



# MIDDLESEX SHERIFF'S OFFICE INAUGURAL YEAR IN REVIEW



FEBRUARY 2012



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Sheriff Peter J. Koutoujian





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# YEAR IN REVIEW: A SNAPSHOT

Sheriff Peter Koutoujian put forth an ambitious agenda the day he took office. The table below highlights some of the accomplishments over the past year.

PROJECT	COMPLETED	IN PROGRESS	EARLY STAGES
Prohibit campaign donations from employees			
Mandate all employees are trained in ethics and campaign finance laws			
Institute promotional exams for employee advancement			
Graduate a new class of academy trained corrections officers			
Obtain accreditation from the American Correctional Association			
Conduct an independent audit of the department			
Send MSO Marine Unit to State Surplus			
Enroll inmates in MassHealth prior to release			
Install videoconferencing to reduce inmate transportation			
Establish new veterans services programs for inmates and employees			
Create an "Employee of the Month" program			
Begin the Xerox Corrections to Career print shop program for inmates			
Initiate an inmate custodial services training program			
Allow first female detainee onto electronic monitoring program			
Forge partnership with UMass Lowell to compile statistical data			
Update technology for inmate tracking and inmate management			
Increase Community Work Program savings to Middlesex communities			
Institute TRIAD & SafetyNet programs for senior citizen crime prevention			

# SHERIFF'S MESSAGE

February 7, 2012

During my first year as Middlesex Sheriff I began to implement a blueprint of my vision for this department. Central to this plan is improving public safety for the citizens of Middlesex County. That goal is met by ensuring those sentenced serve the whole time securely and by instituting inmate programming with an eye toward successful reentry.



The Middlesex Sheriff's Office manages a \$60 million budget, employs 800 men and women, and houses 1,400 inmates.

We are a 24 hour operation, working every minute of every day to maintain and improve public safety in the Commonwealth. As is the case in every facet of government, we are attempting to do more with less, given these tough fiscal times. I have concentrated on working within our budget parameters to bring new ideas, seasoned experience and a fresh outlook to the Middlesex Sheriff's Office.

This document highlights some of those novel ideas and accomplishments, such as a state-of-the-art inmate education partnership with the Xerox Corporation and the implementation of videoconferencing to cut down on inmate transportation. These and all of our programs are aimed at increasing public safety by reducing recidivism.

Over the past year the men and women of the Middlesex Sheriff's Office have shown me how important this department has historically been to the fabric of Massachusetts. With its rich history and long legacy of service to the Commonwealth, the Middlesex Sheriff's Office has played an integral role in protecting citizens since the birth of our nation. It is my mission to ensure the officers on the tiers are recognized for the vital role they play, and at the same time restore public trust in this department.

We set an ambitious agenda at the outset of my tenure last year. Despite a 15% reduction to our budget since FY2009, we have made great strides toward completion. With professionalism, respect, fairness and integrity, we will continue to set high standards and pursue progressive new initiatives in the year to come.



**PETER J. KOUTOUJIAN**  
**MIDDLESEX SHERIFF**

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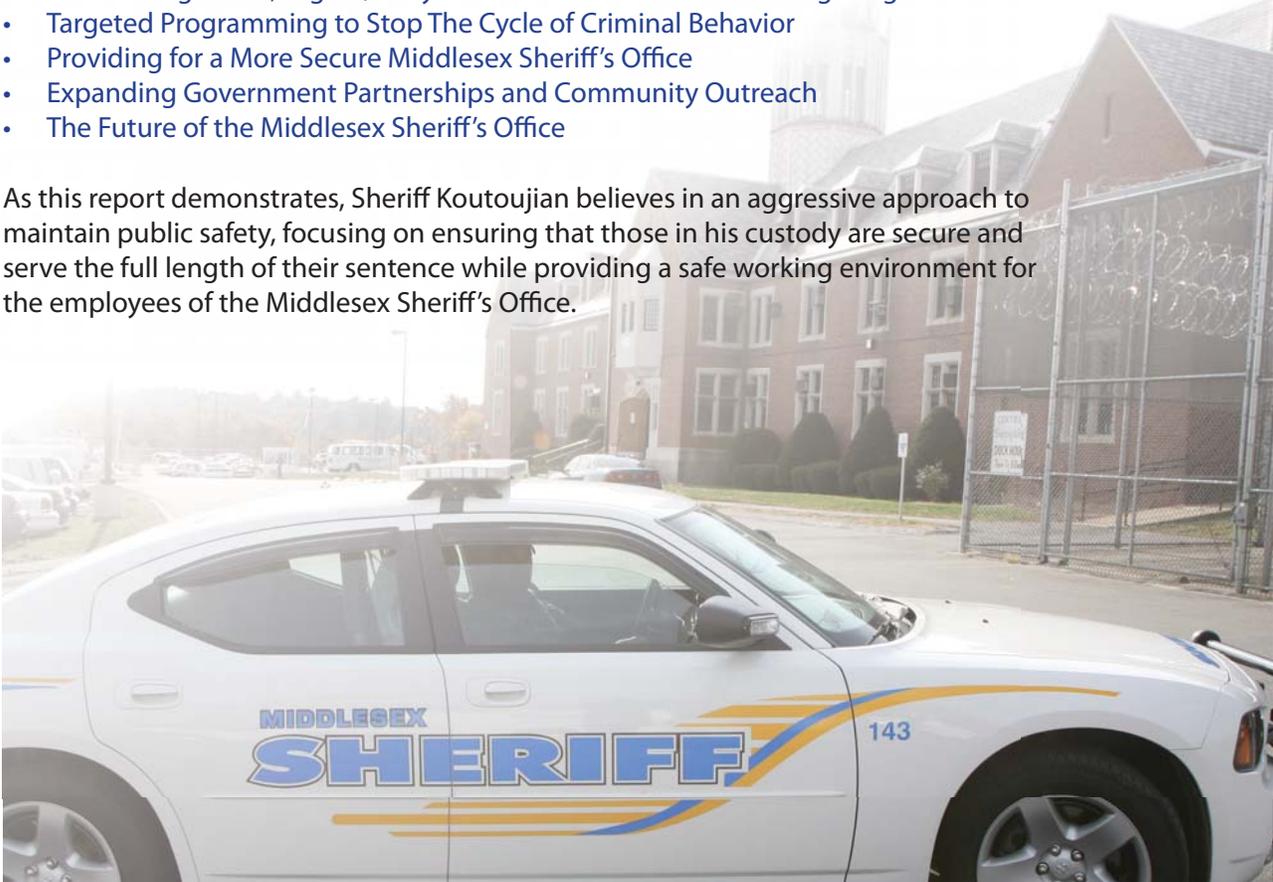
# INTRODUCTION

The fundamental responsibility of the Middlesex Sheriff's Office is to ensure the care, custody and control of individuals incarcerated at the Middlesex Jail in Cambridge and the Middlesex House of Correction in Billerica.

In his first year since being appointed by Governor Deval Patrick, Sheriff Koutoujian has concentrated on his mission of improving public safety in Middlesex County. In doing so, he has focused on the following areas:

- Implementing a New Vision for the Middlesex Sheriff's Office
- Maintaining a Safe, High Quality Corrections Environment during Tough Fiscal Times
- Targeted Programming to Stop The Cycle of Criminal Behavior
- Providing for a More Secure Middlesex Sheriff's Office
- Expanding Government Partnerships and Community Outreach
- The Future of the Middlesex Sheriff's Office

As this report demonstrates, Sheriff Koutoujian believes in an aggressive approach to maintain public safety, focusing on ensuring that those in his custody are secure and serve the full length of their sentence while providing a safe working environment for the employees of the Middlesex Sheriff's Office.





# A NEW VISION

*implementing a new vision for the Middlesex Sheriff's Office*

In his first year, Sheriff Koutoujian has implemented a new vision for the Middlesex Sheriff's Office (MSO) with a goal of modernizing the Department and increasing transparency. Doing so will restore public confidence in the office while bringing about a renewed sense of confidence and pride in the workforce.

## Independent Review of the Middlesex Sheriff's Office

To increase transparency, Sheriff Koutoujian called for an independent review of the Middlesex Sheriff's Office, immediately focusing on two areas:

### *An External Audit*

From the beginning of his tenure, it was essential that an external audit be performed to gain an understanding of the fiscal soundness of the Office. The Massachusetts Auditor's Office completed an audit in January 2012 that shows the Middlesex Sheriff's Office is fiscally sound, but also recommended increased inventory controls, the details of which are discussed in this report.



