

Technical Paper Number 6

CRIMINAL JUSTICE STANDARDS & GOALS

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Prepared by the
(Former) Standards and Goals
Project Staff

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The Rhode Island Governor's Justice Commission (GJC), a division of the Office of the Governor, is the central criminal justice planning agency for state government. The work of the GJC is guided by the Supervisory Board, comprised of state, local and public representatives. The objectives of the GJC are to develop and implement a comprehensive state plan for the improvement of state and local law enforcement and criminal justice, and for the prevention of crime and delinquency; to coordinate the activities of governmental agencies and private individuals and groups within this plan; and to provide planning assistance to the Governor, the General Assembly, and agencies of state and local government.

This Technical Paper is one of a series prepared by the GJC. These papers present information developed through selected phases of the work required of the GJC to the GJC's subcommittees and staff, to participating state, local and federal agencies and to others interested.

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PREFACE

The purpose of this technical paper is to present standards and goals for Rhode Island's criminal justice system drafted by Task Forces appointed by the Governor.

Standards are defined as statements which describe levels of performance or capabilities of law enforcement and criminal justice system agencies, and of juvenile justice agencies. Goals are defined as long-range, general statements of conditions which ought to be attained in criminal justice. Each goal has a number of pertinent standards described under it.

These standards and goals do not pretend to be comprehensive. They do not address all functional areas of the criminal justice system nor do they address every topic area of the functional areas which are covered. However, the Governor's Justice Commission (GJC) believes that they do represent an attempt to provide more planned direction to changes in at least some parts of Rhode Island's criminal justice system. It is recognized that there are important gaps which need to be filled in, and it is also recognized that even those standards and goals which have been developed should be periodically reviewed.

Once finalized, the Governor's Justice Commission intends to implement the standards and goals in different ways. One strategy will be to use the standards as criteria for making decisions about subgrants to be funded by the GJC from its annual plan. A second and more proactive strategy will be to prioritize the goal areas and develop and carry out workplans for their implementation.

This technical paper was prepared by the (former) GJC Standards and Goals personnel listed on page Editorial assistance was provided by Norman Dakake, Deputy, and Brad Crowther, Supervisor of Planning, both of the GJC. Acknowledgement is made to Ms. Ellie Famiglietti who devoted many hours in typing this Standards and Goals paper.

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PART ONE: OVERVIEW

The standards contained in this volume represent an attempt on the part of the Governor's Justice Commission to sharpen its planning activities and provide some specific objectives toward which Rhode Island's criminal justice system can move. They are tailored to the needs of Rhode Island and, once they are formally adopted by the Governor's Justice Commission, its resources will be available to facilitate their implementation.

The standards cover the areas of Corrections, Juvenile Justice and Law Enforcement and were developed by task forces in each area appointed by Governor Philip Noel in April 1976. From the beginning, the Governor's Justice Commission recognized that standards and goals could not be developed in Rhode Island without the participation of its Supervisory Board. The Supervisory Board is comprised of the state's criminal justice leadership and is responsible for finally approving developed standards. Standards and goals developed without their participation would be more difficult to implement programatically and politically. To this end, each task force was organized around a nucleus of members drawn from Supervisory Board subcommittees operating in the same areas. Other task force members were nominated and approved by the Supervisory Board before appointment by the Governor.

A total of 57 men and women participated in this project as task force members, including 18 Supervisory Board members, 13 Police Chiefs, and 7 sworn police officers of lesser rank. The task forces who included judges, attorneys, corrections professionals, members of the Rhode Island legislature and private citizens. The standards they produced are a product of their consensus as to the future directions Rhode Island's criminal justice system should move in.

The task forces met regularly, some on a weekly basis, from April 1976 to December 1977, with few breaks in their meeting schedule. The initial agenda for standards and goals development was drawn from the problems and needs identified in the Governor's Justice Commission's 1976 Comprehensive Plan. This agenda was expanded by each task force, such that the standards they developed, while responsive to Governor's Justice Commission planning needs, go substantially beyond the agency's planning categories and address broad programmatic areas completely.

The process of standards and goals development began with staff research which documented existing Rhode Island criminal justice programs and organizational structures. Each task force was assigned the services of a full-time person to coordinate their efforts and they began their consideration of each topic by reviewing a staff presentation on the existing system and its identifiable problems. Staff then presented the task force with relevant data on the ways other states addressed comparable problems and any pertinent material from available literature. The task forces then developed the standards based on the above information and their own knowledge of Rhode Island criminal justice systems.

The process of standards and goals development was slow and deliberate and, while it may not have generated headlines or whetted the public's appetite for change, the Governor's Justice Commission believes that it has laid the groundwork for positive improvement in Rhode Island criminal justice. The Governor's Justice Commission is committed to the implementation of these standards and goals and stands ready to support that implementation with all of its resources.

PART TWO: LAW ENFORCEMENT

A. INTRODUCTION

Standards and goals for Rhode Island's law enforcement agencies have been developed by persons who work for these agencies. The approach was to divide the law enforcement task force into sub-task forces charged with drafting standards and goals in the following areas:

1. Community Relations/Crime Prevention
2. Planning and Management
3. Specialized Capabilities
4. Private Security
5. Recruitment and Training

The sub-task forces then reported back to the full task force with their recommendations which were either approved or modified.

Included in this document are standards and goals for the first four topics which have been endorsed by the task force. Work on standards and goals for recruitment and training has not been completed. Perhaps the most important considerations in law enforcement, or any other occupation, are the quality of people recruited and the initial and continuing training they are given. For this reason, the sub-task force and the full task force have spent much time with these issues and have modified and remodified standards and goals.

One of the difficulties in developing standards and goals for law enforcement is that the standards must be applicable to a large number of agencies. Although the agencies all have basically the same purpose, the philosophies and approaches of managers vary. The trick is to write standards and goals which are specific enough to be meaningful but general enough to be relevant to all police agencies.

B. COMMUNITY RELATIONS/CRIME PREVENTION

Community relations has been a developing focal point in the field of law enforcement. Citizen awareness of the crime problem, citizen involvement in police activities, and the identification of specific community problems should be a goal for law enforcement agencies. The law enforcement standards and goals task force suggests that efforts should be made to improve communications between police and the public. Bilateral communications, as well as bilingual employees, will help to develop the appropriate mixture of police and citizen interaction. Law enforcement agencies, when acting in a coordinated fashion to encourage citizen involvement and understanding, will be improving community relations while maximizing law enforcement professionalism.

The interaction between police and the community should start at the early ages of youth development. School children should be

able to see police as they really are and not through fear. Police history and roles should be discussed and presented to area schools on a yearly basis. When children become associated with police roles at their early stage of development, the social interaction process between police and the adult community is simplified.

The public understanding of the police role is increased when ethnic groups can identify with police officers of similar backgrounds. The law enforcement standards and goals task force believes that the hiring of racial minorities and women can achieve better community relations and decrease alienation among the many diversified ethnic groups.

When police and citizen interaction is accomplished, crime prevention can be achieved through a process of citizen involvement. Community members can help develop and implement programs which deter or prevent crimes. Reporting of suspicious activities to police by neighborhood residents could be one such project. Police should acknowledge the help of the individuals involved which would tighten the bond between the police and the neighborhoods. Evaluations should be done to see how these programs are increasing police and citizen relations.

The community members and youth should be more aware of the police officers' roles but law enforcement officers should be familiar with community problems and crisis management. The law enforcement standards and goals task force suggests that inservice training should develop and increase the ability of law enforcement agencies to more effectively resolve complaints concerning police services. Specific areas could be addressed in the program of inservice training, such as courses and seminars dealing with family disputes and crisis situations. Police officers who are aware of a problem can only be effective when they are prepared to deal with it in a logical and precise way.

Crime prevention measures can also be taken by law enforcement agencies by discussing and explaining to physical developers crime problems to be expected with new building projects. Police can explain and suggest structural designs which may counteract crime rates and trends in the specific neighborhoods where buildings are being constructed.

C. PLANNING AND MANACEMENT

In order to utilize its limited personnel and financial resources in the most effective manner, it is imperative that a law enforcement agency follow a planning process which identifies high priority problems and develops strategies for solving them. The difficulty this presents for most Rhode Island police agencies is that their small size makes it virtually impossible to assign one or more persons fulltime to planning. Consequently, the planning function becomes someone's collateral duty which is performed when "time permits."

The paradox is that the limited number of resources makes it difficult to do planning in any systematized fashion, but a formalized planning process would enable a police department to make much more effective use of its resources. In struggling with this problem the Law Enforcement Standards and Goals Task Force decided that large police departments should make more of a commitment to institutionalized planning and small departments should explore regional planning.

Planning will identify the priority problems toward which resources should be directed and improved management of resources will enhance the likelihood that problems will be solved. Improved management may mean more effective use of available traditional resources or it may mean new uses for previously untapped resources. For example, the Standards and Goals Task Force recommends that police agencies make greater use of civilian employees and reserve officers to increase personnel levels.

An important part of management is attracting well qualified persons to the profession. This means that salaries, retirement and other employee benefits must be sufficient to draw competent persons to police work. Therefore, the Task Force recommends that law enforcement salaries and benefits be reviewed by a study commission.

In addition, fair and effective promotion systems must be established which insure that employees' performances are rewarded and strong performers are motivated to remain with the agency.

One way to maximize employee effectiveness and morale is to develop written policies and procedures which specifically define the role of agency personnel. By the nature of their work, police officers are required to make difficult decisions which can cause much stress. To the extent that agencies can issue guidelines which assist officers in making these judgements, stress will be much reduced. The guidelines will also insure that police discretion is exercised in a consistent fashion.

As important as effective personnel management is sound fiscal planning. Scarce dollar resources must be allocated to the highest priority agency goals which means they must be allocated consistent with a planning process. Budgets should not be prepared by simply adding a percentage increment on to the previous year's appropriation. Rather agency administrators should annually review the services they are providing and not providing and program funds for activities which are most likely to lead to attainment of high priority objectives. In part, this means that top level managers must be directly involved in budget preparation.

D. SPECIALIZED CAPABILITIES

The first documentation of police specialization in the United States occurred in New York City in 1831 when a "public whipper" was appointed to relieve the regular watchman and constable of the task of punishing prisoners. More significantly, the Boston Police Department was the first department in the United States to segregate the patrol and investigative functions by establishing a separate Detective Division in 1851. Since that time, specialization has become a general trend in law enforcement and it appears in at least three different forms:

1. Staff specialization which refers to the training of one individual in a specific law enforcement area to provide information and advice and possibly supervise other agency personnel in performing a specialty task.
2. Functional specialization which refers to a situation in which one or more individuals are relieved of general duties and, in turn, are trained and delegated the responsibility of performing a specialty task.
3. Organizational specialization which refers to the creation of a separate organizational component within an agency in order to better satisfy the needs of the community and the agency.

The form which specialization takes in a given agency is related to a variety of factors such as community need, agency size, and available resources.

In recent years, a counter-trend to police specialization has developed which advocates a near return to the generalist "cop on the street" concept. The best example is team policing which involves the deployment of a team of police officers to an area in a city and makes them responsible for nearly all law enforcement services in that area. A second example is the increased involvement of patrol officers in investigations.

However, it is clear that, like it or not, society is becoming increasingly specialized and so are society's problems. It is also clear that the solution to, or at least reduction of, many of these problems requires the intensive efforts of individuals with specialized training. For example, a generally trained patrol officer will not be able to thoroughly investigate sophisticated computer crime or economic crime cases. Technical problems require technical problem solvers, and it is not feasible or possible to make every police officer a specialist in every field.

On the other hand, it is important that law enforcement agencies not become so carried away with specialization that an excessive number of special units are established. Early in its deliberations, the Standards and Goals Task Force recognized this and

recommended that a special unit not be created until it had first been determined that the function could not be performed within the existing organizational structure.

In addition, as pointed out by the National Advisory Commission on Criminal Justice Standards and Goals, law enforcement problems are continually modified by societal influences. A problem which at one time could be most effectively attacked by establishing a special unit may have been reduced or altered to the point that such a unit is no longer necessary. Therefore, the need for any special units in operation should be periodically re-examined.

In planning for and implementing a special unit, one of the most important considerations is the people who will staff it. It is imperative that personnel selected have the abilities and skills necessary to perform the specialized tasks required of the unit.

E. PRIVATE SECURITY

It has been estimated that 40%-50% of all law enforcement personnel are employed by the private sector. Thus, any attempt to improve law enforcement services must be concerned with private security as well as with public peace officers. The roles and relationships of public law enforcement and private security can be defined by the following statements:

1. The public police have the primary responsibility for maintaining order, enforcing the laws, preventing crime, investigating crimes, and apprehending criminals.
2. Public property is policed primarily by the public police.
3. Policing private property is the primary responsibility of the owner, the management, or the householder, all of whom may provide or purchase private security services and equipment.
4. The private police are primarily concerned with crime prevention and detection, rather than crime investigation or criminal apprehension.
5. When invited or called, public police will enter private property for the purposes of restoring order and enforcing the law.
6. When they have not been called, public police may enter private property, if this is necessary to stop a crime from being committed or to make an arrest. Depending on crime patterns, they sometimes patrol private property which is readily accessible to the public, such as shopping-center parking lots.

7. The public police can, and sometimes do, advise owners, managers, and householders with regard to crime prevention measures, i.e. they play the role of consultants in encouraging crime prevention.

In general, private police are concerned with preventing and detecting crime on private property, whereas public police are concerned with activities in public areas.

Within the private sector, security forces may be characterized either as contract forces which provide services for a fee, or in-house forces which provide services only for the institution which employs them. Examples of services provided by private security forces are: armored car escorts, central station alarm, credit and insurance investigation, employment background checks, roving patrol, and guard services.

In developing standards and goals for private security in Rhode Island, the task force believed that it was important to further distinguish between unarmed guards or couriers, unarmed investigators/detectives, and armed personnel. It was felt that since these three groups have some different responsibilities, the standards which regulate should, to some extent, also be different.

There are two primary reasons for attempting to establish standards and goals for private security. First, such an effort should help improve the industry's professional status, should give it more recognition as an important supplement to public law enforcement, and should improve cooperation between public and private peace officers.

Second, standards are necessary to protect the consumer of private security services from abuse, fraud, and/or misrepresentation. At present, Rhode Island is one of eleven states which does not require licensing of the private security industry. Rhode Island does have a state regulation concerning alarm systems, but all other areas of the industry are regulated by local cities and towns. Different cities and towns have different regulations which results in different quality of services being available in different places. This is one of the justifications for the State Regulatory Commission on Private Security recommended by the Standards and Goals Task Force.

F.

GOAL 1: COMMUNITY RELATIONS

TO INSURE THAT COMMUNITY RELATION PROGRAMS IN RHODE ISLAND SERVE TO COORDINATE DEPARTMENT EFFORTS TO:

- A. Increase the awareness of citizens about the crime problems in their community and the methods which are being employed to deal with those programs;
- B. Increase the opportunity for citizens to become directly involved, in cooperation with the police, in community crime prevention efforts;
- C. Address specific and identified problems in the community;

(1.1) COMMUNICATING WITH THE PUBLIC

Every law enforcement agency should recognize the importance of bilateral communication with the public and should constantly seek to improve its ability to determine the needs and expectations, and to inform the public of the resulting policies developed to improve delivery of law enforcement services.

- 1.2 Every law enforcement agency should immediately adopt policies and procedures that provide for effective communication with the public through agency employees. These policies and procedures should insure:
 - a. That every employee with duties involving public contact has sufficient information with which to respond to questions regarding agency policy;

- b. That information which the employee receives is transmitted through the chain of command and acted upon at the appropriate level;
- 1.3 Every law enforcement agency that has racial and ethnic minority groups of significant size within its jurisdiction should recognize their law enforcement needs and should, where appropriate, develop means to insure effective communication with such groups.
- 1.4 Every law enforcement agency with a substantial non-English speaking population within its jurisdiction should provide readily available bilingual employees to answer requests for law enforcement services. In addition existing agency programs should be adapted to insure adequate communication between non-English speaking groups and the law enforcement agency.
- 1.5 Every law enforcement agency should stress to its employees that the task of effective community relations must be the responsibility of each and every agency employee regardless of assignment, duties and function.

(1.6) PUBLIC UNDERSTANDING OF THE POLICE ROLE

Every Police agency should arrange for at least an annual presentation by a uniformed officer at every public and private school, elementary through high school within its jurisdiction.

