Jefferson County Jail Health Program

Plan Proceedings Report

A Strategic Vision for the Future of the Program

Process Designed, Facilitated and Report Written By:
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Family Living Agent
University of Wisconsin-Extension, Jefferson County
May 2014
Planning Team Participants

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Captain Paul Wallace

Staff

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Diane Lenz, LPN
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Holly Pagel
Tania Wenzel, RN BSN

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Introduction

The visioning process began as an outgrowth of the Jefferson County Health Department’s 2013 strategic planning process. As part of that process, the Health Department identified an opportunity to improve the effectiveness of the jail nursing program. The jail nursing program is conducted in collaboration with the Jefferson County Sheriff’s Department. The program’s purpose is to provide health care services to jail inmates incarcerated in the county jail.

An initial plan management team was developed including Gail Scott (Health Officer); Capt. Paul Wallace (Jail Division Supervisor); Diane Nelson (Health Dept. Manager) and Chief Deputy Jeff Parker. The management team met in early January 2014 to:

- provide a planning process overview, plan for the plan and create a draft timeline
- identify and develop the planning team

The management team will also guide the planning process. Representatives from both the Sheriff’s and Health departments were selected to form the planning team. Ben Wehmeier, County Administrator, was also added to the team.

The planning process took place over three sessions in May 2014. Planning sessions were scheduled in May in order to accommodate an April 2014 national conference on jail nursing program accreditation. Ms. Eisenmann facilitated the planning process using a research-based comprehensive framework.

This proceedings report was approved by the Jefferson County Board of Health and Law Enforcement Committees at subsequent meetings. The proceedings of the plan process are included in this report along with the plan itself.
Individual Beliefs, Values and Guiding Principles

The participants began the process by identifying their individual beliefs, values and guiding principles about the public health and safety work they do and how they implement those beliefs, values and principles in their work. This disclosure helps the group establish a shared understanding and consensus about what underlies the work they do and how they demonstrate those values, principles and beliefs in their work. In addition, disclosure builds a foundation for planning because it’s important that the plan developed reflect the values and beliefs of those involved. A particularly unique aspect of this group is its significant level of shared values and beliefs about the work done by the program. This is noteworthy given the different professional backgrounds of the program staff.

<table>
<thead>
<tr>
<th>Beliefs, Values and Guiding Principles</th>
<th>Put into Practice By:</th>
</tr>
</thead>
<tbody>
<tr>
<td>*** Faith</td>
<td>Not be judgmental</td>
</tr>
<tr>
<td>* Social justice</td>
<td>Respectful</td>
</tr>
<tr>
<td>** Empowering others – educating</td>
<td>Treat everyone the same</td>
</tr>
<tr>
<td>*** Fairness – treat everyone the same</td>
<td>Tell everyone the way it is</td>
</tr>
<tr>
<td>**** Truthfulness – integrity</td>
<td>Care for people – deputies and staff – guidance</td>
</tr>
<tr>
<td>*** Compassion</td>
<td>Very open</td>
</tr>
<tr>
<td>* Autonomy</td>
<td>How you provide care</td>
</tr>
<tr>
<td>Empathy</td>
<td>Educating and empowering clients</td>
</tr>
<tr>
<td>Tolerance</td>
<td>** Importance of communication</td>
</tr>
<tr>
<td>Consistency</td>
<td>** Teamwork</td>
</tr>
<tr>
<td>Look at situation from both sides</td>
<td>Good practice</td>
</tr>
<tr>
<td>Hope and Recovery</td>
<td>Safe Provision of Nursing care</td>
</tr>
<tr>
<td>** Safety &gt; personnel, inmates, integri-ty</td>
<td>Operational Procedures</td>
</tr>
<tr>
<td>Equality without favoritism</td>
<td>Treat everyone the same</td>
</tr>
<tr>
<td>Teamwork</td>
<td>Don’t do this alone</td>
</tr>
</tbody>
</table>

* Denotes item that received particular emphasis
Mandates

Mandates are formal and informal rules that govern the program. Formal rules may include but are not limited to bylaws, written policies/procedures, standards, and contracts or other agreements. Informal rules include organizational or community norms and expectations about how the program will conduct its business and have relationships with its key stakeholders. Informal mandates are the “unwritten rules” observed by the program staff.