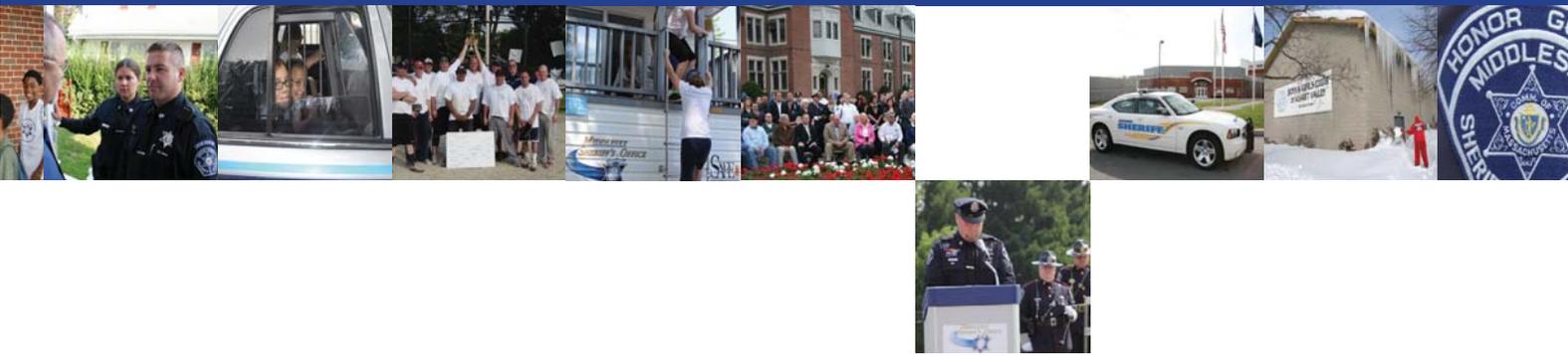
### *Transition Team*

Sheriff Koutoujian also assembled a bi-partisan group of public safety experts and government officials from throughout the Commonwealth to complete a top to bottom review of the Middlesex Sheriff's Office. Their recommendations, including the need to obtain certification from the American Correctional Association, have been or are being implemented.

## Obtaining Accreditation from the American Correctional Association

One of the Sheriff's top priorities is obtaining accreditation through the American Correctional Association (ACA). Accreditation will improve staff training, professional development opportunities and morale.

It will also provide for a safer environment for both staff and inmates by building on the office's strengths and improving any shortcomings. Sheriff Koutoujian has begun the accreditation process by assembling an ACA team to manage the project's progress and has conducted training sessions to educate staff on expectations and goals.



**Strengthening Human Resource Policies**  
 In an effort to improve public confidence in the office, Sheriff Koutoujian took immediate steps to institute a number of new human resources policies. These actions are critical to restoring the public's trust and faith in the Middlesex Sheriff's Office.

**Prohibiting Campaign Donations from MSO Employees**  
 A new department policy is in place prohibiting employees from donating to the Sheriff's campaign. In addition, the Office of Campaign and Political Finance (OCPF) approved an internal system that implements a series of checks and balances designed to enforce this new policy -- one of the first in the Commonwealth. Sheriff Koutoujian has incorporated this policy into the MSO policies and procedures manual in an effort to ensure all employees are aware of this important policy change.

**Mandatory Office of Campaign & Political Finance Training**  
 The Sheriff has mandated OCPF and ethics training for all employees regarding the legal guidelines for campaign activity. It is a way to educate staff on state ethics law, and also provide a venue for employees to know and understand their rights and responsibilities.

**Eliminating Suffolk County Holidays for Non-Contractual Employees**  
 The Sheriff has eliminated two highly-politicized Suffolk county holidays - Bunker Hill Day and Evacuation Day - for all non-contractual employees in an effort to increase productivity and provide better service to the public.

**Increasing the Number of Academy Trained Officers**  
 Since 2008, corrections officer staffing at the Middlesex Sheriff's Office has decreased by roughly 100 employees, which has created an underlying security issue that must be addressed. Due to ongoing budget cuts, the MSO has been unable to fund a corrections officer's academy for the past four years. Sheriff Koutoujian is committed to training an academy of 40 existing, "temporary" correction officers. These officers will then be hired as full-time employees to fill vacant positions. An exam was held in September, physical fitness tests were conducted in October and background checks are on schedule for the academy to begin by Spring/Summer 2012.



### **Instituting Promotional Exams to Elevate Deserving Candidates**

Sheriff Koutoujian set out to make promotional exams a primary focus of his administration and has succeeded. The MSO worked with an independent vendor to create a fair and representative exam to ensure that progression and promotion be based on merit, ability, experience and skill. The first round of promotional exams took place on January 12-14, 2012 with over 168 officers participating in the test, yielding an above-average pass rate.

### **Re-Assessment of Managers**

In a corrections environment, it is crucial for top managers to have experience in all operational areas. However, for the past four years, the management staff at the Middlesex Sheriff's Office had been unchanged, compartmentalizing the organization's top managers' broad range of skills. Sheriff Koutoujian refreshed the management staff in a series of moves this past October. Managers were shifted to where their skill sets were needed, but also to where they had the greatest potential to lead. The Middlesex Sheriff's Office will be a stronger and better department because of the expanded breadth of their experience.

### **Veterans Relations**

The men and women who serve our country through their contribution in the U.S. Armed Forces bring tremendous pride to the Middlesex Sheriff's Office. As a way to honor the service of those soldiers, the MSO has created the Middlesex Sheriff's Office Veterans Program to honor our veterans through special events and support groups.



### Improving the Quality of Life for Employees

Corrections officers have a shorter life expectancy than those in almost every other profession, even among other law enforcement professionals. It is vital that the MSO recognize the importance of providing employees and their families with activities and outlets to stay healthy and create a positive community at work.

In the past year, the office has offered several new programs and initiatives geared towards improving the quality of life for officers and their families:

- An Expanded Employee Assistance Program
- Parking for Officers at the Middlesex Jail in Cambridge
- Refurbished Locker Rooms and Workout Facilities
- A Memorial Stone at the House of Correction in Billerica
- Employee of the Month Program
- Staff Newsletter
- Middlesex Sheriff's Office Facebook Page
- Family Nights Out



## THE SUN

*"It would be my hope that people in the community," Koutoujian said, "when they become aware of what these correction officers do, would thank them for their service. Yes. It is not an easy job."*

*Peter Koutoujian does true service to sheriff's post*

by Peter Lucas

November 11, 2011

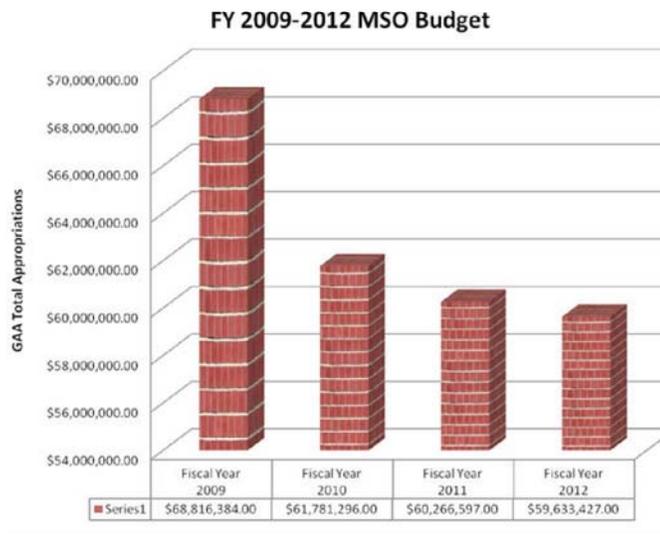


# BUDGET

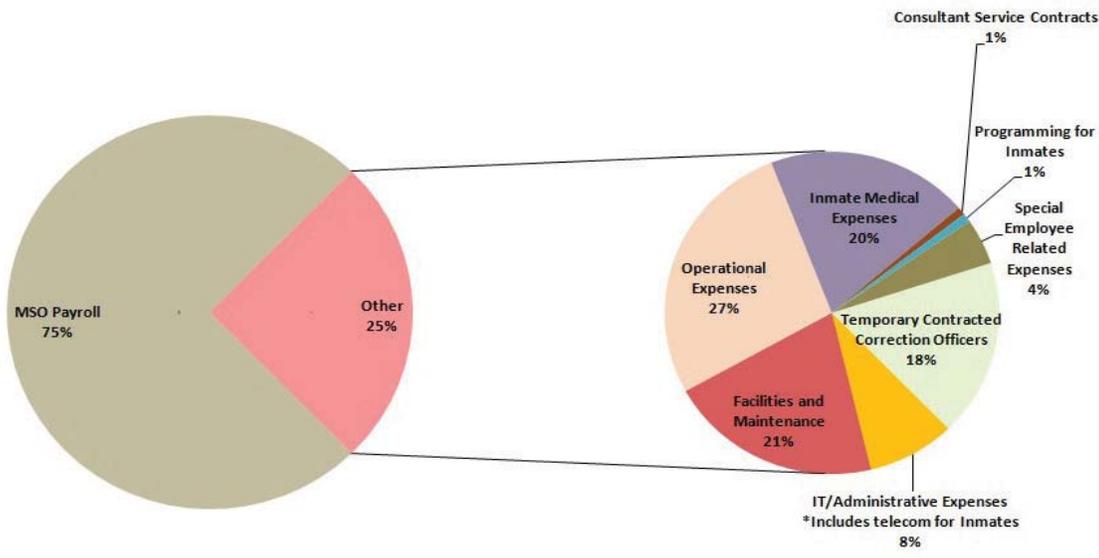
*maintaining a high quality corrections environment during tough fiscal times*

