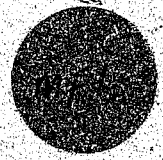


Federal Probation



Implementing Community Service: The Referral Process Probation Division, Administrative Office of the United States Courts

Strategies for Working With Special-Needs Probationers Ellen C. Wertlieb, Martin A. Greenberg

Do Correctional Industries Adversely Impact the Private Sector? Robert C. Grieser

of State Correctional Officials regarding Causes, Court Orders, and Solutions Fred Holbert, Jack E. Call

Orientation of Prison Guards: Support Rehabilitation? Francis T. Cullen, Faith E. Lutz, Bruce G. Link, Nancy Travis Wolfe

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of Correctional Privatization in the 19th Century Experience and for Modern Corrections Alexis M. Durham III

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Justice Abuse Program: A Private for Probationers and Probation Thomas R. Vitt

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This Issue in Brief

Implementing Community Service: The Referral Process.—A community service sentence can serve many purposes—to deter, punish, or rehabilitate, while at the same time assuring that an offender receives a publicly discernable penalty. With increased interest in community service, many questions and issues have arisen regarding its use. This article, an excerpt from the monograph, *Community Service: A Guide for Sentencing and Implementation*, concentrates on the practical aspects of operating a community service program. Among the issues addressed are how to select appropriate agencies to receive community service; how to prepare the offender for community service; how to follow up after the offender is placed with an organization; and how to evaluate the success of a community service program. The information is especially directed to Federal probation officers but will also serve as a guide for other criminal justice and corrections professionals involved in sentencing and sentence implementation.

Strategies for Working With Special-Needs Probationers.—Authors Ellen C. Wertlieb and Martin A. Greenberg discuss the results of a survey of what alternatives to incarceration probation officers use with their disabled clients. Findings indicate a great deal of disparity regarding the approaches used within and across probation jurisdictions. All probation officers agreed, however, that they needed additional training to better serve their special-needs clients. The article concludes with some suggested strategies for improving service-delivery to probationers with disabilities.

Do Correctional Industries Adversely Impact the Private Sector?—Correctional industries have been the subject of much attention and often unfavorable publicity over the past several years. Complaints have gotten stronger in recent months as prison industries nationally are seeking to expand to keep pace with rapidly rising prison populations. Author Robert C. Grieser responds to those com-

plaints by addressing some of the numerous myths about prison industries that exist on the part of many in the private sector. The author also suggests ways in which the private sector and prison industries can work together to the benefit of both.

The Perspective of State Correctional Officials on Prison Overcrowding: Causes, Court Orders, and Solutions.—Overcrowding continues to be a major problem facing prison administrators

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The Perspective of State Correctional Officials on Prison Overcrowding: Causes, Court Orders, and Solutions

BY FRED HOLBERT AND JACK E. CALL*

OVERCROWDED PRISONS have clearly become one of the most critical problems facing the contemporary American criminal justice system. Academicians and practitioners have devoted much time and effort to the many questions surrounding the overcrowding problem. However, little effort has been made to determine what state correctional officials consider the causes of the overcrowding and what they have done or intend to do in an attempt to solve the problem.

Documenting the problem of prison overcrowding and its deleterious effects on inmates and staff is like "carrying coals to Newcastle." The problem has been thoroughly and repeatedly chronicled in the popular, professional, and academic literature, and information suggests that the problem, if anything, may be growing worse.

The total Federal and state prison population in the United States tripled between 1970 and 1985 and by June 1985 had reached 490,000 prisoners (Bivens, 1986). In 1985, one correctional institution in each of 33 states was under court order for prison overcrowding (Babcock, 1985:i). Bureau of Justice Statistics data for the years 1979 through 1984 show that while available square feet of housing space in state prisons increased 29 percent, the inmate population increased by 45 percent in the same period (Jamieson and Flanagan, 1986:412). Further, 62 percent of those inmates were confined in less than 60 square feet of space (Jamieson and Flanagan, 1986:412). In 1984, 24 percent of all state prison inmates were double-celled, averaging 34 square feet per inmate (Innes, 1986:1). Hans Toch concludes that these conditions encourage simply warehousing prisoners as a matter of policy (Toch, 1985:59). For the administrator who must run a prison that is bulging with excess bodies and is threatening chaos, "cus-

todial concerns are apt to take on an uncommon salience" (Smith, 1987:182). It can be surmised that preoccupation with custody and security means far less concern about training, education, and other programs.

