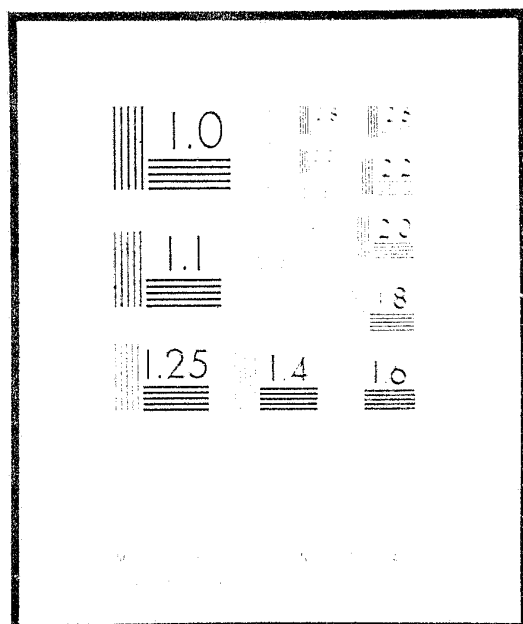


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NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
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REPORT OF  
THE CORRECTIONS DEVELOPMENT TASK FORCE  
TO THE  
SENATE SOCIAL AND HEALTH SERVICES COMMITTEE  
AND THE  
HOUSE SOCIAL AND HEALTH SERVICES COMMITTEE

30584

April 15, 1975  
Olympia, Washington

April 11, 1975

State of Washington  
Department of Social & Health Services



Honorable William S. Day  
Washington State Senate  
435 Public Lands Building  
Olympia, Washington 98504

Honorable A. A. Adams  
Washington State House of Representatives  
212 House Office Building  
Olympia, Washington 98504

Mr. Charles R. Morris, Secretary  
Department of Social and Health Services  
P. O. Box 1788, MS 17-1  
Olympia, Washington 98504

Gentlemen:

The Corrections Development Task Force was formed in response to Senate Resolution 244, 1st Extraordinary Session 1974, which designates your respective committees and agency as the parties responsible for implementing that resolution.

We submit this final report and express our appreciation for having been named as participating members.

Through this process, we have gained insight into the complexity and difficulty of the field of corrections. At this point, there appear to be two polemic points of view: one as expressed in the philosophy which states... "Prisons are bad - build no more." The other is... "Build new prisons to replace the old." Unfortunately, these perspectives place the majority of practitioners in a position of having only the choice of continuing to build and operate prisons as they now exist, in spite of their known deficiencies. This Task Force has tempered theory and ideal situations by consideration of options, in the light of budgetary and political realities. We feel that this report represents a true alternative by addressing both the problems of the large, institutional populations, and the need to provide helpful and supportive programs for offenders re-entering society.

We submit this proposal for your consideration.

Respectfully Submitted,

Stanley C. Soderland  
Stanley C. Soderland, Chairman  
Judge, King County Superior Court

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Sheriff, Clark County

Lyle E. Smith  
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Chief, Tacoma Police Department

Washington -

REPORT OF

THE CORRECTIONS DEVELOPMENT TASK FORCE - Report

TO THE

SENATE SOCIAL AND HEALTH SERVICES COMMITTEE

AND THE

HOUSE SOCIAL AND HEALTH SERVICES COMMITTEE

Douglas H. Vinzant  
Project Director

Leigh Vinson  
Staff Assistant

This report was prepared under funds granted by the Law Enforcement Assistance Administration to the Department of Social and Health Services of the State of Washington.

IN THE LEGISLATURE  
of the  
STATE OF WASHINGTON



SENATE RESOLUTION  
1974 - 244

By Senators Day, Jones and Van Hollebeke

WHEREAS, The effectiveness of Washington State's correctional programs has been the subject of concern by various elements of the community including the courts, law enforcement authorities, public officials, correctional personnel, inmates and the citizenry at large; and

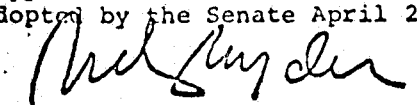
WHEREAS, The Secretary of the Department of Social and Health Services has created a separate Division of Corrections, and is currently studying the present corrections system and is committed to instituting changes therein; and

WHEREAS, The twin objectives of the public safety and the habilitation of legal offenders must be served with adequate attention being given to the development of a classification system of dangerous and non-dangerous offenders with appropriate levels of security respectively; and

WHEREAS, There is a need to explore alternatives to the incarceration of large numbers of offenders in large insulated institutions in order to prevent and contain prison insurrections, to provide better counseling techniques and prepare the offender for a productive life in the community after custody, coupled with security for the law-abiding citizens of this state;

NOW, THEREFORE, BE IT RESOLVED, By the Senate of the State of Washington, That the legislature recognizes the need for the study of reforms in the corrections system of the state, and requests that the Senate Committee on Social and Health Services, jointly with the House Committee on Social and Health Services, conduct an investigation of the corrections facilities and make a study of the corrections system, and report its findings and recommendations to the 44th Session of the legislature. In making such study the Senate Committee shall consult with the Department of Social and Health Services, the Board of Prison Terms and Paroles, law enforcement authorities the courts and such other persons and organizations in the community as will effectuate the purposes of the study.

I, Sid Snyder, Secretary of the Senate, do hereby certify this is a true and correct copy of Senate Resolution No. 1974-244, adopted by the Senate April 23, 1974.

  
SID SNYDER  
Secretary of the Senate

T A B L E O F  
C O N T E N T S

INTRODUCTION.....1  
SUMMARY RECOMMENDATIONS.....7  
POPULATION PROFILE.....12  
    Flow Charts of Offender Movement.....14  
THE PROPOSED SYSTEM.....16  
    Screening and Placement.....18  
    Support Services.....20  
    Probation and Parole.....  
    Local Programs  
    Work/Training Release.....23  
    Minimum-Moderate Security Facilities.....26  
    Secure Corrections Facilities.....29  
    Medium Security.....32  
    Maximum Security.....34  
    Community Resources.....36  
FACILITY CAPACITIES & SITE SELECTION CRITERIA....38  
FISCAL CONSIDERATIONS.....41  
EXISTING FACILITIES USE.....43  
SYSTEM EVALUATION COMPONENT.....46  
EXPLANATION OF METHODOLOGY.....48  
FOOTNOTES.....50  
BIBLIOGRAPHY.....52  
APPENDICES.....55  
    Appendix I.....55  
    Appendix II.....59  
    Appendix III.....61  
    Appendix IV.....67  
    Appendix V.....82  
    Appendix VI.....100

## I N T R O D U C T I O N

The Task Force analysis of the corrections services of the state of Washington revealed multiple problems and/or deficiencies. Three can be stated as urgent and critical from the standpoint of public safety and service to clients.

First, probation/parole services are overloaded to such an extent that, after initial pre-sentence study and pre-parole hearings, little more than a head count of offenders is possible. Departmental personnel, judges, the Parole Board and law enforcement all acknowledge that this segment of the system has critical needs that cannot be ignored if an acceptable level of offender supervision is to be achieved.

Second, the state corrections institutions house 2,850 inmates. 29.4% of this population is adequately housed at the Washington Corrections Center and Purdy Treatment Center for Women. The remaining 70.6% is housed in the ill-designed and antiquated facilities at the Washington State Penitentiary and the Washington State Reformatory. These conditions in Walla Walla and Monroe are lethal, and administratively very difficult to manage. The recent problems of escape, near-riots, and the taking of hostages stand as documentation of the explosiveness of the present situation. Staffing patterns are critically low, and populations are growing at both institutions. Because of the situation at the Penitentiary and the Reformatory, the Corrections Center cannot adequately carry out the functions for which it was intended.

Third, there is not an explicitly stated working linkage between state

and local corrections programs. Not only is there only a partial working relationship, but there is, in fact, considerable confusion and few mechanisms for coordination. This problem must be addressed to facilitate any meaningful attempt to provide service, allocate funds or build a system of coherent services to provide safety and opportunity.

This report looks objectively at the problems of offender management within the framework of the total criminal justice system and the overall society which that system serves.

Given the present trends in violent crime, the indications are that there will be a continuing need for institutional care for a substantial number of offenders. This does NOT mean that institutionalization, especially in mass settings, should be the only, or even the major, component of the corrections system. 1/ The Task Force has explored alternatives to large, mass settings and traditional probation and parole. The result is not a new system, but a complete system of corrections services, offering a greater range of options for disposition, better opportunity for meaningful classification, and provisions for implementing graduated release rather than direct parole from secure institutions.

Composed of five major service areas (Community Resource Programs, Probation and Parole services, Work/Training Release, Moderate Security Facilities, and Secure Corrections Facilities), this proposed system will provide a basis for improved corrections in Washington, with maximum flexibility for adaptation to changes in service demands dictated by the rate of commitments, type of commitments, or policy.

The broad principles upon which the Task Force has based its considerations are:

1. Protection of the public as the first goal of a correction system. Humane, and efficient management of offenders is and must continue to be consistent with public safety.
2. The correctional process must be a system requiring joint efforts of local and state agencies, law enforcement, the judiciary, local jails, state institutions, and a variety of other community resources and rehabilitative service agencies.

Senate Resolution 244, 1st Extraordinary Session 1974, requested that an analysis of the present corrections system be initiated and a study be implemented to investigate alternatives to large, insulated institutions. This study is mandated by the increasing amount of violent behavior within such institutions, manifested in assaults on both inmates and staff. Traditional prison settings and operations are not only of questionable effectiveness in dealing with these problems, but may enhance the possibility of their occurrence. 2/

The Corrections Development Task Force was created under this resolution, funded by a grant to the Department of Social and Health Services from the state Law and Justice Planning Office.

The selection criteria for Task Force composition made possible broad input of varying expertise and perspective without creating a dysfunctionally large group. Eight appointed members served with the Legislative and Executive branch representatives.

The Task Force membership is:

Stanley C. Soderland, Presiding Judge, King County Superior Court (Chairman)

Lenore M. Lambert, Yakima County Commissioner (Vice-Chairman)

A. A. Adams, Washington State House of Representatives

Donald C. Brockett, Spokane County Prosecuting Attorney

Eugene A. Cotton, Sheriff, Clark County

John M. Darrah, Attorney at Law

William S. Day, Washington State Senate

Bruce Johnson, Chairman, Board of Prison Terms and Paroles

Charles R. Morris, Secretary, Department of Social and Health Services

Charles Z. Smith, Associate Dean, University of Washington School of Law

Lyle E. Smith, Chief, Tacoma Police Department

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Douglas H. Vinzant, Project Director

This report represents eight months of intensive investigation and discussion of corrections theory, problems and possible alternative solutions. While the main objective has been to assess the needs and potential of Washington State, the Task Force has attempted to achieve that objective by examination of current theory, operational practice and projected direction elsewhere in the United States and Canada. 3/

A review of literature in the areas of architectural alternatives, program evaluation, the effects on crime rates of various corrections practices, and alternative organizational structures was accomplished. Consultations have been held with the Department of Social and Health Services Advisory Committee and heads of every major project in criminal justice in the

state. Most have been in the form of presentations to the Task Force. Special input has been provided by representatives of administration, labor, institution residents, the private sector, and other special interest groups. This, combined with the various expertise of government and the professions represented in the Task Force membership, has provided an extremely diverse and solid base of information and input upon which this report is founded. (Appendix I)

The major policy positions embodied in the Task Force plan are the following:

1. In the future allocation of resources, primary emphasis should be given to the improvement of public safety and the building of confidence in the corrections system by more effective management of institutional populations and the strengthening of probation/parole services.
2. Fiscal resources should follow the client, independently of jurisdictional responsibility. Local government must be given technical and financial assistance by the state if a true system of corrections services is to be achieved.
3. To effectively manage criminal commitments within a comprehensive criminal justice system, complimentary structures for state and county organization of services must be accomplished.
4. The state must assume greater responsibility as the problems

of client groups intensify because of its greater ability to generate financial support for specialized services.

5. A working system of standard-setting and enforcement (monitoring) should be an integral part of funding assistance.

6. The formal system of corrections service cannot furnish all services to all levels required to answer the problems of crime and its effects. Only the resources of support in education, work, and social acceptance of the larger community can provide this.

S U M M A R Y   R E C O M M E N D A T I O N S



## S U M M A R Y   R E C O M M E N D A T I O N S

The recommendations of the Task Force represent the consensus priority concerns of a group comprising the major criminal justice and political/citizen constituencies of Washington. These recommendations follow a lengthy process of gathering, reviewing and evaluation of different ideas and proposals from within the state and throughout the country. Search and report of the literature was exhaustive.

The range of proposals could have included large and extensive areas of concern. We chose to focus upon the very few major elements which we agreed were absolutely essential for improvement, in the interest of public protection and the best possible opportunities for productive community functioning of offenders.

Another point is tremendously important. In all the literature, the only strongly documented findings of clear validity are:

1. It is clear that, for decision-makers (primarily judges and boards), to have confidence for their decisions, they demand strong supportive diagnostic and follow-up service resources on which to base their actions.
2. It is possible to safely change decision-making patterns affecting length of confinement without endangering public protection.
3. There is not global proof of program improvements resulting in major reductions in total recidivism rates. There are some specific

studies which show success with certain types of individuals in specific settings. Progress is slow and fragmented in the determination of effectiveness of the rehabilitation dimension, but can be more quickly exhibited in the safety dimension.

With those factors in mind, the Task Force chose to make its recommendations, which follow.

The summary recommendations which are necessary for successful implementation of this design are:

- I. The state corrections system should implement the following:
  - A. Probation and parole services should be increased to a level which provides a reasonable assurance to the public that offenders released to the community are under proper supervision. This means that there must be a substantial increase in qualified parole officers so that their caseloads are reasonable.
  - B. When any new institutions for housing state committed felons are built, none should exceed 150 residents, total capacity. Within such facilities, housing units should not exceed 25 beds.
  - C. As new 150-resident facilities become available, the large populations at Walla Walla and Monroe should be reduced to facilitate safer management and control of offenders.

- D. Small, specialized units should be established to better address the extreme problem portions of the prison populations. This would provide better handling of maximum risk residents, those with psychiatric problems, those with patterns of violent or aggressive behavior, etc.

- E. The direction of the Division of Adult Corrections should be toward an overall system of services composed of the following sub-systems:

1. Community resource programs
2. Support/supervision services (probation/parole)
3. Work/Training Release
4. Minimum to moderate security correction centers (50-resident capacity)
5. Secure corrections facilities (150-resident capacity)
6. Specialized units for such populations as:
  - a. mentally disturbed
  - b. severely drug-dependent
  - c. violent/aggressive behavior

- F. Local agencies performing such functions as housing and transportation of state prisoners should be reimbursed by the state.

- II. The creation of a greater range of county and local options for disposition of offenders:

This can be accomplished only by providing state support for local programs. So that joint support of local government and the Department of Social and Health Services will be assured, legislation will be required to disburse these funds. 4/

Any local program offering post-conviction services to felons should be the financial responsibility of the state. This will also require legislation.

- A. The state should, through a cost-sharing formula (revenue sharing, subsidy, purchase of service contracts, across-the-board percentage based on the number of persons participating, etc.), and by direct services, provide comprehensive corrections services to all jurisdictions. Services of detention and holding should be local obligations, with service levels enforced (monitored) by the state.
- B. Where adequate services can be provided through a county system, the state may provide only financial assistance and program monitoring.
- C. A local community group should have a recognized voice in program structure and selection of participants for these programs.
- D. Graduated release should become the rule as such facilities

become available, replacing the practice of direct parole from maximum security facilities. This means going to a moderate security institution, then a minimum security facility, or to a work release program. Through these transitions, appropriate training must be provided so that an inmate will be ready to be paroled.