Understanding and clarifying organizational mandates is helpful in a strategic thinking process because these mandates are key components of the program’s purpose or mission. Clarity about what is mandated will increase the likelihood that the mandates will be met. Research on goal setting indicates that one of the most important determinants of goal achievement is the clarity of the goals themselves. (Bryson, 2004, citing Locke, Shaw, Saari, and Latham 1981; Mazmanian and Sabatier, 1983; Boal and Bryson 1987b). Understanding the organizational mandates and what is required also assists the program in creating a mission that is not limited to just those mandates. The process helps the program look beyond what is required to what its potential purposes could be - based on what is not forbidden (Bryson, 2004).

**Formal Mandates**

◊ Essential Standards
◊ Important Standards
◊ 58 out of 66 written policies – some are not in compliance with standards
◊ Federal Law
◊ Contract with advanced medical services
◊ PREA (sexual assault)
◊ State Law
◊ Policies & Procedures > lack of knowledge of both depts. requirements

**Informal Mandates**

☐ Show up for work— take roles very seriously
☐ Good communication
☐ Good attitude
☐ Inmates respectful to nurses and deputys & vice versa
☐ Families expect exemplary care of inmates
☐ Public expects cost effective program

☐ *** Transient environment creates shifting expectations
☐ Emergent <-------------- Non-Emergent Decisions
  Medically necessary decision-making happens frequently
☐ Collaborative environment between nurses and deputys
☐ People working in jail have to want to be there – commitment > special people
Stakeholder Analysis

Participants identified those individuals or groups that either affect or are affected by the program. Identification of key stakeholders is an important first step of the process because it is these key individuals and organizations that will most influence the program as it works toward its vision of the future. Stakeholders are first grouped into two major categories—those internal to the organization and those who are external to the organization.

### External Stakeholders

<table>
<thead>
<tr>
<th>External Stakeholders</th>
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</thead>
<tbody>
<tr>
<td>Probation &amp; Parole</td>
</tr>
<tr>
<td>Dream Center</td>
</tr>
<tr>
<td>ACH</td>
</tr>
<tr>
<td>Literacy Council</td>
</tr>
<tr>
<td>County Citizens</td>
</tr>
<tr>
<td>Alcoholics Anonymous</td>
</tr>
<tr>
<td>Dept. of Corrections</td>
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<tr>
<td>Narcotics Anonymous</td>
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</tbody>
</table>

### Internal Stakeholders

<table>
<thead>
<tr>
<th>Internal Stakeholders</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capt. Wallace—Jail Division Supervisor</td>
</tr>
<tr>
<td>ACH – Polices &amp; Procedures Rules</td>
</tr>
<tr>
<td>Health Dept. Management</td>
</tr>
<tr>
<td>Sergeants</td>
</tr>
<tr>
<td>Deputies</td>
</tr>
<tr>
<td>Sheriff</td>
</tr>
</tbody>
</table>
Stakeholder Analysis

Further analysis of these key stakeholders was done to determine their influence on the program. The planning group identified a number of stakeholder groups who could be comprised of members holding various levels of interest in the program’s purpose or power to influence the program in achievement of its purpose. Those groups are repeated in the grid below.

Research on organizational development shows the most effective organizations allocate their time between their stakeholders, spending most of their time with the players (those who have most interest and power), less time with the context setters and subjects (those that either have high interest or high degrees of power) and a minimal amount of time with the crowd (those that have low interest or power). This allocation of time increases organizational effectiveness because the majority of time is spent with stakeholders who must be taken into consideration in order to address the program’s purpose or strategic issues. (Bryson, 2004). Satisfying these key stakeholders will be important to the formulation of strategic issues later in the process.
Mission/Purpose Statement

Visionary or strategic planning is ultimately about purpose, meaning, value and virtue. It is philosophical at its base. (Bryson, 2004) Achieving clarity and common understanding about the organization’s purpose, meaning, value and virtue is a key precursor to developing a meaningful vision/mission statement and identifying strategic issues. This clarity and common understanding provide an influence into organizational identity, a connection to the outside world, define an organization’s relationship to its key stakeholders, provide a basis for identification of strategic issues that are in line with core values and philosophy, and articulate a social justification for the organization as a public institution.