The Study

There were several components to the study described here. The first was to determine the causes of overcrowding from the perspective of state prison officials. A questionnaire asked state officials to evaluate the extent to which various factors had contributed to overcrowded correctional facilities in their state. They were provided a list of 18 possible causes and were asked to evaluate the contribution of each, using a five-point Likert type scale (appendix A). A second component was to determine which of a long list of possible solutions to their overcrowding they were using at present or planned to use. The possible solutions were placed in four classifications: physical, personnel, policy, or legislative solutions (appendix B). Third, if their system or any of its units had been under a court order in the past that was now lifted, they were asked to indicate the solutions they had used to solve that past overcrowding problem to the court's satisfaction (appendix C).

All 50 states returned the questionnaires with little followup needed. Only a few states required followup calls to clarify information on the returned questionnaires. The position of the person filling out the questionnaire varied from state to state and included commissioners or directors of corrections, assistant or deputy directors or commissioners, planners, research specialists, and public information officers. It was asked that the responses reflect as nearly as possible the position of the chief administrator of the agency.

Of course, the total populations of these correctional systems varied substantially. Total reported male populations varied from 442 (North Dakota) to 58,189 (California) and averaged 9,645. (Five states did not report their total male population.) Total

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reported female populations ranged from 8 (North Dakota) to 3,785 (California) and averaged 477. (Six states did not report their total female population.)

The findings are reported by national and regional mean responses to the questionnaire items on a five-point Likert type scale ranging from "not at all significant" to "extremely significant." The regions, Northeast, Midwest, South, and West, are those designated by the Bureau of Justice Statistics, U.S. Department of Justice (appendix D).

Prevalence of Overcrowding

As table 1 indicates, 23 states responded that one or more of their institutions were under court order because of overcrowding. No dramatic differentiation appears when the data are regionalized.

TABLE 1. NUMBER OF SYSTEMS UNDER COURT ORDER FOR OVERCROWDING: NATIONAL AND REGIONAL

	National	Northeast	Midwest	South	West
Yes	23	3	7	6	7
No	27	6	5	10	6
Total	50	9	12	16	13

Seven states indicated that their entire system was under a court order. Table 2 reveals that in only 1 of the 23 states was the order issued by a state court. All other orders had come, as expected, from Federal courts, verifying the continuing pattern of inactivity on the part of state courts in these matters. Thirteen states indicated that at least some of their institutions had been under court order in the past. Eleven states reported that they were not experiencing an overcrowding problem at present. Thus, it appears that 16 states have overcrowded systems (or at least some overcrowded facilities) but have been spared the burden of court-mandated solutions to the problem.

While all the states that were not now experiencing an overcrowding problem were asked to offer reasons why their systems were not overcrowded, only 5 of the 11 did so. Iowa indicated that the state legislature had imposed a population cap on the system. If the cap is exceeded for 60-90 days, the parole board is required to release inmates. If the board fails to release enough inmates to get down to the cap, the sentences of inmates convicted of property crimes are reduced by 90 days.

Minnesota attributes its lack of overcrowding to a strong state-subsidized community corrections program, the institution of sentencing guidelines ("which

TABLE 2. SYSTEMS UNDER FEDERAL OR STATE COURT ORDER: NATIONAL AND REGIONAL

	National	Northeast	Midwest	South	West
Federal	22	4	8	5	5
State	1	0	0	0	1
Total	23	4	8	5	6

helps reserve prison space for only most serious offenders"), the second lowest incarceration rate in the country, a relatively low crime rate, and a long history of an excellent probation system, as well as other alternatives to incarceration.

North Dakota believes its system is not overcrowded because it has engaged in a long-range planning process during the last 10 years. In addition, the legislature is seen as having "responded well to our needs."

While Washington reported that it is not now experiencing an overcrowding problem, in its comments it indicated that its overcrowding problem is not as severe as it once was. It attributes this to "the Sentencing Reform Act, opening of another Corrections Center, [and] review by the Indeterminate Sentencing Review Board of all indeterminate sentences . . ."

Wyoming primarily attributes the absence of an overcrowding problem in its system to a 10-year building program.

Causes of Overcrowding

Table 3 indicates nationally and regionally the opinion of state corrections officials as to the causes of the overcrowding. These officials feel strongly that a public desire for law and order has contributed to prison overcrowding. This factor was rated highest nationally with a mean of 4.2 and rated universally highest by each of the four regions. In fact, 84 percent of the respondents viewed this factor as extremely or very significant. Table 3 also reveals that there is a substantial feeling that longer minimum prison sentences, less willingness to grant parole, and the establishment of mandatory or flat sentences have contributed significantly to overcrowding.

Together, these findings paint a picture (as perceived by state corrections officials) of a public clamoring for increased law and order. The clamor is apparently being heard by judges who are seen as awarding longer sentences, by legislators who are viewed as having passed laws to ensure that convicted criminals will go to prison, and by parole board members who are seen as having become more reluctant to grant parole to inmates. Legislators have

TABLE 3. CAUSES OF OVERCROWDING: NATIONAL AND REGIONAL MEANS

Questionnaire Item #*	National	Northeast	Midwest	South	West
1. <i>Mandatory Sentencing</i>	3.2	2.7	3.0	3.4	3.8
2. <i>High Military Standards</i>	1.4	1.5	1.4	1.4	1.2
3. <i>Less Probation Granted</i>	2.6	3.0	2.0	2.7	2.8
4. <i>Improved Police Technology</i>	2.9	3.7	2.4	2.9	2.5
5. <i>Less Parole Granted</i>	3.4	3.5	3.3	3.7	3.2
6. <i>Stricter Parole Rules</i>	2.9	3.3	2.7	2.8	2.8
7. <i>Economy/Unemployment</i>	2.6	2.2	2.7	2.8	2.5
8. <i>Baby Boom Effect</i>	3.0	3.8	2.5	3.3	2.7
9. <i>Stricter Probation Rules</i>	2.7	2.5	2.1	2.9	3.2
10. <i>Poor Agency Cooperation</i>	2.7	2.8	3.0	2.6	2.5
11. <i>Few Sentencing Alternatives</i>	3.3	3.2	3.2	3.3	3.4
12. <i>Community Mental Health</i>	2.7	3.0	2.5	2.6	2.5
13. <i>Less Judicial Discretion</i>	2.5	2.6	2.0	2.3	3.2
14. <i>Longer Minimum Sentences</i>	3.9	3.7	3.9	4.0	4.0
15. <i>Better Prison Conditions</i>	2.0	1.8	2.1	2.0	2.0
16. <i>Poor Court/Corr. Cooperation</i>	2.0	1.8	2.3	2.0	2.2
17. <i>Hold Non-Dangerous Offenders</i>	3.3	3.7	3.6	2.9	3.0
18. <i>Public Desires Law and Order</i>	4.2	4.0	4.2	4.2	4.4
<i>N =</i>	50	9	12	16	13

These data represent \bar{X} responses on the 5 Likert type choices listed below.

1=not at all sig 2=little sig 3=moderately sig 4=very sig 5=extremely sig

*Also see appendix A for a more detailed key to table 3 items.

contributed to the problem by failing to provide sufficient community sentencing programs to serve as alternatives to incarceration. Judges have further contributed to the problem by incarcerating too many offenders who are not dangerous enough to merit incarceration.

Table 4 represents the rank ordering of the "Causes of Overcrowding," nationally and by regions. Item

18, "Public desires law and order" is ranked number one nationally and regionally. Most of the higher ranked items (longer minimum sentences, courts granting less probation, mandatory sentences, and more restrictive granting of parole) appear to reflect the "law and order" theme which characterizes the responses of these prison officials generally. The Northeast region departed somewhat from that gen-

TABLE 4. RANK ORDERED CAUSES OF OVERCROWDING: NATIONAL AND REGIONAL

Rank	National Item : \bar{X}	Northeast Item : \bar{X}	Midwest Item : \bar{X}	South Item : \bar{X}	West Item : \bar{X}
1	18 4.2	18 4.2	18 4.2	18 4.2	18 4.4
2	14 3.9	8 3.8	14 3.9	14 4.0	14 4.0
3	5 3.4	4,14,17 3.7	17 3.7	5 3.7	1 3.8
4	11,17 3.3	5 3.5	5 3.5	1 3.4	11 3.4
5	1 3.2	6 3.3	11 3.2	8,11 3.3	9,13 3.2
6	8 3.0	11 3.2	1,10 3.0	4,9,17 2.9	3,6,17 3.0
7	4,6 2.9	3,12 3.0	6,7 2.7	6,7 2.8	8 2.7
8	9,10,11 2.7	10 2.8	8,12 2.5	3 2.7	4,7,10 2.5
9	3,7 2.6	1 2.7	4 2.4	10,12 2.6	16 2.2
10	13 2.5	13 2.6	16 2.3	13 2.3	15 2.0
11	15,16 2.0	9 2.5	9,15 2.1	15,16 2.0	2 1.2
12	2 1.4	7 2.2	3,13 2.0	2 1.4	
13		15,16 1.8	2 1.4		
14		2 1.5			
<i>N =</i>	50	9	12	16	13

These data represent \bar{X} responses on the 5 Likert type choices listed below.