III. The state should be responsible for setting all standards and enforcing corrections programs of all jurisdictions. By doing this with state funded or subsidized programs, coordination of services can reduce duplication and friction which now exists between state and local agencies.

IV. State technical assistance to and official use of supportive organizations such as churches, service clubs, and similar resources in the handling of offenders is necessary for the formal system to function properly.

Appendix VI contains recommendations of the Task Force on pending legislation concerning statutory changes and current appropriations bills.

POPULATION PROFILE

## P O P U L A T I O N   P R O F I L E

Basic to the operation of any system of facilities and community supervision is the underlying premise of what kinds of offenders require what types of security and programs.

Throughout this report, references are made to estimated segments of the present and incoming prisoner population. These are stated in percentages, e.g., "not more than 10% of the population requires maximum security housing." These estimates were established from a detailed sample study of the prison population done by experienced clinical, research, and administrative staff of the Department of Social and Health Services in January, 1974. A summary of that study and its findings are attached as Appendix II.

Findings indicated the following: Parole directly from the reception center was viewed as a viable alternative for 21% of the 138 persons included in this study. Transfer from the reception center to a facility with moderate security provisions was viewed as realistic for 31% of the residents. Transfer to a secure, regional prison or training setting was recommended for 41%, and transfer to a secure, specialized treatment unit was recommended for the remaining 8%.

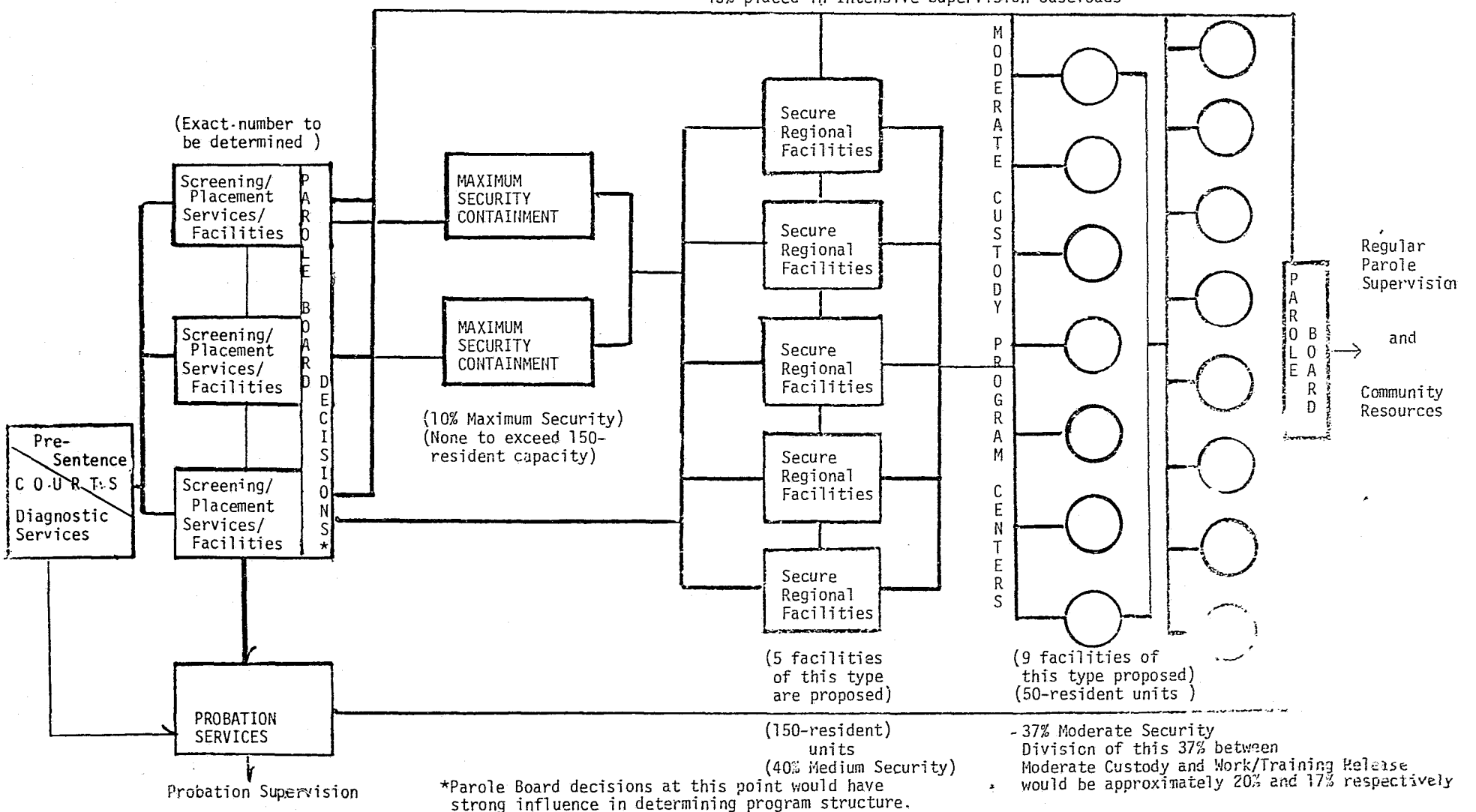
An earlier survey of incoming prisoners in July, 1971 done by a group of consultants indicated that approximately 20 to 30 percent of the intake could safely be paroled to supervision directly from the reception center. 5/ Because rates of commitment to probation as an alternative to institutionalization have not changed greatly (74.7% in 1971 and 77.5% in 1974), the

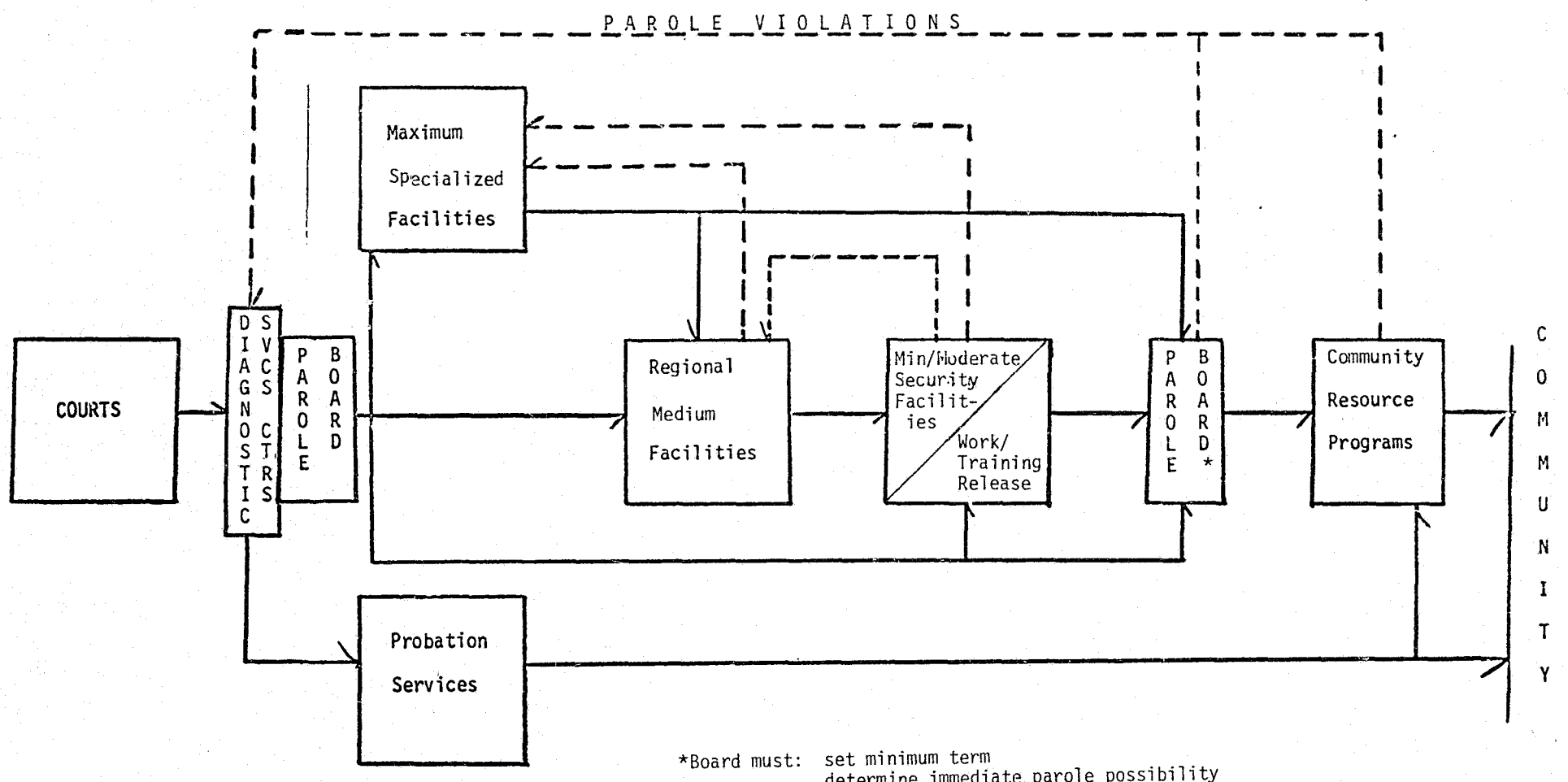
assumption can be made that the population has not changed significantly enough to render those figures obsolete.

The Task Force has stressed that profile surveys of the population be continuously undertaken to update, validate, and expand upon methodology and findings.

The attached flow charts demonstrate how the currently estimated percentages would be distributed in the proposed system and the main avenues of movement in and through the system.

13% placed in Intensive Supervision Caseloads





THE PROPOSED SYSTEM

## T H E P R O P O S E D S Y S T E M

An explanation of the major components of the proposed design furnishes a perspective of their interrelationships as contributing elements in achieving the stated principles upon which this report is based.

Public protection can be afforded by corrections services that are comprehensive, that provide continuity of program process, and that work toward a common goal. At the very least, this system must provide the capabilities to place offenders according to the seriousness of risk to the community, to others, and to themselves.

Seriously mentally disturbed and/or deficient persons must be provided treatment. Hardcore offenders should be segregated from younger, and first offenders. Violent-assaultive persons must not be allowed to prey on the general prison population as in the present system.

The objectives of public safety and humane management of offenders, and provision of opportunity for rehabilitation are compatible and possible within the framework of this basic system. To accomplish this, provision is made for both high security settings and avenues of reintegration and community support for offenders committed to state and local authorities.

The major characteristics of this design are adequacy to provide the needed services, and the flexibility to adjust to changes in operations, departmental policy, and commitment rates and types. Effectiveness of the



system and control of populations can be improved; the possibility of positive behavior change/treatment can be enhanced. 6/

#### S C R E E N I N G   A N D   P L A C E M E N T

This function is presently a post-conviction process, performed at the Washington Corrections Center in Shelton and in the pilot diagnostic project in Seattle.

The idea of centralized reception study and initial institutional placement services probably has two main strengths - theoretically. One is consistency of recommendations and the other is economy. In geographically small systems, these probably override other considerations but in geographically large systems, combined with even a moderate system population, they become inadequate as a basis for maintaining central services.

Washington is a state with marked sectional characteristics that should be addressed in offender placement. It is also large enough geographically that the follow-through and follow-up on original placement recommendations is very difficult to achieve from a central facility. One major liability of a centralized facility for diagnostic services is that staff has a tendency to become "locked-in" to certain types and patterns of offender classification. Regionalization helps to reduce this, especially if staff is rotated at intervals. Regional facilities would generally give a more personal picture of offenders by virtue of these points: 1) he is closer to home; 2) staff is more familiar with local setting and 3) there are smaller numbers of offenders to provide services for.

Regional centers, properly staffed, could also relieve some of the burden of pre-sentence reports and provide diagnostic recommendations to

the courts. The pilot project in Seattle, which performs this function, has been very successful. Cost factors are favorable for this project as reflected in the progress reports submitted during the first year of operation.

Should the increase in the use of intensive supervision of specialized parole caseloads become a reality, regional placement services would make more relevant information available for this selection and placement.

Establishment of at least one (preferably, two) additional centers would lend itself to the objective of more accurate placement of offenders in the corrections system. Services at Shelton could be utilized for more intensive screening of very difficult cases as well as serving as the regional receiving center for adult corrections. These services could be housed in existing facilities by contract with local authorities or included in plans for projected state regional institutions.

The need for pre-probation investigations would be continued by the courts except in very difficult cases. The state regional facilities would be available to provide assistance when requested.

#### S U P P O R T   S E R V I C E S - Probation and Parole

These programs serve the adult offender population that is handled in the open community. Regular probation and parole supervision, specialized caseloads of intensely supervised parolees and strong, locally-operated programs in the community are the main components.

An examination of research literature regarding probation and parole practices provides strong support for their use. The California data indicates that the use of probation as a condition of sentence has not been accompanied by a related rise in crime. 7/ Data suggests a reasonable conclusion that the general crime situation in California has not deteriorated since the initiation of probation subsidy in 1966. 8/ Wisconsin is now handling 90% of its felon population outside institutions and maintains one of the lowest crime rates in the nation. 9/

Given the present use of probation and parole in Washington, it is most important that services of supervision and provision for offender accountability be improved. Present active caseloads average 110-115. Under this condition, adequate, direct supervision of offenders is minimal. The adult probation and parole program of the Division of Adult Corrections is seriously understaffed at the present time and unable to meet its legally mandated responsibilities. The program is charged with providing supervision, control, and support services for approximately 70% of adult felony offenders under the jurisdiction of the Division. The most critical program needs at present are:

1. Adequate staffing
2. An ongoing and comprehensive training program
3. Research capabilities and a reliable computerized data collection system
4. Funds to purchase support services in the community

In order to accomplish a reasonable level of service, probation and parole caseloads should be limited to half their present size, or an average of 55 persons per caseload. Work unit load should determine caseload rather than body count. This method is more flexible for creating more specialized caseloads and equalizing the workloads of all officers. <sup>10/</sup> Based on National Council on Crime and Delinquency Standards for Caseloads, this will require an addition of approximately 120 field positions. The numbers are based on an exhaustive study of actual, practical working conditions and requirements imposed upon probation and parole officers. The project was supervised by a corporation specializing in work assessments. (Appendix IV)

In addition to normal probation supervision, increased use of community services through intensive supervision of parolees is recommended. These caseloads would average 20 per officer. This strategy would make it possible to parole, at the end of three months of imprisonment, approximately 15% of the present annual intake of the prison system. (Annual intake: 1500) The additional staff required would be approximately 10 positions. The data in support of this program decision is the extensive research in California in this area. (Appendix III)

County and local programs for the increased support and diversion of felony offenders and for improved treatment of misdemeanor offenders will require state support. Should this subsidy not be forthcoming to supplement these local efforts, the state must be prepared to carry the full costs of such services through its own agencies. In jurisdictions with limited revenue, this will be the case. To generate a greater flow of offenders to the street without subsidy or provision for local support programs would be irresponsible. Subsidy could provide assistance and regulation of quality without administrative control of the programs. These programs should supplement probation and parole services by being available for referrals from officers who act as brokers of services as well as direct supervisors of clients. The adequacy and effectiveness of probation and parole would be positively affected by such an arrangement. <sup>11/</sup>

The administrative organization for all programs should provide ample flexibility to allow those local operations which have effective programs to continue without duplication of effort or overlapping of administrative authority. A system of "mixed" provision of services, in which funding follows the client regardless of jurisdiction allows this. The state must provide operations monitoring and service level standards in all jurisdictions. Where necessary to achieve an acceptable level, the state must financially subsidize local programs or furnish those services totally.

Some persons tend to receive less benefit from community or less structured programs and should not be imposed upon the public in these programs except when being considered for regular parole.

## W O R K / T R A I N I N G   R E L E A S E

Such programs constitute the highest level of responsibility afforded the offender who has incarceration as a condition of his sentence. The rationale for this component of the system is: Persons who have had an opportunity to work and become acclimated to the community and work responsibilities before release on parole should be less risk to public safety than persons released directly from a secure facility. The additional benefit of job skills, job placement, and the strengthening or creation of personal ties are critical to success on parole.<sup>12/</sup> Provision for high interaction opportunities with the surrounding community during work and free time address these problems. While present hard research data is scanty on the subject of work/training release and specific recidivism rates, there is data showing correlation between job success and parole completion. There is obvious rationale, therefore, for strengthening job/training opportunities for all offenders.

At present, approximately 40% of the parole population moves through work/training release, prior to release. The Task Force recommends that approximately 80-90% of all persons placed on parole should move through one of these programs, prior to parole consideration. To accomplish this, a turnover rate of 3-4 months would be anticipated. It is stressed that the Task Force was especially strong in their consensual conclusion about the urgent need to strengthen work/training release.

These units would provide for a common residency with supervision. Men

would move in and out of the residence to education or work release programs. A limited amount of program activity would be carried on within the residence proper. Programs of the individual residents within such a facility may be highly diversified or have a central program, where appropriate. The following points emphasize program outline or structure:

1. To provide 300-400 beds in facilities no larger than 50 beds per facility. Living units within such facilities should not exceed 25 beds, which as nearly as possible allows a normal relationship within the community (This would require an additional 200 beds over present capacity.)
2. Provide opportunities for interaction within the community.
3. Strengthen or create personal ties with the community.
4. Acquisition of education and/or job skills.

Types of facilities which may be utilized and administrative alternatives which may be considered fall into these basic categories:

1. Contracts with sheriffs and county jails to provide residence base for work/training release programs.
2. State facilities which are owned or leased by the state, and staffed through state funding.

3. Facilities funded and operated by local jurisdictions with state supplementation and monitoring.
4. Contracts with public or private agencies such as halfway houses or state educational institutions.
5. Minimum security units which are based at major institutions.  
(Ex: the honor farm at Monroe; the Bridge project at Walla Walla)

MINIMUM TO MODERATE SECURITY

Programs and facilities at this level should have static bed space to house 30 to 40 percent of the present prison population. (Appendix II) These facilities should not exceed a capacity of 50 beds at any one location. Eighty to ninety percent of all offenders should move through this status prior to release to minimum custody programs or parole. Employment opportunities at this level would be group employment situations with supervision and supervised transportation to and from work or training programs. Internal industrial or vocational skill training would be provided in some facilities of this type.

The present system has, in most instances, two alternatives: a secure facility or the street. Little of a real gradation of release exists. Probation and parole caseloads are such that they perform limited, if any support service to offenders or protection through supervision to society. Maximum security institutional behavior is an extremely weak criteria for predicting success or failure in the community.

Work/training release may provide a portion of the answer to transitional problems. However, at present these programs receive cases who have not had ample opportunity to demonstrate their readiness to accept the responsibility of this type of program. Moderate custody (residency under supervision with supervised work or training opportunity and controlled access to the community) can provide a positive gradation in custody, prior to minimum custody work/training release programs. This additional

increment in the system would also provide the Parole Board with a valuable assessment tool when considering release. The present practice of direct parole from maximum security institutions is a growing issue. Low-level security facilities could provide a greater range of activity to serve as assessment tools in the decision-to-release process. The Parole Board would be able to evaluate an individual, based on a progression of custody levels rather than in one static situation.

Basic program structure for these units will be to provide a common required residence with custodial supervision at locations which provide greater utilization of community resources. Internal programming would generally be of a vocational nature. Outside placement in work or training situations would generally be a group employment or training situation, with supervision. A controlled opportunity for interaction with the community would be possible. Free time or time not specifically designated as work or training time would be spent within the facility. Because of this security requirement, capabilities for some recreation and recreational direction should be provided. The objectives of this type of program would be:

1. To provide a small group setting for programming toward minimum security classification.
2. To provide greater opportunity for community participation in corrections program.

3. To reduce the liability to the public of parole to the street directly from a high-security institutional setting.
4. Maintenance of some long-term, minimum-risk offenders.

These units would normally be state owned and operated. The Task Force discussed the option of contracting with agencies that wish to provide these services to the state or subsidy of such programs. The facilities required for these programs would call for 90% new construction.

S E C U R E   C O R R E C T I O N S   F A C I L I T I E S

Within the designation "secure facilities", there must be a definite division between medium security and maximum security.

Medium security facilities should provide perimeter security which prevents escape from/out of the facility. Within that security, the population may be involved in a high level of program activity. In essence, a secure perimeter with a mobile population within.

Maximum security facilities should provide security to prevent escape from/out of the facility and tightly controlled movement within the unit, supervision of all activities, single occupancy housing and highly individualized opportunities for activities and/or treatment.

Forty to fifty percent of the present and projected prison population should be housed in secure facilities. This population is now housed in the large, congregate prisons broadly designated as maximum security. The operational classifications are general population, segregation and protective custody. The architecture of these physical plants, combined with the "mixture" of problems in the population dictates or creates an operation of..."Plan for the worst, and let the rest make it."

Many factors contribute to the prison as it exists: expensive, disappointing, and frustrating; a major concern to citizens, administrative officials, and the inmates. In an attempt to analyze the specific problem of collective violence throughout American prisons, a national study presents the following data:



#### Security Classification and Riots:

"There was a positive association between the security classification of the prison and riot occurrence. Nearly 56 percent of riots reported by wardens in this study took place in maximum security prisons.

...However, maximum security institutions generally are densely populated; additionally, the term "maximum security" may refer only to the design of the building not to the actual social separation of inmates from each other."

#### Building and Riots:

"...There is a positive association between the planned capacity of a prison and a recent history of riots -- the larger the prison's planned capacity, the greater probability of a riot. Of prisons reporting riots in this study, 82 percent were designed for over 300 inmates...

However, it is not just population size or the capacity of a prison that determines a prison's propensity toward a riot. Other factors, related to the size (but not measured in this study), may influence the probability of riots. For example, providing security and programs for large numbers of men where interaction among inmates is high may be impossible.

AGE There is a positive association between age of the prisons in this study and a recent history of riots...The older the facility, the higher the incidence of riots...Many old buildings are also overpopulated. Programs are often difficult to administer to such large populations where space is barely adequate for living, much less for social, academic, or vocational programs...

...As previously noted, the data show that old or highly populated structures are positively associated with riot occurrence."

#### Warden-Inmate Contact and Riots:

"Wardens in riot prisons surveyed reported spending significantly less time with inmates than wardens in non-riot prisons.

...A common complaint heard in interviews with inmates is that the warden or the administrator does not know what is happening within the prison community."

#### Education and Riots:

"Education of both correctional officers...and inmates...surveyed was higher in prisons reporting riots than in those prisons reporting no riots....

...In a static prison system the more highly educated correctional officers and inmates may become frustrated and attempt to bring about change that disrupts the routine..."

#### Job Assignment and Riots:

"...When fewer meaningful and productive work assignments are available in medium and minimum security prisons, incidence of riots is higher..."

#### Recreation and Riots:

"Inmates in riot prisons more frequently report dissatisfaction with being unable to participate in active recreational programs as much as they want to..."

Recreation, especially in organized sports such as football, baseball, and basketball, has always been a problem for prisons with large inmate populations and limited indoor or outdoor space for sports areas..."

#### Administrative/Punitive Segregation and Riots:

"The data...show that prisons that report a history of riots have administrative and/or punitive segregation facilities more often than do prisons that do not report a history of riots...It can be argued that prison staffs that emphasize rewards (meaningful and productive jobs) over punishment (segregation) will have greater control over their inmate population and, as indicated in the data, a lower incidence of riot.<sup>13/</sup>

While this survey has acknowledged weaknesses in methodology, the data collected gives strong indications of underlying causes of riots -- all of which, with the exception of one (educational level of staff and inmates) are dictated or directly affected by the size and obsolescence of the institution.

William Nagel surveyed over one hundred American correctional facilities of every type in 1973. The one common, if not unanimous, comment by the administrators was..."If I could build it over, I'd make it smaller." <sup>14/</sup>

These statements and the experience of many others, we feel, establishes size as perhaps the most important factor in considering a new corrections system and especially in the design of the high security component. This assumption underlies the recommendations on secure facilities.

## M E D I U M   S E C U R I T Y

While much of the present prison populations are serious and hardcore offenders, two facts are apparent: 10% require complete maximum security housing, almost all (95%) will return to open society. The dilemma of most large prisons is stated by inmates who say..."Don't treat us all like the worst are treated." They are expressing a very basic fact that must be addressed by the corrections system: all offenders are not guilty of the same offense, or degree of offense. True medium security facilities can afford a partial answer by providing an environmental setting conducive to positive activity, without sacrificing perimeter security.

There are distinct populations of prisoners which must be served who fall within the security level of medium risk: shorter-term prisoners with a need for vocational training/skills, long-term, medium-risk offenders who could benefit the public and themselves from meaningful work/training opportunities, and extremely long-term offenders with few or no free world personal relationships.

To address these problems, heavy emphasis should be placed on vocational and individualized education programs, which have direct "ties" with job opportunities that exist in local program centers and on the open job market. Work opportunities should pay meaningful wages to allow residents to earn money needed to make parole plans or contribute to the support of the resident's family. Traditional prison industries are not sufficient.<sup>15/</sup> Perhaps, private industry could be brought into institutional employment possibilities. <sup>16/</sup>

With flexible facilities of small populations and varying programs, re-integration through furlough possibility and sponsored outside activities can be initiated and whatever positive motion or initiative that may be present in a particular individual, has maximum opportunity to be sustained. Although these re-integrative tools become available to individuals at this level of security, the programs should be largely of an internal nature.

The facilities would be small, institutional settings of 150 beds. They would be regionalized to facilitate handling of a majority of the offenders "closer to home". The units would provide close coordination of programs at the facility with programs in community centers and with general job markets. These facilities could act as "feeders" for the minimum to moderate security and work/training release centers. The facilities would be new construction, and state operated.

#### M A X I M U M   S E C U R I T Y

This term falls within the general heading of "secure facilities". We estimate that not more than 10% of the prison population are maximum security risks. 17/ Only those people who pose an extremely high risk to the welfare of themselves or others should be designated as "MAXIMUM". This should not be a static typology into which a person is placed and forgotten. It should consist of program/treatment criteria which allows for movement to lower custody when possible. Such a program can only be provided in a very small group or on an individual basis. For this reason, specialized units to meet such needs as the extremely difficult cases of mental disorder, severely drug-dependent, and aggressive/assaultive behavior should be provided. A very small percentage (1-5%) must be handled in totally segregated programs for undeterminable lengths of time. This must not be abusive but should be highly individualized care. The architecture should reflect this, not an attitude of "caged" and "discarded". To achieve this type of program, institutional capacity should not exceed 150 beds. Equally, or more important, is the living-unit size. To create groups of 150 would do little to change the experience of prison; therefore, the recommended maximum number of men in a living-unit should not exceed 25. The Canadian Penitentiary Service, "Working Group on Maximum Security Prisons", recommends 12 as the maximum number.

The programs should be exclusively internal. Residents would not be eligible for unescorted (officer escort required) outside activities.

Highly individualized opportunities of client's own choosing would be available to develop needed skills and tolerances necessary to live in a less controlled situation. Education, counseling, and visitation programs would be designed to broaden the scope of their understanding of society in general. Also, it would provide access by residents to persons "outside" the formal circle of counselors, officers, and administrators through carefully selected volunteers.

Considerations in the location of such units should not be on a geographic or economic base. They must be located where specialized staff can be recruited from the surrounding area.

Proper management of this difficult offender group is the immediate objective, with an anticipated long-range effect on recidivism rates and lower care costs, hopefully by interruption of the criminal career cycle which now exists.

## C O M M U N I T Y   R E S O U R C E S

The offender population described herein is inclusive of persons in the fringes of the criminal justice system. Persons who have not yet been placed under official commitment to probation and those who have been discharged from probation, institutions, or parole must be provided supportive services. The assumption that the system can address the needs of only those people under its' official supervision and disregard the needs of those being totally discharged and those who have not yet entered it is not valid. This statement addresses the need for a mechanism to provide a suitable avenue of re-entry and acceptance of the offender just leaving the system and the ex-offender who is in the community. We feel that the only complete answer to this problem lies in the creation and strengthening of community resource programs, many of which now exist in the form of churches, service clubs, and similar organizations.

The "corrections system" of institutions, training programs and therapy modalities can only be viewed as learning situations of a very concentrated nature, not as lifetime inoculation against criminal behavior. If this official system is to serve as other than a recycling system for offenders, these informal organizations must be utilized to provide a "real" re-integration or acceptance of the offender. In short, the system must facilitate entry INTO society, not just discharge TO it. Official notice of these programs is not sufficient. They must be used, strengthened (through technical assistance), and where necessary subsidized by governmental agencies. To reconstruct or modify the official system without setting a high priority for this assimilation process through informal

organizations is an exercise in futility. The need for these programs is based on the assumption that... The formal system cannot furnish all services required by all offenders and that the larger society, through local communities, must ultimately assist the individual offender.

The role of the formal system in dealing with this segment of the offender population is not one of direct service. It is one of organization, education, and facilitation through supplemental funding to provide:

- 1) creation of access for offenders and ex-offenders to self-help and other community programs to prevent deeper penetration into the system;
- 2) to furnish supplemental support to state and local probationers/parolees and discharges;
- 3) a brokerage service for service organizations in the community (churches, service clubs, other governmental and private agencies and volunteers).

These services should be made available to any offender or ex-offender who is on the street, whether a misdemeanor or felon, without regard to his present legal status.

Non-governmental agencies can perform these functions effectively. The requirements of fiscal and program control as they exist in private organizations have the flexibility to meet individual requirements; i.e., handling varying amounts of cash money. The state must provide assistance in planning and in reducing blockages to services caused by policy, regulations or statutory law, thereby facilitating the operation and creation of these resources.

F A C I L I T Y C A P A C I T I E S  
A N D  
S I T E S E L E C T I O N C R I T E R I A

F A C I L I T Y C A P A C I T I E S  
A N D  
S I T E S E L E C T I O N C R I T E R I A

WORK/TRAINING RELEASE PROGRAMS:

Appropriate job placement potential is critical. Both private and public transportation should be available. Educational programs may be housed on the campus of the institution furnishing the services. The facilities, in most cases, should be within 30 minutes of a person's home or family.

Facilities Required:

Approximately 400 beds are projected. These would vary in size from 5 residents to 50. The total increase over the present capacity would be approximately 200. Most work release programs do not require new construction but can be contracted for or housed in remodeled, existing facilities. Education release programs are generally housed on the campus of the educational institution. The work release program residence should be no characteristics that set it apart from the surrounding buildings. Nationally, housing of these programs has been in YMCA's, hotels, private residences, local or county jails and newly constructed facilities.

MINIMUM TO MODERATE SECURITY PROGRAMS:

These 50-resident units should be located in major urban areas and medium-sized cities. Opportunities of group employment in light or heavy industries

should be available. Sufficient land must be available to construct self-contained units. Provision should be made for supervised transportation to and from work. Ideally, these units should be within a convenient drive of the resident's family or home. Because of the importance of family and community relationships in minimum custody programs, public transportation should be readily available.

#### Facilities Required:

Nine facilities of this type are projected. Some use may be made of abandoned state facilities in opening these centers if they meet location criteria. Most units will require new construction. The cost will vary, according to what programs are to be made available (i.e., self-contained vocational training programs). Estimated construction cost is \$10-15,000 per resident.