- a. The content of the presentation should be tailored to the learning needs of the students; however, each presentation should include a basic description of the police role;
- b. Every agency should work through the school to develop a basic study unit concerning the history, nature and importance of law enforcement to be presented by the teacher prior to the officer's arrival, and every officer assigned to a

school visit should be provided with prepared subject matter to be reviewed prior to making his visit;

- 1.7 Every law enforcement agency should accept invitations for officers to speak to business and civic organizations. Efforts should be made to provide speakers in response to every reasonable request and to coordinate the speaker's ability and background with the intended audience. Every opportunity should be taken to describe the police role and the agency's objectives and priorities.
- 1.8 Every law enforcement agency should inquire into the availability of public service resources from advertising and communication organizations to assist in developing support for the agency and its programs.
- 1.9 Every law enforcement agency should hold an annual open house and should provide other tours of police facilities and demonstrations of police equipment and tactics when appropriate to create greater public awareness of the police role.

(1.10) MINORITY CITIZENS AND WOMEN IN LAW ENFORCEMENT

Every police agency in Rhode Island should develop and maintain employment procedures and practices that assure adequate representation of the work force in the community it serves and that achieves a ratio of minority group employees in appropriate proportion to the makeup of the population in the community. These policies should insure that:

- a. Police personnel departments evaluate police job qualifications to insure that such qualifications are job related and do not discriminate against minority candidates;
- b. Minority organizations take an active role in cooperating with and assisting law enforcement in their efforts to attract qualified minority applicants to police work;

- c. Law enforcement agencies use minority media (i.e. newspapers, television, and radio stations) whenever possible in their recruitment efforts;
 - d. Where possible law enforcement agencies utilize minority officers to assist in minority recruitment efforts;
 - e. Law enforcement agencies who serve a population with significant minority elements include representatives of these significant minority groups on all oral boards;
- 1.11 Recruitment and selection by law enforcement agencies should be broad-based and utilize the most advanced techniques to insure that all segments of the population, including minorities and women, are reached.
- 1.12 By 1978 all law enforcement agencies must develop an affirmative action plan, specifying remedial action where required, consistent with Federal guidelines, State law and administrative policy.
- 1.13 By 1978 the Uniform Crime Reporting Division of the State Police and The Governor's Justice Commission should include the racial and ethnic composition of law enforcement agencies in their appropriate annual reports.
- 1.14 Law enforcement agencies should use their current cadet and paraprofessional programs as one of their affirmative action tools. These programs should reflect the racial and ethnic balance of the community being served.

(1.15) CRIME PREVENTION

Every police agency should immediately establish programs that encourage members of the public to take an active role in preventing crime, that provide information leading to the arrest and conviction of criminal offenders, that facilitate the identification and recovery of stolen property, and that increase liaison with private industry in security efforts.

- 1.16 The police agency should provide the community with information and assistance regarding means to avoid being victimized by crime trends that may affect their area.
- 1.17 Every police agency should assist actively in the establishment of volunteer neighborhood security programs that involve the public in neighborhood crime prevention and reduction.
- a. The police agency should instruct neighborhood volunteers to telephone the police concerning suspicious situations and to identify themselves as volunteers and to provide necessary information;
 - b. Participating volunteers should not take enforcement actions upon themselves;
 - c. Police units should respond directly to the incident rather than to the reporting volunteer;
 - d. If further information is required of the volunteer, the police agency should contact by telephone;
 - e. If an arrest results from the volunteer's information, the police should immediately notify him by telephone;
 - f. The police agency should acknowledge through personal contact, telephone call or letter, every person who has provided information and has identified themselves;
- 1.18 Every police agency should establish or assist programs that involve trade, business, industry, and community participation in preventing and reducing commercial crimes.
- 1.19 Every police agency should seek the enactment of local ordinances that establish minimum security standards for all new construction and for existing commercial structures. Once regulated buildings are constructed, ordinances should be enforced through inspection by operational police personnel.

- 1.20 Every police agency should conduct, upon request, security inspections of businesses and residences and recommend measures to avoid being victimized by crime.
- 1.21 Every police agency having more than twenty (20) personnel should establish a specialized unit to provide support services to, and jurisdiction-wide coordination of, the agency's crime prevention programs. However, such programs should be operationally decentralized whenever possible. Where appropriate, police agencies with fewer than twenty (20) personnel should establish a regional effort to coordinate crime prevention programs.

(1.22) POLICE-COMMUNITY PHYSICAL PLANNING

Every police agency should participate with local planning agencies and organizations, public and private, in all community planning that deals with the rate, nature, or fear of crime in the jurisdiction.

- 1.23 Every local government should seek police participation in community physical planning within the jurisdiction.
- 1.24 Every police agency should assist in planning with public and private organizations involved in physical planning within the jurisdiction. This assistance should at least include planning involving:
 - a. Industrial area development;
 - b. Business and commercial area development;
 - c. Residential area development, both low and high-rise;
 - d. Government or health facility complex development;
 - e. Open area development, both park and other recreation;
 - f. Urban renewal plans.

- 1.25 All police departments in Rhode Island should jointly or independently promulgate model building security codes to assist in the planning of commercial and residential development.

(1.26) EVALUATION OF COMMUNITY RELATIONS

Every law enforcement agency in Rhode Island that sponsors a community relation program should annually conduct a comprehensive evaluation to determine if the program meets its goals and objectives and fulfills a need of the department and the community. This evaluation should address the following questions:

- a. Has the program had any measurable impact upon the problem(s) or condition(s) for which it was created?
- b. Does the need(s) or condition(s) for which the program was created still exist?
- c. Do the benefits derived from the program justify its operational cost?
- d. Could the program be improved to provide the same services at a lower cost or in a more efficient manner?
- d. Has the program been received favorably by the Department personnel and members of the community?

- 1.27 This evaluation should be conducted by the chief executive or his designee, and the individual(s) responsible for the day-to-day operation of the program.
- 1.28 Based upon this evaluation, the chief executive should decide to either continue the program, continue the program in some modified form or discontinue the program.
- 1.29 All law enforcement agencies in Rhode Island who do not operate any formal Community Relations Programs should still conduct an annual assessment of community relations in their jurisdiction.

(1.30) ROLE OF THE COMMUNITY RELATIONS BUREAU

The Community Relations Bureau should be the coordinating body of all department activities which develop and sustain cooperative roles and relationships between police and citizens. These activities include efforts which:

- a. Involve citizen and police cooperation in crime prevention programs;
- b. Provide public information regarding the community's crime problem(s) and police operations;
- c. Develop training programs in community relation skills for department personnel;
- d. Plan, obtain funding and evaluate special community relations programs;
- d. Initiate new recruits to the cognitive, affective and behavioral aspects of the community;

- 1.31 The Community Relations Bureau should serve as the repository for information upon which specific action-oriented corrective programs are based and be responsible for the dissemination of this information to department command staff and other appropriate agencies.
- 1.32 The Community Relations Bureau should be provided direct input into all decisions involving assignments and transfer or assignments.
- 1.33 The Community Relations Bureau should act as liaison between the police department and community organizations, religious organizations and schools within the department's jurisdiction. The bureau should initiate contact with these groups in order to supply information concerning the community's crime problem(s) and to suggest ways in which that group might cooperate with the police in dealing with those problems. In times of crises, the bureau should disseminate information, curb

rumors and solicit the cooperation of various community leaders.

- 1.34 The Community Relations Bureau should survey incidents which may create a threat to community harmony and the relationship between the community and the police. The results of these surveys should be reported directly to the police chief executive and made available to the public.
- 1.35 The Community Relations Bureau should not become involved in the investigation of charges of police misconduct but should be made aware of all citizens complaints concerning the delivery of police services and the resolution of those complaints.
- 1.36 By 1978, all Community Relations Bureaus should provide a formal mechanism to insure an on-going process of citizen involvement.

(1.37) RANK OF THE COMMUNITY RELATIONS OFFICER

The Director of the Community Relations Bureau need not be a ranking officer but should be a sworn officer who has experience in all phases of department operations.

- 1.38 In departments which maintain a fulltime Community Relations Bureau, the sworn officer who heads the bureau should be referred to as Director.

G.

RECOMMENDATIONS

It is recommended that the State of Rhode Island establish a Community Relations Board to assist in the coordination, establishment and development of community relations programs on local, regional and state-wide levels. This Community Relations Board should have the assistance of a fulltime staff planner.

It is recommended that the Uniform Crime Report of the State of Rhode Island include comprehensive data concerning the reason(s) obtained from offenders for the commission of crimes.

H.

GOAL 2: COMMUNITY RELATIONS INSERVICE TRAINING

TO PROVIDE A MINIMUM OF SIXTEEN (16) HOURS OF COMMUNITY RELATIONS IN-SERVICE TRAINING ANNUALLY TO ALL LAW ENFORCEMENT PERSONNEL IN RHODE ISLAND BY 1978.

(2.1) TRAINING

By 1978, every law enforcement agency in Rhode Island should provide a minimum of sixteen (16) hours of Community Relations inservice training to all department personnel. This training should include:

- a. Material regarding all aspects of the police culture and how that culture relates to the community;
 - b. Development of written communication skills for inter-departmental use and for use in communicating with the community;
 - c. Discussion concerning the nature and specific problems of the community which should note any significant changes that have occurred within the community, identify the various groups, both formal and informal, that comprise the community, and identify the most serious crime problems of the community;
 - d. Foreign language training, where appropriate, for all line officers;
 - e. Ethnic and race relation training for all department personnel.
- 2.2 By 1978, every patrol unit should be equipped with a current directory of relevant community agencies which contains a description of the services offered.
- 2.3 Personnel assigned to these training duties, whether civilian or sworn, should meet certain minimum standards including training in the following areas:

- a. How to make a departmental training needs assessment;
 - b. How to examine the needs of the total organization's development;
 - c. How to plan a program using assessment feedback; organizational goals, appropriate community and area resources;
 - d. How to evaluate both the effectiveness of the program and the trainees reaction to it;
- 2.4 Police administrators should recognize community relations inservice training as an integral part of the management process and use this training as an organizational tool to raise the competence and performance of the entire department.

I.

GOAL 3: HANDLING OF COMPLAINTS

TO INCREASE THE ABILITY OF LAW ENFORCEMENT AGENCIES IN RHODE ISLAND TO EFFECTIVELY RESOLVE CITIZEN COMPLAINTS CONCERNING POLICE SERVICES.

(3.1) ASSESSMENT OF COMMUNITY RELATIONS

Every law enforcement agency in Rhode Island should annually make an objective assessment of Police-Community Relations in their jurisdiction.

- 3.2 This assessment should be conducted by department personnel working in close coordination with members of the community.
- 3.3 This assessment should include at least the following considerations:

- a. The number of officer assaults correlated with patrol area, nature of police call, and the age and race of the assailant;
- b. The number of formal citizen complaints concerning police services broken down into the following categories:
 1. Slow response time;
 2. Unnecessary use of force;
 3. Improper arrest;
 4. Lack of courtesy;
 5. Poor investigation;
 6. Other (specify).
- c. The number of formal citizen complaints and a description of the action that was taken to resolve those complaints;
- d. The number of written commendations from citizens of the community concerning police services;
- e. Department personnel perception of problems in the jurisdiction that adversely affect Police-Community Relations;
- f. Citizens' perception of problems in the community that adversely affect Police-Community Relations;
- g. The number of citizens in the community who are actively involved in any police-sponsored community relations program.

- 3.4 This information should be disseminated through normal channels in accordance with department policy.
- 3.5 This assessment should serve to direct community relation efforts to specific problem areas.
- 3.6 Every police agency in Rhode Island should immediately implement procedures to facilitate the making of citizen complaint or commendation concerning the delivery of police services. Complaint procedures should be consistent with State Law, Chapter 186 and should also insure that:
 - a. Efforts are made to publicize agencies and personnel who are empowered to receive complaints;
 - b. The making of a complaint is not accompanied by fear of reprisal or harassment.
 - c. Personal informal discussion with the complainant is encouraged and the complainant is notified of the progress of the investigation and of the final disposition of the case;
 - d. Statistical summaries regarding complaint reception, investigation and adjudication be regularly compiled and made available to the public. These records should be kept on file or stored for at least three (3) years. The department's annual report should include references to these statistics.
- 3.7 The Chief Executive of every law enforcement agency in Rhode Island should insure that the investigation of all complaints from the public are conducted by a specialized individual or unit of the involved agency within thirty (30) days of its reception. The person or unit should be responsible directly to the Chief Executive or Assistant Chief Executive. The existence or size of this specialized unit should be consistent with the demands of the workload, and this unit should obtain the assistance of prosecuting agencies when necessary.

- 3.8 Every complainant should receive verification that their complaint is being processed with a general description of the complaint process including appeal provisions.
- 3.9 All police agencies should insure that all written commendations and record of adjudicated complaints are brought to the attention of the Chief Executive, the employee's immediate supervisor, and noted in the employee's record.

J.

GOAL 4: EDUCATION OF OFFICER ASSAULTS

TO REDUCE OFFICER ASSAULTS BY A MINIMUM OF TEN (10) PERCENT IN RHODE ISLAND BY 1980 AND AN ADDITIONAL TEN (10) PERCENT BY 1985.

(4.1) POLICE UNDERSTANDING OF THEIR ROLE

Every Rhode Island law enforcement agency immediately should take steps to insure that every officer has an understanding of his role and an awareness of the community where he works.

- 4.2 The procedure for developing policy regarding the police role should involve officers of the basic rank, first line supervisors, and middle managers. Every police employee should receive written policy defining the police task.
- 4.3 Explicit instruction in the police culture and community culture should be provided in all recruit and inservice training.
- 4.4 Middle managers and first line supervisors should receive training in police role and thereafter continually reinforce those principles by example and by direction of those they supervise.

- 4.5 Every law enforcement agency in Rhode Island should identify a department member who will be available to counsel other department members on an ongoing basis concerning the police role and the conflicts inherent in that role.
- 4.6 Methods of routinely evaluating individual officer performance should take into account all activities performed within the context of the defined role.

(4.7) CONFLICT MANAGEMENT

By 1978, specialized training should be available to all law enforcement personnel to develop skills in conflict management and crisis intervention techniques. This training should prepare officers to more effectively respond to:

- a. Family disputes;
 - b. Family crisis;
 - c. Potential suicides;
 - d. Mental health problems;
 - e. Other social problems identified by the police;
- 4.8 The larger police departments in Rhode Island should consider implementing Family Crisis Intervention Teams, comprised of some combination of sworn officers and social workers, to jointly respond to crisis type situations.
 - 4.9 By 1978, all police agencies should keep records of officer assaults per officer. Those officers with a high rate of assaults should receive specialized training in conflict management.

K.

GOAL 5: LAW ENFORCEMENT PLANNING

BY 1978, PLANNING CAPABILITIES FOR LAW ENFORCEMENT SHOULD BE ESTABLISHED, DEVELOPED AND

MAINTAINED AT LOCAL, REGIONAL AND STATE-WIDE LEVELS. IN COORDINATION WITH POLICE CHIEF EXECUTIVES AND OTHER APPROPRIATE PERSONNEL, THESE PLANNING EFFORTS SHOULD:

- a. Identify and document the degree and nature of problems which confront law enforcement in Rhode Island;
- b. Develop strategies to deal with law enforcement concerns at local, regional and state-wide levels;
- c. Assist in obtaining funds for various law enforcement projects that address identified problems;
- d. Assist in the evaluation and implementation of law enforcement projects that address identified problems;

5.1 Every police agency in Rhode Island should develop planning processes which will anticipate short and long term problems and suggest alternative solutions to them. The development and maintenance of planning capabilities should provide for:

- a. The establishment of written policies which set out the specific goals and objectives of the planning effort;
- b. The continuity of the planning process;
- c. The establishment of written qualifications for employees assigned specifically to planning activities;
- d. The use of other agencies, representatives of District Planning Councils or private consultants for planning needs if necessary.

5.2 All large (above fifty (50) personnel) and medium (between twenty (20) and fifty (50) personnel) size police departments should establish separate planning sections

which should report directly to the Chief Executive or his deputy. Planning for law enforcement agencies that employ fewer than twenty (20) personnel should be performed by the Senior Executive or by staff on a part-time basis.