1=not at all sig 2=little sig 3=moderately sig 4=very sig 5=extremely sig

See table 3 or appendix A for key to table 4 items.

eral pattern in ranking both "demographic reasons" and "improved police technology" relatively high. The item "incarcerating too many non-dangerous offenders," was ranked fourth nationally, third by the Northeast and Midwest regions, and sixth by the South and West regions. State lawmakers and administrators might want to note the relatively high rating of this item by prison officials and consider measures to remove some offenders from secure institutions who could as well be in less secure and less costly programs with little political risk or danger to the public.

Of course, these findings do not necessarily imply that corrections officials are critical of the public, judges, legislators, or parole board members. Corrections officials are also members of the public and presumably share the public's desire for increased law and order. As such, they may also approve of longer minimum prison sentences, increased use of flat and mandatory sentences, and a greater reluctance to grant parole. These findings merely mean

that corrections officials see these factors as causes for overcrowding.

Solutions to Overcrowding

Table 5 indicates the number of states nationally and by region that reported usage or planned usage of several physical and personnel measures that could be taken to address the overcrowding problem. Most of the states are using nearly all of these measures. Virtually all states and regions reported new construction or planned construction of permanent units to accommodate overcrowded inmates. Twenty-four states reported that they were already renovating on-site buildings for housing. Twenty states reported that they were using temporary on-site structures.

Not unexpectedly the most favored personnel solution to prison overcrowding is increased hiring of correctional and security personnel with increased hiring of counseling staff as the second priority. Increased staff training to cope with inmate behavior

TABLE 5. SOLUTIONS TO OVERCROWDING NOW USED OR PLANNED FOR USE IN THE FUTURE:
NATIONAL AND REGIONAL

Physical Solutions*	National		Northeast		Midwest		South		West	
	Used Now	Plan Use	Used Now	Plan Use	Used Now	Plan Use	Used Now	Plan Use	Used Now	Plan Use
1	30	2	2	1	9		10		9	1
2	25	2	3	1	6	1	9		7	
3	24	3	2		6	2	9		7	1
4	20	4	4		1	1	7	2	8	1
5	19	13	3	2	4	2	6	5	6	4
<i>Personnel Solutions</i>										
1	29	8	3	4	5	3	12	1	9	
2	22	7	3	2	3	2	8	3	8	
3	19	6	4	2	4	1	9	1	2	2
<i>Policy Solutions</i>										
1	28	2	4	1	5	1	10		9	
2	23	5	4		5	1	8	2	6	2
3	22	4	2	1	5		8	2	7	1
4	19	8	2	1	4		7	4	6	3
5	8	3	1		2		4		1	3
6	15	12	3	2	2	4	5	4	5	2
7	8	2			1		4		3	2
<i>Legislative Solutions</i>										
1	8	11	1	1	1	5	3	3	3	2
2	6	5		1		2	1	2	5	
3	8	6	1	1		2	3	3	4	
4	15	5	2	1	2	2	6	1	5	1
5	5	4	2	1		1		1	3	1
N =	50		9		12		16		13	

*See appendix B for key to table 5 items.

resulting from overcrowding is the least favored of the three choices offered corrections officials on the questionnaire.

In response to a solicitation of other physical or personnel solutions being attempted that were not on the provided list, four states said they were renovating or exploring the possibility of renovating old hospitals (usually mental hospitals) for use as prisons, and two states said they planned to make more extensive use of community corrections facilities such as halfway houses. One state indicated that it intended to reorganize its classification unit.

Of course, there are a number of policy and legislative measures that could be utilized in an attempt to alleviate or adjust to an overcrowding problem. Table 5 depicts the extent to which states are relying on these measures. The policy measure most frequently utilized is to attempt to inform trial judges who handle felony cases about the extent of overcrowding, presumably in the hope that judges will be more discriminating in their selection of convicted defendants who will be awarded prison sentences. Twenty-eight states already utilize this policy. Twenty-two states reported that they use public information campaigns. These campaigns are probably another way of "getting the word" to trial judges. They may also serve to increase public pressure on legislators to build more prisons, create more community corrections programs, or find some other solutions to the overcrowding problem. The campaigns may also serve to take some of the "political heat" off the corrections system by making the public better informed as to the nature of the problem and the role of the corrections systems in that problem. Twenty-three states also reported attempting to influence the parole authority to do what it can to relieve overcrowding, presumably through more liberal application of parole criteria.