#### SECURE FACILITIES:

The five medium security facilities to house the general prison population should be located on service demand or catchment area basis. As a general rule, within an arc of 75-100 miles of a majority of the population's home or family. Accessibility of supplemental services from hospitals, educational institutions, and citizen participation should receive heavy consideration.

In the three very specialized units (mentally disturbed, severely drug-dependent, and extremely violent/aggressive (these are possible examples)), the recruiting and supplementation of staff with expertise

from the surrounding area should be major considerations. In these units, the provision of intensive care by highly skilled staff and private practitioners should be paramount.

#### Facilities Required:

A total of eight facilities of this type are projected. Three would be of a very specialized nature to deal with extremely difficult groups of commitments. A projected construction cost of \$24-26,000 per resident is anticipated. Maximum size of any of these facilities is 150 beds.

Because of Washington's extreme diversity of climate, all-season accessibility should be considered in the location of any new institution.

FISCAL CONSIDERATIONS



## FISCAL CONSIDERATIONS

Fiscal considerations have been a major concern of the Task Force throughout our deliberations.

Because of the lack of reliable devices to predict the future patterns of commitments, types of offenders committed, and costs of services, the Task Force has a restricted base upon which to make hard cost/benefit comparisons about the proposed system. Given that a major variation in these factors can have a significant impact, we have recommended a course of action which will not be rendered obsolete if required to accommodate changes.

One concern is to reduce the overall cost of a major system change by avoiding unnecessary spending during the design, planning, and transitional periods. The present system must operate. Any action must provide for that operation as dictated by current statute and service demands. System change proposals, together with present operational needs, can be phased toward common objectives. Specifically, it would not be wise to invest large sums to accomplish a major physical overhaul of the present, outmoded prison plants. However, staffing improvements are priority needs to better manage the present operations. The same staff improvement is compatible with new designs.

Through this approach, we have examined present practices (i.e., the caseload size or work load/time spent by agents in various activities) and existing facilities, physical plants and operations. Possibilities of modification through additional institutional or division of existing

facilities and construction of "institutional complexes" have been explored on a national basis through examination of literature and on-site visits by the project director to Texas and California. (Appendix I)

This examination resulted in a recommendation to establish a wider range of dispositional alternatives for decision-makers by proposing the construction of small (150-resident and 50 resident) units that would supplement present facilities, serve as prototypes as they are phased into operation, and ultimately replace and/or allow for more specialized use of existing facilities. The strengthening of support services through probation/parole is critical to provision of minimum acceptable services by the present system and fits well into the long-term proposal.

The Task Force did not undertake separate fiscal projections. The accompanying charts show anticipated costs of implementation, as projected by the Division of Adult Corrections, for the probation/parole and institutional services elements of the proposed system. The figures attached are based on the current biennial budget request. The average annual increase over the full time frame of implementation is 12%. The final net increase for system operation is 11.6%. Refer to Appendix IV for the budget requests of the Division of Adult Corrections which have been recommended for legislative approval by the Task Force.

The Task Force did not attempt a cost projection on state subsidy of county/local programs because of inadequate data and time constraints. The Department of Social and Health Services is gathering the necessary data for such a projection. This should be available by June, 1975.

#### EXISTING FACILITIES USE

## EXISTING FACILITIES USE

A number of existing facilities could be used in an expanded capacity as work/training release program bases.

### JAILS:

Could become program bases for work/training release programs. Under a purchase of services arrangement, standards for program structure and supervision uniformity should be set to assure the total system operating toward a common objective. The financial aspect of the operation could be worked through a state subsidy program or by state control and operation of the program within the jail facility. The administration of such a program cannot be intelligently addressed until the Legislature acts on the Jail Commission recommendations to create a statewide jail commission. The criteria and process of selection of program participants must be developed and strictly adhered to by both the sending and receiving components of the program.

### STATE FACILITIES:

#### Washington Corrections Center

Would basically remain as it is, with a reduction in the static population by the initiation of intensive supervision caseloads combined with minor alterations to the physical plant to provide a greater division of living units. Housing units and the general layout of the facility are conducive to a small facility type of operation.

#### Purdy Treatment Center

Would basically remain as is. No changes would be made in the physical plant, but the program and/or population could be altered for greater utilization of the plant. The work release unit could be expanded from its' present capacity of 30.

#### Washington State Reformatory

Must receive priority consideration in any future planning. The construction is of a nature that demands major alterations if any program other than dangerous warehousing is to be accomplished. The cost of such alterations would be very high and the usefulness of the end result would be, at worst, a total loss; at best, a sub-divided cellblock, providing traditional housing and demanding more staff. Utilization, for detention only, by one or more counties may be feasible. Continued use of the present support plant to service a new institution constructed on the property to house a medium security risk population in a 150-resident secure facility is recommended as feasible.

#### Washington State Penitentiary

Could possibly be sub-divided to segregate various populations within the present structure. However, can separate units of a smaller size, within the existing institution really FUNCTION as small units? The superintendents think "NO". The implementation of architectural changes to the existing structure would be extensive and difficult because of the location of the housing units. With modifications to

create smaller housing units, nothing else is gained. Cell housing, on an individual basis, is the best that could be hoped for. The necessary duplication of service areas, to maintain unit segregation, would be expensive.

To utilize the existing facilities at Walla Walla, it would be necessary to devise a system plan that will reduce the total population by large numbers within the next few years. Such a plan would include the utilization of the best parts of the present plant: the minimum security building, the industries plant, the reception unit, a maximum security block and, possibly, one other small cell block. The minimum security building could be used as is, or it could be modified to a medium security (with secure perimeter) unit, and be utilized as the main living unit.

In order to facilitate the population reduction, approximately 450 secure beds would have to be constructed throughout the state. This could consist of three 150-resident medium secure units and three 50-resident minimum security units. Construction costs would be approximately \$24,000 per resident for the medium security units, and \$10,000 per resident for the minimum security units.

SYSTEM EVALUATION COMPONENT

## S Y S T E M   E V A L U A T I O N   C O M P O N E N T

The Program Decision System Budget has been adopted by the Department of Social and Health Services. Within that system, there is a component to evaluate program effectiveness. The Task Force has reviewed outlines of this system and the criteria which would be used in the evaluation and monitoring of the Division of Adult Corrections. It will serve the purposes of determining efficacy as to program effectiveness and cost benefit analysis of the system over an extended period of time.

The adoption of this evaluation component provides for the gathering of basic data which will allow such program determinations to be made in the areas of probation/parole services and institutional care. It does not provide for data collection or evaluation of the state-county relationship that is proposed. However, if monies are appropriated for state subsidy of local programs, criteria can be developed and plugged in to the Program Decision System to accomplish those purposes.

The process could also be extended to include local program under the monitoring responsibility of the state. The result should be a better statewide data base, with greater consistency and the utilization of the state's computer capabilities.

The decision to recommend that the proposal of the Department of Social and Health Services be incorporated into this report was based on the review of the material and recognition of organizational

requirements already in existence. To recommend a system for evaluation of a sub-division of a larger body which is not compatible with the evaluation plans of the parent organization would constitute futility, if not foolishness.

The prepared criteria to be used by the Division of Adult Corrections are attached as Appendix V.

EXPLANATION OF METHODOLOGY  
AND  
LITERATURE SEARCH AND APPENDICES  
CONTENT

E X P L A N A T I O N   O F   M E T H O D O L O G Y  
A N D  
L I T E R A T U R E   S E A R C H   A N D   A P P E N D I C E S  
C O N T E N T

The stated function of the Task Force has been to assimilate and formulate information, not to generate basic research data. Any group or individual is hard-pressed to state an original or new concept concerning human behavior; specifically, crime and its causes, or an effective, legitimate, humane and proven technique of managing and/or correcting those designated as "criminal". The literature in these and related areas is of such volume that a total source search is futile. There is, however, a constantly evolving body of literature by highly regarded practitioners and theorists which constitutes a refinement of this comprehensive material. The Task Force has chosen to use this most current body of material in its considerations of the formulation of a proposed corrections system. We have not attempted to trace each recommended segment to its original source or genesis; e.g., work release probably first existed in Pennsylvania under the Act of September 15, 1786 and the indenture system in England in the mid-nineteenth century. Another example is the "new" concept of handling socially deviant persons in the community, rather than in centralized state facilities. Prior to 1850, and the advent of the medical model, the most common practice was that persons mentally afflicted or disturbed were cared for within the immediate family circle (with better results than our modern technique seems to show). Further examples of the evolving body of literature is the report from the California Youth Authority, Impact of Living Unit Size in Youth Training Schools, published in 1971. The report is 37 pages long, but is



based on a working bibliography of 5 pages. This report also points up the fact that the most current analyses of correctional programs and comprehensive literature reviews are found, in most instances, in fugitive materials.

The bibliography of this report reflects a search of these types of sources. The attachments in the various appendices are items which are intended to give some insight and support into the basis upon which the recommendations of this Task Force are made.

#### F O O I N O T I E S

FOOTNOTES

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14. Supra, n. 10
15. Supra, n. 13, pp. 11 & 22
16. Supra, n. 12, p. 583
17. Refer to Appendix
18. The Non-Prison - A Rational Correctional Program, recommends 16 as the maximum number of residents in the living unit. Costa Rica recommends 11-resident units. The optimum living-unit size as recommended by several national organizations are as follows: A maximum unit capacity of 20 is the standard called for by the National Council on Crime and Delinquency, the U. S. Children's Bureau, the American Child Welfare League, the American Correctional Association, the American Psychiatric Association, and the Task Force on Correctional Standards (of the President's Commission on Law Enforcement and Administration of Justice).

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A P P E N D I C E S

The following made presentations to the full membership of the Task Force: Washington State Jail Commission, Washington State Law Enforcement Training Commission, Standards and Goals Committee, Task Force on Decision-Making Models in Corrections, Board of Prison Terms and Paroles, State Coordinator of Volunteer Programs for Adult Corrections.

Individuals who contributed by appearance before the Task Force, or met with the project director are:

Jack Tomulty - Vocational Meatcutting Program, Washington State Reformatory

Pat Holm and Jack Reade - King County Diagnostic Center

Steve Chadek )  
Paul Dever ) Union Representatives, Washington State Penitentiary

Jerry Clune )  
Wayne Price )  
Cecil Davis ) Union Representatives, Washington State Reformatory  
Jack Tomulty )

Dennis Paulsen, Union Representative, Washington Corrections Center

Pat O'Neill, Union Representative, Purdy Treatment Center

Residents at the Washington State Penitentiary

Residents of the Spokane Work/Training Release facility

Donald Bunch, Supervisor, Yakima Work/Training Release facility

Leslie Allen, Director, Futures Clear

Citizen members of Futures Clear

Washington Association of Counties: Eastern, Central and Western Districts

Walla Walla Columbia County Law and Justice Planning Council

Benton Franklin Community Action Council

Clark County Commissioners and Law and Justice Planning Commission

Yakima County Commissioners and Law and Justice Planning Commission

Seattle Crime Commission

Nathan G. Williams, ATTICA Corporation

Spokane Chamber of Commerce

Washington Council of Churches

Washington State Bar Association

B. J. Rhay, Superintendent, Washington State Penitentiary

Dale E. Swenson, Superintendent, Washington State Reformatory

Richard A. Vernon, Superintendent, Washington Corrections Center

Edna Goodrich, Superintendent, Purdy Treatment Center

Donald Look, Superintendent, Indian Ridge Treatment Center

Robert M. Giger, Superintendent, La ch Mountain Honor Camp

#### OUT-OF-STATE VISITS BY PROJECT DIRECTOR:

Federal Metropolitan Corrections Center, San Diego, California

Federal Correctional Institution, Fort Worth, Texas

Texas State School for Boys, Gatesville, Texas

Correctional Training Facility, Soledad, California

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**CONTINUED**

**1 OF 2**

## ADULT-OFFENDER PLACEMENT EVALUATION STUDY

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The Department of Social and Health Services has just completed a project aimed at producing coarse estimates of the proportion of admissions to the Washington Corrections Center - Reception Center that could be served by a range of facilities and programs that are presently in the planning stage. Selected staff from the Adult Corrections and Planning and Research Division participated in this study.

It was decided to accomplish the objective of this project - estimating the number of residents who might be appropriately served by programs of four general types - by case reading records to categorize recent admissions on three major variables: (1) type of offense/pattern of criminal behavior, (2) personality pattern, and (3) responsiveness to rehabilitation programs. Each of these characteristics was rated on a three-point scale, resulting in a grid containing 27 possible combinations of the three characteristics.

Two sociologists at the reception center first independently rated the same 24 cases in order to develop consistency in their ratings on the characteristics. They subsequently independently rated an additional 114 cases. A brief examination of the consistency of their independent observations suggests that, while the raters tended to rate some characteristics differently, the consistency of their rating was adequate for purposes of this study.

In addition, five central office staff members associated with the Adult Corrections program area independently - and without knowledge of the distribution of residents into the cells - indicated which of the 27 cells would contain persons who could be reasonably placed in the four following dispositions: 1) parole directly from the Reception Center, 2) release from Reception Center directly to community based residential program (W/T release; structured supervision program),

3) confinement in prison, 4) confinement in a secure special setting for those with severe pathology (e.g., Mental Health Unit).

Results of the case-reading activity and the facility/program recommendations combined to produce the following: parole directly from the reception center was viewed as a viable alternative for 21% of the 138 persons included in this study, transfer from the reception center to a community treatment program was viewed as realistic for 31% of the residents, transfer to a secure, confined prison or "mini-prison" setting was recommended for 41%, and transfer to a secure specialized treatment unit was recommended for the remaining 8%.

In the 12 months ending October 30, 1973, there were 1,569 admissions to the Reception Center. Based upon the percentages developed in this study, it can be tentatively concluded that - if facilities and programs were available - 330 residents could be paroled from the reception center, 477 could be transferred to community correctional programs, 637 should be transferred to secure "prison" settings and 125 should be transferred to secure specialized treatment programs.

Prepared by: Office of Research  
Planning and Research Division

Date: January 25, 1974

## DISCUSSION

"It is perhaps premature to attempt a definitive summing up of the results of the foregoing projects. Nevertheless, there should be much value in trying to define some of the major consequences of the research and to state some of the most plausible implications for the future.

Most readily evident are several operational consequences. As a result of the favorable findings in SIPU III and SIPU IV, the Department of Corrections was authorized staff increases that reduced caseloads to an average of 36 parolees across one-half of the Department's 12,000 parolee population. As a result of TOPS, the Los Angeles County Probation Department was permitted substantial modification of its juvenile caseload yardstick. As a result of the Intensive Supervision Caseload Project, the Probation Department has won budgetary support for caseloads of 15 "hard to place" boys and girls. And as a result of the WHISP, the Probation Department appears to have accepted the use of intensive supervision in the community as an alternative to forestry-camp placement.

Probably the most impressive operational consequence is in the Youth Authority. As a result of the Community Treatment Project, caseloads of 12 and 15 have won firm departmental and legislative support, and treatment in the community as an alternative to institutionalization is now fully accepted. The fact that about 10 percent of institutional commitments have been returned immediately to the community for intensive supervision is important, but this appears to be only a beginning. If we accept the findings of the Community Treatment Project that the vast majority of youthful offenders ordinarily placed in California training schools are suitable candidates for intensive treatment in the community, the implications for state-level juvenile corrections not only in California but also nationwide are far-reaching.

In addition to operational consequences, the research on caseloads has had its effects on legislation. The Community Treatment Project and the Delinquency Control Project were instrumental in the formulation and adoption of the California Probation Subsidy Act of 1965. The Act proposed that State subvention be used to strengthen community correctional processes, particularly noninstitutional kinds, for both adults and juveniles. Preliminary estimates suggest that the Act has had remarkable effects, holding in the community many offenders who would ordinarily have gone to the Youth Authority or to the Department of Corrections. From these estimates it has been predicted that 1,800 offenders will stay in the community under intensive treatment rather than be sent to state prisons or training schools in 1967. For a subsidy outlay of 7 million, the State appears likely to save a much larger amount.

There also have been consequences for probation procedure. New ideas in caseload design and management and in unit supervision have begun to proliferate. Also conspicuously evident are new procedures for the classification of offenders as a basis for assignment to supervision or to treatment. The Youth Authority moved decisively into this area by experimenting with the I-level typology for caseload and treatment assignment. The Department of Corrections followed with its "special", "regular", and "conditional" parolee types, and the Los Angeles County Probation Department came after with its "rehabilitative", "control", and "minimal service" types. In the two latter agencies, classification was accomplished by relatively gross judgments. The San Francisco Project with its four critical factors and its 54 profiles now proposes to make the classification process more systematic and objective.

The caseload studies of the past 15 years contain much of interest when viewed primarily as research enterprises. One is struck, first of all, by the apparent fruitlessness of most of the first-phase projects. Despite preliminary indications of superior performance of the experimentals in the early months of the CDC and CYA studies, these indications eventually vanished. The San Francisco Project now finds itself reporting the same nonsignificant performance differentials.

The TOPS Project proved an exception in the first-phase studies. It showed superiority for the small caseloads for reasons that are not yet clear although worthy of speculation. At least two points come to mind. First, TOPS started as something more than small caseloads against large. There was perception of a need to employ effectively the anticipated disposable time, so caseworkers were given orientation in case management and in the dynamics of case behavior. Second, the TOPS project dealt with youngsters who had not yet left the community. It was concerned with relatively amenable material in a situation better endowed with treatment resources than the world of the adult prisoner or the juvenile who has reached the state training school.

Still viewing these projects as research enterprises, it is impressive how quickly results began to emerge when emphasis turned from sheer numbers to treatment concepts: community versus institutional treatment, group and family therapy versus conventional probation supervision, and assignment to treatment by offender type. This aspect of caseload research give point to one of the frequently voiced criticisms of the early research: We have reduced caseloads, but we haven't told parole agents what to do with the extra time. In that kind of procedural vacuum, there arose the possibility that the agent would use the free time to increase the number of technical violations. From several of the study reports, it is evident that this possibility frequently became reality.

A point of interest now arises as to whether the sharpening focus on offender types will be equally as productive as the recent focus on treatment content and format. The use of an offender typology proved disappointing in SIPU IV, and possibly also in the first phase of the Community Treatment Project. However, there remains a vast field for exploration in offender types, and the San Francisco Project, the Work Unit Program, and the Workload Determination Project may have set some useful new directions.

Another aspect of the foregoing studies that deserves comment is the success of the ultrasmall caseload with juveniles but its apparent failure with adults. The Youth Authority and the Los Angeles County Probation Department found caseloads of 12 and 15 to be economically and behaviorally advantageous, with juveniles. At the same time, the Department of Corrections and the San Francisco Project discovered that performance in 15 and 25-man caseloads was no better than in those twice as large. Does this mean that small caseloads are inherently advantageous for juveniles but not for adults? Or does it merely mean that thus far our design of small caseload programs for adults has been too uninformed, our management too ineffective, our measurement too imprecise?

As a final point of interest, one is impressed by the fact that all the reduced caseload projects of the Los Angeles County Probation Department have shown small caseloads to be more effective. All have shown the experimentals to have significantly lower failure rates or to produce cost reductions sufficient to justify the heavier staffing.

Why this total success for the Probation Department in contrast with the initial difficulties for the three other agencies? Is it that probation departments deal with intrinsically more promising material? Is probation staff better trained or more dedicated? Do probation departments have better command of treatment resources at the community level? Is the community an inherently better setting for treatment?

If, in fact, probation departments are at an advantage in the correctional process, this has important long-term implications. Corrections might conceivably be about to retrace the steps of mental health, which for a long time moved maladaptive people out of the community into large "warehouses" and is now in the process of returning treatment to the community.

Whether this will occur in corrections will depend ultimately on where corrections proves more effective, assuming that social effectiveness continues as a value in American society. The ability of probation to show more consistent gains through the reduction of caseloads is interesting evidence. More to the point, perhaps, is a recent study within a cost-effectiveness framework of a continuum of correctional treatments. These

Table 1. California Correctional Caseload Studies

Department and Project	Dates	Remarks	Results <sup>a</sup>
California Department of Corrections			
SIPU I	15 vs. 90 ca. cs	1953-1955 Experimentals transferred to regular caseloads after 90 days	ns
SIPU II	30 vs. 90	1955-1957 Experimentals transferred to regular caseloads after 180 days	ns
SIPU III	35 vs. 72	1957-1959 Experimentals transferred to regular caseloads after one year	+++
SIPU IVa	15 vs. 72	1959-1963 (No difference in results between 15- and 30-man caseloads)	+++
SIPU IVb	30 vs. 72		ns
NTCP I	30 vs. 70	1959-1961 Experimental project for narcotic cases	ns
NTCP II	30 vs. 70	1959-1961 Higher degree of control than in NTCP I	+++
NTCP IIIa	15 vs. 70	1962-1964 (No difference in results between 15- and 45-man caseloads)	+++
NTCP IIIb	45 vs. 70		ns
PWUP I	36 vs. 72	1965-1966 First 6 months were transitional	+++
PWUP II	36 vs. 72	1966-	+++
Los Angeles County Probation Department			
TOPS	74 vs. 107 units	1957-1959 Juveniles: reduced caseloads versus regular field services	+++
ISC	15 vs. 50 cases	1963-1964 Juveniles: intensive versus regular placement caseloads	+++
WHISP	16 vs. 65	1964-1965 Juveniles: intensive community treatment vs regular camp	+++
WDP-Juv	50 vs. 62	1964- Juveniles: WDP versus regular field services	+++
WDP-Adult	90 vs. 210	1964- Adults: WDP versus regular field services	+++
California Youth Authority			
RCP	36 vs. 72 cases	1959-1961 Reduced caseloads versus regular parole services	ns
CTP	12 vs. 72	1961- Intensive community vs. traditional institution & parole	+++
CDCP	15 vs. 72	1964- Intensive parole vs. regular institution and parole	+++
Federal Probation and Parole			
SFPa	? vs. 100 units	1964- Minimum versus regular caseloads	ns
SFPb	50 vs. 100	1964- Ideal (ACA Standard) versus regular	ns
SFPc	25 vs. 100	1964- Intensive versus regular	ns

<sup>a</sup>ns indicates no significant difference in performance between experimentals and controls;  
 +++ indicates statistically significant difference in criterion behaviors or evidence of cost benefits.

range from individual psychotherapy within a prison to informal group work with delinquent gangs. The data from the study suggest that the earlier in the continuum one makes an expenditure on well-designed treatment, the greater the economic return on the treatment. They also seem to imply that the earlier in the career of an offender a unit of treatment effort is applied, the greater the return on the effort.

Two interpretations of the foregoing data might reasonably be made at this point. First, it would be logical to expect that probation would be the correctional activity best able to make an effective showing with a procedure such as reduced caseloads. Second, one of the most promising areas for the expansion of effort in the wide spectrum of corrections is the area of community treatment, particularly the area now defined as probation.

#### CONCLUSION

This review of correctional caseload research in California has disclosed a number of significant informational and operational breakthroughs. Some of the findings, especially in the earlier or first-phase studies, were disappointing and perplexing. Nevertheless, it is easy to conclude that more has been learned than is generally recognized. It also appears likely that much additional will be learned, since there is much unfinished business in the area of caseload research.

Some general concepts that have emerged from the past years of research will undoubtedly serve as guides in future years. It will continue to be important to attempt to classify offenders in ways that are relevant to treatment content and form. There will continue to be concern for the appropriate kind of treatment for particular types of clients. There will be concern about the qualifications and characteristics of treatment staff and the possibility of interaction between therapist type and offender type. Some interest will be centered on appropriate duration and intensity of treatment. Finally, there will be much attention to the locus of treatment, with increasing focus on the possibility that probation and other open-community procedures will play far more important roles in the total correctional process.

It seems reasonable to assume that for a long time to come the crucial research in corrections will continue to be that which focuses on the treatment workload. This seems to be the heart of corrections -- the defining situation for the continuing interaction between the agent or therapist and the client. It is an endless field of inquiry, in part because of the variety of factors involved, and in part because of the complexity of the interaction among these factors. But it is unquestionably a valuable field of inquiry, and progress in

corrections will depend largely on how rapidly this field is mastered.

The foregoing remarks are taken from Stuart Adams' article, Some Findings from Correctional Caseload Research, published in "Probation and Parole - Selected Readings", edited by Robert M. Carter and Leslie T. Wilkins, 1970.

The figures attached in Table III are the projections of the Division of Adult Corrections, based on 50-resident, moderate security facilities and 100-resident secure corrections facilities. These figures contain a phasing in of construction and operations costs. The percentage increments from year to year represent net increases in cost. Possible savings which may be realized through reductions in populations of existing institutions, other than Washington State Penitentiary and Washington State Reformatory, have not been included, because these remain too uncertain to yield creditable estimates.

Should the Task Force recommendations be adopted the 50-resident, moderate security facilities projections would remain the same. The secure corrections facilities would be increased to a maximum capacity of 150 residents. The figures in Table I reflect projected one-year operating costs for a 150-resident facility.

Further, should the recommendation be adopted to increase the capacity of the secure facilities to 150, the total number of projected facilities of this type would be reduced from 8 to 6.

Table IV

PROJECTED ANNUAL OPERATING COSTS FOR A SECURE  
CORRECTIONS FACILITY  
(150 resident capacity)

<u>COST</u>	<u>ITEM</u>
1,027,000	01
184,860	07 @ 18%
<u>615,300</u>	Other Operating Costs
1,827,160	TOTAL

This figures include a 5% inflation factor but do not include offsetting costs reductions. Construction costs are not included in these figures.

BACKGROUND STATEMENT  
ADULT CORRECTIONS DIVISION  
1975-77 BUDGET REVIEW

The primary goals of the Adult Corrections Division are to maintain public safety and to provide for the resocialization of the offender.

In order to attain these goals the division must meet the following objectives:

1. Safely keep the offender for the term prescribed by law; safely keep in terms of protection of the public, protection of the staff, and protection of the offenders from each other.
2. Provide for reintegration of the offender within the community as soon as possible but with due regard for the safety of all concerned.
3. Accomplish these objectives with optimal cost/benefit performance; both cost and benefit measured in human values as well as dollars.

The division is not now well equipped to meet these goals and objectives. To remedy this situation we propose gradual system change in three essential areas:

1. We should upgrade the present system.
2. We should "decongregate" the present system; relocate those offenders who will continue to require secure housing (about 50 percent by conservative estimate) in small facilities which will permit a much higher level of control and treatment than is now possible in our large, congregate, and too often dangerous prisons.
3. Where possible we should "deinstitutionalize" the present system; provide well controlled alternatives to incarceration at both the local and state levels.

These changes should take place over a period of six to ten years. Our planning has been optimistic in terms of the time required to accomplish change and is therefore largely keyed to the six year figure. It probably will not be possible to accomplish the proposed changes in anything less than six years while it definitely will be possible, and in fact probable, that on the basis of early experience our planning will be revised to a longer time frame.

Three elements of the plan deserve special attention in terms of background information. These are a caseload diversion proposal, an Adult Probation and Parole workload staffing proposal, and a long-range facilities development proposal. The flow chart on page 3 is intended as a visual frame of reference for discussion of these proposals. It depicts only the major elements of and major routes of movement through the criminal justice system. Solid lines depict the system as it now exists. Broken lines represent the proposed new elements. The diagram is a general schematic only.

CASELOAD DIVERSION:

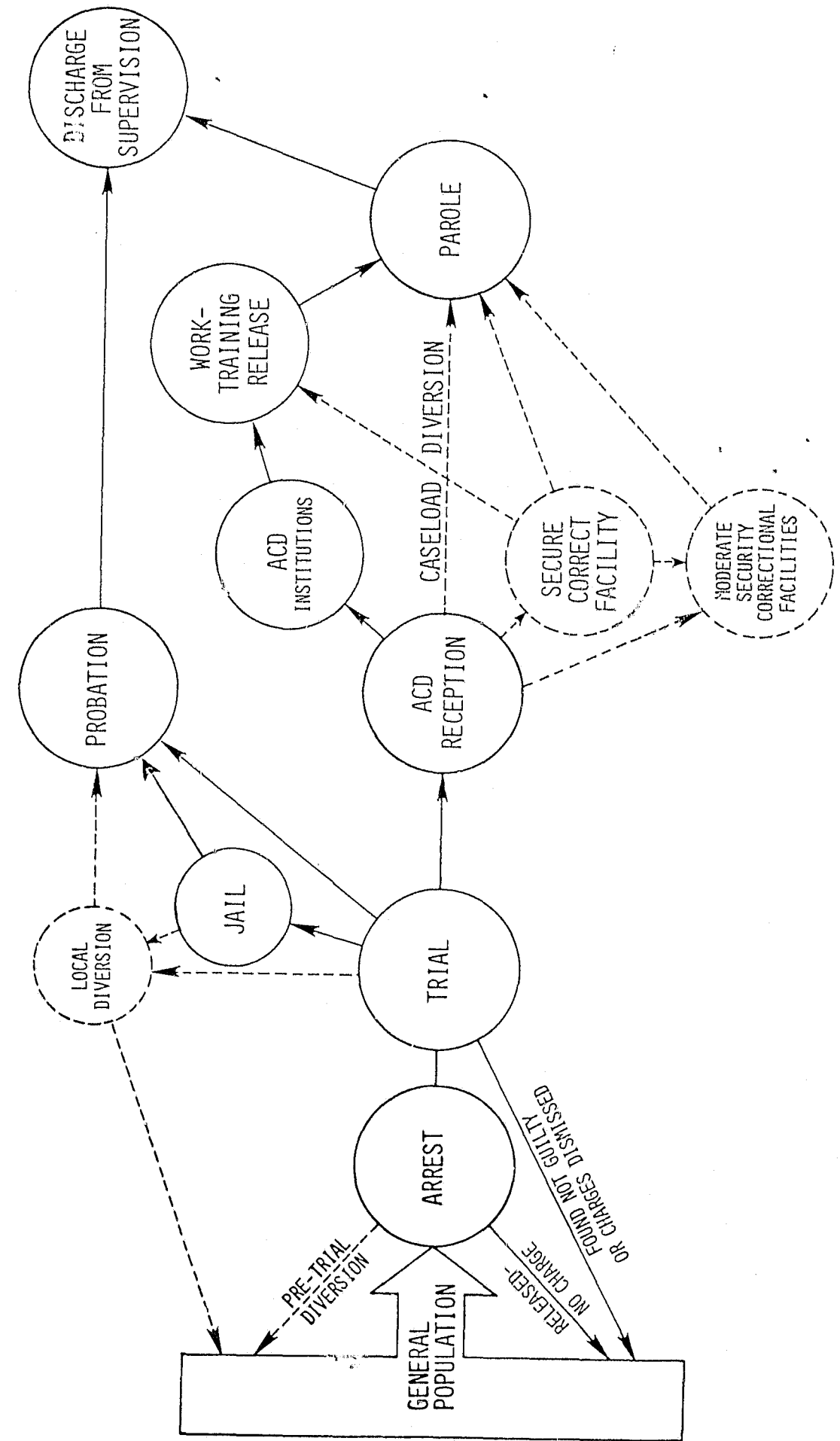
The caseload diversion strategy is based on the assumption that a significant proportion of the offenders now going into our prisons may be safely controlled in the community provided they are carefully selected from the intake population and provided there is a significantly increased capacity for supervising them in the community. The division's proposal is to provide for the early return to the community (within three months or less) of approximately 200 offenders per year in the next biennium. Because of start-up time and because the individuals will be in the reception and evaluation process on the order of three months, the estimated net reduction in average daily population will be 80 the first year and 200 thereafter.