- 5.3 Every police agency should participate in cooperative planning with all other government subdivisions of the jurisdiction when such planning can have an affect on crime, public safety, or efficient police operations.
- 5.4 All law enforcement agencies in Rhode Island should participate in regional planning efforts through the Criminal Justice District Planning Councils in order to formulate regional law enforcement plans and to have input into the plans of other criminal justice agencies in their region.
- 5.5 By 1978, a permanent State Criminal Justice Planning agency should be statutorily established to perform comprehensive planning and coordination of police, courts, corrections and juvenile justice agencies on a state-wide level.

(5.6) POLICE DIVERSION

Every law enforcement agency in Rhode Island, within legal guidelines, should immediately divert from the criminal and juvenile justice systems any individual who comes to the attention of the law, and for whom the purpose of the criminal or juvenile process would be inappropriate, or in whose case other resources would be more effective.

- 5.7 Written policy pertaining to the diversion process shall be established and coordinated with the courts and other appropriate criminal or juvenile justice agencies. These policies should be developed to give law enforcement officers specific guidelines defining the limits of the diversion methods they may employ and insuring that diversion is available to all appropriate offenders on an equal basis.

- 5.8 Every law enforcement agency in Rhode Island should assign one (1) Executive Officer to supervise all diversion decisions and to coordinate all diversion activities between the police department, courts, schools and all potential referral agencies, public and private.
- 5.9 Diversion policies that pertain to the mentally ill, alcoholic or drug addicted offender should be prepared in cooperation with mental health authorities, alcoholic and drug treatment professionals in the courts. These policies should provide for referral of those persons who are in need of professional assistance but are not taken into custody.
- 5.10 These diversion policies should allow for effective alternatives when arrest for some misdemeanor offenses would be inappropriate.

L.

GOAL 6: LAW ENFORCEMENT MANAGEMENT

TO INCREASE THE MANAGEMENT CAPABILITIES OF ALL LAW ENFORCEMENT AGENCIES IN RHODE ISLAND BY:

- A. Insuring adequate fiscal management procedures;
- B. Providing adequate salaries, benefits, and career development incentives to attract qualified sworn personnel;
- C. Increasing manpower capabilities through the use of civilians, where appropriate, and the establishment of reserve officer programs in Rhode Island Police Departments;

- D. Enabling and facilitating the combination and coordination of law enforcement services on a local, regional and state-wide basis;
- E. Providing a more precise definition of the terms, "conditions of employment" and "management prerogative" and establishing other guidelines in order to facilitate the collective negotiation process.

(6.1) COMBINED POLICE SERVICES

The State of Rhode Island and all units of local government should amend local ordinances, charters and State Law in a manner which would enable, but not mandate, law enforcement agencies, with the concurrence of their governing bodies, to jointly participate in the total or partial delivery of police services in whatever manner is deemed desirable, appropriate, and of mutual benefit to the participating agencies.

- 6.2 Interagency agreements for combined police services should not be initiated unless they would:
 - a. Permit reasonable local control and be responsive to local needs;
 - b. Maintain the current level of service at a reduced cost;
 - c. Improve the current level of service either at the same cost or a justified increase cost;
 - d. Provide an additional service at least as effectively and economically as it could be provided by the agency alone.
- 6.3 Police agencies should annually evaluate their staff services in terms of adequacy and cost effectiveness to determine whether or not they would be more effective

if they were combined with or secured from other agencies.

- 6.4 Police agencies should identify those line operations that might be more effective if combined with similar operations of other agencies.
- 6.5 When it has been determined that an interagency agreement, concerning the delivery of police services, would be appropriate, the police chief executives should develop these agreements and submit them to their respective governing bodies for approval.

(6.6) USE OF RESERVE OFFICERS

Every police agency in Rhode Island which maintains a reserve program should insure that:

- a. All reserves are volunteers but are reimbursed for any personal expenses which are incurred;
 - b. The duties, authority, and supervision of reserves are well publicized both within the agency and throughout the community;
 - c. Reserves regularly expected to perform enforcement duties, (e.g. patrol, investigation, crowd control) be required to undergo a formal training program and be granted the same legal authority as regular officers;
 - d. All reserves should be provided with uniforms and nightstick or other appropriate weapons. Reserve uniforms should be distinguished from regular agency uniforms.
- 6.7 Additionally, all reserves should be subject to the following restrictions:
- a. Reserve officers who have not had benefit of a formal training program should not

be permitted to fill positions which routinely require the legal authority or particular expertise of a sworn officer;

- b. All reserves should be fully responsible to the Police Chief Executive Officer, and wholly subject to his authority.

6.8 Reserves should be required to serve a minimum number of hours on a monthly basis in their local agency so as to enable effective manpower planning, and insure continued use of acquired skills.

6.9 All reserves must meet all background and personal qualifications as set forth by department policy, Rhode Island General Law and town or city charter regulations.

(6.10) USE OF CIVILIANS

Every police agency in Rhode Island with at least ten (10) sworn personnel should make greater use of civilian personnel by adhering to the following principles of civilianization:

- a. Any position not requiring the legal authority or particular expertise of a sworn officer should be open to civilians;
- b. All fulltime civilian employees should be included in an adequate career benefit program which includes such essentials as competitive salaries, attractive fringe benefits and fair promotion procedures.
- c. At least some established level of training should be provided to all civilian personnel within the agency. Additionally, inhouse training should be provided on a regular ongoing basis.
- d. Direct entry should be provided for all civilian-filled positions at the administrative level, or which require professional

skills and background not available within the agency and which do not require the authority and expertise of sworn personnel.

- e. Depending upon the nature of the civilian position, law enforcement agencies should be ready to relax the more rigid entry requirements demanded of sworn officers.

(6.11) POLICE SALARIES AND BENEFITS

By 1978, Rhode Island should effect a comprehensive analysis of salaries and retirement plans of local and state law enforcement agencies. This study should be conducted by an ad hoc study commission of the Rhode Island General Assembly with the assistance and involvement of the League of Cities and Towns, the Chiefs of Police Association, the State Police, the Commissioned Officers Association, Police Employee Organizations and the Governor's Justice Commission. Such a study should consider present and future law enforcement salary and retirement trends/practices and offer recommendations for:

- a. The financing of law enforcement salaries where they are found to be inadequate;
- b. The establishment of minimum standards concerning the salaries of police chiefs;
- c. Provision of sound retirement system for all law enforcement personnel;
- d. A continual review and adjustment mechanism for all State supported benefits to law enforcement personnel and/or their families;

(6.12) FISCAL MANAGEMENT AND PLANNING

Every state or local government in Rhode Island should assign responsibility for police agency fiscal management to the Police Chief Executive.

Every Police Chief should;

- a. Use the most effective and appropriate fiscal management techniques available;
 - b. Establish policy and procedures to insure that budgeting is a fundamental part of the management planning process and that the formulation of the budget is closely linked with the establishment and revision of the goals and priorities of the agency;
 - c. Be thoroughly familiar with all means by which the agency can derive all the benefits possible from local funding city-state-federal revenue sharing, grants and the use of bonds;
- 6.13 Every Police Chief Executive should immediately delegate the fiscal management responsibilities that he does not personally perform to appropriately trained personnel:
- a. Every organizational element of the police agency should prepare a draft budget appropriate to its needs.
- 6.14 No police agency should enforce local ordinances for the sole or primary purpose of raising revenue.
- 6.15 Every police agency should use grants under explicit conditions to fund planning and experimentation in all phases of police service. Grants should not be sought to initiate long-range programs unless the jurisdiction will commit itself to continued funding on successful completion of the funded portion of the project subject to the success and cost effectiveness of the project.
- 6.16 State assistance should be made available to all police agencies in Rhode Island for the procurement and administration of grants from Federal and State agencies and private foundations.
- 6.17 Every police agency should use bonds only for purposes as defined by State Law. Bonds should not be used to augment budgets for personnel and operating expenses.

(6.18) LABOR-MANAGEMENT RELATIONS

In accordance with Rhode Island State Law, all police agencies should allow the use of collective negotiations in arriving at terms and conditions of employment for department personnel.

6.19 By 1978, legislation should be enacted on the State and local level concerning the collective negotiation process. This legislation should include:

- a. Insurances that law enforcement policy not be the subject of contract negotiations;
- b. Provisions to allow local jurisdictions to enact specific rules concerning the collective bargaining process;
- c. Provisions to require that police not belong to a union which has non-police members who may become party to labor disputes;

6.20 By 1978, every law enforcement Chief Executive should:

- a. Personally participate or appoint a designee to participate in all collective negotiations involving the law enforcement agency, in order to protect the interests of the community, the law enforcement agency, and all law enforcement employees.
- b. Develop a plan to maintain emergency law enforcement service in the event of a concerted work stoppage.

(6.21) POLICE LABOR-MANAGEMENT TRAINING

By 1978, every law enforcement agency in Rhode Island should provide training to all department personnel concerning all aspects of management employee relations. This training should be jointly designed by management and union representatives and should include:

- a. A general knowledge of the management-employee relations process(es) which should encompass descriptions of the collective

negotiation, binding arbitration and employee grievance procedure;

- b. A description of the nature, function and benefits of all employee organizations affiliated with the department;
- c. Specific instructions to enable every supervisory law enforcement employee to perform his duties under the existing collective negotiation agreement.

6.22 In addition, both police management and labor should separately give instructions to persons who represent their interests in the collective negotiation process.

6.23 All police command personnel should receive training in:

- a. Strategy and tactics of union organizations;
- b. Managerial strategies;
- c. Labor law and legislation;
- d. The implementation of plans to deal with work stoppages or job actions;

(6.24) POLICE UNIONS

Every police employee organization should place in writing the scope of its activities to inform all members of its programs and its representative's activities.

6.25 All police employee organizations should recognize that the preservation of government control over law enforcement policy-making requires that law enforcement policy not be the subject of collective bargaining.

6.26 All police employee organizations should insure that collective action not interfere with the administrator's ability to effectively implement the policies and objectives of the agency.

- 6.27 Every police employee organization should adopt formalized written policies, rules and procedures that will protect the rights of all members and insure that union officials remain responsible to their oath of office.

(6.28) PROMOTION AND ADVANCEMENT

Every police agency in Rhode Island should implement or update personnel practices so as to provide employees with effective and fair promotion systems. All law enforcement agencies should minimally include the following guidelines in administering promotion systems:

- a. Regular step pay increases should be included within every rank and particularly so within the basic (patrol officer) rank;
- b. All law enforcement agencies should attempt to provide or allow for managerial training for their employees;
- c. Every agency should carefully review its promotion system to determine the effectiveness, fairness and relevance of the criteria used. It is recommended that:
 1. Written examinations be carefully reviewed with an eye toward eliminating any materials not directly related to the knowledge or managerial capabilities required to the position being sought;
 2. No more than ten percent (10) of any person's promotional rating should be influenced by seniority, heroism, and/or past military experience (combined);
 3. Eligibility for promotion should never require more than two (2) years experience at the previous level of assignment;

4. Promotions should be based on weighing systems which consider at least three (3) different criteria, which should minimally include a written examination, performance ratings, and evidence of employee self-improvement (i.e. special training, additional education, etc.)

d. All promotions should require a probationary period of no less than six (6) or more than twelve (12) months;

6.29 Law enforcement agencies, where possible, should consider the use of any one or several of the following methods which allow employees to improve their managerial capabilities and, hence, their chances for promotion:

a. Management seminars and/or other training devices;

b. Short internships with other agencies within the criminal justice system (or with private firms from whom an intern could learn management techniques);

c. Temporary role assumption allowing the aspiring officer to temporarily assume a supervisor's position;

d. Academic leaves of absence (this would require a clear written policy);

e. Membership on or leadership of intradepartmental boards or study groups;

f. Rotation of officers among the various departments within the agency, or among the various precincts (if applicable).

6.30 Special criteria or qualifications should be established for officers desiring to assume specialist positions such positions being determined by the Chief Executive Officer of the department.

(6.31) INCENTIVE PROGRAMS

All law enforcement agencies in Rhode Island should establish incentive programs to reward personnel for commendable performance that contributes to more efficient law enforcement service.

- 6.32 Incentive programs should be administered through a fair and impartial evaluation system which should operate under written rules, procedures and guidelines.

M.

GOAL 7: LAW ENFORCEMENT POLICIES
AND PROCEDURES

BY 1978, EVERY POLICE AGENCY IN RHODE ISLAND SHOULD DEVELOP WRITTEN POLICIES, OBJECTIVES, PRIORITIES AND PROCEDURES THAT WOULD DEFINE THE FUNCTION OF THE AGENCY AND THE ROLE OF ALL DEPARTMENT PERSONNEL. THESE SHOULD INCLUDE AN IDENTIFICATION AND DESCRIPTION OF:

- A. The goals, objectives and priorities of the agency and each of its units;
- B. The services to be provided;
- C. The role of the police which would include the limits of the police authority, guidelines for police discretion, and rules and regulations governing the conduct of police personnel;
- D. Those areas of operations in which guidance is needed to direct agency employees toward the attainment of agency goals and objectives;

(7.1) THE POLICE FUNCTION

A definition of the police function should be provided by the Police Chief Executive of the various law enforcement agencies in Rhode Island. In creating this definition, the Police Chief Executive should solicit the involvement and input of police officers at all levels within the agency, members of the community, and elected officials. This definition should acknowledge that the basic function of the police is the maintenance of public order and the control of conduct legislatively defined as crime.

7.2 Any definition of the police function should include the following responsibilities, but it should be realized that these responsibilities can be more effectively carried out with the support, cooperation and involvement of members and institutions within the community.

- a. To identify criminal offenders and criminal activity and, where appropriate, to apprehend offenders and participate in subsequent court proceedings;
- b. To reduce the opportunities for the commission of some crimes through preventive patrol and other measures;
- c. To aid individuals who are in danger of physical harm;
- d. To protect constitutional guarantees;
- e. To facilitate the movement of people and vehicles;
- f. To assist those who cannot care for themselves;
- g. To resolve conflict;
- h. To identify problems that are potentially serious law enforcement or governmental problems;

- i. To contribute to the creation and maintenance of a feeling of security in the community;
- j. To promote and preserve civil order;
- k. To provide other services on an emergency basis;

7.3 The Police Chief Executive should determine if some government services (not essentially police functions) have a relationship to the objectives established by the police agency, determine the budgetary cost of the services, and inform the public of the effect that provision of the service by the police will have on the ability of the agency to continue its present level of enforcement services. If such services do not have a relationship to agency objectives the Police Chief should resist such services becoming a duty of the agency. If the service must be provided by the police agency, it should be placed in perspective with other agency services and considered when priorities are determined.

7.4 The police agency should determine the scope and availability of other government services and develop the department's ability to make effective referrals to those services.

(7.5) RESPONSIBILITY FOR POLICE SERVICES

Every unit of government in Rhode Island should immediately provide twenty-four (24) hour a day law enforcement service to the community it serves by:

- a. Hiring sufficient manpower to provide twenty-four (24) hour service, or
- b. Contracts and/or acceptable written agreements with another agency who has adequate capability to serve the area for all or part of the day.

- 7.6 Every unit of government in Rhode Island that maintains a police department should strive to provide that department with sufficient manpower to adequately perform all police duties and meet the expectations of the community.
- 7.7 By 1979, the State of Rhode Island should comprehensively revise all statewide mutual aid plans for civil disorders, natural disaster, or other unusual occurrences where manpower or material requirements might exceed the response capability of single agencies.
- 7.8 The State of Rhode Island should provide, at no cost, to all police agencies such staff services as laboratory services, information systems, and intelligence and communication systems.
- 7.9 Every Police Chief Executive should establish an organizational structure that will best insure effective and efficient performance of the police functions necessary to fulfill the agency's role within the community.
Every Police Chief Executive:
- a. Should review the agency's organizational structure in conjunction with the annual budget preparation to insure that the organizational structure facilitates the rendering of direct service and assistance to the people by line elements in the most efficient manner possible;
 - b. Should limit support units where possible and continue or establish only those levels of management necessary to provide adequate direction and control;
 - c. Should delegate and define the lines of authority and responsibility;

(7.10) LIMITS OF POLICE AUTHORITY

Police Chief Administrators should give high priority

to the establishment and dissemination to the public and every agency employee written policy acknowledging that police effectiveness depends upon public support, approval and acceptance of police authority. Agency policy should insure that all department personnel are made fully accountable to their police administrator and to the public for their actions.

