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# MANAGING SPECIAL POPULATIONS IN JAILS AND PRISONS

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Edited by  
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# Preface

For the purposes of this volume, special populations are defined as those prisoners who exhibit unique physical, mental, social, and programmatic needs that distinguish them from other prisoners and for whom jail and prison management and staff have to respond to in nontraditional and innovative ways. This does mean that jail and prison management will have to develop specific protocols, strategies, and approaches to manage these special population prisoners in such a way that their needs are being satisfactorily addressed. These special population prisoners are often unable to be effectively managed and supervised by correctional staff in traditional ways. Instead, the effective management of special population prisoners requires either new or innovative approaches or modification and alteration to existing policies and procedures.

The varied nature of the prisoner population has forced correctional leaders and managers to question their ways of doing business. Business as usual (Stojkovic & Lovell, 1997) is no longer an option for correctional systems strapped with financial limitations yet facing ever-larger and more demanding inmate populations. The correctional population of the twenty-first century is younger, is serving longer sentences, is residing in crowded facilities, and exists in an environment in which personal matters (e.g., physical and mental health issues) are secondary considerations. Nevertheless, jail and prison officials must still respond to the challenges posed by this population in an ethical and legal way. There is “no exit” for the jail administrator and the prison warden; their mandates, while uniquely different in detail due to jurisdictional issues, still remain the same overall: to provide a safe and secure correctional environment within the constraints dictated by their professional norms, society, and the law.

The chapters in this volume address special populations within jails and prisons with two purposes in mind. First, the chapters describe the nature and extent of the problem or issue in correctional settings. The focus is to inform the reader of the intricacies of the problem or issue and why correctional leadership and management are so critical to addressing it. A major theme of this book is that for special populations to be effectively managed within correctional settings, correctional leadership is of critical importance. More will be said on this topic later, but for now, it is important to note that bereft of effective correctional leadership, special populations can never be effectively managed within correctional environments. The evidence is overwhelming that for these special population prisoners to be effectively managed there will need to be a major shift in how correctional administrators comprehend their purposes and what they consider to be appropriate policies and practices to meet these purposes.

Consistency and uniformity in operation across differing jurisdictions regarding the management of special populations is not a goal of this book; instead, we hope to offer some benchmarks and best practices as they relate to the management of special population offenders. The authors of the chapters in this volume recognize that there is no one-size-fits-all for the management of special populations on the one hand, but on the other hand, they also understand the importance of developing best practices and paying attention to critical issues when managing special population prisoners.

Second, the chapters provide very concrete information on *how* a specific problem or issue can be effectively managed by correctional staff. In this sense, the book provides both conceptual and practical information to the correctional professional. The intent is to provide the most up-to-date information and thoughts on how a particular prisoner population can be managed. Yet in some cases, the answer is not immediately evident. For example, telemedicine and its role in correctional environments has myriad issues, both practical and logistical, that require the attention of the correctional administrator before he or she embarks on a proactive program as a way to manage correctional health issues.

Our concern in this book is the special population offender. If we do not initiate effective mechanisms to address the problems of HIV/AIDS, tuberculosis, and mental health issues among the inmate population, we will see these inmates again. The chapters in this volume suggest ways in which effective intervention and management can be created within prisons such that specific problems and/or issues are both addressed and managed. The prison manager can begin the intervention, but the successful change and long-term management of the issues presented in this volume require, in some instances, the involvement of many persons and organizations which reach well beyond the prison walls.

It is hoped that after reading this volume, correctional professionals, both administrators and line personnel, will have laid a foundation from which to more effectively manage special populations under their charge and care. We believe, as does the National Commission on Correctional Health Care (2002), that one of the most important issues in managing special populations is the quality of leadership provided by institutional administrators, elected officials, and other relevant entities and organizations that are concerned about having an effective impact on special population prisoners in a rational and efficient way. The consequence of dealing with special population prisoners in an effective way is not only in the best interests of correctional institutions per se but in the best interest of society on the whole. This is where distinctions regarding correctional institutions are critical.

In this volume, we identify issues, concerns, and strategies that require the attention of correctional professionals when managing special population prisoners. Yet, we would be shortsighted if we did not state that these considerations must be understood within the context of an organizational culture that may or may not be willing to listen and adopt certain approaches to managing special population prisoners. This is where correctional leadership comes into play.

“Managers do things right, but leaders do the right thing.” This statement from the leadership consultant Warren Bennis (1989) is appropriate and relevant when managing prisoners as well. For the purposes of this volume, we are not able to discuss how a positive organizational culture within prisons can be created such that the concerns of special population prisoners are addressed. The reader should refer to other work that can provide a discussion of the issue of correctional leadership and organizational culture (Stojkovic & Farkas, 2003). For now, we can state that without the direct involvement and participation of proactive prison leadership, efforts geared toward the management of special population prisoners will be ineffective. The advice and recommendations provided in this book regarding the management of special population prisoners will only make sense if there is correctional leadership present to advance and advocate strategies that are consistent with a work culture that seeks the most effi-

cient and effective ways to manage the most difficult and problematical prisoners within the institution. Proactive leadership is the most important ingredient when developing strategies to manage special population prisoners.