Along with every other public entity, the Middlesex Sheriff's Office is doing more with less government funding. Since FY2009, this office has seen a 15% reduction to our budget. Sheriff Koutoujian has focused on ways to implement cost-saving measures without compromising the mission of the Office.

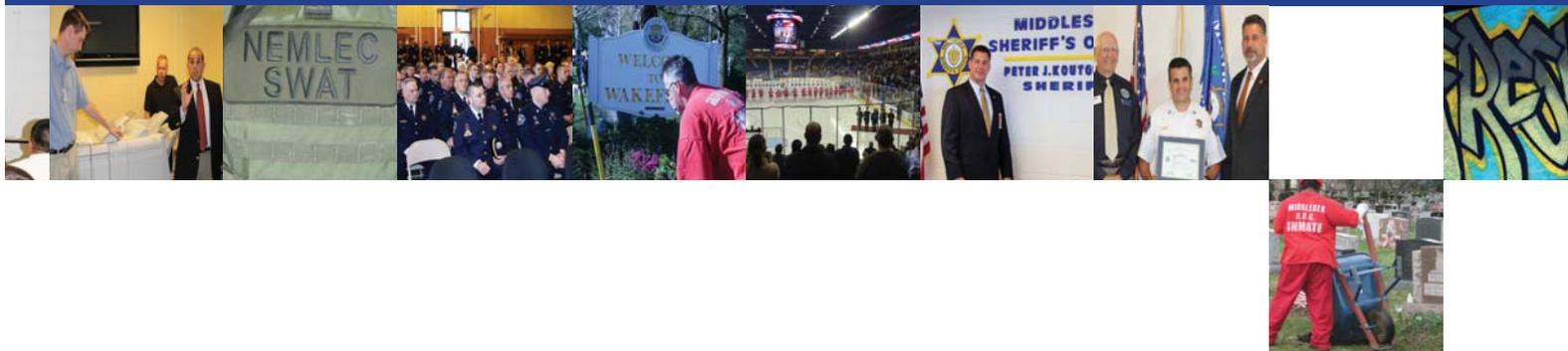
*The graph to the right charts the reduction to the budget from FY2009 to FY2012. The chart below breaks down the overall budget for the Middlesex Sheriff's Office for FY2012.*



## FY 2012 Budget Usage



phone: 781 - 960 - 2800



### **Reducing Inmate Health Care Costs**

While being forced to make painful cuts, Sheriff Koutoujian has also been able to reduce spending by creating cost savings. One of the areas that has yielded the most success involves health care for inmates.

Inmate and detainee healthcare costs account for 5% of our operating budget. In a time when every dollar is being stretched, Sheriff Koutoujian has focused his attention on the most unwieldy piece of the puzzle.

Providing health care coverage for inmates and detainees is the most unpredictable component to our budget. Federal law mandates that once an individual is incarcerated, he/she loses their right to public and private health care coverage. While sheriffs throughout the Commonwealth interpret this federal law differently, the Middlesex Sheriff's Office believes that there are opportunities to use Medicaid as a tool not only to provide relief to our budget, but also to provide continuity of care and coverage to those detainees and inmates we rehabilitate and prepare for re-entry into society.



Increasing the use of Medicaid would save dollars for the Middlesex Sheriff's Office, the Commonwealth and taxpayers.

### **Enrolling Convicted Inmates in MassHealth Prior to Release**

Sheriff Koutoujian has implemented a policy of enrolling sentenced inmates onto Medicaid eight weeks prior to their release date so individuals will have health insurance coverage on the date of their departure. While this practice has saved the MSO over \$145,000 in 2011 alone, it also promotes continuity of care for inmates, most of whom require continued medical attention when they are released.

With approximately 85% of our sentenced population struggling with addiction and/or mental illness, one of the most important, and overwhelming tasks they have is maintaining the care and medication they received while incarcerated. Leaving the House of Correction with health care coverage and a health care provider can mean the difference between maintaining a healthy path of rehabilitation or re-offending due to a lack of mental health treatment.

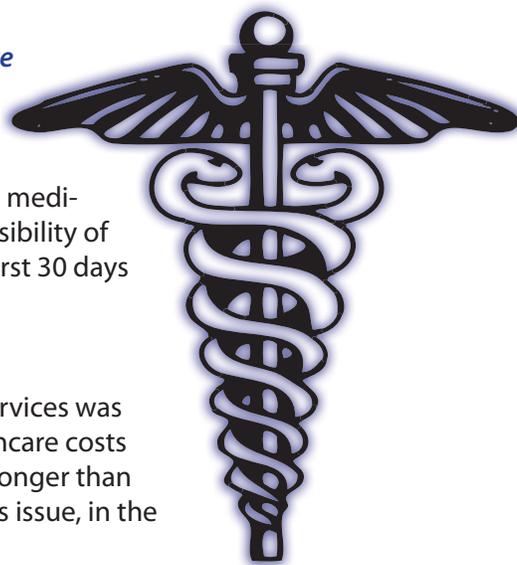


### ***Allowing Detainees Awaiting Trial to Maintain Their Health Insurance***

Currently, the Middlesex Sheriff's Office's interpretation of federal law stipulates that individuals indicted and being held while they await trial are not entitled to health insurance benefits. In an effort to better understand the responsibilities of the MSO in covering medical expenses during this time, the MSO is currently studying the possibility of continuing coverage or enrolling detainees in Medicaid within the first 30 days of their incarceration.

### ***Health Care Facility Exception***

In 1997, a memo from the U.S. Department of Health and Human Services was issued to all state Medicaid directors, informing them that the healthcare costs of any Medicaid-eligible inmates treated in a health care facility for longer than 24 hours could be billed to Medicaid. Our legal staff is reviewing this issue, in the event that this is a missed opportunity for savings.



### **Establishing Inventory Control Measures**

Perhaps one of the largest undertakings underway in the Middlesex Sheriff's Office is the establishment of tightened inventory control measures. From equipment to personnel to medication, an accurate accounting of our resources is vital in our efforts to eliminate waste and unnecessary spending.

### ***Re-Establishing the Role of Internal Auditor***

The Middlesex Sheriff's Office has a budget of \$60 million. Sheriff Koutoujian feels strongly that a system of checks and balances in the form of an internal auditor is essential to track and monitor spending. Filling this position also allows the MSO opportunities to look for cost savings and to revamp policies and practices.

### ***Strengthening Audit Policies***

While the Massachusetts Auditor's Office gave the Middlesex Sheriff's Office a clean fiscal bill of health, they recommended and Sheriff Koutoujian agrees that it is vital to have tightened inventory control policies in place to account for everything from medicine to computers. Understanding purchasing trends, minimizing redundancies in purchase orders and establishing a uniform record of purchases will assist MSO staff auditing and reviewing department spending.



**Limiting Outside Use of Office Resources**

Over the years, the Middlesex Sheriff's Office has acquired equipment through federal grants to supplement its public safety operations. This equipment has saved money for police departments across Middlesex County and has participated in countless public safety emergencies. It is vital to Sheriff Koutoujian that this valuable equipment, and the staff that manages it, be used only to promote public safety. Not only will that ensure it is available when emergencies occur, it will reduce overtime costs and maintenance.





## State Surplus of the Middlesex Sheriff's Office Marine Unit

The Marine Unit was acquired five years ago to assist local police chiefs and state agencies in performing water-based patrol, rescue and emergency response on the county's 130+ waterways, including the Mystic River, Charles River and Merrimack River. The unit was ultimately deemed too large to operate on the majority of those waterways and it was taken offline to eliminate associated operational and maintenance costs.