The planning team was asked to respond to a series of six questions in order to assist them in developing a common understanding and clarity as to the purpose, meaning, value and virtue of the program. The planning team’s chief charge was to craft a vision for the program’s future as an accredited program. The first step to creating that vision is to understand the program’s present purpose. In the course of that discussion, the planning team considered what the purpose said about the program and what was unique about the program. Those characteristics are below:

What Social Needs/Community Interests does the Jail Nursing Program exist to serve?

Education/Prevention
Prevent Death: Improve Health
Healthcare practices – public safety protection

Connection with outside providers
Reducing Recidivism through education and referrals
Cost effective care – ROI
### How Should the Program Respond to those Basic Needs?

Adequate training  
Discharge planning  
Good communication amongst everyone (professionals & inmates)

- Be proactive – keep growing instead of reactive
- Mental health & AODA issues/needs/treatment
- Budget (with enough money)

### What is the role of the Program in Responding to these Needs and How is that Role Different from other Health Care Providers?

<table>
<thead>
<tr>
<th>Program’s Role</th>
<th>Different from Other Providers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Triage</td>
<td>Higher difficulty in maintaining professionalism &gt; challenge &gt; recidivism &gt; personal safety</td>
</tr>
<tr>
<td></td>
<td>Less focus on prevention as a core mission (acute care &amp; maintenance)</td>
</tr>
<tr>
<td>Deputies have a safety role for Nurses and vice versa</td>
<td>Jail deputies have deep and ongoing relationship with inmates (constant contact)</td>
</tr>
<tr>
<td>A lot of reciprocity between staff &gt; closed environment necessitates reciprocity</td>
<td></td>
</tr>
</tbody>
</table>

*** Dealing with multiple complex issues different from Sheriff and Health Dept., in limited environment (resources) (limits of contract). Different roles in a more intense environment.

* Denotes item that received particular emphasis
What are the Program’s Core Values & Philosophies?*

Quality of care at reasonable cost
Continuity of care

How should the Program Respond to its Key Stakeholders?

Legally – confidentiality issues pose challenges

Keep lines of communication open, be receptive within limitations and requirements

Open door policy – come see what we do

Cost/benefit analysis (ROI) – demonstrated > depth & breadth, prevention work > Low opportunity cost to program > Public awareness

** Keep lines of communication open with stakeholders > confidentiality issues sometimes create communication barriers

*See also the section on Beliefs & Values

** Denotes item that received particular importance.
What is Unique about the Program?

► Local Health Dept. Nurses
► Shared goal is safety > driver of health care
► Inmates are more likely to be unhealthy, untreated
► Education > Healthcare practices
► Jail is a unique health care environment – transient nature affects type and quality of care; inmates aren’t free to leave and not always open, honest about health status
► High number of inmates with mental health; AODA issues makes it even more unique > affects informal expectation of care (it’s a continuum)
► Advanced correctional health care – contract for services
► Recidivism – goal is reduction through education & referral

Purpose Key Themes

- Environmental Influence; Transient Nature; Depth and Breadth is Unique (working for outcomes that are difficult even under the best of circumstances)
- Communication
- Safety & Security
- External Stakeholder Relationships Could be Improved
- *Drug & Alcohol Treatment
- *Impact of Mental Health & AODA Issues are Pervasive
- Long-term Impacts are Limited by Environment
- Individual Inmates Access to Resources is Limited

* Denotes item that received particular emphasis
Purpose Statement & Vision of the Future

Purpose Statement

A purpose statement has the following key components:

Core function

Reason for being; “the work”

Unique service; skill; ability

Intentions toward clientele

The planning team considered its purpose in light of the discussion and determined it needed to draft a meaningful statement which should be reviewed by the program staff and management.
Assessing the internal and external environments in which the organization operates is the next crucial step in the planning process. This and the other initial steps in the process are really a comprehensive look at the organization as a whole in relationship to the environment in which it operates. Public institutions must understand their internal and external environments in order to respond effectively to changes in those environments and to develop strategies to effectively link those environments in the process of meeting the organization’s purpose and achieving its vision. (Bryson 2004) Internal and external environmental scans are performed as follows.

This step of the process analyzes the internal environment (program strengths and weaknesses) in relationship to its external environment (program opportunities and threats). This analysis is important because it assists the program in building on available strengths and opportunities and minimizing potential weaknesses or threats to its future success. It is a key step in laying the groundwork for developing a vision of the program’s future and identification of strategic issues. The planning team developed the following set of strengths and weaknesses.