7.11 Agency policy should acknowledge that:

- a. The limits of police authority are prescribed by Rhode Island Arrest Law and that there can be no situation which justifies extralegal police practices;
- b. There are times when force must be used but no situation justifies the use of unreasonable force;
- c. The public should be informed of any formal procedures established by the agency for the registering of complaints and the offering of suggestions and other input that might contribute in a positive manner to the formulation of policy that would guide the actions of the agency;
- d. Periodic public surveys should be made to elicit evaluations of police services and to determine the law enforcement needs and expectations of the community;

7.12 Internal control over police practice should, insofar as possible be positive, creating inducements to perform properly rather than concentrate solely upon penalizing improper police conduct. Among the ways this can be accomplished are:

- a. Publicly commending excellence in performance. These commendations should be awarded not solely for heroic actions but for achieved excellence in any or all aspects of police work;

- b. Inducements to police officers in terms of status compensation and promotion, on the basis of criteria that are related as directly as possible to the police function and police goals;
- c. Elimination of responsibilities where there is a community expectation that police will "do something" but adequate lawful authority is not provided. Either the needed authority should be given or the police should be relieved of the responsibility;

7.13 All law enforcement agencies in Rhode Island should establish and publish procedures for handling alleged violations of department rules and regulations, consistent with State Law, Chapter 186. These procedures should provide ways and means for the investigating and hearing of complaints and for internal review mechanisms necessary for effective supervision and disciplinary control of department personnel.

7.14 By 1980, every law enforcement agency in Rhode Island should be statutorily required to develop rules, regulations and procedures governing employee conduct, performance and evaluation.

(7.15) ESTABLISHMENT OF GOALS AND OBJECTIVES.

By 1978, every law enforcement agency in Rhode Island should institute departmental procedures for the identification of crime and other conditions and situations which adversely affect public safety and welfare; and should, to every extent possible deploy the full resources of the agency toward the reduction of crime and the alleviation of threats to the public safety and welfare in that jurisdiction.

7.16 In formulating appropriate objectives and priorities the Police Chief Executive should insure that these

objectives and priorities reflect certain principles inherent in a democratic society and necessary to preserve democratic processes. These include:

- a. A recognition that the police have the responsibility for maintaining that degree of public order which is consistent with freedom and which is essential if our diverse society is to be maintained;
- b. Acknowledging that in implementing their varied responsibilities, police must provide maximum opportunity for achieving desired change by freely available, lawful and orderly means;
- c. A realization that in order to maximize the use of the special authority and ability of the police, in the development of goals and objectives, special emphasis should be given to those social and behavioral problems which may require the use of force or the use of special investigative ability which the police possess;

7.17 Both short and long range goals should be established to guide agency function:

- a. Goals and objectives should be consistent with the role of the police, responsive to community needs, reasonably attainable, flexible and measurable where possible;
- b. Police agencies should provide for maximum input both within and outside the agency in the development of its goals and objectives;
- c. Goals and objectives should be published and disseminated to provide uniform direction of

employee efforts and should be annually reviewed in connection with budget preparation;

(7.18) ESTABLISHMENT OF POLICY

The Police Administrator, consistent with legal guidelines, and the policies of the governing body that provides formal authority for the delivery of police services, should have full control over management and policy decisions of the department. Legislators, civil service commissions, and employee associations should not restrict the flexibility or authority that is necessary for effective management and policy development.

7.19 In the development of policy, the Police Administrator has the responsibility to actively seek the advice and suggestions of all agency personnel and all other agencies which are affected by the policies. The Police Administrator should also be conscious of the need to effectively consult a representative cross-section of citizens in the process of policy development.

7.20 Every Police Administrator should promulgate written policy that provides clear direction but does not limit the employee's ability to deal with a wide range of situations. This policy should provide direction and information in at least the following areas:

- a. General goals and objectives of the agency
- b. Administrative matters
- c. Community relations
- d. Public and press relations
- e. Personnel procedures and relations
- f. Personal conduct of employees
- g. Specific law enforcement operations with emphasis on such sensitive areas as the

use of force, the use of lethal and non-lethal weapons and arrest and custody

h. Use of support services

(7.21) INTERNAL DISCIPLINE PROCEDURES

Every police agency in Rhode Island should develop written policies, procedures and rules governing the administration of internal discipline. These policies should be based on essential fairness and should conform to Rhode Island General Laws.

- 7.22 The Chief Executive of every police agency should have ultimate responsibility for the administration of internal discipline and the adjudication of internal discipline complaints, subject only to established appeal provisions.
- 7.23 New police employees should be given copies of written rules for conduct and appearance, including a specific definition of "conduct unbecoming an officer". The procedures and rules governing employee conduct should be incorporated into training programs and promotional examinations.
- 7.24 All police agencies in Rhode Island should develop procedures to insure that all adjudicated department violations are permanently recorded in the employees personnel record and made available to the Chief Executive.
- 7.25 All police agencies should formulate special procedures for conducting investigations of disciplinary violations. Investigative activity should be directly under the Chief Executive and any unit created or delegated to perform this function should be of a size consistent with the demands of the workload.
- 7.26 All personnel assigned to investigating internal disciplinary complaints should be given specific training in this task and should be provided with written investigative procedures. These personnel should also have the assistance of prosecuting agencies available to them during investigations of criminal allegations.

- 7.27 All internal investigations should be completed within thirty (30) days from the date the complaint is made unless the extension is granted by the Chief Executive of the agency. The complainant and the accused employee should be notified of any delay.

(7.28) POLICE DISCRETION

All law enforcement agencies in Rhode Island should acknowledge the existence of a broad range of administrative and operational discretion in law enforcement. Police Chief executives should attempt to structure and control police discretion through administrative rule making in order to increase the accountability and uniformity of law enforcement services.

- 7.29 Police Administrators should give high priority to the formulation of administrative rules governing the exercise of discretion in the areas of selective enforcement, investigative techniques and enforcement methods.
- 7.30 The goals of these policies should be to publicly establish the limits of discretion, provide guidelines for its exercise within those limits, and eliminate discriminatory enforcement of the law.
- 7.31 By 1978, uniform state-wide policies regarding police discretion should be promulgated by the Chief of Police Association as suggested policy to all law enforcement agencies in Rhode Island. In addition, the Chief of Police Association should have direct and continued access to the General Assembly in order to provide advice concerning the practicality of each proposed criminal statute from an enforcement standpoint, and the impact of such proposed statutes on the ability of the police to maintain the existing level of law enforcement services.

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GOAL 8: THE PATROL FUNCTION

TO INSURE THE MAXIMUM UTILIZATION OF LAW ENFORCEMENT PATROL PERSONNEL BY:

- a. Providing or revising department definition, policies, and salary ranges associated with the patrol function to reflect an increased status, a formal recognition and delineation of priorities, and an enhanced range of activities for patrol personnel;
- b. Establishing a plan for the most effective and efficient deployment of patrol officers and services based upon a comprehensive analysis of crime relevant data, jurisdictional needs and agency resources;
- c. Accurately defining the relationship between the patrol function and traffic enforcement activities;

(8.1) ROLE OF THE PATROL OFFICER

Every law enforcement agency in Rhode Island should acknowledge that the patrol officer is the agency's primary element for the delivery of law enforcement services and prevention of criminal activity.

- 8.2 Based upon this recognition, every law enforcement Chief Executive should continually seek to provide additional status, recognition and a competitive salary range for the patrol officer.
- 8.3 Every law enforcement agency should adopt policies and procedures that allow the patrol officer to conduct the complete investigation of crimes which do not require extensive followup investigation and allow them to close the investigations of those crimes.
- 8.4 Every law enforcement executive should insure maximum efficiency in the delivery of patrol services by establishing written policy concerning the objectives and priorities governing these services.
This policy:
 - a. Should insure that resources are concentrated on fundamental law enforcement duties;
 - b. Should insure that patrol duties are related to the law enforcement function;

- c. Should require immediate response to incidents where there is an immediate threat to the safety of an individual, a crime in progress, or a crime committed and the apprehension of the suspected offender is likely;
- d. Should emphasize the need for preventive patrol to reduce the opportunity to commit crime;
- e. Should provide a procedure for accepting reports of criminal incidents not requiring a field investigation. These incidents should be of a minor nature in which, in the judgement of supervisory personnel, and consistent with department policy a field investigation would not increase the likelihood of apprehension of the offender or increase citizens satisfaction with the delivery of law enforcement services.

(8.5) DEPLOYMENT OF PATROL OFFICER

Every law enforcement agency in Rhode Island should establish a system for the collection and analysis of patrol deployment data according to area and time:

- a. A census tract, reporting areas, or consistent local grid system should be developed to determine geographical distribution of crime and calls for service;
- b. Records should be kept concerning the seasonal, daily and hourly variations in reported crimes;
- c. The District Planning Councils should by 1978 recommend a uniform geographic reporting system to all law enforcement agencies in their districts and assist in such implementation;

- 8.6 Based upon this data, every law enforcement agency should establish procedures for the implementation, operation and periodic evaluation and review of the agency's deployment system. The allocation system should facilitate agency efforts to:
- a. Deter crime
 - b. Increase criminal apprehensions
 - c. Minimize response time to calls for services
 - d. Equalize patrol personnel workloads
- 8.7 The deployment system should also provide for the allocation of personnel to:
- a. Divisions or precincts in those agencies which are geographically decentralized
 - b. Shifts
 - c. Days of the week
 - d. Beats
 - e. Fixed post and relief assignments
 - f. Seasonal variations in manpower needs
- 8.8 Every law enforcement agency in Rhode Island should conduct research into the team policing concept to determine its value to the agency and should experiment with other patrol techniques that might be of value to the agency.
- 8.9 All law enforcement agencies in Rhode Island shall maintain traffic operations which shall insure:
- a. The enforcement of state and local traffic laws and ordinances;
 - b. Readily available and adequate traffic accident management;

- c. Police assistance in appropriate judicial proceedings relative to traffic offenses;
- 8.10 These duties should be viewed as a fundamental responsibility of all uniformed officers and related material should be included in the basic training curriculum of all law enforcement personnel.
 - 8.11 Traffic direction, control and flow, whenever possible, should be managed through the use of electronic devices or appropriate road signs. When this is not feasible, because of special circumstances or events, the police agency should strongly consider the use of non-sworn employees or volunteer personnel to perform these functions and to issue violation certificates for minor traffic or parking offenses.
 - 8.12 The Division of Highway Safety of the State of Rhode Island should prepare and disseminate literature, develop training programs, sponsor seminars and provide funding for highway safety management and related offenses.
 - 8.13 Every police agency in Rhode Island should employ, when necessary, specialized equipment, operated by specially trained personnel, to implement effective traffic programs.
 - 8.14 The following criteria should be employed by all police departments in Rhode Island to determine the need for a specialized traffic bureau.
 - a. The comparative accident death rate between the jurisdiction and the state or national average
 - b. Traffic volume and congestion
 - c. Accident rates
 - d. Violation frequency
 - 8.15 All state and local traffic laws or ordinances should be directly related to the maintenance of highway safety.

- 8.16 Every law enforcement agency in Rhode Island should monthly analyze data concerning accident rates and man-hours expended on traffic enforcement to determine at which point continued enforcement measures will no longer reduce the accident rate while lessened efforts will show a continued increase in vehicular crashes.

0. GOAL 9: JUVENILE OPERATIONS.

TO ENHANCE THE CAPABILITY OF LAW ENFORCEMENT AGENCIES IN RHODE ISLAND TO:

- A. Prevent juvenile crime, apprehend juvenile offenders and provide alternatives to adjudication based upon rational and uniform criteria;
 - B. Increase cooperative interaction with other elements of the Juvenile Justice System in order to develop a State-wide coordinated effort to address the problems of juvenile delinquency.
 - C. Insure that juvenile detention procedures strictly adhere to State law and Federal statute.
- 9.1 Every police agency in the State of Rhode Island should develop special procedures and alternatives for the disposition of juvenile cases. These procedures and alternatives shall be consistent with a Federal statute, Rhode Island State law and the policies of Rhode Island Family Court and department policy.
- 9.2 Police alternatives for the disposition of juvenile

cases should at least include:

- a. Letters to parents or guardians of juveniles informing them of the incident or situation in which the juvenile was involved. The police department should retain carbon copies of this correspondence;
- b. Release of juvenile to parents. In these cases, a contact record should be maintained by the police department;
- c. Referral of juvenile to an appropriate social service agency. In situations where it is felt that the family environment is a major contributing factor to the delinquent behavior, the police should also bring the case to the attention of child welfare;
 1. The police department should refer juveniles to only those social service agencies who agree to submit periodic progress reports to the police department regarding the status of each case referred to them by the department;
- d. Referral of juvenile to Family Court;
 1. Upon referral to Family Court, the police department should provide the Family Court Intake Unit with all available data concerning the juvenile's previous contacts with the police;

9.3 Juvenile disposition decisions should be based upon the following criteria:

- a. Previous records and nature of previous offenses
- b. Nature of present charges(s)
- c. Attitude of individual regarding his/her

involvement in criminal activities

- d. Attitude of family and family environment
 - e. An evaluation of the circumstances associated with the offense
 - f. Availability of appropriate social services
 - g. Willingness of juvenile to participate in diversionary programs
- 9.4 All juveniles involved in felonious activities should be referred to Family Court.
- 9.5 All juveniles detained by a police department, for any period of time, shall be housed in a facility which precludes physical-verbal or visual contact with adult offenders.
- 9.6 By 1978, all local police agencies should establish separate juvenile bureaus where possible, or establish juvenile capabilities on a regional level to the extent necessary to implement the preceding standards.
- 9.7 All local police departments should initiate and/or participate in juvenile delinquency prevention programs.
- 9.8 All juveniles who come to the attention of the police because of possible involvement in felonies and high misdemeanors should be properly identified by photographs and fingerprints:
- a. Separate files will be kept for juvenile records. These files should be locked and secure from public inspection;
 - b. Release of these records shall adhere to guidelines established by Federal and State law;

(9.9) JUVENILE BUREAUS

The juvenile bureaus of all law enforcement agencies in Rhode Island under the supervision of the Chief of Police and in cooperation with other departmental units should be involved in the investigation of all crimes known to involve juveniles, the apprehension and interrogation of juvenile offenders, and decisions relative to the disposition of juvenile cases:

- a. All juvenile bureau activities in these areas must conform to Federal statute, Rhode State law, department policy and the policies of Rhode Island Family Court

9.10 All juvenile bureaus in the State of Rhode Island should coordinate their activities with schools, social service agencies, recreational programs, and all available community resources in an effort to deter and prevent juvenile crime.

9.11 The juvenile bureau should serve as the respository for all department information relating to juvenile cases. This information should include the following types of data:

- a. Name, address, age, race, sex for all juvenile contacts;
- b. Name, age, race, sex, photo and fingerprints of victim if appropriate;
- c. Nature of offense, time, date and place where it occurred;
- d. Special or unusual circumstances or conditions associated with the offense, the offender or the victim.
- e. Family situation and environment if available and appropriate;
- f. Disposition of case and rationale for disposition decision;

- 9.12 The director of the juvenile bureau should be responsible for furnishing data on all juvenile cases handled by the bureau to the Uniform Crime Report Division of the Rhode Island State Police.
- 9.13 The use and release of juvenile data must adhere to legal guidelines established by Rhode Island State Law and Federal statute.
- 9.14 By 1978, sworn personnel assigned to juvenile bureaus should have extensive experience in patrol and investigation and should have a demonstrated concern for the problems of the young. In addition these personnel should receive specialized training in the following areas:
 - a. Child and adolescent psychology
 - b. Sociology of the family
 - c. Human development
 - d. Counselling techniques
- 9.15 By 1978, a training program should be developed by the Police Officers' Commission on Standards and Training and the Family Court for juvenile officers throughout the State.
- 9.16 All detention facilities maintained by law enforcement agencies in Rhode Island must provide for the separation of male and female detainees as well as separate detention facilities for juveniles.
- 9.17 Detention procedures must conform to local ordinances, State and Federal statutes, and department policy.
- 9.18 Local detention units must minimally provide safe, secure and clean facilities for each individual detained. These facilities should include:
 - a. Sleeping accommodations

- b. Adequate lighting and heat and readily available toilet facilities
 - c. Three (3) meals a day for each twenty-four (24) hour period.
- 9.19 All police departments in Rhode Island should not utilize the Adult Correctional Institution as a holding unit without first obtaining an order from the appropriate court or judicial proceeding.
- 9.20 All police agencies in Rhode Island should provide adequate supervision to insure the safety and well being of all individuals in the agencies' custody.
- 9.21 By 1977, the Governor's Justice Commission should develop a monitoring plan for local detention facilities and attempt to insure cooperation of local communities in implementing the plan.

