficiency and communication.

Cognizant of the widely held perception that previous administrations engaged in a practice of politically motivated hires and appointments within the Department, Sheriff Cabral immediately instituted an exceptionally selective hiring process which encompasses all of the most stringent pre-employment requirements in corrections.

To assist all staff in maintaining good mental health, the SCSD offers services through its Employee Assistance Program (EAP.) Located off the premises of the Sheriff's Department's main facilities, the EAP provides confidential and private counseling and service referrals to any Department member who needs them. This service helps employees recognize and address stress and other issues that can have a negative impact on their mental health and address issues before they become larger problems. To ensure that employees can always avail themselves of a multitude of mental and behavioral health services, the EAP also maintains a good working relationship with similar programs offered by other law enforcement agencies throughout the Commonwealth.

The focus on quality hiring and promotions, effective training, positive employee relations and standardization of practices and discipline has yielded some very positive results. Increased accountability and improved morale have had a significant impact on productivity. The number of sick days taken each year by employees has decreased from 13 to 10 and the number of workplace injuries has decreased by 25%.

The Department's public image has been vastly improved due to the increased professionalism of staff and transparency of operations. Six years after the Stern Commission Report, Sheriff Cabral continues to identify, introduce and implement effective changes that support good employee performance and advance the core mission of the Department.

General Counsel



THE OFFICE OF GENERAL COUNSEL JAMES M. DAVIN, ESQ.

James M. Davin, Esq. began his career with the Suffolk County Sheriff's Department in 1995 as an Assistant General Counsel. When Sheriff Cabral took office in 2002, he held the position of Deputy General Counsel and worked under then General Counsel Anne Powers. In 2006, when Anne Powers became Chief of Staff, he was promoted to the position of General Counsel.

During his nearly fifteen-year tenure with the Department, Attorney Davin has handled labor, contract, civil rights, negligence, and intentional tort and discrimination cases before state and federal trial courts. He has also appeared and argued successfully before the Massachusetts Appeals Court. As counsel for Employee Relations and Development from 1997 – 1999, James conducted labor negotiations and engaged in collective bargaining with the Department's unions. He provides general counsel to the Sheriff and to Department managers on compliance with internal policies; employment and labor laws. Prior to his promotion to General Counsel, James had served the Department as Deputy General Counsel since 2000.

The Office of the General Counsel is comprised of 8 attorneys, a paralegal and an administrative assistant. It represents the Sheriff's Department in legal matters that include, but are not limited to, arbitration proceedings, litigation in state and federal trial and appellate courts and hearing before state administrative agencies. It also reviews and drafts contracts including those for the procurement of goods and services pursuant to M.G.L. c. 30B.

At Sheriff Cabral's request, and at a considerable cost savings to the Department, the Office of the General Counsel assumed control over a complicated class action civil rights lawsuit previously handled (and partially resolved) by private outside counsel.

Additionally, the Office of the General Counsel supervises the Inmate Legal Services Divisions at the Jail and House of Correction, which are responsible for providing certain legal services to inmates and detainees. Inmate Legal Services is staffed by two attorneys, who provide services that include bail reviews and the processing of inmate and detainee legal requests.

Unless there is a conflict of interest, all legal work for the Sheriff's Department is handled by the Office of General Counsel. Every attorney is a skilled litigator and well able to handle the remarkable breadth of the Department's legal matters. As supplement to the comprehensive in-house training they receive, attorneys are also encouraged to attend trainings and workshops offered by legal education organizations like Massachusetts Continuing Legal Education and others.

As previously mentioned in this report, Sheriff Cabral shifted the focus of the Office of General Counsel from handling large volumes of non-legal administrative matters to direct responsibility for litigation, contracts and hearings related to employment and labor issues. This was done not only to ensure that Department lawyers were handling actual legal work, but also to make the Office of General Counsel a stronger advisor and resource for improving the performance of other Divisions within the Department.