Upon taking office in January of 2011, Sheriff Koutoujian began an extensive assessment of the law enforcement equipment, including the Community Command Center, the Ballistics Engineered Armored Response vehicle (BEAR), the Mobile Training Center and the Marine Unit. Of all the resources that this department provides to the county, the Marine Unit was the only one not being utilized and therefore was deemed unnecessary for the public safety functions of the Middlesex Sheriff's Office.

In the case of the Marine Unit, Sheriff Koutoujian determined that it was fiscally responsible to transition this exceptional, but underutilized, piece of equipment to an agency with direct marine law enforcement responsibilities that will fully realize its potential.



# THE SUN

## Middlesex sheriff steering \$148G boat back to state

By Evan Lips  
November 9, 2011

**BILLERICA - Middlesex Sheriff Peter Koutoujian confirmed yesterday he is returning to the state a controversial \$148,000 boat obtained by his predecessor.**

The boat, purchased in July 2006 by the late former Sheriff James DiPaola through a federal grant, was the centerpiece of DiPaola's Marine Command Unit.

Through a Freedom of Information Act request filed with Koutoujian's office, The Sun has acquired a copy of a letter the sheriff wrote to State Surplus Property Coordinator Paul Guerino. Koutoujian said the letter would be delivered to Guerino today.

Records obtained by The Sun indicate the U.S. Department of Justice, which manages the Edward Byrne Memorial Justice Assistance Grant (JAG) program, awarded the grant to DiPaola.

"Under the spirit of this program and grant award, it is the desire of my office to ensure the boat is ultimately awarded to an entity that meets the criteria of the JAG program," Koutou



# PROGRAMMING

*targeted programming to stop the cycle of criminal behavior*



Sheriff Koutoujian's focus is not only on incarceration, but also on corrections. Inmates are a captive audience, allowing a crucial window of opportunity to address the risk factors that led to their criminal behavior. By and large, inmates present a range of prior problematic behavior ranging from substance abuse and mental health to domestic violence issues upon entry to prison. In addition to existing programming, which focuses on violence intervention, substance abuse, and religious and educational programs, the Sheriff has put an added focus on increasing job skills as a way to give inmates more tools to prevent them from re-offending. The Sheriff's intention is to hold inmates accountable for their past actions, while giving them the opportunity to stop the cycle of criminal behavior.



## Introducing New Programming to Meet Today's Workforce Demands

Given the state of our economy, all job seekers need to adapt to the needs of today's marketplace. For inmates, their success in finding a job after incarceration will reduce the probability of re-offending. Sheriff Koutoujian wants to provide them with job skills to help them set upon a different course in life upon release.

### *Corrections to Careers Partnership with the Xerox Corporation*

The Middlesex House of Corrections recently graduated its first Corrections to Careers program class. This state-of-the-art training was introduced as part of Sheriff Koutoujian's first 100 days, and will give inmates the opportunity to learn new emerging printing techniques, providing a competitive edge to graduates.

### *"Green" Custodial Certification Program*

Sheriff Koutoujian has developed a "green" custodial certification program, training inmates on environmentally-friendly cleaning techniques in the field of custodial services. It will also save money for the MSO and help us create cleaner, "greener" facilities. The class began in January with 15 inmates, continuing after they are released with job placement assistance, in partnership with participating vendors.





### *Venturing Out Program*

Unlike many other correctional facilities, an average of 68% of the population at the Middlesex House of Correction has earned their GED or high school diploma. The Venturing Out program is geared towards those inmates by way of a 12-week class which teaches participants how take an idea and transform it into a small business. Students learn business concepts and complete the class with a small business plan.

# The Boston Globe

## For inmates, a new plan - legalizing their street skills

by Evan Allen  
September 22, 2011

Mark Gibson stood in front of a judge, about to go to prison for the third time, and felt powerless. Court documents reduced his life to a record of his mistakes.

“You can’t let one act define you for the rest of your life,” he says today. But there he was, facing incarceration, unable to tell a different story.

“Something had to change,” he said. “I have to take my life in my own hands. Not sulk about it and not complain about it.”

So after he got out of prison in 2009 for what he’s determined will be the last time, he did something that no one expects an ex-con to do: He started his own business.

He managed it with a huge assist from Venturing Out, a Wellesley-based nonprofit that offers inmates about to be released from prison a 12-week course called Entrepreneurship 101. It teaches them how to start their own businesses in an outside world where steady work will be hard to find, especially for someone with a criminal record.

Gibson, the proud proprietor of OnthaMark, an online talent and marketing agency, is not only one to benefit from the program.

A young woman who was... to... her own restaurant. Another...



phone: 781 - 960 - 2800



### **New Programs to Address Addiction, Mental Health**

The root cause of crime for many inmates involves addiction to drugs or alcohol. Rehabilitation is essential to a successful recovery and re-entry into society.

#### ***Expanding Addiction Services***

While dwindling budgets have forced budget cuts, addiction services are too crucial to public safety to curtail. The connection between breaking the cycle of addiction and breaking the cycle of violence are inextricably linked. Under Sheriff Koutoujian, the Middlesex Sheriff's Office has expanded its addiction services programming through AdCare, a national leader in treating addiction, to provide a more aggressive regime to make inmates, their families and the public safer.



#### ***An Alternative Approach for Treating Addiction***

With over 50% of the population in our institutions suffering from addiction, research and studies focused on successful rehabilitation of these individuals is critical. The MSO is in the final stages of finalizing a first in the nation pilot study to allow for access to the drug Vivitrol, a non-narcotic medication used in the treatment of opiate and alcohol addictions. Vivitrol is a non-habit forming medication being studied throughout the United States as an alternative to Suboxone and Methadone.



#### ***Partnership with the Massachusetts Department of Veterans' Services***

Sheriff Koutoujian, together with the Commonwealth's Department of Veterans' Services has initiated a first of its kind program to identify veterans that enter MSO facilities to provide targeted services addressing possible mental or physical health issues. For example, screening veteran inmates for health issues such as PTSD and traumatic brain injury can assist inmates and staff in providing the necessary programming to boost rehabilitative success.



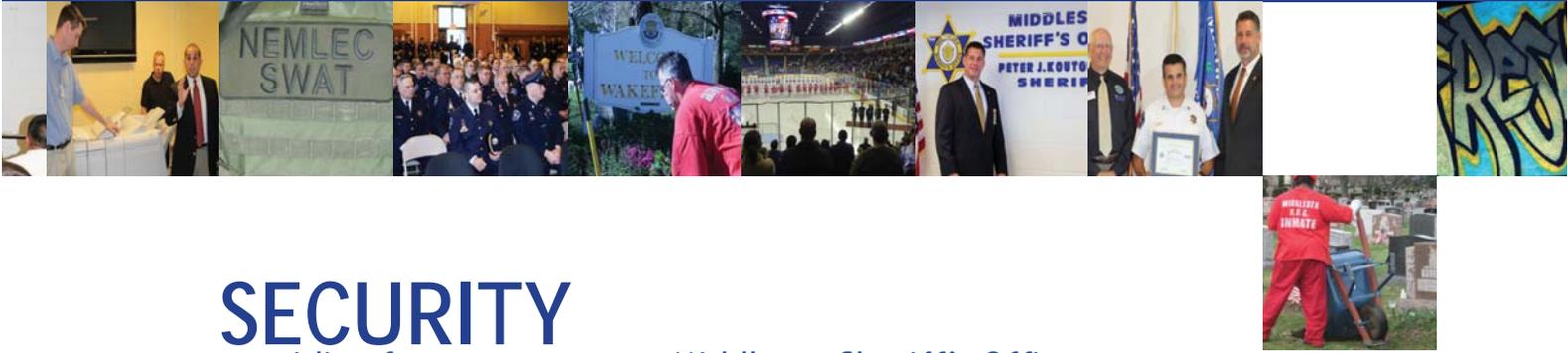


***Introduction of probation officers on site at our facilities***

Through conversations with members of his transition team, Sheriff Koutoujian developed and instituted a pilot program to cultivate a closer relationship with the Probation Department. As a result, the Middlesex Sheriff’s Office currently hosts representative from the Superior Court and four of the Middlesex District courts on a weekly basis at MSO facilities. A collaborative relationship has developed through communication and case work, allowing these probation officers access to inmates prior to their release, giving both parties time to craft a detailed re-entry plan and develop working relationships. This innovative collaboration allows the MSO to provide inmates the best opportunity at post-incarceration success and has been so successful that other counties are looking to this partnership as a model.