Estimates based on review of over 100 successive cases received at the Washington Corrections Center suggest that approximately 20 percent of intake could be released on parole within three months, given the capacity for intensive supervision in the community. We are proposing to divert 200 persons per year. This is approximately 13 percent of current annual intake, a figure which is deliberately conservative in order to allow both for error in our estimates and to reduce the problem of marginal selection early in the program's existence.

Individuals will be carefully evaluated in the reception process and those deemed suitable will be recommended to the Board of Prison Terms and Paroles for early release to parole. If approved, they will be placed in special caseloads averaging 20 per parole officer. Ten intensive supervision parole officers will be placed in two special organizational units so that their supervision and training will be closely coordinated and monitored. These special caseloads will be distributed throughout the state on a population basis insofar as possible. The opportunity for involvement in the program will be available to both male and female offenders.

The caseload diversion project has the most immediate potential impact upon the current system of any of the division's proposals. Start-up time, compared with facility related programs, is minimal so a significant reduction in prison population will be realized within the first biennium. Even if there proves to be no improvement in the parole violation rate of the selected group (which improvement can reasonably be anticipated because we will be dealing with the "better risks") the savings can be impressive. The average per person cost of institutionalization is at least fifteen times higher than the cost of parole supervision. Even with a higher cost for intensive caseload supervision, the cost savings will be significant.

CRIMINAL JUSTICE SYSTEM FLOW CHART





It is proposed that the caseload diversion project be funded by a block grant from the Law Enforcement Assistance Administration. The 1975-77 requirement will be \$336,683 in federal funds and \$40,000 in state matching funds. In order to meet federal requirements the project will have an evaluation component which will compare outcomes on various performance measures between the diverted population and the regular parole population. If the project proves successful, total state funding will be requested no later than the second year of the 1977-79 biennium.

#### WORKLOAD STAFFING:

Past budget requests for Adult Probation and Parole have been based on only two workload factors: the number of offenders that were expected to be under supervision during the biennium and the projected number of presentence investigations. (A presentence investigation is made in nearly all cases of persons convicted of felony crimes in the superior courts of Washington. The investigation covers the criminal, educational, work and social history of the convicted offender and forms an important element in the sentencing decision of the court.) The total of cases under supervision was added to the number of presentence investigations multiplied by seven. (Experience here and elsewhere indicated that the work involved in a presentence investigation is equivalent to the task of supervising seven persons per month.)

Using this approach, the Adult Probation and Parole workload at the end of 1974 was 14,621 "units"; that is, 12,129 cases under supervision plus 356 presentence investigations (2,492 "units") for the month of December. This workload, against which was deployed 128 case-carrying probation and parole officers, gave us a client-to-officer ratio of 114:1.

Workload continues to increase at a rate of approximately 200 "units" per month and exceeds the ability of staff to provide adequate control and supervision of felony offenders. On June 30, 1975, the workload is expected to be 15,075 "units" or more than 118 per officer.

The "case unit" approach as outlined above is inadequate. It fails to account for all of the work required of staff in their role as parole officers, the amount of time it takes to complete specific tasks, and does not provide a means by which the available time can be allocated most efficiently.

To more precisely determine the number of staff required to bring the Adult Probation and Parole program to an acceptable level, a work measurement study was conducted by Wofac Company, a management consulting firm. The major activities of probation and parole officers were identified and the time required to complete the various tasks within each activity was measured. The study revealed that by the end of the current biennium a total of 19,456 hours per month will be required to perform the work as it is presently being done.

To do the work as it is currently being done (which by any reasonable standard is inadequate), 23 additional probation and parole officers are required to handle the projected workload increase during the 1975-77 biennium.

Table I on the following page shows the expected workload growth and the times now required per month for each major activity. Based on the standards developed by Wofac, three additional officers are required for presentence investigations, two for other investigations, twelve for case supervision and six for violation activities, for a total increase of 23 line positions.

Because we recognize that our present level of service is inadequate, our budget request includes provision for program improvement over and above the need based on workload measure. Study findings were that presentence investigations statewide are now being completed in 6.2 hours. The quality of these investigations, however, does not always meet the need of the courts. Presentence reports done in the specialized Presentence Unit in Seattle do meet these needs but require seven hours. The additional time is used for a more extensive interview with the offender and for medical or psychiatric consultation. To bring the quality of all presentence reports up to the standard of the Seattle unit, four additional officers are required.

Pre-parole investigations are now being made in an average of 1.4 hours. (This does not allow time for face-to-face contact with employers, family members, other community resources, law enforcement agencies, victims and the institution resident. Information vital to public safety and to the decision to parole is frequently not discovered by the parole officer prior to the resident's release. By applying the time-per-task results of the Wofac study to these tasks which are not now accomplished, we find that an adequate pre-parole investigation will require 3.7 hours, on the average. This figure is the basis for our recommended staffing. Because of the importance of thorough pre-parole investigations, three additional positions are requested for this activity.

At present only 36 percent of the parole officer's time, or .57 hours per month per case, is available for case supervision. This activity includes surveillance, counseling and guidance, job development, liaison and contact with criminal justice system officials, employers, family and other significant individuals and organizations. While the average time spent on each case is .57 hours per month, in current practice parole officers service cases on a demand or crisis basis. Some offenders receive more than .57 hours, others receive less or no time at all. The result is that a large number of parolees and probationers are unsupervised. The public is not protected and the offender does not receive the help he needs.

As a first step to remedy this condition, a case classification system has been developed to provide four levels of control and supportive services based on the type of offender, time under supervision, and individual case needs. As each offender progresses through the normal course of supervision, the amount of time required of the parole officer is decreased. Based on classification criteria, the amount of time per month available for offenders in each category is as follows:

TABLE I

WORKLOAD INCREASE

Estimated Probation and Parole Workload on June 30, 1975  
Times Now Required Per Month in Each Major Activity, and  
Projected Workload Increase in Fiscal Years 1975-76, 1976-77

ACTIVI- TIES	PSI	PRE-PAROLE	OTHER INVESTIGATIONS	CASE SUPERVISION	VIOLATION ACTIVITIES	ALL OTHER ACTIVITIES	TOTAL HOURS	PPO'S REQUIRED
Time Required	6.2 Hours	1.4 Hours	1.9 Hours	.57 Hours	7.4 Hours	.44 Hours Per Hour		@ 152 Hours Per Month
FY 74-75	351 PSI's 2,176 hrs.	121 repts. 169 hours	475 repts. 863 hours	12,618 cases 7,129 hours	421 investiga- tions and hearings 3,115 hours	5,941 hours	19,456 hrs.	128
FY 75-76	385 PSI's 2,387 hrs.	133 repts. 186 hours	501 repts. 952 hours	13,840 cases 7,889 hours	462 investiga- tions and hearings 3,419 hours	6,517 hours	21,350 hrs.	141
FY 76-77	415 PSI's 2,573 hrs.	143 repts. 199 hours	540 repts. 1,026 hrs.	14,906 cases 8,496 hours	498 investiga- tions and hearings 3,685 hours	7,019 hours	22,998 hrs.	151

Category	Percent of Total Caseload	Hours Per Month Per Case
A	8% - 1,193 cases	3.3
B	19% - 2,833 cases	2.3
C	35% - 5,218 cases	.5
D	38% - 5,665 cases	.3

A schematic of the classification system together with the case contact requirements will be found on page 11. Implementation of the scheme will require 41 additional probation and parole officer positions.

Table II, page 12, shows the adjusted times required in the activities of presentence investigations, pre-parole investigations, and case supervision in order to better accomplish the objectives of those activities. As a matter of productivity improvement, the amount of time currently being spent in "all other activities" will be reduced in order to allow more time for case supervision.

In addition to the line staff shown in Table II, the following supervision and support positions will be required.

Eight District Supervisors (PPO III's) to provide casework supervision and administrative direction for the additional officers.

Four Secretary I's to provide clerical support for the eight supervisors.

Twenty-three Clerk Typist III's to provide clerical support for the additional officers.

In summary, the additional staff required to bring Adult Probation and Parole to a reasonable level of service is as follows:

	PPO's	Supervisors	Secretaries	Typists	Total
Workload Change	23	2	1	7	33
Program Improvement	48	6	3	16	73
Totals	71	8	4	23	106

The proposed staff increase, along with the classification scheme, will enable the Adult Probation and Parole program to:

1. Provide differential levels of supervision and support services for parolees and probationers based on considerations of public safety and individual case needs.
2. Improve the quality of presentence reports and shorten the time required for their completion.
3. Provide the Parole Board and institution staff with more timely and comprehensive pre-parole investigations.
4. Reinstate quarterly progress reports to the courts and the Parole Board on individual cases.

#### FACILITIES DEVELOPMENT:

The proposal of the Adult Corrections Division is to reduce gradually the population of the major correctional institutions. This will be accomplished through the construction and operation of several secure correctional facilities and moderate security correctional facilities, and through the caseload diversion strategy mentioned earlier.

The purpose of the secure correctional facility is to implement the objective of the department in "decongregating" the state correctional system. A series of such facilities (tentatively eight) is planned in order to re-house approximately half of the institutional residents now located in the Washington State Penitentiary and the Washington State Reformatory. Each facility will number approximately 100 beds, ranging from medium security to maximum security restraint.

Programs within each facility will vary according to population needs. In general, such programs will vary from usual educational and vocational training to small, service-oriented industrial operations. Normal casework and counseling services will be provided.

The major system contribution to the secure facility will be to reduce current populations to manageable proportions. Large and complex institutions make safe management most difficult. Small facilities will provide for increased public safety as well as safety to the staff and to the residents.

The location and final configuration of these facilities remains to be determined by detailed analysis of the distribution and nature of the criminogenic population statewide and classification of current institutional population. Program requirements will be determined by security considerations, individual needs, and the desirability of placing the offender as close as possible to his home community.

The primary purpose of the moderate security facility is the "de-institutionalization" of the correctional process. A series of residential centers (tentatively seven) is proposed in order to make it possible to divert

that element of current prison population which can safely be housed in relatively non-secure circumstances into facilities located as closely as possible to their home community. These centers are intended to capitalize upon the available resources of their base community (in terms of purchase of service and volunteer involvement) and to deal with the correctional population in an environment more like the "real world."

Each facility will number approximately 50 beds and will provide 24-hour supervision at variable levels ranging from medium to minimum security requirements of our present facilities. Ability to vary the level of custodial control is an important feature of the concept. Facilities must be designed in order to provide flexibility in the degree of supervision and control brought to bear upon each individual resident.

In addition to traditional counseling and casework, the centers will provide training and developmental programs either in the community itself or by utilizing community resources within the center. As individuals move toward full parole status, local parole staff will become involved in their programming to encourage a smooth transition from facility to full community living circumstances. Medical services, specific training needs and other resources will be provided under contract through local sources.

In estimating the operating cost impact of bringing these new facilities on line and of the caseload diversion strategy we have assumed that the population reduction in existing institutions will be realized at the Reformatory and Penitentiary only. Because of the lead time necessary to bring new facilities on line there will be no operating cost impact during the 1975-77 biennium. The 1975-77 budget request was therefore used as the base point from which to calculate offsets. Further, we have assumed no cost reduction in institution budgets during that biennium as a result of the caseload diversion project. We are presently unable to predict total division population with reasonable accuracy and our planning has therefore been based on the arbitrary assumption that there would be no overall increase in institutional population. To assume that cost offsets can be realized from institution population reduction in the 1975-77 biennium could very well result in severe operating expense deficits if that assumption proves false. Experience in the past six months strongly indicates that population will, in fact, increase.

Given the above assumptions and based on development of eight 100-bed secure facilities and seven 50-bed moderate security facilities, Table III summarizes the facility activation schedule, population movement and net and percentage increase in operating cost over a ten-year period, by fiscal year. An inflation increment of five percent per year has been factored throughout. Proceeding in accordance with this schedule will result in increased operating costs which rise to a high point in 1980-81 and then drop significantly. This phenomenon reflects the cost of transition from the present system to the new system.

The increased cost during the period of transition would average approximately five million dollars per year, with a low point in 1977-78 of approximately 1.3 million and a high point in 1980-81 of approximately 7.9 million. It appears that the percentage increase in the division's total

operating cost as compared with the 1975-77 base period will stabilize at eleven or twelve percent beginning in 1982-83 fiscal year. The increase during the period of transition will range from a low of 4.0 percent to a high of 20.2 percent.

LOCAL DIVERSION:

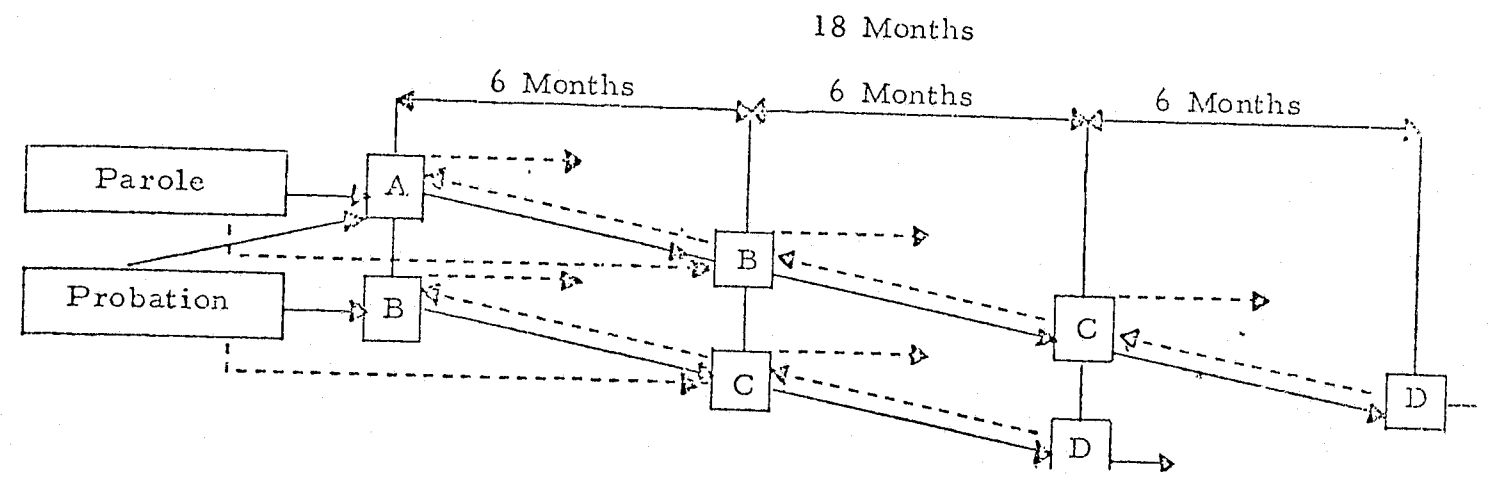
The flow chart on page 3 shows a diversion component of the proposed new system encompassing both pre-trial and post-trial diversion at the local level. This feature of the overall proposal is not part of the division's budget request, but a brief explanation is necessary as it does represent a major background issue relevant to that budget.

It is proposed to encourage the development of the local diversion programs through revision of the Probation Subsidy Act of 1973. In substance, the recommended amendment would provide a state subsidy to local jurisdictions in support of diversion programs. Such programs can have a significant effect upon prison commitment rates and, provided they are well designed, funded and administered, are an important element of an integrated criminal justice system. It is clearly in the best interest of the state to encourage their development.