**STRENGTHS**

◊ Care for Inmates  ◊ Strong, Experienced Staff
◊ Communication  ◊ Good Advocates for Inmates
◊ Compassion – Professional  ◊ Great Team
◊ Good Sense of Humor
◊ Living Values & Beliefs
◊ Good Work Ethic - Teamwork
The planning committee switched views and considered the program’s external environment by assessing its opportunities and threats.

### WEAKNESSES

- *Medical History Gathering
- Environmental fit for personnel – nurses
- Teamwork – Expectation
- Environment – physical; emotional challenging
- Outside perceptions > stereotypes

- Burnout – Staff
- Lack of Resources
- Medical Providers contracted
- Restrictions

Program affects too: Continuity of care – once discharged; physical and mental health Inmates expectations of program. Detox Unit Expectation

- * Denotes item that received particular emphasis

### OPPORTUNITIES

- Dialogue with program that is accredited.
- 24 hour nursing
- Increased Behavioral Health Services
- * Educate people with power about what we do

- Tours > statistics; promotion of programs
- * Showcase evidenced based programs
- * ROI

* Denotes item that received particular emphasis
SWOT Analysis

THREATS

◊ Perceptions – stereotypes of jail ◊ Detox expectation
◊ Lack of understanding value for program > inmates don’t deserve care ◊ Continuity of care – after detox, now what? > between medical providers
◊ Medical history information > lack engagement; understanding providers ◊ * Lack of appreciation, knowledge for professional roles in program
The planning team considered its mission, mandates, key stakeholders and environmental analysis in a lengthy discussion of a vision for the future. The consensus of the planning team was to adopt the following sketch for the vision of the program’s future:

**Mission:**

- *Totally resourced*
- Underlying values; beliefs remain unchanged > more consistently provided
- 24/7 program provision
- Short treatment in jail – continuity of care – improving health of inmates > prevention; planning > referrals for care
- Mental Health Staff – Full time
  > provide assessment or better placement

**People:**

- Still the best – best trained
- Specially certified > accredited staff
- Psychiatrist/counselor
- Full-time with benefits > be competitive
- Professionally attractive to staff

* Denotes item that received particular emphasis
VISION SKETCH OF THE FUTURE

Resources:

- Psychiatric > nurse-practitioner
- Increase nurses; dentists; physicians
- Increase mental health resources (in-county detox)
- Increase health equipment
- More technology > radiology > mobile work station
- Prevention programs
- Safety

Culture:

- Quality Improvement
- Unchanged Values & Beliefs
- Teamwork is strengthened because increased resources; people
- Good communication
- Continued reciprocity between program staff

Structure:

- Improved Physical Environment
- Increased mental health assessment process > social worker (diagnostic)
- Increased physician structure
**Vision Sketch (cont’d)**

**External Support:**

- Increased Understanding of Program
- Increased Advocacy for Program Support
- Improved Inmate Health
- Improved Program Outcomes
- Evaluation in Place
- Continuous Quality Improvement
- Improved External Partnerships
  - more communication
  - increased learning
  - more win-wins

**Vision Gaps**

The planning team examined their Vision Sketch for gaps between where they are now as a program and their vision for the future. The team identified the following gaps:

- Increase staff – nursing; mental health social worker > at least more hours
- Increase community & external decision-makers’ understanding of program
- Establishing referral relationships with external programs - having external agencies/programs and depts. understanding increase > communication mtg.: "What we all do"

**Vision Themes**

The planning team identified the following key points or themes to their vision of the program’s future.

- Increase mental health service
- 24/7 Care
- Quality care with good outcomes
- Continuity care; involved with outside resources – discharge plan
- Culture remains same – values, beliefs > teamwork; reciprocity
- Increase improve programs
- Increase community awareness
- Decrease stereotypes
- Increase awareness; professionalism self-promotion
Strategic Issues

Strategic issues are fundamental policy or change challenges that affect an organization. Each participant identified their top issues based on their interpretation of alignment with key stakeholders, adherence to formal/informal mandates, vision of the future, and environmental analysis. The planning team then discussed their respective top issues and selected five issues. The planning team felt three issues were critical and needed to be addressed first. The issues are noted in descending order of importance:

1. How do we increase program staffing in order to move the program closer to our vision/accreditation and improve its effectiveness?
2. What can we do to increase support from key policy makers/decision-makers to improve the program and move towards accreditation?
3. How can we increase financial resources available to meet program needs and achieve accreditation?
4. How can we increase the availability of mental health treatment within the program and improve outpatient referral and continuity of care?
5. What can we do to lower the transient nature of the environment and reduce recidivism?