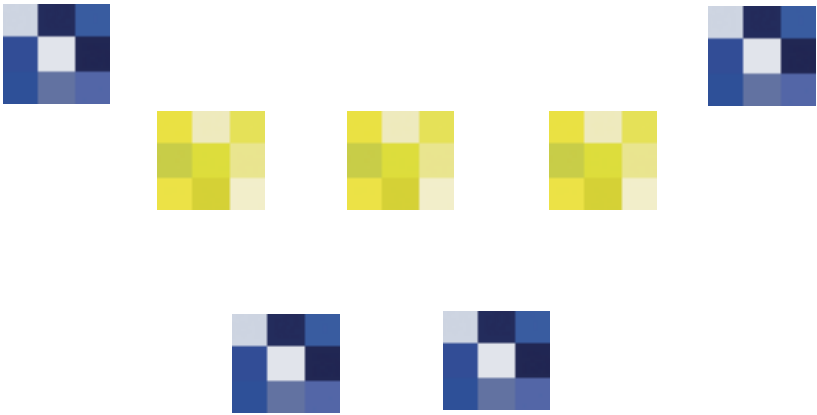




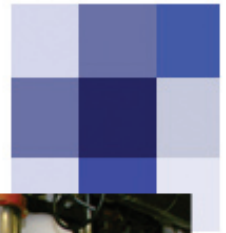
For example, Department attorneys now have a strong relationship with the Sheriff’s Investigation Division (SID) and provide legal guidance and assistance to make sure that internal investigations of employee and inmate or detainee misconduct are done properly and thoroughly. As a result, disciplinary decisions are now more likely to be accepted by employees and, when challenged, more likely to be affirmed by arbitrators. The enhanced investigations have also contributed to successful prosecutions by the District Attorney’s Office in cases referred for criminal prosecution.

The Department has seen a steady and significant decrease in filing of complaints of discrimination. This can be attributed in part to improved, and in some cases, new areas of employee training and the Department’s focus on a balanced and consistent approach to the imposition of employee discipline. The Office of General Counsel regularly participates in employee trainings and works closely with the Training Division to ensure trainings include a clear explanation of the law and the penalties for violating it. Attorneys provide instruction to both custody and non-custody staff on such issues as access to criminal offender record information, supervisory liability, issues relating to the recording and monitoring of inmate telephone calls, mail searches and interrogations.

There has also been a specific effort by the Office of General Counsel to create a transparent and open relationship with the Massachusetts Commission Against Discrimination and other agencies that includes seeking their assistance and input into training content. For example, the Department’s sexual harassment training for senior level managers and custody supervisors was actually facilitated by MCAD’s Director of Training.



Facilities Operation



OPERATIONS AND PLANNING, FACILITY MANAGEMENT AND INFORMATION TECHNOLOGY

DEBORAH DRISCOLL, CHIEF

In 2002, both the House of Correction and the Nashua Street Jail were in dire need of repair and upgrade or replacement of obsolete equipment. Years of constant use, increasing populations and inconsistent maintenance had taken a substantial toll on both facilities. As a result of these conditions, neither facility was in compliance with state regulations. The results of bi-annual audits by the Department of Correction were poor.

Chief of Operations and Planning Deborah Driscoll has done a truly remarkable job. Over the course of the last six years, Chief Driscoll has addressed every structural and mechanical deficiency in the Department, established a strong working relationship with the state Department of Capital Assets Management (DCAM), personally supervised every capital project at the House of Correction and Nashua Street Jail and created a comprehensive and aggressive preventative maintenance program for both facilities.

With respect to the wealth of improvements, upgrades and advancements made during the past five years by Sheriff Cabral, many have resulted in significant savings to the taxpayer while embracing green technology when and where possible and, in some cases, leading at the forefront of national community corrections.

The role of SCSD's Information Technology Division (ITD) has been greatly enhanced over the past five years under the leadership of its Director, Brian Onessimo. Director Onessimo supervised the cabling and installation of over 400 security cameras throughout the Department and a security upgrade of the inmate telephone system at the HOC. He has also significantly increased the Department's use of digital technologies that provide better support to the Department's large network infrastructure and make management of

the facilities much more efficient. While the challenges of supporting the largest county corrections department in New England are considerable, ITD continues to find, design and implement affordable systems and applications that work.

CAPITAL IMPROVEMENTS AND MAINTENANCE UPGRADES

The House of Correction operates 24 hours a day, seven days a week. The daily wear and tear on HOC systems, equipment and the physical plant is very significant. Whether making structural repairs, modernizing equipment, or working to increase collaboration and partnership with the state's Division of Capital Assets Management, Sheriff Cabral has made facility maintenance a top priority. For example:

- One of Chief Driscoll's first large maintenance projects was the conversion of the Nashua Street Jail's steam heating system, which had been in use since the facility opened in 1990, to a gas heating system. This energy efficient change saves the Department \$200,000 a year in heating costs.
- The Department has vastly improved its compliance with required standards and practices set forth in the Code of Massachusetts Regulations (CMR). Many of these standards relate to daily maintenance, inventory and storage practices that contribute to the overall condition of the facilities.



Both the Jail and the HOC are audited by the Department of Correction twice a year for compliance with these standards and practices. In an audit just one month before her appointment in 2002, both facilities ranked poorly with DOC auditors in nearly every category. Sheriff Cabral authorized a complete overhaul of standards and compliance practices and supervisory leadership. Chief Driscoll works closely with HOC Assistant Deputy Superintendent David Agnew, NSJ Lieutenant William Munroe and officers in the maintenance divisions of both facilities to ensure full and consistent compliance with state regulations. As a result, the Department's performance in audits has been vastly improved and over the past several years, have been exemplary.

- Over a period of four years, the Department installed over 400 exterior and interior cameras at the HOC and the Jail. These cameras provide much needed security for both staff and inmates. These cameras record in real time and save footage to a hard drive, which can only be viewed by authorized personnel. Recordings from these cameras have been instrumental in increasing staff and inmate accountability for their actions as well as exonerating staff and inmates when false allegations are made.



Window repairs at the Nashua Street Jail

- Working closely with the state's Division of Capital Assets Management, Chief Driscoll secured funding to replace a large number of damaged windows and repair roofing at both the Jail and the House of Correction. Over a period of years, holes, cracks and poor sealing in the windows along with age of the roofs and natural weathering from the elements caused regular water infiltration and significant damage inside both facilities. Addressing these issues has also made the Department more energy efficient.
- The Department has also replaced its fire panels and purchased new Automated External Defibrillators (AEDs) that enable staff to immediately administer CPR. SCSD was the also the first correctional facility in the Commonwealth to install the En-Gauge system. En-Gauge fire extinguishers are electronically, rather than manually, monitored. The system scans for the presence of the extinguishers and checks every 15 hours for proper pressure and access obstruction. Whenever extinguishers are removed from their holders, an electronic signal is sent to a monitoring station located in the facility's main control panel.



The En-Gauge monitoring system

SCSD also purchased and installed CO2 detectors, making it the first correctional department in Massachusetts to comply with Nicole's Law.



- The Department was able to upgrade its transportation fleet in 2007 from vehicles whose model years ranged from 1991 to 2001. Along with new cruisers and other Department vehicles, new transportation vans



Sheriff's Department cruiser

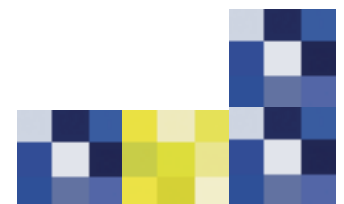
increased security for officers and safety inmates and detainees. In addition to better climate control, they are now outfitted with a series of compartments that allow officers to keep inmates and detainees of whom present different safety risks separate during travel. The vans also feature a safety design created by Transportation Captain Mark Charles and Officer Peter Anton. The redesigned entry platform is lower, allows for less accumulation and greater drainage of snow and ice on the step. It significantly decreases risk of slips and falls as inmates and detainees climb into and out of the vans. Vans are now manufactured and sold with this improvement, which is known within the industry as "The Suffolk County Design."

Many of the capital improvements, maintenance upgrades and advancements made during the past five years have resulted in significant budget savings as well as the use of green technology that, in some cases, puts the SCSD ahead of the curve in county corrections nationally. They include:

- Replacement of the Department's eighteen year-old, highly inefficient dryers and washers with new Wascomat machines. These new machines have frequency-controlled motors, which reduce peak-power demand by fifty percent, resulting in significant energy savings;
- Upgrade and replacement of the failing security management/card reader system to increase monitoring capacity of employees access points Department-wide;
- Replacement of outdated, inefficient water coolers with a reverse-osmosis drinking water system which will save the Department 30% to 70% of the cost it previously paid for water;
- Department-wide replacement of lighting with "green" eco-friendly bulbs; and
- The start of the design phase of a study to begin the process of replacing energy inefficient HVAC rooftop units at the HOC with energy efficient units.



Sheriff's Department transport van



Civil Process



CIVIL PROCESS DIVISION

LAWRENCE MCGRATH, ESQ., CHIEF CIVIL DEPUTY

The SCSD Civil Process Division is located on Merrimac Street in Boston, directly across from the Edward M. Brooke Courthouse. Lawrence W. McGrath is an attorney and has been the Department's Chief Civil Deputy for ten years. For seven of the last eight years, Chief McGrath was President of the Massachusetts Civil Deputies Association. In that capacity, he has worked with the Civil Process Divisions in every Sheriff's Department in the Commonwealth to create uniform standards and practices, greater efficiencies and professionalism in the service of process. Along with Dukes County Sheriff Michael McCormack, Chief McGrath helped to draft legislation designed to codify these standards and practices.