**Middlesex Sheriff’s Office Supervised Release of Women**

Sheriff Koutoujian has begun allowing sentenced female inmates on supervised release through the Middlesex Sheriff’s Office electronic monitoring program. While the program is not yet available to all, it serves as an important initial step for those inmates that are near the end of their sentence. Allowing pre-release inmates the opportunity to develop a responsible record of employment, a work day routine and the ability to begin earning a living, gives that individual a better chance to re-enter society in a productive and successful manner.



# SECURITY

*providing for a more secure Middlesex Sheriff's Office*

Security is paramount when providing for the care, custody and control of inmates. The Middlesex Sheriff's Office is constantly pursuing ways and seeking best practices to bolster the safety and security of inmates and staff.

## Videoconferencing

In early 2011, Sheriff Koutoujian began to implement videoconferencing at the Middlesex Sheriff's Office. By using advanced technology to allow inmates to appear in court via videoconferencing equipment, officers reduce trips to court for procedural hearings, which decreases opportunities for escape and inmate self-harm. The result will increase safety for officers and inmates, while also saving on costs associated with transporting inmates to court. The first bail hearing via videoconferencing took place one year later in February, 2012.

## Partnering with Immigration and Customs Enforcement (ICE)

The Middlesex Sheriff's Office is committed to maintaining the public safety of the citizens of Middlesex County through the aggressive pursuit of law enforcement partnerships, including 15 years of cooperative information sharing with Immigration and Customs Enforcement (ICE). As part of the identification process when individuals enter custody at the House of Correction in Billerica or the Middlesex Jail in Cambridge, officers are in daily contact with ICE to alert them of any new "foreign-born" inmates or detainees. Representatives from ICE also routinely visit our facilities to conduct personal interviews.



**U.S. Immigration  
and Customs  
Enforcement**





**Department of Corrections Security Audit**

A central aspect of maintaining a secure facility involves periodic audits to ensure that the Middlesex Sheriff’s Office is providing the highest quality security standards. Sheriff Koutoujian requested a security audit be done through the Department of Corrections (DOC) and is now in the process of implementing their recommendations. A positive audit from the DOC not only assists with recommendations on making our facilities more secure, but it also gives assurances to the public that their safety and security is paramount.



**Sharing Data with Law Enforcement Using an Inmate Tracking System**

In an effort to increase transparency, as well as create efficiencies and partnerships in public safety, the Middlesex Sheriff’s Office is implementing a more advanced and accessible inmate tracking system. The system links multiple levels of law enforcement agencies, allowing information to flow more easily across jurisdictional lines. Information shared includes photos, body identification marks, and even visitor and inmate phone call information, providing public safety officials greater access to better serve the public. This system allows the Office to share the extensive information it collects when booking inmates with local police departments, other sheriff’s offices, district attorneys, and state and federal law enforcement officials.

**Inmate Management System**

The MSO is implementing a new inmate management system, aimed at improving accessibility to information about the inmates that enter our facilities. By increasing both the amount of information we collect and our ability to share it, Sheriff Koutoujian aims to better enhance our knowledge of the people that are in the Middlesex Sheriff’s Office’s custody. This system will allow the MSO to share and access information about an inmate, no matter which facility or county they served in. When the system is fully operational, the MSO will be able to access any previous information on an inmate’s healthcare needs, programming, education and rehabilitation completed at other facilities, as well as any other potential climate issues. This new system, which is compatible with every other Sheriff’s office in the Commonwealth, allows the MSO to participate in a state-wide integrated system that will maximize opportunities to manage healthcare, programming and classification to provide for a safer and more secure environment for both inmates and staff.





# COMMUNITY PROGRAMS

*expanding government partnerships and community outreach*

The Middlesex Sheriff's Office is involved in every aspect of ensuring public safety, whether it's through our Youth Public Safety Academy, which provides an introduction for many kids to law enforcement in a positive environment; to the Strike Two program where young inmates speak to high school students about the importance of good decision making at a young age; to the new TRIAD program which educates our seniors on crime prevention and safety. The Middlesex Sheriff's Office is focused on public safety from every angle.

As a former legislator, Sheriff Koutoujian is aware of our dwindling state revenues and understands the impact reductions in local aid have had on cities and towns throughout the Commonwealth. One of the Sheriff's highest priorities has been to look for ways to save within his office and is undertaking an aggressive campaign to assist local cities and towns in areas where budget shortfalls have impacted services and programs.



## **Establishing a Community Affairs Office to Maximize Public Safety Outreach**

The Middlesex Sheriff's Office has a history of providing a wealth of resources to the citizens of Middlesex County to educate and empower them to be active participants in ensuring their public safety and others. Sheriff Koutoujian has created an office whose mission is to provide community outreach about these programs and services.



**Programs to Keep Seniors Safe**

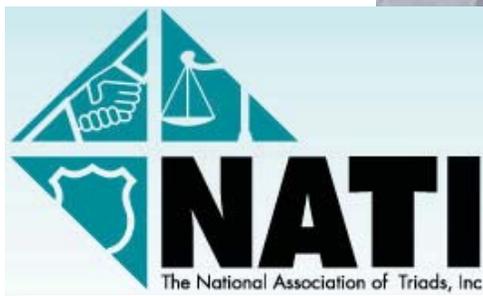
As a former prosecutor assigned to defend seniors targeted by criminals, Sheriff Koutoujian feels strongly that the Middlesex Sheriff's Office should be proactive in this area. Working in partnership with local Councils on Aging and non-profit organization Sheriff Koutoujian hopes to give seniors the tools to stay safe, know their rights and understand the proper steps should they become the victim of a crime.

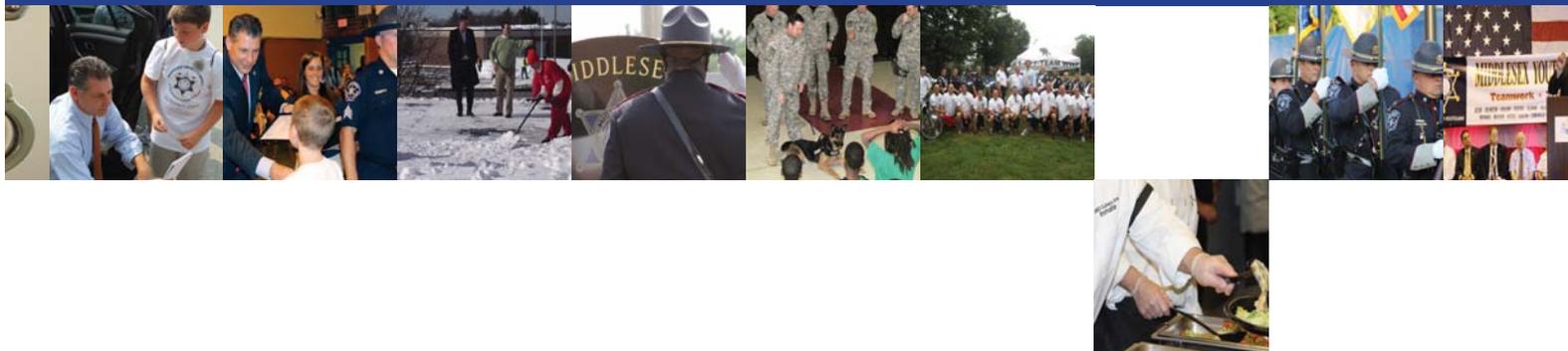
**TRIAD program**

Sheriff Koutoujian has developed an MSO TRIAD program, with a focus on empowering seniors to recognize fraudulent behavior whether over the phone, online or in person. In conjunction with senior community groups, the TRIAD program, using MSO staff, will educate senior citizens on ways to avoid being the object of criminal behavior.

**Introducing SafetyNet to the Middlesex Sheriff's Office**

Lo/Jack's SafetyNet is a program Sheriff Koutoujian intends to offer families of loved ones living with Alzheimer's or dementia. Participants enrolled receive a bracelet that, when activated, can track the location of a loved one who may become lost. SafetyNet is being used by law enforcement throughout the United States and has yielded results in Massachusetts both in Suffolk and Plymouth Counties last year.





***Middlesex Sheriff’s Office Citizen’s Academy***

Sheriff Koutoujian would also like to create and develop a Citizen’s Academy to focus on improving public safety, one individual at a time. The Academy would not only educate the community about ways to improve their own safety, it would be an avenue for the MSO to increase transparency and enhance public access to its facilities and offices, allowing the public to see what the MSO does to help the community every day.

***Expanding the “Strike 2” Program***

The Sheriff has expanded the Strike 2 program, which currently teaches local high schools students on how making smart decisions now can impact lives forever. Typically during prom and graduation season, the MSO partners with schools to educate students through tours, inmate talks and programming on the consequences of poor decision making. The program can focus on at-risk students or address entire schools, and often involves inmates speaking with students about the poor choices that led to their own incarceration.

***Engaging with Chambers of Commerce and the Business Community***

Several new inmate programs underway at the Middlesex Sheriff’s Office are intended to meet the needs of today’s workforce demands. A central aspect to that is engaging the Commonwealth’s Chambers of Commerce and business community in an effort to place trained, educated men into needed jobs. Sheriff Koutoujian plans to strengthen relationships with local Chambers to educate businesses on our programs with the intention of exploring ways to work together and improve employment opportunities for newly released inmates.





### **Forming a Partnership with UMass Lowell to Compile Statistical Data**

In June, 2011, Sheriff Koutoujian and University of Massachusetts-Lowell Chancellor Marty Meehan signed a memorandum of understanding establishing the first-ever research partnership between the Middlesex Sheriff's Office and the University. Through the partnership, UMass-Lowell Professor James Byrne, a nationally recognized authority on recidivism, inmate behavior and prison culture, will lead a research effort designed to give the Sheriff's Office data and other information to be used in policy formation, performance management and other areas. Students in UMass-Lowell's new doctoral program in criminal justice will conduct research with Professor Byrne. This innovative and ambitious new partnership with the University will be a vital tool revealing best practices, efficiencies and the limitless potential of our public safety resources.



### **Creating Partnerships with Our Law Enforcement Community**

#### ***Regional 911 Dispatch***

The Sheriff is continuing work on creating and coordinating a regional effort to consolidate emergency communications. The goal is to create a single answering and dispatch point for several communities that would have the capability to receive requests for emergency services and appropriately dispatch resources in response. Recently, the Executive Office of Public Safety awarded a \$450,000 grant to this project for a Phase II study.

#### ***Middlesex Regional Holding Facility***

In addition to a developing a facility for female inmates, Sheriff Koutoujian has come to understand the importance of providing support to local law enforcement through the presence of regional holding facilities. Many local police departments are without the resources, training or facilities to house pre-arrest detainees for more than a few hours at a time, which can pose a staffing and security challenge, particularly on weekends. The Sheriff intends to study the feasibility of providing resources to local police departments that need to be housed overnight or during weekends. The MSO staff is better trained and equipped to handle this kind of detention and can provide valuable resources to local communities and police departments. This assistance would allow police departments to keep more police on the streets, saving money and increasing public safety.



### **Fostering Partnerships with Middlesex County Municipalities**

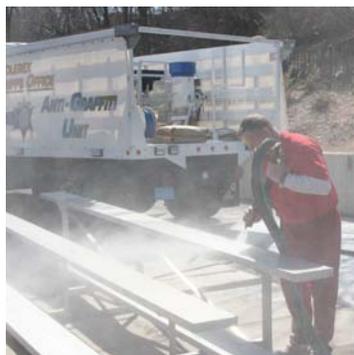
The MSO can provide a wide array of educational and public safety services to the citizens of Middlesex County. Sheriff Koutoujian will continue to make these resources, and any accompanying personnel, available at the request of an individual community or agency. Since he took office, the Sheriff has ensured that MSO resources are used every day for public safety purposes and training. Examples include: the use of the Mobile Training Center for training local police recruits, K-9 trained dogs for drug searches, and the Community Command Center to help manage security operations at large-scale events, such as the Boston Marathon.

### **Supplementing Municipal Services Using the Community Work Program**

Sheriff Koutoujian proscribes the broken window theory when describing the importance of the Community Work Program (CWP). Due to dwindling budgets, many cities and towns are forced to reduce public works and beautification projects. The result begins a growing trend that starts with a broken window that then graduates to increased litter, graffiti and eventually crime. Therefore, more than ever, Sheriff Koutoujian has focused on building upon the strengths of CWP.

Inmates participating in CWP have assisted in snow removal projects, paint and renovation projects, as well as debris collection in public parks and alongside roads. As a legislator, Sheriff Koutoujian appreciated the value of CWP to help revitalize his own district, and as Sheriff, he continues to promote this resource to cities and towns throughout the county.

The Sheriff has instituted an enhanced tracking and management system that details the resources the MSO provides in an effort to supplement services cut as a result of dwindling local aid revenue. To date, the CWP has provided over \$1.5 million in savings to communities throughout the County since Sheriff Koutoujian took office, a 50% increase over the previous year.



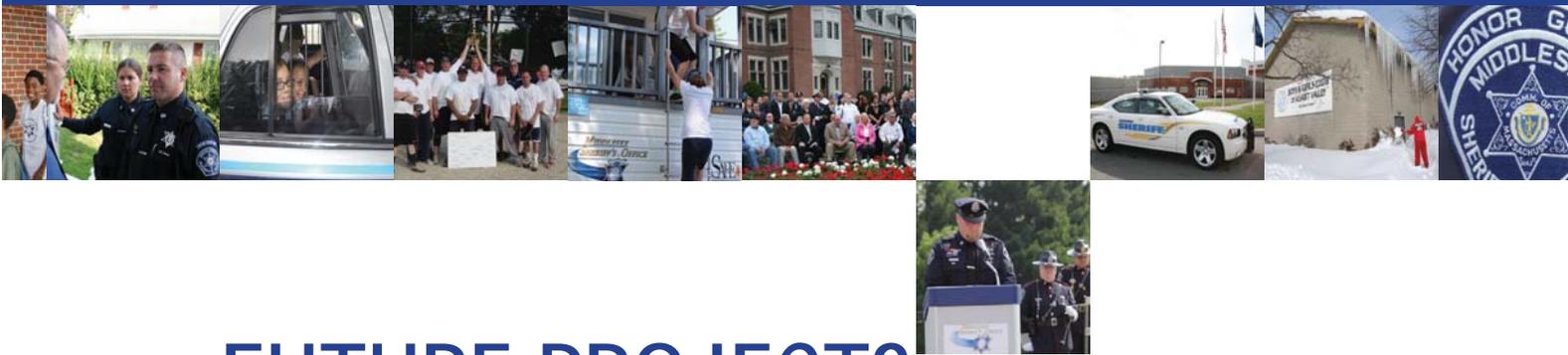


## 2011 COMMUNITY WORK PROGRAM SAVINGS BY PARTICIPATING TOWNS

<i>town</i>	<i>savings</i>		<i>town</i>	<i>savings</i>
ARLINGTON	\$102,500		MARLBOROUGH	\$1,000
ASHLAND	\$20,500		MAYNARD	\$26,000
BEDFORD	\$19,000		MEDFORD	\$109,500
BELMONT	\$30,500		MELROSE	\$15,000
BILLERICA	\$110,500		NATICK	\$112,500
BOXBOROUGH	\$15,000		PEPPERELL	\$1,000
BURLINGTON	\$40,000		READING	\$39,500
CAMBRIDGE	\$3,000		SOMERVILLE	\$59,500
CHELMSFORD	\$30,000		STONEHAM	\$40,000
CONCORD	\$13,000		STOW	\$7,000
DRACUT	\$24,000		SUDBURY	\$22,500
DUNSTABLE	\$13,500		TEWKSBURY	\$124,000
GROTON	\$31,000		TYNGSBORO	\$83,500
HOLLISTON	\$56,000		WAKEFIELD	\$42,000
HOPKINTON	\$10,500		WATERTOWN	\$13,500
HUDSON	\$19,000		WAYLAND	\$9,000
LEXINGTON	\$31,500		WILMINGTON	\$52,000
LITTLETON	\$2,000		WINCHESTER	\$69,500
LOWELL	\$62,500		WOBURN	\$27,000
MALDEN	\$56,000			