The most surprising finding as far as policy measures are concerned is the infrequency with which the states reported that they had reduced or were planning to reduce the freedom of movement of inmates. Only eight states reported the use of this policy. Obviously, when a facility becomes overcrowded there is a temptation to restrict the freedom of the movement of inmates because they may be more easily handled, particularly if institutional staff is not being increased to keep up with inmate population increases. Of course, restricting inmate free-

dom of movement may also increase inmate tension and become a self-defeating policy. Perhaps more important, a number of judicial opinions in overcrowding cases have stressed that time out of cell is an important factor in determining whether overcrowded conditions constitute cruel and unusual punishment.¹

Interestingly, the number of states reporting that they encouraged legislative measures to attack the overcrowding problems was much lower than the number reporting use of physical, personnel, and policy measures. Perhaps the corrections departments view this as outside their proper role and leave it to the governor's office to lobby the legislature. Nevertheless, many states did report that they actively encouraged legislation, particularly legislation designed to reduce sentence lengths, at least for certain offenses, and legislation designed to change good time laws, presumably to liberalize them.

Several respondents indicated other measures that had been tried besides those listed. Three respondents indicated that they provided the legislature with "correctional impact statements" designed to make the legislature aware of the potential impact on the corrections system of proposed legislation. Other measures listed were the encouragement of legislation creating more alternatives to incarceration, the use of intensive supervision programs, encouragement of legislation to prohibit the use of state facilities for the imprisonment of convicted misdemeanants, requesting legislative appropriations for renovation of existing facilities that could be converted to prisons, exploring the possibility of privatizing some correctional services, and giving the governor authority to increase good time credits upon reaching 95 percent of capacity (another state reported a variant of this measure).

Responses to Court Orders

Those states that had successfully responded to a court order declaring a facility or a system unconstitutional overcrowded were asked to indicate the measures that they had used to "get out from under" the court order. Table 6 reports the results from the 12 states that responded.

For the most part, the results here are what one would have expected. Correctional systems have satisfied court orders to correct overcrowding primarily by renovating existing facilities and hiring additional custodial staff. These are the two measures that can be done most quickly while also being least likely to incur the wrath of the judge who issued the order. Construction of new units, redistribution of

¹See, e.g., *Villaneuva v. George*, 659 F.2d 851 (8th Cir. 1981) and *Smith v. Fairman*, 528 F.Supp. 186 (C.D.Ill. 1981).

TABLE 6. SOLUTIONS USED SUCCESSFULLY IN RESPONSE TO COURT ORDERS: NUMBER AND PERCENTAGES, NATIONAL AND REGIONAL

Physical Solutions*	National		Northeast		Midwest		South		West	
	#	%	#	%	#	%	#	%	#	%
1	7				4	33	1	6	2	15
2	5	10			2	17	1	6	2	15
3	10	20	1	11	6	50	1	6	2	15
4	1	2					1	6		
5	8	16	1	11	4	33	1	6	2	15
<i>Personnel Solutions</i>										
1	10	20	1	11	4	33	1	6	4	31
2	7	14			4	33			3	23
3	5	10	1	11	4	33			1	8
<i>Policy Solutions</i>										
1	8	16	1	11	4	33			3	23
2	2	4			2	17				
N =	13		3		4		2		4	

*See appendix C for key to table 6 items.

custodial staff, and double-celling have also been popular measures. The "Double-celling" response is a little surprising since it is a measure that can be instituted quickly. Indeed, if it is done in an institution under court order, it would seem likely that the judge issuing the order would take exception to this kind of "remedy." If another institution is double-celled so that excess inmates from the institution under court order can be transferred to the newly double-celled facility, it would appear a little like "robbing Peter to pay Paul." This may create a new problem in another institution and increase the risk that that institution will become the object of an overcrowding suit as well.

Conclusions

The findings suggest that nearly 80 percent of this country's state corrections systems face an overcrowding problem and nearly half of the states have correctional institutions under court order for overcrowding. Corrections officials believe they have become custodians of increasingly overcrowded systems because the criminal justice system has become tougher on criminals in response to public pressure to do something about crime. The corrections systems are using the kinds of measures to address their overcrowding problems that one would anticipate. Furthermore, it is clear that the states are attempting a number of measures simultaneously to attack the problem. And lastly, they are not reluctant to keep the public, judges, and legislators aware of the

nature of the problem they face and to offer legislators possible solutions to it. This seems to be a departure from the commonly held belief that corrections officials hide meekly behind their own prison walls hoping for a yearly budgetary crumb from the governor and the legislature.