The Civil Process Division assists attorneys and pro se litigants in initiating legal action by processing and then delivering or "serving" the legal documents necessary for civil courts to conduct their business. This Division also helps obtain payment from defendants on judgments won in court and serves protective orders on those deemed by the court to have placed others at risk. Legal service of court documents puts relevant parties to legal actions on notice by delivering to them copies of lawsuits, summonses for witnesses, and protective or restraining orders. The Civil Process Division covers all communities in Boston, Chelsea, Winthrop and Revere and served 39,305 legal documents in 2009. In 2003, that number was 32,081.

Over the past six years, Chief McGrath has initiated a number of technological and other improvements in the Division that have enhanced its ability to fulfill its responsibilities in a prompt and efficient manner. These changes have significantly improved the Division's ability to provide effective service to its clients. These improvements include:

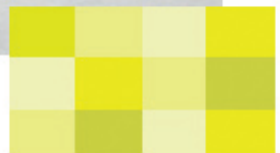
- relocation from the Division's former cramped quarters on Bromfield Street to its current, more spacious and more accessible location;
- streamlining of all procedures related to client communication and document processing;
- appropriate training of civil deputies assigned to the Enforcement Unit by certified instructors at the SCSD COTA; and
- conversion of the Division's computer software from an obsolete and inefficient system to a customized and user-friendly Windows-based program that allows the Division to process documents and serve clients at much greater capacity.

As a result of the increased commitment of resources to the Enforcement Unit, the Division executes more capiases than at any time in its history. In 1999, the Unit made arrests on just three such warrants. Last year, the Unit made 219 arrests. More importantly, Civil Deputy Sheriffs frequently helped avoid the drastic step of arrest by facilitating discussion and agreement on the judgment between the parties.

In 2009, the Division established a partnership with the Massachusetts Department of Revenue Child Support Enforcement Unit to hold defendants accountable for the failure to support their children. As a result of this joint effort, defendants are more likely to pay, rather than ignore, outstanding support judgments and frequently surrender themselves voluntarily to the court when a capias has been issued, rather than have a Deputy Sheriff from the Enforcement Unit arrest them on that warrant.



Sheriff's Investigative Division



SHERIFF'S INVESTIGATIVE DIVISION (SID)
LEE DISTEFANO, DEPUTY SUPERINTENDENT

The Sheriff's Investigative Division is responsible for investigating allegations of significant misconduct by employees, inmates and detainees. SID investigators also conduct the background checks for potential employees and work with other law enforcement agencies on criminal investigations that involve inmates and pre-trial detainees. When Sheriff Cabral took office in 2002, SID handled all disciplinary investigations, ranging from very serious criminal matters to minor policy violations. As a result, the Division was overwhelmed. The backlog caused by the volume of work caused significant delay in the commencement of investigations, evidence that could have been gathered in a timely manner was lost and misconduct went unaddressed.

Sheriff Cabral refocused SID's responsibilities toward more serious allegations of misconduct and shifted responsibility for addressing day to day minor policy violations to Shift Commanders, Captains, Lieutenants and Sergeants. This change not only enabled SID to put its energy where it was most needed, it strengthened the supervisory role of Command Staff and increased accountability within the chain of command.

Lee DiStefano is the Deputy Superintendent in charge of SID and the Gang Intelligence Unit (GIU.) A licensed private investigator in both the private and public sector for 30 years, DS DiStefano began her career at the Bureau of Alcohol, Tobacco and Firearms where she was one of that agency's first ever Intelligence Research Specialists. In that capacity, she was entrusted with the review, analysis, and dissemination of all intelligence for the New England Region. Thereafter, she served as an investigative consultant for the Massachusetts Ethics Commission and Senior Investigative Supervisor at Bank of America where she supervised a large number of staff and directed investigations into money-laundering and other activities prohibited by the Bank Secrecy Act. DS DiStefano also ran her own private investigations firm, where she employed forty investigators and specialized in domestic and international white-collar crime investigations for Fortune 500 companies, prominent law firms and "Big 8" accounting firms.

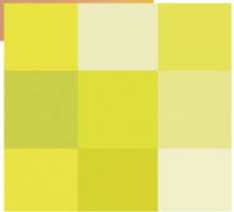
With her leadership, SID developed a more efficient protocol for handling cold cases and no case is closed without her final review and approval. SID has standardized all background investigation protocols to ensure the thoroughness and effectiveness of their screening process and has initiated a continuing training program for staff investigators to build their skills in crime scene preservation, evidence and data collection, interviewing, interrogations, intelligence gathering and analysis and report writing. SID and GIU investigators have also attended trainings by the Northeast Gang Investigators Association and have participated in 3-4 day Reid Technique Interview and Interrogation courses. Annual refresher training is also provided to SID investigators to ensure consistent compliance with the Prison Rape Elimination Act (PREA).

Through strong advocacy and implementation of a team approach, DS DiStefano has strengthened internal investigations by opening communication between SID, GIU, the Classification Division and the Office of General Counsel. Greater internal communication has led to much greater comity and collaboration between the Department and other law enforcement agencies like the Boston Police Department, the Massachusetts State Police, the DEA and the ATF. Cooperation and information-sharing are now the rule instead of the exception.

Finally, as recommended by the Stern Commission Report, the Department-wide installation of security cameras has had a major impact on Sheriff Cabral's mandate for reform in this Division. These cameras record in real time and allow for immediate review of incidents by authorized staff. Their use in SID investigations, grievance and disciplinary hearings, arbitrations and review of criminal complaints by the District Attorney's Office has greatly enhanced officer and inmate/detainee accountability, often providing evidence critical to determining the truth or falsity of allegations made against either.



Financial Services



FINANCIAL FINANCIAL SERVICES DIVISION DAN MARTINI, DIRECTOR

Discussed in greater detail below, Director Martini has overseen a number of improvements to the Financial Services Division and has provided substantial guidance to Sheriff Cabral in meeting the financial challenges the Department has faced over the last three fiscal years. When Sheriff Cabral took office, he had been the Department's Budget Director since 1996. Director Martini was the liaison to many City of Boston and Commonwealth of Mass departments and supervised computer-based transitions for all financial services, including those made pursuant to M.G.L. Chapter 30B. Until the transfer of the remaining county sheriffs' offices to the Commonwealth in January 2010, Director Martini was the sheriff's representative to the County Government Finance Review Board.

Director Martini also drafts and submits the Department's yearly spending plans and is the budget liaison to Office of Administration and Finance and the Ways and Means Committees of both chambers of the Legislature. He monitors spending and advises Sheriff Cabral on spending cuts and other budget reductions. Most recently, he oversaw the SCSD's transition from a county-based accounting system under the City of Boston to the Commonwealth. The Department's size and the complexity of the new systems made this a most challenging transition. With Director Martini's leadership, the Department was able to make it smoothly and efficiently.


Recent Budget and Operational Cost History

When Sheriff Cabral took office in 2002, the Department owed \$5 million dollars as its part of a settlement of a class action lawsuit brought several years before. As the final payment deadline was the date Sheriff Cabral was sworn in, it became her responsibility to pay it. Ultimately, \$3 million dollars of the settlement amount was paid through a supplemental appropriation approved by the Legislature. The remaining \$2 million dollars plus interest was paid from the Department's existing operating budget. By initiating immediate cost saving measures, Sheriff Cabral was able to trim the Department's spending by \$700,000. The remaining \$1.3 million dollars of the settlement came from temporarily deferred payments to vendors and others. Though the SCSD was level funded in FY2004, it has been underfunded every fiscal year since. As a result, during Sheriff Cabral's tenure, the Department has always operated in a fiscally prudent manner, with spending decisions being driven by operational need.

The Financial Services Department has also worked to achieve the current high level of intergovernmental communication and cooperation with the City of Boston and State of Massachusetts on related financial issues.

The six-year average operating budget for the Department is \$108 million dollars. Since FY05, the Department's inmate and pre-trial detainee population has increased over 5%. Since FY08, the Department's fixed costs for things like electricity, water and sewer, natural gas, etc., have increased by an average of 7.2%. In FY09, the Department's budget appropriation was cut by 10.75%. In FY10, it was cut by another 13.48%.