The book is organized into five parts. Part 1 sets out overarching correctional administration and management issues. Chapter 1 is an introduction that explores the nature and extent and management of special populations in jails and prisons. Chapter 2 explores the general management concerns of handling special population prisoners within correctional institutions. Chapter 3 discusses more specific elements of policies and procedures in the context of jails. Chapters 2 and 3 continue and expand on a theme initiated in Chapter 1—that while special population prisoners require management approaches unique to the type of institutional setting in which they are found (i.e., either a jail or prison), there are also other general management concerns that cut across both types of institutional settings. Chapters 1, 2, and 3 lay the foundation for understanding the management of special population prisoners with correctional institutions.

Part 2 examines specific illnesses—both physical and mental—that create special health care-related populations within jails and prisons. Therefore, some of the discussion offers detailed medical/clinical practice guidance. Chapters 4, 5, 6, and 7 deal with physical illnesses (e.g., HIV/AIDS, hepatitis B and hepatitis C, and tuberculosis) and chronic diseases (e.g., diabetes, heart disease, seizures, and detoxification) and provide correctional professionals with concrete advice regarding etiology and appropriate protocols to manage them within a correctional environment. These chapters, in addition, provide a wealth of information regarding sources of assistance for correctional staff. Chapters 8, 9, and 10 explore mental health issues and prisoner populations. As noted by the authors of these three chapters, the incidence and prevalence of specific mental health maladies within jails and prisons are staggering. Depression, schizophrenia, and posttraumatic stress disorders are all too common within correctional institutions. The authors provide analyses and concrete advice on how prisoners suffering from such mental diseases are to be treated and managed by correctional staff.

Part 3 examines issues arising from the age of inmates. Chapters 11, 12, and 13 address the growing phenomenon of an aging prisoner population, the special concerns of managing young female offenders within correctional settings, and the problems that arise when youthful offenders are housed in adult institutions. These chapters highlight the unique nature of older and younger offenders within correctional institutions and the special efforts needed to manage these prisoner populations. For most states, older and younger inmates are a growing group of prisoners, and few states have examined how they will accommodate these prisoners as their numbers continue to grow and they place unusual demands on institutional resources and programming efforts.

Part 4 addresses special populations arising from sexual preference and identity. The chapters in this section examine the thorny issues of sexual identity and prisoner victimization, transgender prisoners, and the management of sex offenders within correctional settings. Chapters 14, 15, and 16 point out how these types of prisoners are at the “fringe” of the prisoner subculture and provide the most serious challenges for correctional management and staff. Identifying and paying attention to the needs of these prisoners require a thorough understanding and awareness of the challenges such prisoners offer to correctional staff.

Part 5 addresses several other important issues for correctional managers. Chapters 17 and 18 cover two special populations created by inmates' sentences or correctional classifications: death row inmates and inmates incarcerated in special housing units. Chapter 19 addresses management of inmates on hunger strikes. Chapter 20 discusses the role of telemedicine within correctional settings and legal concerns in the management of special population prisoners. Telemedicine has been offered as a panacea by some for the health care problems found within jails and prisons. The chapter on telemedicine offers a more sobering and pragmatic view, one that recognizes the complexity of implementing telemedicine within a correctional environment. While we suggest the future of correctional health care must consider a place for telemedicine, we also understand that there are many difficult and, in some cases, arguable issues that need to be addressed and concerns overcome before telemedicine becomes part of the health care response within jails and prisons. We do not offer a panacea but a conceptual and practical map on how to proceed to understand and implement telemedicine practices within correctional institutions. Chapter 21 concludes the book with a discussion of legal issues that arise when managing special population offenders. The analysis, advice, and recommendations offered are meant to inform correctional managers about what the law requires and what should be considered when managing special populations within correctional institutions.

Finally, Appendix A provides a glossary of terms and concepts about the various diseases common in prison populations and their management.

We hope that the chapters that follow provide both conceptual and concrete information and advice to correctional leaders, managers, and staff. If this book begins a discussion on how best to manage special populations within jails and prisons, then we have succeeded. Our primary goal in publishing this book is to assist correctional professionals in managing a difficult portion of the prisoner population. Correctional populations are growing and special population prisoners are becoming more usual and typical within correctional institutions. If through this book we bring attention to the problems and concerns raised by this population of prisoners within correctional settings, then we are on the right path. Only through proactive leadership and effective management practices will we be able to manage special population prisoners in our jails and prisons as their numbers continue to grow and resources to manage them continue to dwindle.

*Stan Stojkovic*  
*May 30, 2005*

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