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GOAL 10: SPECIALIZED CAPABILITIES

TO INSURE THAT OPTIMAL LEVEL OF GENERAL OR SPECIAL INVESTIGATIVE CAPABILITIES ARE MAINTAINED BY, OR PROVIDED TO ALL STATE AND LOCAL POLICE AGENCIES, AND THAT LEGAL COUNSEL IS READILY AVAILABLE TO PROVIDE GUIDANCE TO THESE AND OTHER POLICE OPERATIONS.

(10.1) CRIMINAL INVESTIGATIONS

The State of Rhode Island should continue to assure the provision of properly trained and equipped intelligence, investigative and evidence technicians, to respond to requests from any local law enforcement agency from assistance in the investigation of crimes or other problems necessitating these specialized resources not otherwise available to the agency.

- 10.2 By 1978, the State of Rhode Island should publish and distribute to local agencies a list and description of specialized services available and the procedures for obtaining these services.
- 10.3 Every law enforcement agency in Rhode Island should establish investigative priorities to insure that investigation efforts are efficient and goal-oriented. These priorities should be established to:
 - a. The seriousness of the crime
 - b. How recently it was reported
 - c. The amount of information available
 - d. Agency resources and community attitudes
- 10.4 In all but the most serious or complex cases, the patrol officer should conduct detailed preliminary investigations and should seek additional assistance when equipment or skills not in the officer's possession are needed.
- 10.5 Quality control procedures should be established in every agency to insure that every crime receives the investigation it warrants. These procedures should include:
 - a. Progress reports on each case be submitted periodically and command approval given to the continuance of any investigation past thirty (30) days;
 - b. Constant review and inspection of individual, unit and team activities;
 - c. Individual, team and unit performance measures based at least on arrest and disposition data including crime cleared, property recovered and case load.

- 10.6 All law enforcement agencies in Rhode Island should continue to insure that all information concerning every case is systematically prepared and reviewed before it is presented to the prosecutor. This information should contain copies of the incident reports, identification and laboratory reports and other pertinent information.
- 10.7 Criminal investigation operations should be coordinated with other operations within the law enforcement agency. Clearly defined procedures should be developed to facilitate the exchange of relevant information between investigations, other specialists and patrol officers. These procedures should include:
- a. Regular meetings among command staff
 - b. Inservice briefing sessions concerning specific crime problems
 - c. Role information exchange
- 10.8 Specialized training in dealing with victims of sex crimes should be provided to any personnel who are delegated the responsibility to investigate these cases.

(10.9) UNIFORM CRIME REPORTING

The State of Rhode Island shall maintain a Uniform Crime Reporting System which conforms to Federal law, the standards, guideline definitions and the information requirements established by the Federal Bureau of Investigation.

- 10.10 The Rhode Island State Police Organization shall coordinate and maintain an effective mandatory state-wide program which incorporates acceptable quality control procedures.

- 10.11 By 1978, the Rhode Island State Police shall have adequate field staff assigned to assist local units, as needed in record practices and crime reporting procedures. In addition, the State Police should sponsor workshops and seminars in Uniform Crime Reporting procedures when they are deemed necessary.
- 10.12 The State Police Agency must furnish all of the data regularly collected to the Federal Bureau of Investigation in the form of duplicate reports, computer print-outs and/or magnetic tape.
- 10.13 The Federal Bureau of Investigation should furnish, upon request, training programs within the State of Rhode Island with respect to crime reporting procedures.
- 10.14 By 1978, the Rhode Island State Police should establish a central repository for all State Police records and information and maintain regional capabilities.

(10.15) VICE OPERATIONS

Every Rhode Island law enforcement agency should have written policies governing vice investigations which:

- a. Reflect existing statutes, community attitude toward the vice crime, severity of the local problem and its effect on other crime problems;
 - b. Indicate that patrol officers are responsible for taking action against vice crime;
- 10.16 Every Rhode Island law enforcement agency should have a vice investigation capability compatible with the needs of the community.
 - 10.17 Vice investigation specialists should maintain close liaison with other departmental divisions and agencies and should be adequately equipped and funded.

- 10.18 The law enforcement Chief Executive (or his designee) should maintain control over vice investigations through a structural reporting system.
- 10.19 Efforts should be made to improve the accuracy of crime statistics associated with vice problems.

(10.20) INTELLIGENCE

All agencies should realize that intelligence in the law enforcement sense is basically awareness. Awareness of community conditions, potential problems and criminal activity past, present and possible is vital to the effective operation of law enforcement agencies and the continued community safety and security.

- 10.21 Intelligence should be carefully guarded. Above all, every individual's right to privacy must be protected. Specific safeguards should be built into the intelligence system to prevent any information from being disseminated to unauthorized persons or to any person for uses not consistent with the role of the law enforcement agencies maintaining or participating in the system.
- 10.22 The deployment of intelligence operations should be determined by the activities that present a threat to the community. Operations may be concentrated on organized criminal activity or other groups that are violence-oriented or inclined toward activity that unlawfully disrupts the community and its citizens.
- 10.23 The Attorney General's office and the State Police should continue to maintain, refine and provide intelligence capabilities to all local police agencies on an as-needed basis.
- 10.24 To provide comprehensive intelligence systems, a state-wide system for gathering information and disseminating intelligence of this system is dependent upon the active participation of all local law enforcement.

(10.25) NARCOTICS

Basic narcotic investigation procedures should be a part of basic recruit training in all law enforcement training programs in Rhode Island.

- 10.26 Law enforcement agencies should cooperate with and where necessary, sponsor drug education and awareness programs for the public.
- 10.27 The State of Rhode Island should continue to maintain specialized narcotic investigative capabilities and drug identification services which are readily available to all law enforcement agencies in the State.
- 10.28 Every law enforcement agency in Rhode Island should maintain Drug Law Arrest data and data concerning all drug related crimes. This information should be periodically forwarded to the Uniform Crime Reporting Division of the State Police.
- 10.29 Narcotic investigation reporting procedures should adhere to the same guidelines established for general criminal investigation.
- 10.30 Every police agency should provide narcotic operations with special funds and specialized equipment and devices which may be necessary to conduct effective narcotic and drug investigations.
- 10.31 Narcotic investigations should maintain close liaison with other departmental divisions.
- 10.32 Every police agency should institute close security and control measures to safeguard all drugs that come into agency custody and insure that these drugs are destroyed as soon as they are no longer needed for evidence. Destruction of drugs should adhere to guidelines established by Rhode Island General Law 21-28-44.

(10.33) LEGAL ASSISTANCE

Every law enforcement agency in Rhode Island should immediately acquire the legal assistance necessary to

insure the legality of agency policies and procedures.

- 10.34 All available state and local legal resources should be utilized to their fullest extent by police departments. If it is necessary to obtain legal assistance supplemental to these sources, a law enforcement legal advisor should be employed.
- 10.35 All law enforcement officers who have obtained a law degree and passed the Bar Examination should be encouraged to practice law in the State of Rhode Island.
- 10.36 Guidelines relative to a police-legal advisor or unit should be established by all appropriate law enforcement agencies. These guidelines should:
 - a. Require that the legal advisor be a qualified attorney who has been admitted to the Rhode Island Bar;
 - b. Require that the legal advisor, if employed by one agency, be directly responsible to the Chief of Police and provide legal counsel in all phases of administration planning, training, labor relations, policy development, and grant development.
- 10.37 All law enforcement agencies employing a legal advisor should mandate that he/she not represent defendants bringing a claim against a governmental agency he/she represents in criminal actions in that city/town where said charges have been filed, and that he/she not conduct private business in an office located in a police station.
- 10.38 The Attorney General's office should continue to provide training to appropriate law enforcement personnel in the use of the information charging system, and should continue to advise all law enforcement personnel regarding the impact of legislation and court decisions on police operational procedures.

10.39 To insure the basic legal compliance of police practices and procedures, all law enforcement personnel should be advised and guided by the guidelines established by the Attorney General's office and published in the Law Enforcement Officer's Official Manual.

- a. This manual should be revised on an annual basis and appropriate law enforcement personnel should be involved in the revision process;

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GOAL 11: PLANNING FOR SPECIALIZED
CAPABILITIES

TO IMPROVE THE EFFECTIVENESS OF LAW ENFORCEMENT IN RHODE ISLAND THROUGH THE ESTABLISHMENT OR ELIMINATION OF SPECIALIZED OPERATIONS, OF A PERMANENT OR AD HOC NATURE, BASED ON A COMPREHENSIVE ANALYSIS OF AGENCY AND COMMUNITY NEEDS, CRIME DATA AND AVAILABLE RESOURCES.

(11.1) SELECTION FOR SPECIALIZED ASSIGNMENT

Selection for specialized assignment in all law enforcement agencies in Rhode Island should be based upon criteria which should at least include:

- a. Length and diversity of experience
- b. Formal education
- c. Completion of specialized training
- d. Specialized skills, knowledge and experience

11.2 Any position for specialized assignment should be advertised within the department for at least two (2) weeks before the position is to be filled. These announcements should include:

- a. The minimum requirements for the position;
 - b. The specialized skills or other attributes required by the position;
- 11.3 Command personnel within the specialty should interview every candidate for a specialist position and advise the Chief as to their preferences.
- 11.4 The final selection for specialized assignments should be made by the Chief of Police. The Chief's alternatives should not be limited by contractual mandates or external pressures.
- 11.5 Every police agency should require a six (6) month probationary period in any specialist position before regular assignment to that position.

(11.6) SPECIALIZED BUREAUS

All law enforcement agencies in Rhode Island should use patrol officers whenever possible to perform various police functions before establishing any specialized component. If it is decided that a specialized bureau is absolutely necessary to maintain or improve the delivery of police services, the following criteria should be utilized in the planning, implementation and administration of any organizational or functional specialization:

- a. Comprehensive analysis of needs and precise definition of problem;
- b. Review of present related activities;
- c. Identification and analysis of possible alternatives;
- d. Determination of most appropriate alternatives;
- e. Effect of unit on departmental productivity;

- f. Cost effectiveness of proposed unit relevant to available fiscal resources;
- g. Determination of unit goals from both a quantitative and qualitative basis;

11.7 All law enforcement agencies special operations should initially be monitored semi-annually and thereafter formally evaluated annually based upon the following criteria:

- a. The extent to which original goals and objectives are being met;
- b. Continuance of cost effectiveness relative to previous operations and/or possible alternatives;
- c. Continuance of maximum productivity relative to previous operations and/or possible alternatives;
- d. Internal and external acceptance and support of the operation (i.e., personal attitudes and participation, community support or lack of support, favorable or adverse publicity, etc.)
- e. An analysis of the current status of the problem which the unit was created to address;

(11.8) TACTICAL FORCES

Utilization of tactical forces should be based on current or expected crime activity and should be deployed only when the regular patrol force is not adequate to be effective against the problem.

- 11.9 The numerical strength of the Task Force and the nature and scope of Task Force activities should be determined by identified agency needs and documented local problems.
- 11.10 All members of tactical forces shall be sworn officers who are subject to all department rules, regulations and procedures and their activities must conform to State, local and Federal law.
- 11.11 Tactical forces should be equipped as defined by department policy.

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GOAL 12: REGULATION OF PRIVATE SECURITY

TO ESTABLISH A CENTRALIZED REGULATORY BODY,
REPRESENTATIVE OF BOTH THE PRIVATE AND PUBLIC
SECTORS FOR THE PURPOSE OF GOVERNING THE PRIVATE
SECURITY INDUSTRY IN THE STATE OF RHODE
ISLAND BY:

- a. Promulgating necessary rules and regulations;
- b. Establishing sanctions necessary to properly enforce the policies of the regulating body;

(12.1) RHODE ISLAND REGULATORY COMMISSION
ON PRIVATE SECURITY

The State of Rhode Island should establish a Regulatory Commission which will be responsible for regulation of private security services and functions within the State.

- 12.2 The Regulatory Commission should be granted by the State the powers to:
- a. Establish criteria for licensing individual personnel as well as the various agencies in all levels of the private security industry including but not limited to investigatory agencies and security agencies;
 - b. Establish registration fees;
 - c. Establish a hearing and appeals procedure;
 - d. Enforce specific laws in the area of private security and consumer protection;
 - e. Have full investigative powers;
 - f. Have access to criminal record information in order to screen individual applicants seeking employment with a licensed private security firm. The findings of the Regulatory Commission should be conveyed to the firm requesting the initial screening within a period of fourteen (14) days;
 - g. Make recommendations for legislative change;
- 12.3 The Regulatory Commission should have sufficient personnel to exercise its responsibility.
- 12.4 The Regulatory Commission should establish criteria that will ensure reciprocity among neighboring states.

(12.5) RHODE ISLAND REGULATORY COMMISSION ON
PRIVATE SECURITY- MEMBERSHIP

The Regulatory Commission shall consist of eleven (11) members who shall be appointed from the following areas:

- a. One (1) individual from the private security sector who shall be of the management or supervisory level;

One (1) individual from the private security sector who shall be a designated field service level representative (i.e. guard/detective). This representative shall have at a minimum, five (5) years of fulltime service in the private security industry within the State of Rhode Island;

The management or supervisory level personnel representative and the field service level personnel shall not be employed by the same private security firm;

- b. One (1) individual from the insurance industry who shall be a qualified bondsman or underwriter;
- c. One (1) individual from the municipal police service who shall be a member of the Rhode Island Police Chief's Association;
- d. Three (3) individuals from the general public who shall be consumers of private security services and/or respected members of the citizenry.

12.6 The Attorney General shall serve as an ex-officio member of the Regulatory Commission.

The majority leaders in the Senate and the House of Representatives shall appoint two (2) members, one (1) from each of their respective legislative branches to serve on the Regulatory Commission. These representatives shall be (re) appointed as the majority leaders deem it necessary.

12.7 All members of the Regulatory Commission with the exception of the Attorney General and the members of the legislature shall be appointed by the Governor.

12.8 The members of the Regulatory Commission shall serve terms of one (1), two (2) and three (3) years respectively in order that approximately one third (1/3) of the membership be appointed annually.

(12.9) RHODE ISLAND REGULATORY COMMISSION ON PRIVATE SECURITY HEARING PROCEDURE

The Rhode Island Regulatory Commission on private security should establish a hearing procedure for consideration and resolution of the complaints of applicants, licensees, registrants, consumers, and the public.

12.10 The Rhode Island Regulatory Commission on private security should be granted the authority to require the appearance of witnesses and procure documents necessary for the preservation of fairness and equity during the hearing procedure.

S. GOAL 13: LICENSING OF PRIVATE SECURITY BUSINESSES

TO ENSURE THAT CONSUMERS OF PRIVATE SECURITY SERVICES RECEIVE THE SERVICES THEY PAY FOR AND THAT SUCH SERVICES ARE DELIVERED IN A PROFESSIONAL MANNER BY:

- a. Developing and maintaining a screening process to eliminate non-professional private security firms;
- b. Granting the right or privilege to engage in private security services to those firms which are qualified;

- c. Establishing sanctions necessary to deal with any violation(s) of recognized licensing requirements;

13.1 All individuals and other legal entities conducting business in the private security industry must be duly licensed by the Rhode Island Regulatory Commission on Private Security given that one (1) or more of the following services are provided the private and/or public sectors:

- a. Guard or patrol services including the utilization of animals to satisfy the security needs of a client;
- b. Investigative services including but not limited to those services provided by private detectives;
- c. Detection of deception services for the benefit of other;
- d. Secured transportation and protection of valuables from one place to another under armed guard;

13.2 Any private business entity employing its own security department whose general purpose is the protection and security of their own property, employees, and grounds need not be licensed.

13.3 All personnel employed by any private business entity in the private security industry must be registered with the Rhode Island Regulatory Commission on Private Security.