The proposed amendment to the Probation Subsidy Act carries with it a \$600,000 appropriation. This will be sufficient to continue those programs currently funded and will provide the mechanism for funding of future programs based on their effectiveness in controlling offenders in the community with a concomitant reduction in prison commitments.

Taken together, the proposals outlined above will represent the first and most critical steps in the long-range development of an integrated criminal justice system for the state of Washington.

CASE CLASSIFICATION SYSTEM



\_\_\_\_\_ = Normal Course: PPQ decision  
 - - - - - = Exception: Supervisors permission after staffing

Primary Classification Criteria and Minimum Contact Requirements.

- A. Probationers and parolees with prior felony convictions, crimes of violence, heavy drug usage, etc.

Minimum of four contacts per month: Two must be face-to-face with the offender, home or field; two may be face-to-face collateral.

- B. Probationers and exceptional parolees without category A elements or those cases from category A who complete the time requirement and have 90 days clean time prior to reclass, i.e., have not been arrested and are satisfactorily meeting the conditions of probation or parole.

Minimum of two contacts per month: One must be face-to-face with the offender, home or field; one may be face-to-face collateral.

- C. Exceptional probation cases and cases from category B who complete the time requirement and have 90 days clean time.

Minimum of two contacts per quarter: One must be face-to-face with the offender; one may be face-to-face collateral.

- D. Cases from category C who complete the time requirement and have 90 days clean time prior to reclass.

Minimum service: Contacts primarily by mail (monthly reports). Offender and collateral contacts are needed.

TABLE II

Service Improvement  
 Estimated Probation and Parole Workload on June 30, 1975  
 Times Required by Improved Standards Per Month in Each Major Activity, And  
 Projected Workload Increase in Fiscal Years 1975-76, 1976-77

Activi- ties	PSI	Pre-Parole	Other Investi- gations	CASE SUPERVISION				Violation Activities	All Other Activities	Total Hours	PPO's Requirec
				"A" Cases	"B" Cases	"C" Cases	"D" Cases				
Time Re- quired	7.0 hrs.	3.7 hrs.	1.9 hrs.	3.3 hrs.	2.3 hrs.	.5 hrs.	.3 hrs.	7.4 hrs.	.32 hrs. Per Hour		@152 hrs Per Mo.
FY 74-75	351 PSIs 2457 hrs.	121 rpts. 448 hrs.	457 rpts. 863 hrs.	1009 cases 3330 hrs.	2397 cases 5513 hrs.	4416 cases 2208 hrs.	4795 cases 1438 hrs.	421 inves- tigations 3115 hrs.	6199 hrs.	25,571 hours	168
FY 75-76	385 PSIs 2695 hrs.	133 rpts. 492 hrs.	501 rpts. 952 hrs.	1107 cases 3653 hrs.	2630 cases 6049 hrs.	4845 cases 2423 hrs.	5260 cases 1578 hrs.	462 inves- tigations 3419 hrs.	6804 hrs.	28,065 hours	185
FY 76-77	415 PSIs 2905 hrs.	143 rpts. 529 hrs.	540 rpts. 1026 hrs.	1193 cases 3937 hrs.	2833 cases 6516 hrs.	5218 cases 2609 hrs.	5665 cases 1700 hrs.	498 inves- tigations 3685 hrs.	7330 hrs.	30,237 hours	199
-08-			% of caseload	8%	19%	35%	38%				

TABLE III

ESTIMATED COST INCREASES ASSOCIATED WITH  
 NEW CORRECTIONS FACILITIES AND CASELOAD DIVERSION

	1975-77		1977-79		1979-81		1981-83		1983-85	
	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85
<u>New Facilities</u>										
Secure Correctional Facilities	-	-	1	3	4	4	7	8	8	8
Moderate Security Facilities	1	-	3	4	6	7	7	7	7	7
<u>Average Daily Population</u>										
New Facilities	-	-	130	405	630	705	1,030	1,130	1,130	1,130
Specialized Caseload Diversion Project	80	200	200	200	200	200	200	200	200	200
Current Facilities	2,547	2,427	2,302	2,027 <sup>1/</sup>	1,802 <sup>2/</sup>	1,727 <sup>3/</sup>	1,402 <sup>4/</sup>	1,302 <sup>5/</sup>	1,302	1,302
Total Average Daily Population	2,627	2,627	2,632	2,632	2,632	2,632	2,632	2,632	2,632	2,632
Net Increase	-	-	1,330,682	3,761,901	4,136,414	7,919,243	7,710,823	4,895,560	5,139,368	5,399,493
Percentage Increase from 1975-77 Biennium Base	-	-	4.0%	10.9%	11.4%	20.2%	19.3%	11.6%	11.6%	11.6%

- 1/ Close one cell house at the Reformatory  
 2/ Close the Reformatory  
 3/ Close one cell block at the Penitentiary  
 4/ Close a second cell block at the Penitentiary  
 5/ Convert the Penitentiary to a secure correctional facility



STATE OF WASHINGTON  
**SUBCATEGORY & ELEMENT GENERAL JUSTIFICATION MATERIAL**  
 BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

	AGENCY	NUMBER	TITLE
1		300	Department of Social & Health Services
2	73-75 AGENCY PROGRAM		

	PROGRAM	CODE	TITLE
3		V	Social Services & Income Maintenance
4	CATEGORY	8	Adult Rehabilitation
5	SUBCATEGORY	2	Institutional Rehabilitation
6	ELEMENT		

7 General Justification and Explanation

Correctional institutions are charged with responsibility to safely and securely keep those persons committed by the Superior Courts to the State until they are released from confinement by the State Board of Prison Terms and Paroles. During confinement, efforts must be made to preserve the health, well-being, and competence which individual offenders bring to the institution; that is, to prevent deterioration, and to enhance those positive qualities in ways which may be expected to improve their abilities to function effectively and responsibly after release.

Actual performance after release from confinement, however, is a proper responsibility of the correctional institution to only a limited degree. That is, the correctional institution is properly expected to help offenders prepare for community responsibilities. Increasing the offender's competence, personal stability, and motivation to assume an acceptable and appropriately productive role in life are proper tasks for the correctional institution. Ideally, each individual should leave the correctional institution with substantially greater competence and with adequately increased willingness to live within prescribed legal codes of conduct than when he entered. His actual performance upon release is inevitably a combined function of such preparation with actual opportunities and environmental circumstances faced in the post-confinement period. In this sense, post-confinement behavior is obviously not a function of correctional effort alone. Hence, parole performance is at best a poor measure of correctional program effectiveness. A more proper measure, in this respect, would be the individual's capacity to succeed at the time of release rather than his actual subsequent success. The latter depends, again, on the opportunity to succeed as well as on the individual's capability and/or readiness. Actual (parole) success also depends on situational variables other than those well-subsumed under the term "opportunity." Efforts to increase parole success rates, then, must take such variables into account if significant gains are to be expected. The importance of this point to Institutional Rehabilitation efforts is simply that attention must be focused more on readiness than on performance if this aspect of institutional rehabilitation is to be placed in proper perspective from a program evaluation point of view.

Traditional reliance on recidivism rates as the primary measure of correctional program effectiveness has also resulted in neglect of a number of other measures which are relevant. Institutional safety provides a ready example. It is expected, for instance, that sentenced offenders will survive their confinement terms (normal risk of premature death acknowledged). However, the conditions of imprisonment are such that risk of death by violent means is enormously greater in the supposed "safety" of the prison than it is in the community at large.

For the more complete context of evaluation of correctional programs, see also the Adult Corrections Community Rehabilitation section (Subcategory 1) and those of the State Board of Prison Terms and Paroles ("Reintegration of the Adult Offender." Subcategory 3). These sections, taken together, should provide a more nearly comprehensive outline of correctional program evaluation available at this time.

8 DATE COMPLETED

1	AGENCY	NUMBER	TITLE
		300	Department of Social & Health Services

2	PROGRAM	CODE	TITLE
		V	Social Services & Income Maintenance
3	CATEGORY		
		8	Adult Rehabilitation
4	SUBCATEGORY		
		1	Community Rehabilitative Services

5 SUBCATEGORY OBJECTIVE STATEMENT  
 The primary objectives of Community Rehabilitative Services are: (1) to identify, establish, and sustain the conditions under which individual offenders can function acceptably and responsibly (without serious violations of criminal law) in the community, and (2) in those instances in which such conditions cannot be identified, established, or sustained, to recommend removal from the community (confinement in an appropriately secure environment), as is deemed necessary in the interests of community safety.

-83-

6	(1) RANK	(2) IMPACT INDICATOR STATEMENTS RANK IN ORDER OF IMPORTANCE IDENTIFY UNITS USED	(3) CURRENT BIENNium		(4) ENSUING BIENNium		
			ACTUAL FY 74	ESTIMATED FY 75	PROPOSED FY 76	PROPOSED FY 77	
6a	1	Number of persons under supervision who are functioning acceptably and responsibly at any given point in time (e.g., at time of survey or report).	UNITS				
			PERCENT	%	%	%	%
			CHANGE	%	%	%	%
6b	2	Duration of favorable performance in community supervision, as defined above.	UNITS				
			PERCENT	%	%	%	%
			CHANGE	%	%	%	%
6c	3	Number of serious violations of criminal law committed by persons under the supervision of the agency (Division of Adult Probation and Parole). This is a negative indicator.	UNITS				
			PERCENT	%	%	%	%
			CHANGE	%	%	%	%
6d	4	Number of appropriate actions taken in response to discovery of violations described above in item 1. (positive indicator)	UNITS				
			PERCENT	%	%	%	%
			CHANGE	%	%	%	%
6e	5	Number of preventative actions taken to guard against violations of law (where violations of formal conditions of parole are deemed indicators of such risk). This is a positive indicator, but one which requires careful study and examination of subjective judgment variables.	UNITS				
			PERCENT	%	%	%	%
			CHANGE	%	%	%	%
6f			UNITS				
			PERCENT	%	%	%	%
			CHANGE	%	%	%	%
6g			UNITS				
			PERCENT	%	%	%	%
			CHANGE	%	%	%	%

7 DATE COMPLETED

1	AGENCY	NUMBER	TITLE
		300	Department of Social and Health Services

2	PROGRAM	CODE	TITLE
		V	Social Services and Income Maintenance
3	CATEGORY		
		8	Adult Rehabilitation
4	SUBCATEGORY		
		1	Community Rehabilitative Services
5	ELEMENT		
		463	Work and Training Release

-84-

6	(1) OUTPUT STATEMENTS	(3) CURRENT BIENNium		(4) ENSUING BIENNium	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
6a	OUTPUT Number of persons released from work and training release to parole.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of persons eligible for work and/or training release programs.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6b	OUTPUT Number of persons employed at release from work and/or training release units.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Same as 6a above.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6c	OUTPUT Number of persons completing specific training or educational programs.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of persons seeking admission to training release programs, who are found eligible.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6d	OUTPUT Number of persons trained who are subsequently employed in the area of training provided, or who pursue further training in that area.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of participants in training release programs.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6e	OUTPUT	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$
8	DATE COMPLETED				





STATE OF WASHINGTON  
ELEMENT OUTPUT STATEMENT  
BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

1	AGENCY	NUMBER	TITLE
	Department of Social and Health Services	300	

2	PROGRAM	CODE	TITLE
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	1	Community Social Services
5	ELEMENT	464	Stipend payments

6	(1) OUTPUT STATEMENTS	CURRENT BIENNium		ENSUING BIENNium	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
6a	OUTPUT Number of persons receiving one-time release payments at the institution.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of persons determined to have adequate resources for support except for immediate transportation and one-week expense monies.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6b	OUTPUT Number of persons receiving weekly stipends (tabulated by number of weeks payments are actually paid)	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of persons determined lacking in resources, and needing ongoing but short-term (maximum 26 weeks) financial assistance while seeking work.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6c	OUTPUT Number of persons, initially found ineligible, who later become eligible (e.g., persons for whom other resources such as support by families fail to materialize).	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Same as output statement. Those persons found eligible on redetermination by parole officer are then given the assistance. The assistance is the output.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6d	OUTPUT Number of persons terminated from stipend assistance, reported by status at termination (e.g., employed, eligibility expired, etc.)	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of persons in program (receiving assistance) from week to week.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6e	OUTPUT	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$
8	DATE COMPLETED				

Form PDS-3 Ed 4-74



STATE OF WASHINGTON  
ELEMENT OUTPUT STATEMENT  
BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

1	AGENCY	NUMBER	TITLE
	Department of Social and Health Services	300	

2	PROGRAM	CODE	TITLE
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	1	Community Rehabilitative Services
5	ELEMENT	465	Parole and Probation Supervision and Pre-Sentence Investigation

6	(1) OUTPUT STATEMENTS	CURRENT BIENNium		ENSUING BIENNium	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
6a	OUTPUT Number of persons under supervision.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of court commitments to probation; number of releases to parole.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6b	OUTPUT Reports generated during supervision.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Same as 6a above.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6c	OUTPUT Number of social services provided by probation/parole officers	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of probationers and parolees requiring various services.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6d	OUTPUT Number of persons successfully terminated from probation or parole status.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of persons in caseload.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6e	OUTPUT	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$
8	DATE COMPLETED				

Form PDS-3 Ed 4-74





STATE OF WASHINGTON  
ELEMENT OUTPUT STATEMENT  
BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

1	AGENCY	NUMBER	TITLE
		300	Department of Social and Health Services

2	PROGRAM	CODE	TITLE
		V	Social Services and Income Maintenance
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	2	Community Rehabilitation Services
5	ELEMENT	466	Adult Probation Subsidy

6	(1) OUTPUT STATEMENTS	CURRENT BIENNIIUM		ENSUING BIENNIIUM	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
6a	OUTPUT Number of persons served by Adult Probation Subsidy programs who otherwise would have been served via (1) probation or (2) imprisonment NEED AND/OR DEMAND ESTIMATOR Number of referrals from courts where intermediate levels of program structure (between probation and confinement) are deemed appropriate.	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6b	OUTPUT Reductions in commitment rate to state institutions. NEED AND/OR DEMAND ESTIMATOR Same as 6a above.	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6c	OUTPUT NEED AND/OR DEMAND ESTIMATOR	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6d	OUTPUT NEED AND/OR DEMAND ESTIMATOR	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6e	OUTPUT NEED AND/OR DEMAND ESTIMATOR	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$

8	DATE COMPLETED
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-87-

Form PDS-3 Ed 4-74



STATE OF WASHINGTON  
SUBCATEGORY STATEMENT  
BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

1	AGENCY	NUMBER	TITLE
		300	Department of Social & Health Services

2	PROGRAM	CODE	TITLE
		V	Social Services and Income Maintenance
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	2	Institutional Rehabilitation

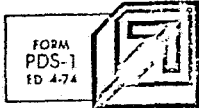
5 SUBCATEGORY OBJECTIVE STATEMENT Institutional Rehabilitation objectives are: (1) at minimum, to preserve the levels of health, well-being and competence which institution residents display at admission; (2) to increase productivity, skills and personal capacities for independent and responsible adaptation to life circumstances; (3) to minimize damage to persons and property caused by correctional clients; and (4) to provide secure, humane, and productive containment of those felony offenders deemed unsafe in non-institutional settings.

6	(1) RANK	(2) IMPACT INDICATOR STATEMENTS RANK IN ORDER OF IMPORTANCE IDENTIFY UNITS USED	CURRENT BIENNIIUM		ENSUING BIENNIIUM	
			(3) ACTUAL FY 74	(4) ESTIMATED FY 75	(5) PROPOSED FY 76	(6) PROPOSED FY 77
6a	1	Rates of serious injury or death inflicted by prisoners on citizens - at large (while on escape, furlough, etc.).	UNITS			
			PERCENT	%	%	%
			CHANGE	%	%	%
6b	2	Rates of death and serious injury inflicted by prisoner on prisoner (self-injury and suicide included). Data by institution and staffing levels.	UNITS			
			PERCENT	%	%	%
			CHANGE	%	%	%
6c	3	Rates of serious injury or death inflicted by prisoner on staff; same for staff injury to prisoners. Data by institution and staffing levels.	UNITS			
			PERCENT	%	%	%
			CHANGE	%	%	%
6d	4	Escape rates from correctional institutions analyzed by seriousness (security classification of escapees and actual damage occurring.)	UNITS			
			PERCENT	%	%	%
			CHANGE	%	%	%
6e			UNITS			
			PERCENT	%	%	%
			CHANGE	%	%	%
6f			UNITS			
			PERCENT	%	%	%
			CHANGE	%	%	%
6g			UNITS			
			PERCENT	%	%	%
			CHANGE	%	%	%

7	DATE COMPLETED
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-88-

Form PDS-2 Ed 4-74

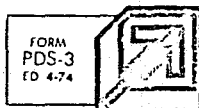


STATE OF WASHINGTON  
**SUBCATEGORY & ELEMENT GENERAL JUSTIFICATION MATERIAL**  
 BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

1	AGENCY	NUMBER	TITLE
2	73-75 AGENCY PROGRAM	300	Department of Social & Health Services

3	PROGRAM	CODE	TITLE
4	CATEGORY	8	Social Services & Income Maintenance
5	SUBCATEGORY	2	Adult Rehabilitation
6	ELEMENT		Institutional Rehabilitation

7 Impact indicators for such objectives as preservation of competence, productivity, and personal capacities for independence and responsibility are not included, though important to correctional program evaluation, because adequately sound data are not available at this time. Baseline data, in terms of admission summary evaluations, for example, are available (but are of variable quality and reliability). Re-testing at discharge using similar or identical instruments would provide reasonably sound assessments of stated objectives. The agency is not staffed, at present, nor is it entirely suitably organized, to perform such comparative admission/discharge evaluations. Such comparisons, when developed, would be a combination of reasonably "hard" data (e.g., achievement test scores and other performance measures) and "soft" data (e.g., subjective ratings by staff of client competence, "attitude," motivation, etc.). The time frame in which such measures could be provided will vary directly with adequacy of funding (and resultant staff increases) in two areas: (1) clinical services and (2) program evaluation services.



STATE OF WASHINGTON  
**ELEMENT OUTPUT STATEMENT**  
 BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

1	AGENCY	NUMBER	TITLE
		300	Department of Social and Health Services

2	PROGRAM	CODE	TITLE
3	CATEGORY	8	Social Services & Income Maintenance
4	SUBCATEGORY	2	Adult Rehabilitation
5	ELEMENT	none*	Institutional Rehabilitation
			General productivity of prisoners

6	(1) OUTPUT STATEMENTS	CURRENT BIENNIUM		ENSUING BIENNIUM	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
6a	OUTPUT Average number of hours per week that "able-bodied" prisoners are (1) assigned to and (2) reportedly actually engaged in productive work or in other productive assignments. NEED AND/OR DEMAND ESTIMATOR Number of prisoners in system, by institution, who are considered able to participate in rehabilitative activities.	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6b	OUTPUT Program completion measures (number/percent of "graduates" from various institutional program assignments). Analysis by institution and program. NEED AND/OR DEMAND ESTIMATOR Same as 6a above.	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6c	OUTPUT *This area is not identified as an element in the current program structure, but is important enough that evaluative attention should be given, and the priority assigned this attention should be high. NEED AND/OR DEMAND ESTIMATOR	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6d	OUTPUT NEED AND/OR DEMAND ESTIMATOR	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6e	OUTPUT NEED AND/OR DEMAND ESTIMATOR	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$

-88-

-86-

Form PDS-3 Ed 4-74

3	PROGRAM	V	Social Services & Income Maintenance
4	CATEGORY	8	Adult Rehabilitation
5	SUBCATEGORY	2	Institutional Rehabilitation
6	ELEMENT	none	General productivity

1	AGENCY	NUMBER	TITLE
2	73-75 AGENCY PROGRAM	300	Department of Social & Health Services

7 Output 6a, Adult Corrections - Subcategory 2 (Institutional Rehabilitation)

Data regarding prisoner productivity involve greater complexity than can be accurately represented in singular output units called for on PDS 3 forms. Several output units and their interactions are required. Probably the most reasonable approach to this issue, given current limitations on data collection, would be a sampling study of prisoner productivity. Such a study should take into account at least the following variables: (1) ability of prisoners to engage in various forms of productive activity (work, education, etc.); (2) willingness to participate; (3) available incentives (pay, favorable consideration by Parole Board, etc.); (4) opportunity structure of the institution (number of job openings in relation to number of prisoners, etc.); (5) occupational and related interest areas of prisoners; (6) relevance of institutional activities to post-release opportunities (e.g., job market, opportunities for further training). The relationship between institutional productivity and post-confinement adjustment should be studied in a more thorough manner than has occurred to date. Federal funding for such a study might well be sought. Probability of securing federal funds for such a study appears good. Preliminary data might be available within the 1975-77 biennium, but probably little in the first year. The relationship between prisoner productivity and prisoner safety (during confinement) should also be examined.

8	DATE COMPLETED
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2	PROGRAM	V	Social and Health Services
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	2	Institutional Rehabilitation
5	ELEMENT	470	Reception, diagnosis & placement

1	AGENCY	NUMBER	TITLE
		300	Department of Social & Health Services

6	(1) OUTPUT STATEMENTS	CURRENT BIENNium		ENSUING BIENNium	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
6a	OUTPUT Number of intake-diagnostic work-ups completed.	OUTPUT UNITS			
6a	NEED AND/OR DEMAND ESTIMATOR Number of newly-admitted residents (proportion admitted with pre-sentence investigation reports completed will impact workload of intake staff).	OUTPUT OPERATING COSTS	\$	\$	\$
6b	OUTPUT	NEED and/or DEMAND ESTIMATOR UNITS			
6b	NEED AND/OR DEMAND ESTIMATOR	OUTPUT UNITS			
6b		OUTPUT OPERATING COSTS	\$	\$	\$
6b		NEED and/or DEMAND ESTIMATOR UNITS			
6c	OUTPUT	OUTPUT UNITS			
6c	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$
6c		NEED and/or DEMAND ESTIMATOR UNITS			
6d	OUTPUT	OUTPUT UNITS			
6d	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$
6d		NEED and/or DEMAND ESTIMATOR UNITS			
6e	OUTPUT	OUTPUT UNITS			
6e	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$
6e		NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$

8	DATE COMPLETED
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STATE OF WASHINGTON  
**SUBCATEGORY & ELEMENT GENERAL JUSTIFICATION MATERIAL**  
 BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

1	AGENCY	NUMBER	TITLE
2	73.75 AGENCY PROGRAM	300	Department of Social and Health Services

3	PROGRAM	CODE	TITLE
4	CATEGORY	8	Social and Health Services
5	SUBCATEGORY	2	Adult Rehabilitation
6	ELEMENT	470	Institutional Rehabilitation
			Reception, Diagnosis, and Placement

7 (Element 470) More definitive study of the usefulness of intake-diagnostic work-ups is needed than the simple output unit will provide. The most pressing questions are whether those work-ups are: (1) efficient in terms of providing relevant information (and avoiding irrelevant information); (2) productively related to subsequent events (e.g., actual program assignments, program completion, subsequent success or failure of participants). Special studies should be performed in relation to these questions, but resources are not currently available to do so. Geographic location of intake work should be examined also. For example, time delay in securing information from local communities will significantly influence costs of a centralized intake unit in that clients must be maintained in the unit on a waiting basis while information is collected, transmitted, assembled, and presented to decision-makers (e.g., Parole Board) for action. Cost-effectiveness studies are needed comparing (1) community-based intake, (2) centralized intake, and (3) institution-based intake. Resources needed to perform such studies are not presently available.

8 DATE COMPLETED

Form PDS-1 Ed 4-74

STATE OF WASHINGTON  
**ELEMENT OUTPUT STATEMENT**  
 BIENNIAL PROGRAM DECISION SYSTEM BUDGET REQUEST

1	AGENCY	NUMBER	TITLE
		300	Department of Social & Health Services

2	PROGRAM	CODE	TITLE
3	CATEGORY	8	Social Services & Income Maintenance
4	SUBCATEGORY	2	Adult Rehabilitation
5	ELEMENT	471	Institutional Rehabilitation
			Academic Training

6	(1) OUTPUT STATEMENTS	CURRENT BIENNium		ENSUING BIENNium	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
6a	OUTPUT Certificates of completion of various courses of study (numbers "graduating").	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of residents expressing interest in/need for further education; number of residents referred by counselors or others; number lacking various credentials (e.g., number of persons lacking eighth grade or high school diplomas).	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6b	OUTPUT	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6c	OUTPUT Achievement test scores in various academic areas, as available.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Same as for Output 6a above.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6d	OUTPUT Number of courses completed (apart from graduation).	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Numbers of residents enrolled in various courses of study.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6e	OUTPUT	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$

8 DATE COMPLETED

Form PDS-3 Ed 4-74

1	AGENCY	NUMBER	TITLE
		300	Department of Social & Health Services

2	PROGRAM	CODE	TITLE
		V	Social Services and Income Maintenance
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	2	Institutional Rehabilitation
5	ELEMENT	472	Vocational Training

6	(II) OUTPUT STATEMENTS	CURRENT BIENNIUM		ENSUING BIENNIUM		
		(2)	(3)	(4)	(5)	
		ACTUAL FY 74	ESTIMATED FY 75	PROPOSED FY 76	PROPOSED FY 77	
6a	OUTPUT Certificates of completion of various courses of study	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR Resident requests, staff referrals, Parole Board referrals for vocational training in various areas.	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
6b	OUTPUT Hours completed in various courses of study (whether or not course was completed).	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR Same as 6a above.	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
6c	OUTPUT	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
6d	OUTPUT	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
6e	OUTPUT	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$	\$
8	DATE COMPLETED					

Form PDS-3 Ed 4-74

1	AGENCY	NUMBER	TITLE
		300	Department of Social & Health Services

2	PROGRAM	CODE	TITLE
		V	Social Services and Income Maintenance
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	2	Institutional Rehabilitation
5	ELEMENT	473	Counseling and Psychiatric

6	(II) OUTPUT STATEMENTS	CURRENT BIENNIUM		ENSUING BIENNIUM		
		(2)	(3)	(4)	(5)	
		ACTUAL FY 74	ESTIMATED FY 75	PROPOSED FY 76	PROPOSED FY 77	
6a	OUTPUT Number of reports prepared (psychiatric and psychological evaluations, progress reports, parole plans)	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR Number of institution residents for whom such reports are required (numbers of admissions, number remaining each year for progress reports, referrals for special-ized evaluations)	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
6b	OUTPUT Number of hours spent in counseling and related work.	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR Number of clients; number of requests for service.	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
6c	OUTPUT	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
6d	OUTPUT	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
6e	OUTPUT	OUTPUT UNITS				
	NEED AND/OR DEMAND ESTIMATOR	OUTPUT OPERATING COSTS	\$	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS				
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$	\$
8	DATE COMPLETED					

Form PDS-3 Ed 4-74

1	AGENCY	NUMBER	TITLE
		300	Department of Social and Health Services

2	PROGRAM	CODE	TITLE
		V	Social Services & Income Maintenance
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	2	Institutional Rehabilitation
5	ELEMENT	474	Life support services - medical & dental

6	(1) OUTPUT STATEMENTS	CURRENT BIENNIUM		ENSUING BIENNIUM	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
	OUTPUT	OUTPUT UNITS			
	Number of medical examinations performed at intake	OUTPUT OPERATING COSTS	\$	\$	\$
6a	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
	Number of prisoners admitted to correctional institutions				
	OUTPUT	OUTPUT UNITS			
	Number of dental examinations performed at intake	OUTPUT OPERATING COSTS	\$	\$	\$
6b	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
	Number of prisoners admitted to correctional institutions				
	OUTPUT	OUTPUT UNITS			
	Number and kind of treatments administered by medical staff	OUTPUT OPERATING COSTS	\$	\$	\$
6c	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
	Number of prisoners seeking treatment or referred for medical treatment Number of prisoners needing medical treatment as determined by medical surveys.				
	OUTPUT	OUTPUT UNITS			
	Number and kind of dental treatments provided (emergency treatments, restorative work, dental prostheses, dental hygiene)	OUTPUT OPERATING COSTS	\$	\$	\$
6d	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
	Number of prisoners seeking or referred for dental services. Number of prisoners needing dental treatment as determined by dental surveys.				
	OUTPUT	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
6e	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$
8	DATE COMPLETED				

Form PDS-3 Ed 4-74

1	AGENCY	NUMBER	TITLE
		300	Department of Social & Health Services

2	PROGRAM	CODE	TITLE
3	CATEGORY		
4	SUBCATEGORY		
5	ELEMENT	475	Re-entry Services

6	(1) OUTPUT STATEMENTS	CURRENT BIENNIUM		ENSUING BIENNIUM	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
	OUTPUT - Not applicable	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
6a	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
	OUTPUT	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
6b	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
	OUTPUT	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
6c	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
	OUTPUT	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
6d	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
	OUTPUT	OUTPUT UNITS			
		OUTPUT OPERATING COSTS	\$	\$	\$
6e	NEED AND/OR DEMAND ESTIMATOR	NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$
8	DATE COMPLETED				

Form PDS-3 Ed 4-74

1	AGENCY	NUMBER	TITLE
		300	Department of Social & Health Services

2	PROGRAM	CODE	TITLE
		V	Social Services & Income Maintenance
3	CATEGORY	8	Adult Rehabilitation
4	SUBCATEGORY	2	Institutional Rehabilitation
5	ELEMENT	476	Custody

6	(1) OUTPUT STATEMENTS	CURRENT BIENNium		ENSUING BIENNium	
		(2) ACTUAL FY 74	(3) ESTIMATED FY 75	(4) PROPOSED FY 76	(5) PROPOSED FY 77
6a	OUTPUT Serious injury and death rates, person-inflicted, prisoner on prisoner (self-injury included)(negative impact indicator). Analysis include data on staffing levels.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Number of prisoners in confinement; unit size and living conditions taken into account.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6b	OUTPUT Dollar value of damage to institution property caused by residents. Negative impact.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Same as 6a above.	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6c	OUTPUT Person-inflicted serious injury and death rates, prisoner on staff; staff on prisoner. Negative impact indicator.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Same as 6a	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6d	OUTPUT Number of escapes, analyzed by seriousness.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Same as 6a	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
6e	OUTPUT Damage caused by escaped persons, including damages to persons as well as property.	OUTPUT UNITS			
	NEED AND/OR DEMAND ESTIMATOR Same as 6a	OUTPUT OPERATING COSTS	\$	\$	\$
		NEED and/or DEMAND ESTIMATOR UNITS			
7	TOTAL ELEMENT OPERATING COSTS		\$	\$	\$
8	DATE COMPLETED				PAGE OF 18 18

Legislation:  
 The following legislative proposals contribute to the progress of corrections work in this state and are compatible with the overall direction being recommended by this Task Force:

1. House Bill 159 - Convict Made Goods
2. House Bill 647 - Parole Reorganization
3. House Bill 303 - Special Adult Supervision Program

The major budget requests of Adult Corrections have been reviewed. The Task Force recommends their approval as necessary to any improvement in the services provided offenders and protection afforded society through supervision of offenders. The four major requests are:

1. Additional probation and parole staff
2. Amendment to Probation Subsidy Act
3. Additional security staff at the institutions
4. Capital outlay requests