To meet these severe budgetary challenges, the Department has implemented an even more stringent cost-savings plan over the past three fiscal years. As a result and over this period of time, the Department reduced spending by \$10,682,000. Fifty percent of this savings is derived



from not backfilling vacant positions. This reduction represents affirmative operational cutbacks and proactive measures to save on energy and other fixed costs and cooperative cost-saving efforts by our unions. Some of these steps include:

- **Wage freezes for non-union personnel.** Only 84 of the Department's 1053 employees are non-union. These employees have not received wage increases in nearly four years and have not received merit increases for nearly three years.
- **Not backfilling attrition.** With three exceptions, the Department has not backfilled attrition since 2008. There are currently 77 unfilled positions throughout the Department.
- **Reduction of overtime.** The Department has collapsed positions, closed units and redeployed staff from specialized units and divisions to cover unit posts.
- **A deferred compensation agreement by our second largest union.** Our Jail Officers agreed to defer, for one year, an approved 1% wage increase in FY10 and a 2% wage increase in FY11.
- **Bulk purchasing to decrease utility costs.** The Department is enrolled in the Boston Buying Power/Demand Response Program for the purchase of electricity. This program saved the Department \$460,000 in FY09 alone.
- **Re-bid of waste removal and food contracts.** To obtain greater performance and a better price, the Department re-bid both of these contracts and realized an immediate savings of \$160,000.
- **Reduction of equipment, furniture and supply purchases, including necessary upgrades.**

The Department may sustain an additional budget cut in FY11.

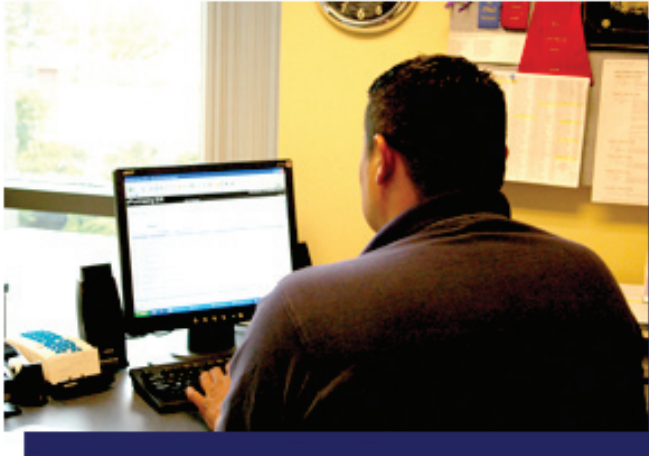
Significant Improvements and Changes

While the Budget and Procurement Divisions of the Department were not addressed in detail in the 2002 Stern Commission Report, Sheriff Cabral has implemented changes that have significantly improved their transparency, record keeping and accountability. These changes have helped this Division to more efficiently manage the fiscal challenges it faces.

Sheriff Cabral merged the Budget and Procurement divisions into one unit, known as Financial Services. The merger improved the delivery of goods and services, centralized and streamlined the finance-related functions within the Department and promoted greater communication within the Department. It also improved external transparency and communication with vendors, the Legislature and the state office of Administration and Finance.

The Department's Financial Services team is primarily responsible for providing prompt, efficient service with respect to accounts payable, maintaining contracts, managing inmate accounts, the Department's procurement of goods, services and grants, and budget management. Over the course of the past three years, the Financial Services Division has consistently improved its delivery of services and the systems that support them.

One of the most significant improvements is the implementation of an Electronic Purchasing or “E-Purchasing” system. This new system provides stronger management of purchasing through the use of an electronic signature chain for each department and person. It has eliminated many of the record keeping problems of the older system, which was paper driven, and provides for tracking and a clear record of what’s been ordered and who placed the order.



An employee utilizing the E-Purchasing program

Great improvement has been also been made to the accounts payable system. In previous years, systemic inefficiencies resulted in untimely payment of bills and vendor frustration. Payable accounts are now up-to-date and duplicative invoices are rare. One of the greatest benefits has been the improvement in vendor relations, which has led to a higher quality of vendors bidding on service contracts for the Department. The Department now uses Peachtree accounting software, which provides greater accountability in the management of inmate accounts.

The Financial Services Division also created a detainee invoice format which has become a national model, having been adapted by the Department of Homeland Security Bureau of Immigration and Customs Enforcement for use with federal detainees.

CONCLUSION

The foregoing represents a simply tremendous amount of good work by the employees of the Suffolk County Sheriff’s Department. It represents the daily pursuit of excellence by executive managers, command staff, administrative staff, rank and file officers, health care providers, contract workers and volunteers and it is quality work of which they and the residents of Suffolk County can be proud. As Sheriff, I am deeply proud of them and all they have worked so hard to accomplish.

In 2002, there was little optimism that any significant change in the Department could occur in such a short period of time. In 2010, we know better and look forward to making even greater progress in the next six years.



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