(13.4) APPLICATIONS

The Rhode Island Regulatory Commission on Private Security shall make a determination with regard to the licensing of an individual or legal entity based upon

the view of the Regulatory Commission as to the ethics and competency demonstrated by the applicant and the subsequent decision regarding the applicant's ability to deliver responsible services to the citizenry of Rhode Island. The application needed to initiate the review process should include at a minimum:

- a. The full name and business address of the person or legal entity applying;
- b. The name under which the applicant intends to do business;
- c. A statement as to the general nature of the business in which the applicant intends to engage;
- d. The full name, residence address and two (2) classifiable sets of fingerprints of the following;
 1. The applicant if applying as an individual
 2. The qualifying agent and resident managers of each office within the State of Rhode Island, if the applicant is a corporation or partnership
 3. Each shareholder owning a ten (10) percent or greater interest in the applicant agency and each director (when the corporation is not listed on a National Securities Exchange or registered under Section 12 of the Securities and Exchange Act of 1934 as amended)
 4. The Regulatory Commission has the authority to exempt any person or persons that may be alluded to in Section (e) as the membership deems appropriate. A request for exemption under Section (e) must be

- submitted in writing to the Regulatory Commission by the Chief Executive of the private security firm or the Senior Executive in charge of security
- e. A verified statement of the qualifying agent's experience, qualifications;
 - f. A verified statement as to the applicant's compliance with the standard on bonding and insurance;

(13.5) QUALIFYING AGENT

Application for licensing of an individual or other legal entity in the private security industry as described in the standard regarding licensing of security businesses shall also be dependent upon the ability of the applicant to identify an individual to act as a qualifying agent. A qualifying agent must satisfy and adhere to all requirements outlined in the section titled: Registration of Private Security Personnel: Qualifying Agent.

(13.6) BONDING AND INSURANCE

When appropriate, due to the nature of the work, the applicant should file a surety bond and proof of public liability insurance with the Regulatory Commission before a license is issued.

- 13.7 The minimum dollar value(s) of the surety bond and applicable public liability insurance shall be fixed by the Regulatory Commission.

(13.8) LICENSES: NOTIFICATION OF CHANGE IN STATUS;
RENEWAL; DISPLAY; DENIAL; REVOCATION;
AND SUSPENSION

Any changes in the status of the license granted an individual or legal entity with regard to the requirements as stated in the license application shall be

conveyed to the Regulatory Commission within a period of fourteen (14) days.

- 13.9 Any license granted by the Rhode Island Regulatory Commission on Private Security shall be renewed annually.
- 13.10 Any license granted by the Rhode Island Regulatory Commission on Private Security shall be displayed in public view in the principal place of the licensee's business. Copies of the license certificate should also be displayed in each branch office of the licensee.
- 13.11 A license may be denied, revoked or suspended if the licensee, its qualifying agent, resident manager or any officer, director or shareholder owning a ten (10) percent or greater interest in the business of the licensee does one (1) or more of the following:
 - a. Violates any provisions of the regulatory act or of the rules and regulations promulgated under the act;
 - b. Commits any act resulting in the conviction of a felony or a crime involving moral turpitude, where such a conviction reflects unfavorably on fitness to engage in a security or investigative service business;
 - c. Practices fraud, deceit or misrepresentation;
 - d. Makes a material misstatement in the application for the issuance or renewal of the license and/or;
 - d. Demonstrates incompetence or untrustworthiness in actions affecting the conduct of the security or investigative services business;

T. GOAL 14: REGISTRATION OF PRIVATE SECURITY PERSONNEL

TO IMPROVE THE CALIBER, PUBLIC IMAGE, AND OVERALL PERFORMANCE OF PRIVATE SECURITY PERSONNEL BY:

- A. Creating specialized classifications within specific areas of private security activities in order to promote professional growth;
- B. Developing and monitoring a more stringent screening process by delineating minimum qualification requirements within each classification.

(14.1) REGISTRATION OF PRIVATE SECURITY PERSONNEL: CLASS I

Every individual employed by a private security firm in a Class II capacity, more specifically in a guard/watchman or courier capacity, and duly registered with the Regulatory Commission in such a capacity should have the option of obtaining a Class I registration certificate. Such a certificate is dependent upon completion of one year's inservice training at a Class II level and compliance with all requirements for Class I registration.

14.2 Every individual seeking employment in a Class I capacity shall meet the following minimum qualifications:

- a. Be at least nineteen (19) years of age;
- b. Be morally responsible in the view of the Regulatory Commission; and
- c. Serve at least one (1) year at Class II classification. A verified statement from the applicant's employer(s) during one (1) year period is mandatory.

14.3 Every individual seeking employment in a Class I capacity shall be required to pass a written examination. Such an examination shall be developed by the Regulatory Commission and administered by the employer. The written examination shall include questions pertaining to fire emergency procedure, standard first aid, and personal safety, and cardio-pulmonary resuscitation. Certification by a recognized agent as determined by the Regulatory Commission is mandatory for the latter two aforementioned areas. Such certification shall be maintained every three years.

- 14.4 Every individual seeking employment in a Class I capacity shall be required to pay a nominal registration fee as set forth by the Regulatory Commission and payable to the Regulatory Commission. Such a fee should not exceed the total administrative costs incurred for the complete processing of the individual applicant's examination and subsequent certification. Such a fee is not refundable.
- 14.5 Every employer, upon completion of the written examination by the applicant, should notify the Regulatory Commission within a period of seven (7) days regarding the applicant's score and status. Provided the applicant has met the qualifications prescribed in section two (2), successfully completed the written examination, and paid the necessary fee, the Regulatory Commission should issue a temporary registration certificate enabling the employee to perform the functions of a Class I and/or Class II registrant. A permanent registration certificate should be issued by the Regulatory Commission within a period of thirty (30) days of the date of issuance of the temporary registration.
- 14.6 Every individual employer shall maintain a permanent employee file. Such a file shall include the applicant's examinations and scores. This file shall be made accessible to the Regulatory Commission upon demand.
- 14.7 The Rhode Island Regulatory Commission on Private Security should maintain a file containing all applications for registration in a Class I capacity. This file should also include written statements serving as official notification to the Regulatory Commission as to the individual applicant's successful completion of the Class I written examination. Such written statements should be signed by the chief executive officer of the private security firm, or the senior executive in charge of security. The Regulatory Commission file should also include a classifiable set of fingerprints and a photograph of the Class I registrant.

(14.8) REGISTRATION OF PRIVATE SECURITY PERSONNEL: CLASS II

Every individual employed by a private security firm to perform the functions of a guard/watchman or courier in an unarmed capacity shall be registered with the Rhode Island Regulatory Commission on Private Security and duly certified by the Regulatory Commission as capable of performing the functions of a Class II registrant.

- 14.9 Every individual seeking employment in a Class II capacity shall meet the following minimum qualifications:
- a. Be at least eighteen (18) years of age; and
 - b. Be morally responsible in the view of the Regulatory Commission.

- 14.10 Every individual seeking employment in a Class II capacity shall be required to pass a written examination. Such an examination shall be developed by the Regulatory Commission and administered by the prospective employer. The written examination shall focus upon Rhode Island Arrest Law and arrest procedure. It should be the responsibility of the employer to properly prepare the applicant for the written examination.
- 14.11 Every individual seeking employment in a Class II capacity shall be required to pay a nominal registration fee as set forth by the Regulatory Commission, and payable to the Regulatory Commission. Such a fee should not exceed the total administrative costs incurred for the complete processing of the individual applicant's examination and subsequent certification. Such a fee is not refundable.
- 14.12 Every employer upon completion of the written examination by the applicant should notify the Regulatory Commission within a period of seven (7) days regarding the applicant's score and employability. Provided the applicant has met the qualifications prescribed in section two (2), and paid the necessary registration fee, the Regulatory Commission should issue a temporary registration certificate enabling the employee to perform Class II (2) functions only. A permanent registration certificate should be issued by the Regulatory Commission within a period of thirty (30) days of the date of issuance of the temporary registration.
- 14.13 Every individual employer shall maintain a permanent employee file. Such a file shall include the applicant's original examination and score. This file shall be made readily accessible to the Regulatory Commission upon demand.
- 14.14 The Rhode Island Regulatory Commission on Private Security should maintain a file containing all applications for registration in a Class II (2) capacity. This file should also include written statements serving as official notification to the Regulatory Commission as to the individual applicant's successful completion of the written examination. Such written statements should be signed by the chief executive officer of the private security firm or the senior executive in charge of security. The Regulatory Commission file should also include a classifiable set of fingerprints and a photograph of the Class II registrant.

(14.15) INVESTIGATOR/DETECTIVE

Every individual employed by a private security firm to perform the functions of an investigator/detective in an unarmed capacity shall be registered with the Rhode Island Regulatory Commission on Private Security and duly certified by the Regulatory Commission as capable of performing the functions of an investigator/detective registrant.

- 14.16 Every individual seeking employment in an investigator/detective capacity shall meet the following minimum qualifications:
- a. Be at least eighteen (18) years of age; and
 - b. Be morally responsible in the view of the Regulatory Commission.
- 14.17 Every individual seeking employment in an investigator/detective capacity shall be required to pass a written examination. Such an examination shall be developed by the Regulatory Commission and administered by the employer. If the investigator/detective is self-employed, the Regulatory Commission shall make arrangements to administer the examination. The written examination shall focus upon basic investigative techniques. It should be the responsibility of the employer or the individual, if self-employed, to properly prepare for the written examination.
- 14.18 Every individual seeking employment in an investigator/detective capacity shall be required to pay a nominal registration fee as set forth by the Regulatory Commission and payable to the Regulatory Commission. Such a fee should not exceed the total administrative costs incurred for the complete processing of the individual applicant's examination and subsequent certification.
- 14.19 Every employer, with the exception of those self-employed investigators/detectives, upon completion of the written examination, should notify the Regulatory Commission within a period of seven (7) days regarding the applicant's score and employability. Provided the applicant has met the qualifications as prescribed in section two (2), successfully completed the written examination, and paid the necessary registration fee, the Regulatory Commission should issue a temporary registration certificate enabling the employee to perform investigator/detective functions only. A permanent registration certificate should be issued by the Regulatory Commission within a period of thirty (30) days of the date of the issuance of the temporary registration.
- 14.20 Every individual employer, with the exception of those self-employed investigators/detectives, shall maintain a permanent employee file. All files on self-employed individuals shall be kept by the Regulatory Commission. Such files should include the applicant's original examination and score. This file, if not maintained by the Regulatory Commission, shall be made readily accessible to the Regulatory Commission upon demand.
- 14.21 The Rhode Island Regulatory Commission on Private Security should maintain a file containing all applications for registration in an investigator/detective capacity. This file should also include written statements serving as official

notification to the Regulatory Commission as to the individual applicant's successful completion of the written examination. Such written statements should be signed by the chief executive officer of the private security firm or the senior executive in charge of security. In the event the investigator/detective is self-employed, formal notification becomes unnecessary. The Regulatory Commission file should also include a classifiable set of fingerprints and a photograph of the investigator/detective registrant.

(14.22) QUALIFYING AGENT

Every individual employed by a private security firm to perform the functions of a qualifying agent in an unarmed capacity shall be registered with the Rhode Island Regulatory Commission on Private Security and duly certified by the Regulatory Commission as capable of performing the functions of a qualifying agent registrant.

14.23 Every individual seeking employment in the capacity of a qualifying agent shall meet the following minimum requirements:

- a. Be at least twenty-three (23) years of age;
- b. Be experienced in the specific area of security for which the license is being sought;
- c. Be qualified to perform the functions of all classifications over which he/she has authority;
- d. Have five (5) years of security experience at least half of which shall have been served at the supervisory level. Educational experience shall be substituted at a rate equal to one year education per 6 months security experience.

14.24 Every individual seeking employment in the capacity of a qualifying agent shall be required to pass a written examination. Such an examination shall be developed and administered by the Regulatory Commission. The written examination shall focus upon security management, physical security, investigations, and legal aspects of security. It is the responsibility of the applicant to properly prepare for the examination under the guidance of the Regulatory Commission.

14.25 Every individual seeking employment in the capacity of a qualifying agent shall be required to pay a nominal registration fee as set forth by the Regulatory Commission, and payable to the Regulatory Commission. Such a fee should not exceed the total administrative costs incurred for the complete processing of the individual applicant's examination and subsequent certification. Such a fee is not refundable.

- 14.26 Provided the applicant has met the qualifications prescribed in section two (2), paid the necessary registration fee, and successfully completed the written examination, the Regulatory Commission should issue a temporary registration certificate enabling the qualifying agent to perform all functions over which he/she has authority, provided those functions are performed while unarmed. A permanent registration certificate should be issued by the Regulatory Commission within a period of thirty (30) days of the date of issuance of the temporary registration.
- 14.27 Every individual employer shall maintain a permanent employee file. Such a file shall include the applicant's original examination and score. The employee file shall be made readily accessible to the Regulatory Commission upon demand.
- 14.28 The Rhode Island Regulatory Commission on Private Security should maintain a file containing all applications for registration in the capacity of a qualifying agent. Such a file should also include a classifiable set of fingerprints and a photograph of the qualifying agent registrant.
- 14.29 Any individual who has successfully completed a national certification program designed for security's management personnel, and duly recognized by the Regulatory Commission, shall be eligible for immediate qualification under the classification of a qualifying agent.

(14.30) ARMED PERSONNEL

Every individual seeking employment in the private security industry in an armed capacity in either Class I, Class II, as an investigator/detective, or as a qualifying agent, shall meet the following requirements:

- a. Be at least twenty-one (21) years of age;
- b. Possess a high school diploma or pass a written equivalency examination. A duly licensed private security firm may request a waiver of exemption regarding this qualification. Such a request shall be made in writing by the chief executive of the private security firm or the senior executive in charge of security.
- c. Be judged mentally competent for performing the functions of the specific classification while armed. Such competency shall be determined by a qualified psychologist who is duly recognized by the Rhode Island Regulatory Commission on Private Security;
- d. Be judged morally responsible in the judgement of the Regulatory Commission; and

- e. Have no felony or misdemeanor convictions that may reflect upon the applicant's ability to perform a security function in an armed capacity.
- 14.31 Every individual seeking employment in the private security industry in an armed capacity, in either Class I, Class II, as an investigator/detective, or as a qualifying agent, shall complete a training program containing a curriculum approved by the Regulatory Commission and offered by a duly noted authorized agent for firearm training, in the State of Rhode Island. These authorized agents include:
- a. The Rhode Island Police Officers' Commission on Standards and Training;
 - b. The range officer of the Rhode Island State Police;
 - c. The range officer of any city or town police department maintaining a regular and continuing firearms training program;
 - d. Pistol instructors certified by the National Rifle Association (NRA) and/or the United States Revolver Association (USRA); and
 - e. Such other qualified person(s) as the Attorney General may designate.
- 14.32 The curriculum contained in the training program should include at a minimum:
- a. Firearms skills training
 - b. Firearms training on an approved combat range facility
 - c. Shoot/Don't Shoot training
 - d. Day/night and inclement weather training
- 14.33 Every individual seeking employment in the private security industry in an armed capacity shall qualify as often as mandated for law enforcement officers by Rhode Island State Law (11-47-17). Such qualification shall take place on a range facility under the aegis of an authorized instructor or rangemaster, as designated in section two (2) of this standard.
- 14.34 Every individual seeking employment in the private security industry in an armed capacity must qualify with a pistol or revolver of a caliber equal to or larger than the one he/she intends to carry.
- 14.35 Provided the individual applicant has met the aforementioned requirements and satisfied the qualification criteria, he/she shall be duly recognized as an individual capable of performing the functions of his/her designated classification while armed. This shall be noted upon the permanent registration certificate.

(14.36) TEMPORARY AND PERMANENT REGISTRATION CERTIFICATES

Pending the issuance of the permanent registration certificate, provisions should be made by the Regulatory Commission as to the issuance of a temporary registration certificate. Such a certificate will allow the applicant to perform the specific job function for which he/she has been registered. Issuance of the temporary registration certificate is dependent upon the applicant's satisfactory completion of the written exam and compliance with all requirements for the specific type of registration being sought.

- 14.37 The temporary registration certificate shall be issued for a maximum of thirty (30) days. The expiration date of the temporary certificate shall be clearly displayed.
- 14.38 Temporary registration certificates shall not be issued to any classification requiring armed status.
- 14.39 The temporary registration certificate shall contain the following information:
- a. The name of the registrant;
 - b. The classification of the registrant;
 - c. Physical description of the registrant, including height, weight, eye and hair color;
 - d. The signature of the registrant;
 - e. The signature of an appropriate member of the Regulatory Commission;
 - f. The expiration date of the registration.
- 14.40 In order to eliminate problems of identification of security personnel to law enforcement personnel, clientele or consumers of private security services and the general public, the Rhode Island Regulatory Commission on Private Security should issue a permanent registration certificate to the applicant within thirty (30) days of satisfactory compliance with the qualification standards for the specific classification desired by the applicant.
- 14.41 The permanent registration certificate shall include, at a minimum:
- a. The name of the registrant;
 - b. The classification of the registrant;
 - c. A photograph of the registrant;
 - d. A classifiable fingerprint of the registrant;

- e. A physical description of the registrant, including height, weight, eye and hair color;
- f. The signature of the registrant;
- g. The signature of an appropriate member of the Regulatory Commission;
- h. The expiration date of the registration.

14.42 The permanent registration certificate shall be displayed in a laminated plastic casing. Removal of the registration from the laminated plastic casing shall void the registration.

(14.43) REGISTRATION OF PRIVATE SECURITY PERSONNEL: RENEWAL, RECLASSIFICATION, SUSPENSION AND REVOCATION, SANCTIONS

Individuals who are registered with the Rhode Island Regulatory Commission on Private Security in an armed capacity shall be required to renew their registrations annually. The renewal date shall coincide with the date on which their firearms permits are renewable.

14.44 Individuals who are registered with the Rhode Island Regulatory Commission on Private Security in a Class I or II capacity, in the capacity of an investigator/detective, or in the capacity of a qualifying agent, provided such classifications are performed while unarmed, shall be required to renew their individual registration certificates every three (3) years. The renewal date shall be three (3) years subsequent to the registrant's birthdate.

14.45 Individual registrants who are duly recognized by the Regulatory Commission as capable of performing the functions of their specific classifications while unarmed must reclassify for renewal of the registration if in the previous three (3) years of service a total of one (1) year's employment was exercised outside the private security area.

14.46 Permanent and temporary registration certificates may be suspended or revoked for good cause, after a hearing when a registrant:

- a. Is convicted of a misdemeanor or felony which reflects unfavorably on his fitness to perform a security function;
- b. Has been formally charged with a criminal offense, the nature of which may make him unable to meet the minimum qualifications of registration;
- c. Fires a weapon without justification;

- d. Engages in conduct detrimental to the public safety or welfare;
- e. No longer meets the requirements of registration for the specified class;
- f. Performs security functions outside those for which the individual is classified.

14.47 Non-registered persons who perform a security function requiring registration shall be subject to criminal penalties. Any person authorizing or permitting a non-registered person to perform a security function requiring registration shall be subject to criminal penalties.

14.48 All individuals who attempt to fraudulently represent themselves, whether utilizing authorized registration certificates or utilizing forgeries of the registration certificates, shall be subject to criminal penalties.

U. GOAL 15: PRIVATE SECURITY INTERACTION WITH LAW ENFORCEMENT

TO INSURE THE EFFICIENCY AND EFFECTIVENESS OF BOTH THE PRIVATE SECURITY INDUSTRY AND PUBLIC LAW ENFORCEMENT BY:

- A. Developing mechanisms to improve working relationships;
- B. Eliminating possible sources of conflict that may serve as barriers to professional interaction.

(15.1) INTERACTION WITH LAW ENFORCEMENT: POLICIES AND PROCEDURES

The Rhode Island Regulatory Commission on Private Security shall develop policies and procedures which shall further coordination and cooperation among law enforcement agencies and the private security industry. Such policies and procedures should address:

- a. The delineation of working roles of law enforcement officers and private security personnel;
- b. The courteous, prompt, and responsible interchange of information such that its dissemination remains consistent with state and federal privacy and security legislation; and
- c. The development of the private security liaison.

(15.2) PRIVATE SECURITY DIRECTORY

The Rhode Island Regulatory Commission on Private Security shall develop a directory of all duly recognized licensees in the State of Rhode Island.

15.3 The private security directory shall include:

- a. The name under which the licensee does business;
- b. The main business address and telephone number of the licensee;
- c. The name of the qualifying agent(s) of the licensee;
- d. A statement regarding the general services afforded clientele by the licensee;
- e. A separate section listing all private security firms exempt from licensing by the Regulatory Commission. Such a section shall include the aforementioned information as specified in subheadings a, b, c, and d;
- f. Any other public information that the Regulatory Commission shall see fit to include.

15.4 The private security directory should be published annually. The directory shall also be maintained between publications through supplements which shall be issued as the Regulatory Commission deems it necessary.

15.5 The private security directory shall be distributed to:

- a. All law enforcement agencies in the State of Rhode Island;
- b. All licensees duly recognized by the Regulatory Commission;
- c. All state and federal governmental agencies;
- d. All public and private libraries in the State of Rhode Island; and
- e. Requesting members of the general public for a fee as set by the Regulatory Commission. Such a fee should not exceed the total administrative costs incurred for the development and distribution of the document.

(15.6) REGULATION AND CONTROL OF MISTAKEN IDENTITY
OF PRIVATE SECURITY PERSONNEL

The Rhode Island Regulatory Commission on Private Security shall establish regulations which shall relieve possible conflicts in differentiating between law enforcement and private security personnel.

15.7 Such regulations shall apply to all licensed private security firms and/or private detective agencies and all individual registrants under the employ of the licensee.

15.8 Such regulations should address:

- a. Uniform style, and color scheme;
- b. Badge/emblem material, color scheme, shape, size, phraseology, and display;
- c. Vehicle color scheme, and phraseology;
- d. Insignia design, color scheme, phraseology and display;
- e. Job title phraseology; and
- f. Any additional area identified by the Regulatory Commission.

15.9 Each qualifying agent shall ensure that the personnel and equipment utilized by their respective licensees are easily distinguishable from public law enforcement personnel and equipment.

(15.10) PRIVATE SECURITY LIAISON OFFICER

Each law enforcement agency in the State of Rhode Island should designate at least one (1) staff officer to serve as a liaison with the private security industry.

15.11 The private security liaison officer should maintain constant communication with the private security components operating within the jurisdiction of his/her agency.

15.12 The private security liaison officer should be familiar with and adhere to the policies and procedures as developed by the Regulatory Commission in cooperation with law enforcement and private security personnel.

(15.13) CONFLICT OF INTEREST

Law enforcement administrators should ensure that secondary employment of public law enforcement personnel in the private security industry does not create a conflict of interest and that public resources are not used for private purposes.

15.14 No law enforcement officer should be a principal or manager of a private security operation where such association creates a conflict of interest.

15.15 Law enforcement officers should be strictly forbidden from performing any private investigatory work.

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V.

GOAL 16: ETHICAL STANDARDS FOR PRIVATE SECURITY

TO ADVANCE THE PROFESSIONALISM OF THE PRIVATE SECURITY INDUSTRY IN RHODE ISLAND BY:

- A. Establishing ethical standards to promote an awareness by employers and employees of their obligations to consumers and society, thereby adding significance to their effective performance and instilling a sense of pride.
- B. Ensuring the protection of individual rights and the elimination of abuses of authority.

(16.1) CODE OF ETHICS

The Rhode Island Regulatory Commission on Private Security should develop a code of ethics for private security personnel and employers. Such a code should deal with the moral, ethical, and philosophical principles of the private security industry. It is recommended that such a code be based upon variations of the code developed by the American Society for Industrial Security (ASIS) and/or the model code proposed by the National Advisory Committee on Standards and Goals.

- 16.2 The code of ethics should be enforced to the best of the ability of the Regulatory Commission. Enforcement measures should be clearly stated by the Regulatory Commission and may include disciplinary procedures, and/or criminal or civil action where appropriate.

(16.3) EMPLOYER RESPONSIBILITIES

All employers in the private security industry should provide a working environment conducive to the efficient performance of security functions assigned. Such an environment should be made as safe as is humanly possible.

- 16.4 All employers in the private security industry should provide adequate and serviceable equipment when the security function to be carried out merits such equipment.

(16.5) CRIMINAL ACTS

All felonies and serious misdemeanors discovered by private security personnel shall be reported to appropriate criminal justice agencies.

- 16.6 All private security personnel should cooperate with any criminal justice agency involved in action subsequent to the reporting of criminal violation(s).

16.7 All private security firms should maintain internal statistical data on criminal activities to develop, improve, and assess the effectiveness of crime reduction programs. Such information should be submitted to the Regulatory Commission on an annual basis for analysis. The use and dissemination of information should remain consistent with State and Federal privacy and security legislation.

(16.8) ADVERTISING

The private security industry should adhere to advertising standards that accurately portray to the public the nature and quality of the service to be provided as regulated by the Federal Trade Commission.

PART THREE: CORRECTIONS

A. INTRODUCTION

The development of Standards and Goals for Rhode Island's Correctional System is an important step towards the development of a statewide philosophy for Corrections in Rhode Island. This process brought together members of the Criminal Justice System, lay citizens, and legislators, to plan a corrections system which represented their best thinking. Task force meetings provided an environment where difficult problems affecting the existing Correctional System could be discussed, with staff support providing detailed information on the state-of-the-art across the nation and specific research on conditions existing in Rhode Island's Correctional System. Recommended standards were developed by staff and revised many times before they were finalized by the Corrections Task Force.

Soon after the Corrections Standards and Goals Task Force developed a complete set of standards for Institutional Services, the Federal Court ruled in the case of Palmigiano vs. Garrahy on many of the same issues the Task Force had wrestled with. Judge Pettine's order for the improvement of conditions at the State's Adult Correctional Institution mirrors many of the recommended standards developed by the Corrections Task Force.

While Standards and Goals have been developed for Institutional Services, Probation and Parole, the Task Force was not able to cover its entire agenda which included Women Offenders, Community Based Corrections and Recruitment and Training of Correctional Personnel. The Task Force has made an effort to include Women Offenders in the standards developed to date and will rely on the Governor's Justice Commission to develop standards in those areas that the Task Force was not able to cover.

The Corrections Task Force began their deliberations with Institutional Services, based on their belief that it is not possible to have effective Community Based Corrections without an effective Correctional Institution to link them with. The Adult Correctional Institution (ACI) is composed of five facilities: Maximum Security, which also services as a holding facility for men awaiting trial; Medium Security, which is used to house the state's male protective custody population; Minimum Security; the Women's Facility, which also serves as a holding facility for women awaiting trial; and the Work Release Cottage. The ACI is the only detention facility for adults in the state, housing both long and short term prisoners.

The intermingling of awaiting trial inmates with maximum security inmates, and the lack of a true Medium Security, makes orderly management of inmates at the ACI problematic. The limited number of beds available in Minimum Security and Work Release means that a large majority of the inmate population must be housed in Maximum Security, whether or not such a classification is warranted.

Possibilities for movement from the most security classification to lesser securities are limited. In addition, the age and poor conditions of the existing buildings, limited numbers of constructive programs, poor management, funding constraints, and the lack of written policies and procedures for inmates and staff further compound the already difficult situation that exists at the ACI.

B. PRE-TRIAL DETAINEES

There are many problems associated with Pre-Trial Detainees in Rhode Island. The most crucial problem is the intermingling of the Awaiting Trial inmates with the general sentenced population which presents a major security problem. The DOC is presently constructing an Intake Service Center which will house Pre-Trial Detainees and all newly sentenced inmates, but its complete date is many months ahead.

As a result of the intermingling of Awaiting Trial and sentenced inmates, institutional policies affecting sentenced inmates are also applied to Awaiting Trial inmates, who under the United States Constitution enjoy a presumption of innocence guaranteed in the eight amendment. Punishment is not the supposed function of Pre-Trial Detention, but given the situation under which individuals are incarcerated awaiting trial at the ACI, they are exposed to conditions far worse than those suffered by sentenced inmates. Pre-Trial Detainees are not screened for mental health problems or program needs, nor are they permitted to participate in any of the educational, vocational or work programs that do exist. They earn no money and are not permitted to occupy themselves with constructive activity.

Inmates housed in the Awaiting Trial section of the ACI are in constant daily contact with sentenced inmates bearing a Maximum Security classification. The lack of separate recreation and shower facilities for Pre-Trial Detainees provides for constant daily contact with sentenced inmates which has resulted in much of the violence that occurs at the Maximum Security Unit.

C. CLASSIFICATION AND REVIEW OF CLASSIFICATION

The proper classification of inmates is central to the orderly operation of a Correctional Institution. Classification should enable the institution to determine the proper custody level of an inmate, to identify the inmate's educational level, vocational and psychological needs, and to separate non-violent inmates from the more violent ones. These goals are recognized by State Law which provides that classification shall serve a rehabilitative function as well as a security function. The classification system as it exists at the ACI is not capable of fulfilling these functions. All newly sentenced inmates are classified Maximum Security, no matter what the length of sentence or characteristics of the inmate. No attempt is

made to determine the appropriate level of security. Partially responsible for this is the lack of a Medium Security building. The Medium Security building is used to house Protective Custody inmates solely.

The present composition of the Classification Board is prescribed by State Statute. Individuals serving on the Board are responsible for running various securities or have other fulltime responsibilities at the ACI, and as a result, the classification process is not accorded the status which it deserves. With members of the Board performing several functions at the ACI, the classification process becomes diluted and is subject to many institutional pressures.

Ideally, classification decisions should be based on objective and quantifiable information which is gathered about an inmate directly after he/she has been sentenced to the ACI. These decisions should be made by individuals who are insulated from institutional pressures and have as their main goal the making of classification decisions which will facilitate the growth of an inmate and his/her eventual reintegration into society. The present classification system has proved itself incapable of fulfilling these responsibilities.

Recognizing that the present classification system is sorely deficient, the Corrections Task Force has recommended the creation of a fulltime Classification Board which would eliminate the present need for a duality of roles and insure that rehabilitative as well as security concerns were taken into consideration when a classification decision is made. Classification Board meetings would serve as the primary vehicle by which the DOC would regularly and formally communicate with each inmate in terms of expected behavior and progress or lack of progress on the part of an inmate. This would also serve as the vehicle by which each inmate can regularly and formally communicate with the DOC as to problems he/she may be having and the continuing appropriateness of programs available or goals established for him/her.

A fulltime Classification Board could act as a quality assurance mechanism for services delivered to inmates at the ACI. In order for the Board to make appropriate classification decisions they would require a thorough package of information about each newly sentenced inmate. Further, a fulltime Classification Board could act as the institution's communicative link with the Parole Board, which does not now exist. Consequently, when an inmate is going before the Parole Board for a hearing, the Classification Board could assure that the necessary information has been gathered and a quality Pre-Parole package is submitted for the Parole Board's consideration. As well as assuring that detailed information is made available, a fulltime Classification Board could enter into discussions with the Parole Board and entertain recommendations from them as to what the Department could do to enhance an inmate's likelihood of being granted parole.

D. EDUCATION/VOCATION

In order to constructively occupy the otherwise endless hours of idle time in a correctional institution, programs are a necessity. Educational, vocational, work and recreational programming can alleviate the boredom and reduce the idleness and tension which oftentimes has resulted in violence at the ACI. Whether or not programming within a correctional institution is directly related to reducing recidivism is a question which remains to be answered. However, the Corrections Task Force believes that its availability is essential to the orderly running of a correctional institution. Participation in programming has the potential to alleviate boredom and constructively occupy inmates during their incarceration.

Ideally, correctional programming should be geared towards enhancing the marketable skills of an inmate, developing basic work skills and an acclimation to the world of work which is missing among most inmates. Educational and vocational programming should be based on a diagnostic evaluation of each newly sentenced inmate's educational level, vocational needs and interests. This information would provide a basis upon which an educational/vocational program could be developed and staff capabilities necessary to meet these program objectives defined. Cooperative arrangements with vocational schools in the community should be negotiated to assist the DOC in meeting the program objectives of inmates.

E. HEALTH CARE

The delivery of Health Care services to inmates revolves around the resolution of two issues: defining the Health Care needs of the inmate population and developing appropriate systems to delivery these services. Unlike the general population, individuals who are incarcerated cannot treat themselves for even the most minor ailments. They must rely on the existing service delivery system and their ability to gain access to it.

The Adult Correctional Institution has not been successful in promoting a medical care service delivery system which can deliver adequate medical care to inmates. Rather, the delivery of medical care services to inmates has often been frustrated by funding constraints, security concerns, and the lack of proper facilities within the prison. The lack of meaningful drug and alcohol detoxification programs at the ACI for all inmates is further illustration of the Department's inability to define the medical care needs of the inmate population.