Vision of the Future

In a “vision of success” approach to strategic planning, there are two primary areas of strategic importance necessary to achieve the vision:

Areas of Strategic Importance

• Being able to describe the vision in clear, understandable way
• Being able to determine how do you get from where you are now to where you want to be?
**STRATEGY DEVELOPMENT**

**Strategic Issue:** How do we increase program staffing in order to move the program closer to our vision/accreditation and improve its effectiveness?

**Desired Outcomes:**

- Increase quality and effectiveness
- Full-time mental health
  Discharge planning
  (increase hours)
- Decrease recidivism
- 24/7 Nursing coverage;
  Increase more productive citizens
- Improved assessments
  Decrease liability costs
- Decrease cost > fewer hospitalizations

**Possible Alternatives to Achieve Outcomes**

<table>
<thead>
<tr>
<th>Strategy Alternatives</th>
<th>Barriers to Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Different staffing model</td>
<td>Need more information on standards to implement a different model.</td>
</tr>
<tr>
<td>*Increase number of staff hours</td>
<td>Budget and Recruitment</td>
</tr>
</tbody>
</table>

* indicates strategy chosen as most likely to succeed
STRATEGY DEVELOPMENT

**Strategy Alternative Most Likely to Succeed:** Increase number of staff hours

**Action Steps**
1. Share information and educate decision-makers on why it's needed and how we will recruit qualified candidates
2. Develop training program
3. Policy & procedure review
4. Continuing professional development
5. Resources acquired (space, technology)

**Responsibility**
1. Human Services/Health Dept./Sheriff’s Dept. with Jail Division support
2. Human Services/Health Dept./Current Team
3. Current Team
4. Current Team
5. Human Services/Health/Sheriff's Depts.

**Resources Needed:**
- Time
- Budget
- Space
- Supervisory Time
- Current Staff Time
- Education/Understanding of Policymakers

**Achieve Results When:**
- Additional Hours/Staff
- Mental Health Social Worker Full-time
- Discharge Plans Completed
- Deputies Not Dispensing Medications, Conducting Health Assessments—no longer acting in the role of nurse/provider.
STRATEGY DEVELOPMENT

**Strategic Issue:** What can we do to increase support from key policymakers/decision-makers to improve program and move toward accreditation?

**Desired Outcomes:**

- More Resources
- Increased Support from Policymakers
- Increased Contact with Policymakers and increased understanding

**Possible Alternatives to Achieve Outcomes**

<table>
<thead>
<tr>
<th>Strategy Alternatives</th>
<th>Barriers to Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Data—Demonstrate Need for Additional Resources (Cost Benefit Analysis)</td>
<td>Lack well informed players in the system; Lack of study or research base; will it be possible to retain consultant?</td>
</tr>
</tbody>
</table>
STRATEGY DEVELOPMENT

**Strategy Alternative Most Likely to Succeed:** Data—Demonstrate Need for Additional Resources (Cost Benefit Analysis)

**Action Steps**

1. Get on policy board’s agenda regarding need for cost/benefit analysis
2. Literature Review on Efficacy of Analysis
3. Contact Lafollette Institute at UW-Madison

**Responsibility**

1. Human Services/Health Dept./Sheriff’s Dept with Jail Division support
2. Behavioral Health Supervisor
3. Health Dept.

**Resources Needed:**

- Sheriff’s Support
- Multiple Committees’ Support
- Data and People to Communicate It
- Time

**Achieve Results When:**

- 24/7 Staff Coverage
- Mental Health Social Worker Full-time
- Discharge Plan Process Implemented
- Policymaker Support
Conclusion

The program managers and staff will take this plan and further develop strategies, proposals and action steps to address each of the issues using a research-based framework. The Board of Health and Law Enforcement Committees and their respective Departments have committed to the implementation of this plan and will be reviewing its progress on a regular basis over the course of the next three years.

Adaptation of Research

The methods and processes used to develop this strategic plan were based on the following research:


