





Commonwealth of Massachusetts  
Middlesex Sheriff's Office

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During my first 100 days as Sheriff of Middlesex County, I have created a blueprint of my vision for this Department. At the center of this vision is improving public safety. To meet this goal, I have focused on instituting measures to create a safer working environment for officers while providing those in the custody of the Middlesex Sheriff's Office (MSO) the opportunity to better their lives.

From my first week in office when I visited officers working on every shift, I have emphasized the importance of building morale among employees while restoring public confidence within this historic Department.

Today, the Middlesex Sheriff's Office manages a \$60 million budget, 800 employees, and almost 1,400 inmates while operating 24 hours a day, 365 days a year. As is the case in every facet of government, we are attempting to do more with less. This Department has faced over a 15% cut in funding since FY09 and is poised to endure an additional two percent cut in the FY 2012 budget, while being tasked with an unfunded, three percent collective bargaining commitment which was negotiated prior to my appointment.

Despite the grim economic picture, 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 ideas and accomplishments, from a state-of-the-art partnership with the **Xerox Corporation** to utilizing 21<sup>st</sup> century technology to increase public safety through the use of **videoconferencing** at our facilities.

I am proud to work with the men and women of this Department and look forward to continuing to serve the citizens of Middlesex County.

Sincerely,

A handwritten signature in black ink, appearing to read 'P. J. Koutoujian', with a stylized, cursive script.

PETER J. KOUTOUJIAN

## Middlesex County Sheriff Peter J. Koutoujian

### *First 100 Days*

#### Accomplishments and Goals

**I. Providing a New Vision for the Middlesex Sheriff's Office.** *Restoring public confidence in the Department while instilling a renewed sense of confidence and pride in the workforce is paramount to Sheriff Koutoujian.* **Page 5**

- Establishing a Transition Team to Review Policies and Increase Transparency
- Completing an Independent Audit of the Department
- Strengthening Human Resources Policies
  - Prohibiting Campaign Donations from MSO Employees
  - Mandating Office of Campaign and Political Finance (OCPF) Training for All MSO Employees
  - Instituting Promotional Exams for Employee Advancement
  - Eliminating Suffolk County Holidays for Non-Contractual Employees
- Obtaining Accreditation from the American Correctional Association
- Providing a Safe Environment for Officers and Inmates at the Middlesex Jail
- Elevating a Class to the Rank of Sergeants

**II. Enhancing Public Safety through Inmate Educational Opportunities and Innovative Technologies.** *The focus of Sheriff Koutoujian is not only on incarceration, but on corrections. Inmates are a captive audience, allowing a crucial window of opportunity to address the risk factors that led to their criminal behavior and incarceration.*

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- Introducing New Programming to Meet Today’s Workforce Demands
  - Printing Apprenticeship with Xerox Corporation
  - Custodial Services Training
  - Engaging Chambers of Commerce and the Business Community
  - Partnering with Industry to Educate Inmates on Financial Literacy
- Providing Timely, Efficient Communication with Courts Via Videoconferencing
- Sharing Data with Law Enforcement Using an Inmate Tracking System
- Promoting Inmate Programs That Have Proven Effective
- Launching a Revised Middlesex Sheriff’s Office Website

**III. Creating Efficiencies for the Office and Our Municipal & Law Enforcement**

**Partners.** *Sheriff Koutoujian is undertaking an aggressive campaign to assist local cities and towns in areas where budget shortfalls have impacted services and programs.*

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- Forging Partnerships with Surrounding Cities and Towns
- Supplementing Municipal Services with the Community Work Program
- Enrolling Inmates in MassHealth
- Expanding the “Strike 2” Program
- Forming a Partnership with UMass Lowell to Compile Statistical Data
- Formalizing Agreements with Local Law Enforcement to Provide a Regional 911 Dispatch
- Consolidating Cambridge Offices

**IV. Ideas for the Next 100 Days.** *While Sheriff Koutoujian has made important strides during his first 100 days, there are several projects underway that are intended to make the Sheriff's Office better equipped to meet the needs of our employees as well as local law enforcement, seniors, women inmates and our veterans.*

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- Establishing a Regional Women's Facility
- Examining the Need for Regional Holding Facilities
- Partnering with Veterans' Services to Assist Veterans
- Educating Seniors on Identifying Criminal Behavior
- Preserving the History of the Middlesex Sheriff's Office
- Creating a Healthier, More Inclusive Work Environment
  - Renovating Outdated Physical Fitness Space for Officers
  - Creating an Employee Newsletter
  - Establishing Monthly Employee Recognition Program
- Creating a Citizen's Academy
- Working with Community Colleges to Offer Higher Education Opportunities
- Establishing a Post-Release Center to Assist with Transition

## ***I. Providing a New Vision for the Middlesex Sheriff's Office***

In his first 100 days, Sheriff Koutoujian has taken the mission statement of the Middlesex Sheriff's office: Professionalism, Respect, Fairness and Integrity and focused on reinventing it for the 21<sup>st</sup> century. The Middlesex Sheriff's Office is an honorable and historic department - the men and women who work here take great pride in the protection and services they provide to the people of Middlesex County.

With a goal of modernizing the Department and increasing transparency, the Sheriff is helping to restore public confidence in the office while instilling a renewed sense of confidence and pride in the workforce.

1. **Establishing a Transition Team to Review Policies and Increase Transparency:** In his first 100 days, the Sheriff has assembled a diverse and experienced transition team that has completed a top to bottom review of practices and policies ranging from operations to personnel to re-entry programming. This bi-partisan team has toured the MSO facilities, interviewed staff and audited important policies and procedures. The background of members includes probation, corrections, law enforcement, politics, law, inmate advocacy, victim's rights, and human resources. This team is providing topical insight to Sheriff Koutoujian as he begins his tenure.
  
2. **Completing an Independent Audit of the Department:** Sheriff Koutoujian has opened the doors of the MSO to the State Auditor's office, asking them to conduct a top to bottom review of the finances. With an eye towards increasing transparency, and restoring public confidence, the Sheriff intends to use the results of the audit to understand where we are and how to strategically move forward. The transition audit of the Middlesex Sheriff's Office consisted of, but was not limited to, the following:
  - Organizational structure, divisions, and chain of operational authority;
  - Comprehensive listing of all programs and the identification of all federal and state funding sources;
  - All written policies and procedures, including all personnel policies, internal control policies, and operational guidelines and practices;
  - Review and approval of budgets for the fiscal years ended June 30, 2010 and June 30, 2011; and

- A listing of all state accounts which the Sherriff's Office has been authorized and/or been allocated funds.
3. **Strengthening Human Resources Policies:** The Sheriff took a very strong stand within his first 100 days to further professionalize the Department, including instituting the following human resources policies:
- ***Prohibiting Campaign Donations from MSO Employees:*** He immediately instituted a new department policy prohibiting employees from donating to his campaign. In addition, he is working with the Office of Campaign and Political Finance (OCPF) to establish an internal system designed to enforce his new policy, one of the first in the Commonwealth to do so. Sheriff Koutoujian has also incorporated this policy into the MSO policies and procedures manual in an effort to ensure all employees are aware of it.
  - ***Mandating Office of Campaign and Political Finance Training for All MSO Employees:*** The Sheriff has mandated Office of Campaign and Political Finance (OCPF) ethics training for all employees to educate staff on the legal guidelines for campaign activity as well as eliminate any future breaches of public trust. Ensuring the integrity of the MSO workforce is a vital step in the Sheriff's goal to rebuild public confidence in the department. OCPF training will also empower employees to know and understand their rights and responsibilities in this area.
  - ***Instituting Promotional Exams for Employee Advancement:*** Sheriff Koutoujian intends to make promotional exams a primary focus of his administration. Establishing exams for promotions will ensure that progression and promotion will be based on merit, ability, experience and skill.
  - ***Eliminating Suffolk County Holidays for Non-Contractual Employees:*** Sheriff Koutoujian has also eliminated two highly politicized Suffolk county holidays – Bunker Hill Day and Evacuation Day for all non-contractual employees.
4. **Obtaining Accreditation from the American Correctional Association:** One of the Sheriff's top priorities is to complete the American Correctional Association's (ACA) accreditation process. Sheriff Koutoujian has already started the process by assembling a team to manage the accreditation process, and has conducted a training session to prepare staff as the process gets underway. Accreditation falls in line with the Sheriff's goal of modernizing and further professionalizing the Office. It will improve staff training, development 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.



5. **Providing a Safe Environment for Officers and Inmates at the Middlesex Jail:** One of Sheriff Koutoujian's primary focuses when he entered office was to address overcrowding at the Cambridge Jail – a structure designed to hold 160 men -- but today holds up to 400. Currently, the jail is located on the top floors of an otherwise empty high-rise building, where the physical condition of the jail poses a safety concern as well. The Sheriff has re-opened negotiations with the Department of Capital Asset Management (DCAM) to move MSO staff and inmates out of the Cambridge Jail. As the planning process progresses, the Sheriff will continue to work with DCAM and affected parties to resolve any issues that may arise.
  
6. **Elevating a Class to the Rank of Sergeants:** Sheriff Koutoujian, within the first weeks of taking office, was impressed by the strength and capabilities of the MSO staff. The department is made up of a skilled and strong workforce, whose accomplishments should be highlighted. The Sheriff wanted to acknowledge this immediately, and promoted 14 officers to Sergeants. His swift action restored the first line of supervision that is essential in a correctional setting and showed these deserving officers the extent of his appreciation of their service.

7.

## ***II. Enhancing Public Safety Through Inmate Educational Opportunities and Technology Innovation***

Sheriff Koutoujian's focus is not only on incarceration, but on corrections. Inmates are a captive audience, allowing a crucial window of opportunity to address the risk factors that led to their criminal behavior and incarceration. By and large, inmates present a range of prior problematic behavior from substance abuse and mental health to domestic violence issues upon entry to prison. Sheriff Koutoujian has started to build on current programming to focus on violence intervention, substance abuse, and religious and educational programs. He is committed to providing programming geared towards 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.

1. **Introducing New Programming to Meet Today's Workforce Demands**: Studies show that inmates who participate in work release programs have lower rates of recidivism. As a result, Sheriff Koutoujian is cultivating partnerships with the business community to continue to grow vocational training and work release programs at the MSO.
  - ***Printing Apprenticeship with Xerox Corporation***: Less than four months after being sworn into office, Sheriff Koutoujian has negotiated and signed a contract with the Xerox Corporation to develop a digital printing and imaging vocational training program. This state-of-the-art training will give inmates the opportunity to learn new emerging printing techniques, giving those educated in this field a competitive edge upon completion.
  - ***Custodial Services Training***: Sheriff Koutoujian is also in final negotiations with several companies to develop a "green" janitorial certification program, concentrating on:
    - Certifying inmates on environmentally-friendly cleaning techniques in the field of custodial services;
    - Providing an innovative program for inmates intended to draw the attention of prospective employers;
    - Working with the vendor on job placement opportunities upon completion of the program for inmates when released; and

- Utilizing “green” cleaning products within the MSO, reducing the cost for cleaning supplies, extending the life of the equipment used in the facility, and creating a healthier work environment for our employees.
  - ***Engaging Chambers of Commerce and the Business Community:*** the Sheriff plans to strengthen relationships with local chambers of commerce to educate businesses on our programs with the intention of exploring ways to work together.
  - ***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.
2. **Providing Timely, Efficient Communication with Courts Via Videoconferencing:** Within his first 100 days, the Sheriff has allocated funding and started the process of implementing videoconferencing for use in certain court appearances. By using advanced technology to allow inmates to appear in court via videoconferencing equipment, the Sheriff hopes to improve the safety of both his staff and the inmates themselves, while also saving on costs associated with transporting inmates to court. By reducing the number of trips inmates take outside the facility, the Sheriff minimizes opportunities for escape, harm to officers and potential for inmate self-harm. Sheriff Koutoujian will begin by implementing videoconferencing for bail review hearings and will continue to examine other appropriate opportunities to use this technology, while also protecting the rights of the inmates.
3. **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 Sheriff has started the process of 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 information, providing public safety officials greater access to better serve the public. This system will allow the Department 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, as well as share similar information collected by other departments.

4. **Promoting Inmate Programs That Have Proven Effective:** Sheriff Koutoujian has used his first 100 days to bring attention to enhancing the culinary arts and GED programs. Studies show that recidivism rates among those who participate in these types of programming are much lower than those who do not. He also intends to promote these programs and the \$2,500 work tax credit benefit to the business community as a way to enlist their help with employment opportunities for inmates upon release.
  
5. **Launching a Revised Middlesex Sheriff's Office Website:** Within a week of being in office, the Sheriff launched a revamped MSO website. The new site is more streamlined and modernized, allowing users easier access to information about the office. It also is intended to create more transparency regarding the Office.

### ***III. Creating Efficiencies for the Department and Our Municipal & Law Enforcement Partners***

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

1. **Forging Partnerships with Surrounding Cities and Towns:** Sheriff Koutoujian has made it a priority to meet with local and public safety officials throughout the county to get their opinions and suggestions on what the MSO can do to help them, what resources are beneficial and which are not. By opening the lines of communication and increasing partnerships, the Sheriff is working toward pooling resources, information and elevating public safety.

The MSO can provide a wide array of educational and public safety services to the citizens of Middlesex County. Sheriff Koutoujian would like to continue to make these resources available, and any accompanying personnel, 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: use of the Mobile Training Center for training 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.

2. **Supplementing Municipal Services With 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 begins with a broken window and 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 of the program, detailing the resources the MSO provides in an effort to supplement services cut as a result of dwindling local aid revenue – over \$600,000 in the four months since he has been in office.

3. **Enrolling Inmates in MassHealth**: As the former House Chairman of the Committee on Public Health, Sheriff Koutoujian recognized the gap in services that inmates experience when they are released from custody. When sentenced, inmates' health care is the responsibility of the Department, and when released, they likely enroll in MassHealth. The enrollment process can take up to 8-10 weeks and leaves inmates without health care coverage for a period of time directly following their release – a time when access to medications, substance abuse treatment and mental health treatment can mean the difference between a successful release and re-offending. The Sheriff sees the link between health care and protecting public safety and is working with inmates to begin the enrollment process prior their release, so the inmate's transition can be smoother and more successful.
  
4. **Expanding the “Strike 2” Program**: The Sheriff has expanded the Strike 2 program, which currently does outreach to local high schools on how making smart decisions now can impact lives forever. The MSO partners with schools to educate students typically during prom and graduation season through tours, inmate talks and programming on the consequences of poor decision making. The program focuses on at-risk students, or addresses entire schools, and often involves inmates speaking with students about their poor choices that led to their own incarceration.
  
5. **Forming a Partnership with UMass Lowell to Compile Statistical Data**: Sheriff Koutoujian's experience in the Legislature showed him the importance of data-driven policy, and he continues that practice as Sheriff. His appreciation of the importance of understanding his inmate population through data and statistics led Sheriff Koutoujian to reach out to the University of Massachusetts at Lowell to create a partnership with their new doctoral Criminal Justice Department. The Sheriff will take advantage of the educational and academic resources that UMass Lowell has to offer to enhance performance management. This academic relationship would closely resemble ongoing research projects already established with Northeastern University. Through this partnership, Sheriff Koutoujian intends to monitor what programs are working and which warrant review with the goal of increasing efficiency and better utilizing taxpayer dollars.

6. **Formalizing Agreements with Local Law Enforcement to Provide a 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.
  
7. **Consolidating Cambridge Offices:** Upon entering office, Sheriff Koutoujian was faced with a potential relocation of the Cambridge Civil Process office, which is located at 271 Cambridge Street, in addition to relocating the Cambridge Counseling Center, which is currently housed at 40 Thorndike Street. The Sheriff determined that the two offices should be consolidated and is seeking to find one space to accommodate both offices. The result will be increased cost savings to the Department and the Commonwealth.

## *IV. Ideas for the Next 100 Days*

While Sheriff Koutoujian has made some incredible strides during his first 100 days, there are also several projects underway that he intends to accomplish during his tenure. These goals are intended to make the Sheriff's Office better equipped to meet the needs of our employees as well as local law enforcement, seniors, women inmates and our veterans.

1. **Establishing a Regional Women's Facility:** The Sheriff takes very seriously his responsibility to care for those inmates that are in his custody, and this includes the female inmates as well. Currently, the MSO is unable to house women, as it does not have the appropriate space. The Sheriff intends to study the feasibility of bringing the female detainees back into a Middlesex County facility that would better facilitate rehabilitation and prevention of re-offending in the female population.
2. **Examining the Need for Investing in Regional Holding Facilities:** In addition to a facility for females, Sheriff Koutoujian has come to understand the importance of providing support to local law enforcement through the presence of regional lock-ups. Many local police departments are without the resources, training or facilities to house pre-arraignment detainees for more than a few hours at a time, which can pose a challenge, particularly on weekends. The Sheriff intends to study the feasibility of providing support to local police departments by expanding the value of a regional lock-ups for those pre-arraignment detainees that need to be housed overnight or over a weekend. The MSO staff is better trained and better equipped to handle this kind of detention and can provide an invaluable resource 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.
3. **Partnering with Veterans' Services to Assist Veterans:** The Sheriff and the MSO staff have a great appreciation for the service that men and women in our military provide every day. He appreciates the privilege that the MSO enjoys by employing some of these heroes, both active and veterans. Currently, the MSO employs many veterans, and has four active military staff. The Sheriff also appreciates the importance of supporting those



veterans who are currently inmates at the MSO. The MSO currently houses at least 26 veterans, and Sheriff Koutoujian intends to provide needed services to these veterans that were not as fortunate. The Department has had preliminary discussions with the Massachusetts Department of Veterans' Services to initiate pilot programs intended to treat veterans as they adjust to life outside of military duty.

4. **Educating Seniors on Identifying Criminal Behavior**: The Sheriff intends to develop an MSO TRIAD program, with a focus on empowering seniors to recognize fraudulent behavior whether over the phone, online or in person. The TRIAD program would educate senior citizens on ways to avoid being the object of criminal behavior.
  
5. **Preserving the History of the Middlesex Sheriff's Office**: From his first day in office, Sheriff Koutoujian has come to appreciate the rich history of the MSO. He has started 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. By working with area historians, he intends to continue to celebrate the history of one of the oldest law enforcement institutions in the nation.
  
6. **Creating a Healthier, More Inclusive Work Environment**: Through conversations with his staff, Sheriff Koutoujian has identified several initiatives and projects to improve the quality of life for MSO staff, including the following projects currently underway:
  - ***Renovating Outdated Physical Fitness Space for Officers***: Physical fitness is vital for employees working in the field of corrections. However, work-out areas designated for officers in both Cambridge and Billerica are outdated and in need of serious repair. Given the nature of the jobs performed by MSO officers, Sheriff Koutoujian made renovations to both facilities a top priority.
  
  - ***Creating an Employee Newsletter***: The Sheriff is also developing an internal newsletter to improve internal communications for MSO staff. By increasing communication, the Sheriff hopes to keep the workforce informed and to build camaraderie and foster a team environment.

- ***Establishing a Monthly Employee Recognition Program:*** Every day, the men and women of the MSO strive to maintain a safe working environment for themselves and their colleagues. As the Sheriff has stated, a good day on the job often is a day where nothing of note happens. As a result, he would like to honor the men and women who do their part in maintaining a safe environment for all employees at the MSO by instituting an “Employee of the Month” program.
7. **Creating a Citizen’s Academy:** Sheriff Koutoujian would also like to create and develop a Citizen’s Academy that would 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 the facilities and offices, allowing the public to see what the MSO does to help the community every day.
8. **Working with Community Colleges to Offer Higher Education Opportunities:** The Middlesex County sentenced inmate population has a relatively high level of education, with many having completed high school. The Sheriff recognizes the important link between education and crime prevention, and as a result would like to expose those in custody to educational opportunities beyond obtaining a General Education Development (GED). By exposing inmates to community college or associates degree classes, the Sheriff believes strongly that the likelihood of continuing higher education once they are released will increase significantly.
9. **Establishing a Post-Release Center to Assist with Transition:** Sheriff Koutoujian recognizes the importance of providing support post-release, as is evidenced in his push to get pre-release inmates enrolled in MassHealth. He also envisions developing a post-release center, for both inmates that are released as well as those being released into supervised custody. This center would provide career resources to aid in job searches; health care resources to aid in access to health care, substance abuse resources and mental health resources; and would serve as a place people can look to in a time of transition. This post-release center is a part of the Sheriff’s goal of improving public safety by providing the necessary resources to those that may be at risk for re-offense.