**\$1,544,000**  
total estimated cwp savings for middlesex county in 2011

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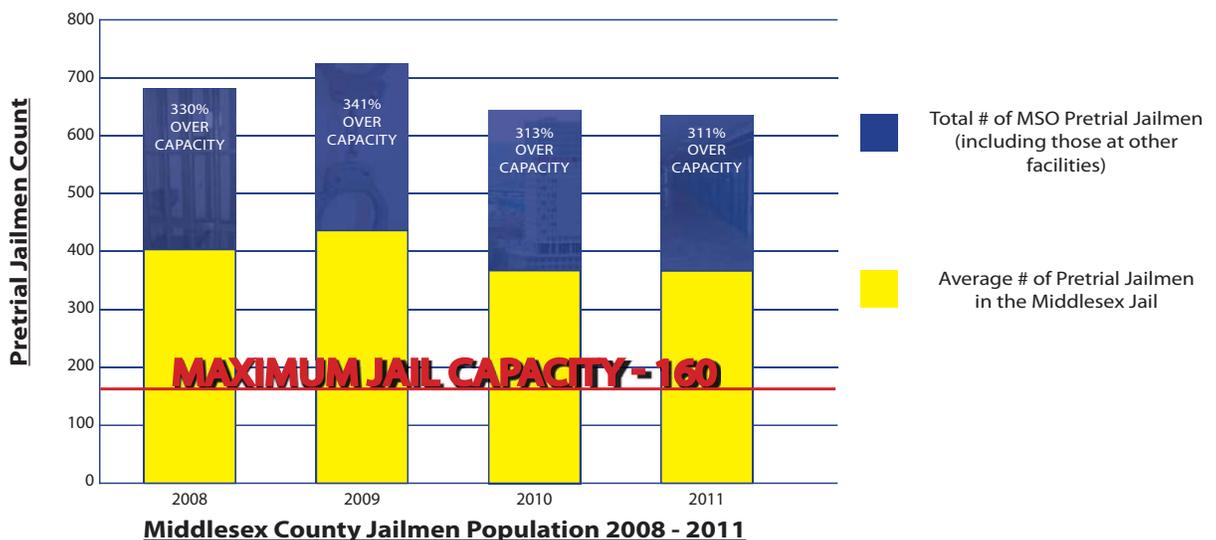


# FUTURE PROJECTS

*the future of the Middlesex Sheriff's Office*

## The Relocation of the Middlesex Jail

One of Sheriff Koutoujian's top priorities when he entered office was to address overcrowding at the Cambridge Jail - a structure designed to hold 160 inmates - but today houses up to 400 individuals. Currently, the jail is located on the top floors of an otherwise empty high-rise building, where its physical condition poses a safety concern. Sheriff Koutoujian has re-opened negotiations with state agencies including Administration & Finance, the Department of Capital Asset Management (DCAM), the Executive Office of Public Safety and the Attorney General's Office to move staff and detainees out of the Cambridge Jail in a thoughtful, expeditious manner. As the planning process progresses, the Sheriff will continue to work with all parties to resolve any issues that may arise.



## Legislative Commission to Study an Eastern Regional Women's Facility

Currently, the Middlesex Sheriff's Office is unable to house women as it does not have the appropriate space. Women sentenced in Middlesex County are primarily housed at MCI-Framingham where access to programming is limited, and they serve their sentences alongside maximum security female inmates. Sheriff Koutoujian has been working with his former colleagues on Beacon Hill to develop a plan to study the feasibility of constructing a regional or Middlesex County facility for minimum security female inmates. Establishing an eastern regional house of correction for women would facilitate rehabilitation and provide more aggressive programming options. He also engaged with his colleagues, looking to both Suffolk and Norfolk Counties, in an attempt to combine resources and offer a regional approach.



**Preserving the Middlesex Sheriff's Office History**  
 Sheriff Koutoujian has begun collecting materials in order to prominently display important artifacts, photos and other pieces of MSO history to foster a sense of pride and honor for those who serve and have served the Office throughout its long history. By working with area historians, he intends to continue to celebrate the history of one of the oldest law enforcement institutions in the nation.

**Post-release center**

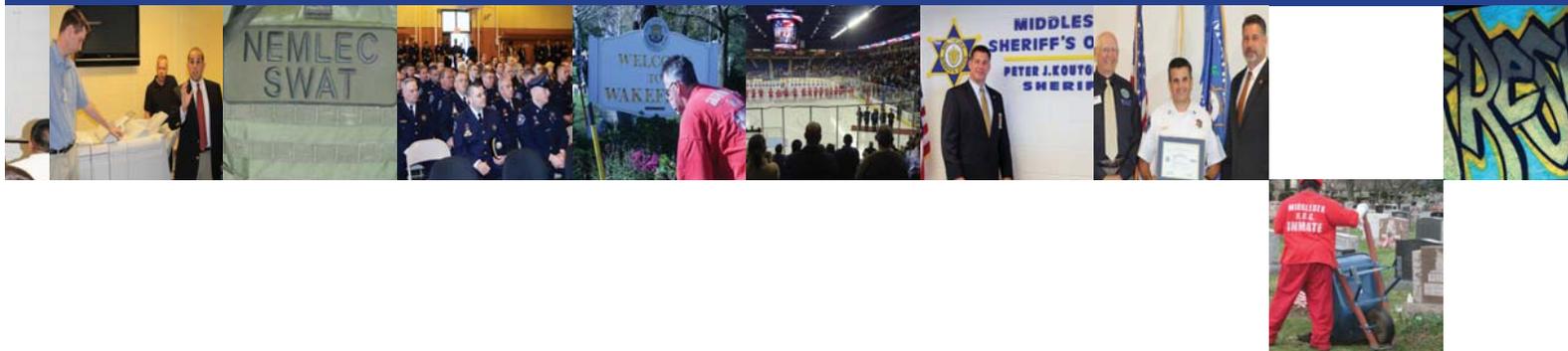
The Sheriff recognizes the importance of providing support post-release, for both inmates that are released, as well as those in supervised custody. This center would provide career resources to aid in job searches; health care information to assist in access to medical services; substance abuse treatment programs; and mental health resources. It will serve as a place people can look to in a time of transition.

**Offering Higher Education Opportunities by Partnering with Community Colleges**

The Middlesex County sentenced inmate population has a relatively high level of education, with 68% having completed high school. The Sheriff recognizes the important link between education and crime prevention, and as a result would like to allow for those in custody to access educational opportunities beyond obtaining a General Education Development (GED). By exposing inmates to community college or associates degree classes, the Sheriff believes that the likelihood of continuing higher education once they are released will increase significantly.

**Partnering with Industry to Educate Inmates on Financial Literacy**

As the former Chairman of the Joint Committee on Financial Services, Sheriff Koutoujian believes that the basic fundamentals of finance are critical to financial independence. The Sheriff is in discussions to partner with the Massachusetts Credit Union League to provide inmates with the basics of financial literacy to allow them to achieve greater fiscal autonomy while educating them on how to repair their credit.



### **Domestic Violence Prevention**

Domestic violence prevention has been paramount for Sheriff Koutoujian throughout his public life. In his second year in office, the Sheriff intends to be more aggressive in integrating domestic violence prevention programming into the services inmates receive as part of their rehabilitation.

### **Teen Dating Violence**

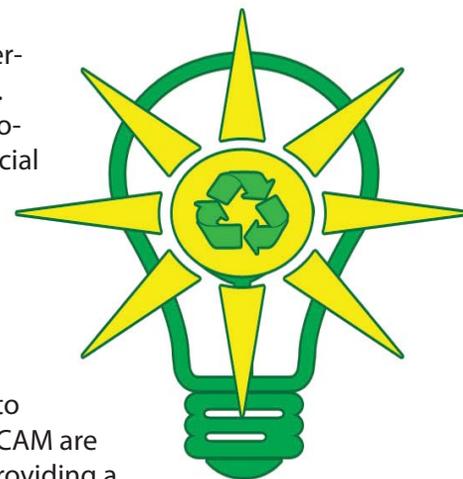
Approximately 20% of female teens in Massachusetts report experiencing teen dating violence. During the preteen and teen years, young people are learning skills they need to form positive relationships with others. This is an ideal time to promote healthy relationships and prevent patterns of dating violence that can last into adulthood. Sheriff Koutoujian would like to take a bigger role in educating young adults on not only establishing healthy relationships, but also how to recognize the signs that may lead to violence in a relationship.

### **Exploring Ways to Conserve Energy and Save Money**

In government as well as the private sector, employers are taking a more active role in providing an environmentally-friendly workplace. Sheriff Koutoujian is doing the same at the Middlesex Sheriff's Office.

#### ***Solar Energy***

The MSO is examining the installation of solar panels as a source of alternative energy that can yield both financial and environmental benefits. Solar panels can be used to provide electricity to facilities, as well as provide a mechanism to heat water. The MSO hopes to capitalize on financial opportunities through grants and incentive programs in an effort to reduce our carbon footprint. The reduction in energy costs will also provide a significant cost savings to both the MSO and to taxpayers.



#### ***Energy Review with DCAM***

The Middlesex Sheriff's Office is partnering with the Division of Capital Asset and Management (DCAM) to survey and evaluate opportunities to make Middlesex Sheriff's Office more energy efficient. The MSO and DCAM are working together to audit energy usage at the House of Corrections, providing a roadmap toward reducing our environmental footprint, as well as provide an opportunity for significant cost savings.