While these findings may not provide corrections officials new solutions to their overcrowding problems, they do suggest that these officials can take some comfort in the fact that many of their professional colleagues are attempting the same measures they are using to find satisfactory solutions. They can also find some hope in the fact that some of those same measures have been relied upon in the past to successfully satisfy court orders requiring alleviation of overcrowding.

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APPENDIX A. REASONS FOR OVERCROWDING

- | | | |
|-------------------------|--------------------------|--------------------------|
| 5—Extremely Significant | 3—Moderately Significant | 1—Not at All Significant |
| 4—Very Significant | 2—Of Little Significance | |
1. Mandatory sentences set by statute/flat sentencing policies.
 2. Higher qualifications for military service.
 3. Courts seem to be granting less probation.
 4. Improved police technology/effectiveness.
 5. More restrictive granting of parole.
 6. Tighter enforcement of parole rules/more revocations.
 7. The economy/unemployment etc.
 8. Demographic reasons (baby boomers, etc.).
 9. Tighter enforcement of probation rules/more revocations.
 10. Lack of effective planning/cooperation among agencies.
 11. Lack of community sentencing alternatives.
 12. Reduced mental hospital populations.
 13. Reduced judicial discretion.
 14. Longer minimum prison sentences.
 15. Improved prison conditions (judges more willing to sentence).
 16. Lack of cooperation between courts and corrections.
 17. Incarcerating too many "non-dangerous" offenders.
 18. Public desire for "law and order."

APPENDIX B. SOLUTIONS TO OVERCROWDING

A) Physical Solutions

1. Double-celling.
2. Utilization of on-site buildings for housing.
3. Renovation of on-site buildings for housing.
4. Temporary on-site mobile homes, tents, modulars.
5. New construction of permanent units.

B) Personnel Solutions

1. Increased hiring of correctional officers and security staff.
2. Increased hiring of counseling staff.
3. Increased staff training to cope with behavior resulting from overcrowding.

C) Policy Solutions

1. Attempt to inform sentencing courts of overcrowding.
2. Attempt to influence parole authority to relieve overcrowding.
3. Public information campaigns.
4. Restructuring/redistribution of custody/security force.
5. Reduction of offender freedom of movement/activities.
6. House arrest (electronic surveillance).
7. Parole board loosening of parole criteria.
8. Refuse new admissions.

D) Legislative Solutions

1. Encourage legislation to affect sentence length.
2. Encourage legislation to affect offense classifications, felonies, misdemeanors, etc. (eg., felonies reclassified as misdemeanors would affect sentencing).
3. Encourage legislation to give correctional agency more control over sentence length.
4. Encourage good time law modifications.
5. Encourage change in law for parole eligibility.

APPENDIX C. SOLUTIONS TO OVERCROWDING USED SUCCESSFULLY IN RESPONSE TO A COURT ORDER.

A) Physical Solutions

1. Double-celling.
2. Utilization of on-site buildings for housing.
3. Renovation of on-site buildings for housing.
4. Temporary on-site mobile homes, tents, modulars.
5. New construction of permanent units.

B) Personnel Solutions

1. Increased hiring of correctional officers and security staff.
2. Increased hiring of counseling staff.
3. Increased staff training to cope with behavior resulting from overcrowding.

C) Policy Solutions

1. Restructuring/redistribution of custody/security force.
2. Reduction of offender freedom of movement/activities.

D) Legislative Solutions
(OPEN-ENDED ANSWERS ONLY)

APPENDIX D. DESIGNATED REGIONS

Northeast	Midwest	South	West
Maine	Ohio	Delaware	Montana
New Hampshire	Indiana	Maryland	Idaho
Vermont	Illinois	Virginia	Wyoming
Massachusetts	Michigan	West Virginia	Colorado
Rhode Island	Wisconsin	North Carolina	New Mexico
Connecticut	Minnesota	South Carolina	Arizona
New York	Iowa	Georgia	Utah
New Jersey	Missouri	Florida	Nevada
Pennsylvania	North Dakota	Kentucky	Washington
	South Dakota	Tennessee	Oregon
	Nebraska	Alabama	California
	Kansas	Mississippi	Alaska
		Arkansas	Hawaii
		Louisiana	
		Oklahoma	
		Texas	