#### ***More Aggressive Recycling Program***

The MSO is exploring opportunities to partner with industry to both audit our current waste removal and recycling practices and institute a more environmentally friendly and aggressive recycling program.



### **Capturing Unused Prescription Drugs**

Prior to his appointment to the Middlesex Sheriff's Office, Sheriff Koutoujian served as the Chairman of the Committee on Public Health and the Chairman of the Massachusetts Oxycontin Commission, where he studied ways to tackle the prescription drug epidemic facing the Commonwealth. One of the most glaring problems with respect to this issue is that more addicts are looking to medicine cabinets - not dark alleys or hidden hallways - for unused prescription drugs.

Unfortunately, many citizens are unaware of the proper way in which to dispose of their unused and expired prescription drugs, thereby leaving themselves and their family members vulnerable. Flushing prescription drugs has proven an unsafe alternative, causing significant damage to our aquatic ecosystem, while simply throwing them in the trash does not prevent them from being stolen.

Citizens are unable to take back and dispose of any controlled substances, such as oxycodone, unless they are law enforcement officials. The Middlesex Sheriff's Office can take back and dispose of these prescription drugs safely and lawfully. The Sheriff wants to create a drug take back program in Middlesex County, either through partnerships with local law enforcement and/or health officials, to provide a simple and safe way for residents to dispose of their expired or unused prescription drugs. By taking these drugs out of circulation, the Sheriff hopes to chip away at this epidemic.



### **Middlesex Sheriff's Office Gun Take-Back Program**

In partnership with local physicians, the MSO would like to explore the possibility of facilitating a gun take-back program to reduce the volume of guns in Middlesex County. Fellow law enforcement agencies have had success by partnering with private companies to provide financial retail incentives for residents to forfeit guns in exchange for retail or grocery certificates. By removing firearms from the community in a safe and controlled environment, the MSO will act as a resource in efforts to ensure public safety.





# FACILITIES AT A GLANCE

## Middlesex Jail, Cambridge, MA

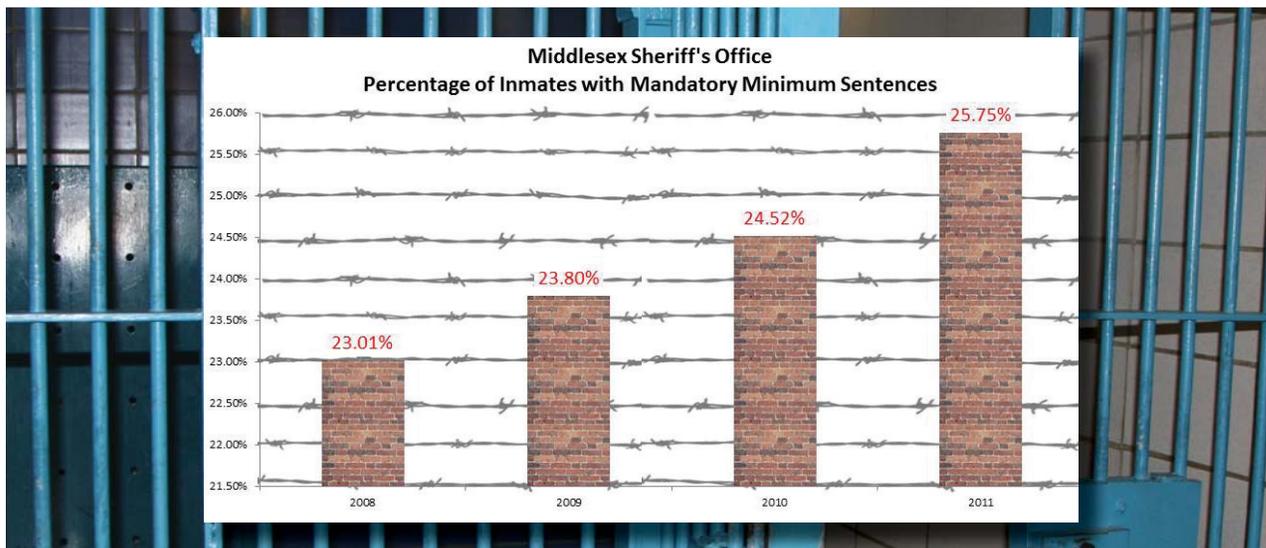
Built in 1971 to house 160 pre-trial jail detainees, the Middlesex Jail in Cambridge houses between 350 - 400 detainees each day. Additionally, we have an average of 285 detainees that are in our custody but not housed at the Middlesex Jail. It is one of the few high-rise maximum security lockups in the country.

### *Cambridge Detainee demographics:*

- 56% Caucasian
- 20% Hispanic
- 7% African American
- 4% Other

The primary purpose of the Middlesex Jail is to house individuals that are awaiting trial and cannot make bail or those who are held in remand until all legal proceeding are complete and the individual is either acquitted or convicted of a crime.

*The average age of the population is 32 yrs old*



*As the number of inmates with mandatory minimum sentences increases, the Middlesex Sheriff's Office continues to face issues of overcrowding. The issue also prohibits the ability to provide significant programming, due to a lack of incentives for the inmates.*



### **Middlesex House of Correction, Billerica, MA**

The House of Correction opened in 1929 to house a total of 300 inmates. A 2006 renovation modernized the facility to meet increasing demand, codes and state-of-the-art needs of corrections in the 21st Century. Today, the facility holds anywhere between 800 - 1200 inmates on any given day.

Inmates committed to this facility are serving sentences of 2.5 years or less. Most of these sentences are given out by the district courts in Middlesex County.

The primary purpose of the HOC is to facilitate a safe and secure environment for sentenced inmates. We are committed to providing a service-oriented environment, offering numerous rehabilitative and educational programs to efficiently and effectively prepare inmates for successful reentry into society.

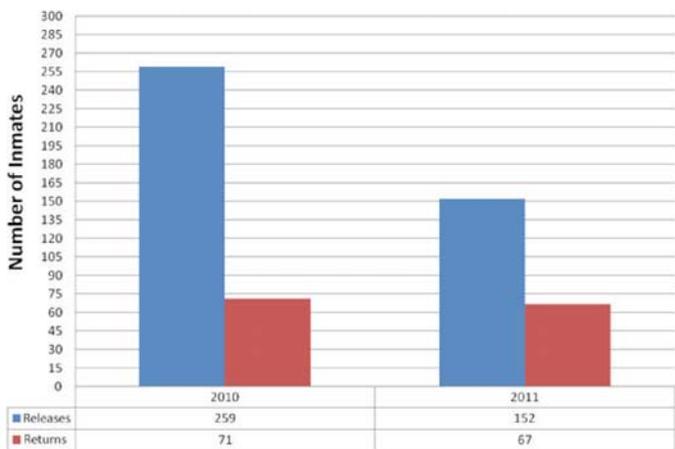
#### *Billerica Inmate demographics:*

- 62 % Caucasian
- 18 % Hispanic
- 16 % African American
- 3 % Other

*The average age of the population is 35 yrs old*

*68% of the population has received a high school diploma*

**Parole Rates for Billerica HOC 2010-2011**



*The MSO has seen the number of inmates released to parole decrease and the number of parolees returned to MSO custody increase. The results compound the overcrowding concerns that continue to plague MSO facilities.*



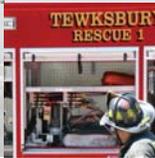
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# MIDDLESEX COUNTY



- ACTON
- ARLINGTON
- ASHLAND
- ASHBY
- AYER
- BEDFORD
- BELMONT
- BILLERICA
- BOXBOROUGH
- BURLINGTON
- CAMBRIDGE
- CARLISLE
- CHELMSFORD
- CONCORD
- DRACUT
- DUNSTABLE
- EVERETT
- FRAMINGHAM
- GROTON
- HOLLISTON
- HOPKINTON
- HUDSON
- LEXINGTON
- LINCOLN
- LITTLETON
- LOWELL
- MALDEN
- MARLBOROUGH
- MAYNARD
- MEDFORD
- MELROSE
- NATICK
- NEWTON
- NORTH READING
- PEPPERELL
- READING
- SHERBORN
- SHIRLEY
- SOMERVILLE
- STONEHAM
- STOW
- SUDBURY
- TEWKSBURY
- TOWNSEND
- TYNGSBOROUGH
- WAKEFIELD
- WALTHAM
- WATERTOWN
- WAYLAND
- WESTFORD
- WESTON
- WILMINGTON
- WINCHESTER
- WOBURN







## *SERVING THE 54 CITIES AND TOWNS OF MIDDLESEX COUNTY*

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Medford, MA 02155

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