Counselling services which are part of an institutional health care delivery system have been frustrated by the same constraints. Adequate office space for private counselling sessions in each of the security facilities has not been made available and oftentimes counselling takes place in a hallway on a bench. A diagnostic report which could form the basis for an inmate's treatment plan has only

recently begun to be developed as a routine matter. A diagnostic report, developed for each sentenced inmate, could serve as a mechanism to define the counselling needs of the inmate population and the staff capabilities required to meet these needs.

The development of a viable counselling services delivery system would also mean that counselling programs aimed at those inmates soon to re-enter the community would be available. Parolees would not continue to be the only inmates who leave the ACI with a plan for their re-entry into the community. Rather, all inmates would have available to them departmental assistance and support to aid in their successful re-entry into the community.

F. INSTITUTIONAL SANITATION

The Adult Correctional Institution's Maximum Security Unit is close to its 100th birthday. The building shows many of the signs of its age because of neglect, funding constraints, and a lack of routine cleaning schedules for institutional personnel and inmates.

Housekeeping in a prison is a large and endless task. There are offices to scrub and wax, halls to clean, desks to dust and windows to wash. Trash must be removed and walls kept clean. In the inmate housing area, these tasks are similar but more complex because these living areas are in constant use. Cleaning activities in a prison must be supervised by institutional personnel, to insure that the work performed by inmates is proper and thorough and that equipment and supplies are not wasted. Up-to-date directives on institutional sanitation should be developed and implemented by the administrators of each facility.

The ACI has been found to be sorely deficient in the area of institutional sanitation by the Federal Court in their recent opinion in the case of Palmigiano vs. Garrahy. The Federal Court also noted the lack of housekeeping implements, inadequate heat, lighting and ventilation, and the nebulous nature of directives on institutional sanitation. These same deficiencies in institutional sanitation were also noted by the Corrections Task Force.

The Adult Correctional Institution is not subject to review by the Rhode Island Department of Health in any areas outside of the preparation, storage and serving of food. It is because no governmental agent has held the Department to minimum standards of sanitation and cleanliness that such conditions have continued to exist.

G. PROBATION

When a defendant is found guilty of an offense he/she is charged with, a sentence is imposed and corrections enters the criminal justice process. Judges have a variety of alternatives

to choose from in disposing of a case involving a guilty defendant. Many of these alternatives, except for a prison sentence, involve supervision by the DOC's Division of Field Services, Probation Unit.

Probation is a court disposition which provides an offender freedom in the community, subject to supervision and certain conditions established by the court or the Probation Unit. For an offender, Probation is a status different from the status of either a free citizen or a confined offender. Probation is a subsystem of Corrections whose functions require the preparation of reports for the Court, supervision of probationers and obtaining or providing services to them.

Probation counsellors are responsible for preparing pre-sentence reports when they are requested by a Judge. The primary purpose of the pre-sentence report is to provide the sentencing court with relevant and accurate data so that it may select the most appropriate disposition considering both the community safety and a reduction in the probability of continued criminal behavior on the part of the offender. The quality of pre-sentence reports and the time required by probation counsellors to prepare them has caused sentencing Judges in Rhode Island to waive pre-sentence reports in many cases. Although the use of pre-sentence reports for sentencing decisions is paramount, its potential use by other units in the correctional system must be recognized. The information gap which exists, when a pre-sentence report is not prepared, makes the providing of appropriate services to an individual placed on Probation more difficult. Information contained in pre-sentence reports is also important to correctional personnel when a defendant is sentenced to prison.

The Corrections Task Force has visualized a probation counsellor's role as a broker of services; a professionally trained person who is able to link his/her clients with the community services he/she is in need of. This concept requires that probation counsellors be trained as case managers and a working knowledge of the resources available in the community. The present staff complement of the Probation Unit has meant that large numbers of cases must be assigned to each probation counsellor. This has seriously reduced the amount of attention they can give each case assigned to them. Under the present system, they are asked to be specialists in a variety of areas, counsellors and law enforcement officials. This duality of roles makes it very difficult to fulfill either of these roles.

All of the defendants placed on Probation are not in need of supervision or assistance from community services. Probation is at times used as a convenient disposition. In cases where a sentencing Judge does not know what to do with a defendant, it may be the most convenient disposition, since it does not leave the defendant with a criminal record.

Policies regarding the delivery of services to probationers and specific criteria for the revocation of Probation are not available in writing to Probation personnel. Administrators and probation counsellors alike have articulated the need for an operations manual to be developed. In the absence of an operations manual, administrators of the Probation organization must provide even greater amounts of supervision and review of their operations. Even if clearly defined policies existed in the organization, the requirement for supervision would exist. Supervision insures quality control of the probation process.

H. PAROLE

Parole is the release of an offender from a correctional institution after he/she has served a portion of his/her sentence, under conditions that permit his/her reincarceration in the event of misbehavior. The Rhode Island Parole Board which makes parole decisions is an autonomous unit within the Department of Corrections. The Board consists of five part-time members who are selected and appointed by the Governor to serve three-year terms. The composition of the Board is mandated by state statute as follows: one shall be a physician professionally qualified in the field of psychiatry or neurology; one shall be a member of the Rhode Island Bar in good standing; one shall be a person professionally trained in correctional work or some closely related field; and two shall be individuals who have shown an interest in social welfare problems.

The Parole Board usually meets twice a month. However, with the increasing numbers of inmates eligible for Parole and those seeking reconsideration, the Board has had to meet more frequently. During fiscal year 1977, the Parole Board interviewed 602 inmates and paroled 127 inmates.

Approximately one week prior to each meeting the Parole Board is supposed to receive a pre-parole investigatory report on each inmate they will be seeing. Classification counsellors are responsible for preparing these reports containing the following information: a social history, including a psychological evaluation, furlough experience; a report from the visiting room officer; comments from correctional officers; an employment plan; and recommendations from the inmate's counsellor. A completed pre-parole report should also include a copy of the police report, a pre-sentence report, if available, and a detailed criminal history. These information packages are reviewed by each Parole Board member before they meet with an inmate. Parole Board members stated that after reviewing these materials, they reach a tentative decision about an inmate's parole. These decisions may be altered after the Board has had an opportunity to meet an inmate and discuss the case with other Board members. A decision to parole an inmate is made when a majority of the Board members vote in the affirmative.

Parole Board members complain that the pre-parole investigatory reports lack consistency and are filled with personal impressions of an inmate, rather than professional judgements about an inmate's progress or lack of progress. Detailed diagnostic reports and treatment plans with stated objectives are not generally available; thus it is difficult to make professional judgements about an inmate's progress. Also, classification counsellors, largely responsible for preparing these reports, have not been adequately trained to prepare them. Further, it is not uncommon for a classification counsellor to be asked to prepare a report for an inmate who she/he has had only minimal amounts of contact with. Ideally, these reports should provide the Board with a detailed and comprehensive picture of an inmate which objectively communicates to them an inmate's strengths, weaknesses, movement towards rehabilitation, or against it.

It is important for a Parole Board to be able to communicate their needs and concerns to a Department of Corrections, and to feel confident that they will be addressed. Communication between the Rhode Island Parole Board and the DOC has broken down. Pre-parole investigatory reports are not delivered on time and reasonable recommendations regarding what an inmate needs to increase his/her chances for parole are generally not implemented by the Department of Corrections.

Realizing that it is important for the Parole Board to communicate with the Classification Unit, the Corrections Task Force has recommended that the fulltime Classification Board develop a working relationship with the Parole Board and act as the Department's communicative link. The Classification Board would assure that information developed for the Parole Board by institutional personnel is of a quality nature and would be in a position to implement recommendations made by the Parole Board about an inmate's lack of Work Release experience, need for drug counselling, etc.

I.

GOAL 1: PRETRIAL DETENTION

PRETRIAL DETAINEES SHOULD BE ENTITLED TO THE SAME RIGHTS AND SERVICES AS THOSE PERSONS ADMITTED TO BAIL, EXCEPT AS THE NATURE OF CONFINEMENT REQUIRES MODIFICATION.

(1.1.) RIGHTS AND SERVICES

Persons who are incarcerated to await trial only should be kept separate and apart from convicted and sentenced offenders.

- 1.2 The following programs and services should be available, on a voluntary basis, to pretrial detainees:
 - a. Treatment programs for problems associated with alcoholism, drug addiction and mental or physical disease or defects;
 - b. Counselling services for problems arising from pretrial detention;
 - c. Separate and specialized Educational, Vocational, Recreational, and Work Programs;
- 1.3 A medical examination of each pretrial detainee who is incarcerated for four (4) consecutive days should be made by a physician at the Adult Correctional Institution, and if considered necessary by the physician, a psychiatric evaluation should be done.
- 1.4 Pretrial detainees should have visiting privileges seven (7) days a week.
- 1.5 Pretrial detainees should have access to legal representation.
- 1.6 The Department of Corrections' policies and rules of conduct for pretrial detainees should be included in a handbook and disseminated to the Awaiting Trial population upon entry to the Adult Correctional Institution.

GOAL 2: CLASSIFICATION

TO INCREASE THE ABILITY OF THE DEPARTMENT OF CORRECTIONS TO ACCURATELY ASSESS RISKS AND FACILITATE THE EFFICIENT MANAGEMENT OF OFFENDERS, THE CLASSIFICATION SYSTEM SHOULD BE STRUCTURED AROUND THE FOLLOWING PRINCIPLES:

- a. No offender should be kept in a more secure condition or status than his/her potential risk indicates;
- b. No offender should receive more services or "help" than he/she realistically requires or is willing to accept;

(2.1) CLASSIFICATION SYSTEM-PRINCIPLES

To insure fairness and consistency in classification, the basis upon which prisoners are classified shall be as objective quantifiable and verifiable as is possible.

- 2.2 Each newly sentenced individual shall be segregated from the general prison population for as short a period as possible, in any case not to exceed thirty (30) days. During this time, each individual shall be studied and evaluated to determine whether he/she is a maximum, medium, or minimum security risk or eligible for transfer to another State correctional institution.
- 2.3 The Classification Board, as constituted and charged by State Law, shall have available to it the following informational resources on each newly sentenced individual (on standardized forms) upon which to base an initial classification decision:
 - a. The makeup, duties and responsibilities of the Classification Board;

b. The policies and criteria regarding initial inmate classification as follows:

1. Present offense, length of sentence and whether or not charges are pending;
2. Previous sentences or commitments to the ACI or elsewhere, age of the inmate, behavior, work, general adjustment, programs, escapes or incidents of bail jumping;
3. Medical, psychological and psychiatric reports, as well as presentence or social history and probation reports;
4. A written report from the inmate's counsellor which includes the inmate's family situation and comments from the inmate relative to his/her feelings about his/her program;
5. Educational/vocational testing and evaluation results;
6. Observations and comments from institutional personnel and the institution's previous experience with the inmate or lack of previous experience;
7. Recommendation of the Department of Attorney General and of the sentencing court, if any;
8. The need for an inmate's protection;

- c. The policies and criteria regarding review of classification:
1. The inmate's total record- the inmate's central file is present at the Board hearing;
 2. Any outstanding detainers or charges;
 3. Recent behavior;
 4. Participation in programs;
 5. Statements made by the inmate and his/her counsellor as well as the inmate's family situation;
 6. Observations and comments of institutional personnel;
 7. The institution's previous experience with the inmate or lack of previous experience;
 8. The need for an inmate's protection;
 9. Length of time prior to parole;
 10. Length of time prior to work release;
 11. Review of an inmate's furlough experience, if any;
- d. Description of vocational, educational and treatment programs, as well as other services available to inmates at the ACI.
- e. Information about what phase of an inmate's program may be changed without Classification Board action.

- f. Procedures relating to an inmate's transfer from one program to another.
- g. Procedures relating to disciplinary actions within the institutions.
- h. Law and procedures relating to Furloughs, Work Release, Parole and all categories of good time.

K.

GOAL 3: REVIEW OF CLASSIFICATION

THE PERIODIC REVIEW OF CLASSIFICATION SHOULD CONFORM TO RECENT JUDICIAL DECISIONS AND THE RHODE ISLAND GENERAL LAWS. IT SHOULD HAVE AS ONE OF ITS GOALS THE REINTEGRATION OF THE OFFENDER WITH SOCIETY AND SHOULD PROVIDE THE MAJOR VEHICLE OF COMMUNICATION BETWEEN THE OFFENDER AND THE DEPARTMENT AS TO WHAT LEVEL OF PERFORMANCE IS EXPECTED IN ORDER TO GAIN RELEASE.

(3.1) CLASSIFICATION CONFORMANCE

There should be a full-time Classification Board which would be charged with making decisions relative to an inmate's classification and the program in which he/she participates.

- 3.2 A periodic review of an inmate's status should be undertaken by the Classification Board at intervals not to exceed six (6) months.
- 3.3 A Classification Counsellor should be present at a Review Hearing which affects an inmate on his/her caseload.
- 3.4 The assigned Classification Counsellor will update the central record of every inmate on his/her caseload at least every three (3) months. This update should include the following informational resources;

- a. Personal history;
 - b. Educational testing and evaluation;
 - c. Vocational testing and evaluation;
 - d. Annual medical examination;
 - e. Annual dental examination;
 - f. Disciplinary Board hearings;
 - g. Observations and comments of institutional personnel;
- 3.5 An adequate number of professionally trained personnel should be provided to meet these standards.
- 3.6 Information gathered on an inmate shall be available on a legitimate need-to-know basis. The Classification Board shall maintain the confidentiality of those records consistent with guidelines established by the person legally responsible. These guidelines should specifically state that no inmate has a basis for a legitimate need to know what is contained in another inmate's record.

L.

GOAL 4: EDUCATION AND VOCATIONAL TRAINING

TO PROVIDE THE OPPORTUNITY FOR EDUCATIONAL, AND VOCATIONAL TRAINING PROGRAMS THROUGH THE DEPARTMENT OF CORRECTIONS WHICH WOULD RESULT IN THE IMPROVEMENT OF AN INMATE'S ATTITUDES, SOCIAL ADJUSTMENT AND SKILLS. THESE PROGRAMS SHOULD BE GEARED DIRECTLY TO THE REINTEGRATION OF THE OFFENDER INTO THE COMMUNITY AND THE ENHANCEMENT OF THE OFFENDER'S MARKETABLE SKILLS.

(4.1) EDUCATION/VOCATIONAL OPPORTUNITIES

A diagnostic evaluation of every inmate should be performed within thirty (30) days of admission to the Adult Correctional Institution to determine the individual's education level and vocational needs and interests.

- 4.2 An inmate's educational curriculum should be developed with inmate involvement.
- 4.3 The vocational training program should include a determination of needs, establishment of program objectives, vocational training and assimilation into the labor market.
- 4.4 Vocational programs should be selected on the basis of the following factors related to increasing offenders' marketable skills:
 - a. Job market analysis of existing or emerging occupations;
 - b. An analysis of the vocational needs and desires of the inmate population;
 - c. Job performance or specification analysis including skills and knowledge needed to acquire the occupation;
- 4.5 Consideration should be given to the following criteria in assigning an inmate to a vocational training program:
 - a. Education level achieved;
 - b. Probable time in Prison;
 - c. Opportunities for employment;
 - c. Criminal record;
- 4.6 Private industry should be encouraged to establish training programs within the residential facility and to commit certain numbers of jobs to graduates from these training programs.
- 4.7 Educational release should be used to the fullest extent possible so that inmates can participate in educational programs outside the institution.

- 4.8 On-the-job training in the form of Work Release and Furloughs to make contacts for employment should be used to the fullest extent possible.
- 4.9 Program standards for educational programs at the Department of Corrections should be the same as those associated with educational programs outside the Department of Corrections.
- 4.10 All educational personnel of the Department of Corrections should be certified by the Rhode Island Department of Education and participate in the Correctional Training Academy's orientation program.

M.

GOAL 5: HEALTH CARE

THE DEPARTMENT OF CORRECTIONS SHOULD PROVIDE HEALTH CARE TO INMATES WHICH IS COMPARABLE IN QUALITY AND AVAILABILITY TO THAT OBTAINABLE BY THE GENERAL PUBLIC. THESE HEALTH CARE SERVICES SHOULD PROVIDE FOR THE PHYSICAL WELL BEING OF THE INMATES AS WELL AS TREATMENT FOR SPECIFIC DISEASES OR INFIRMITIES.

(5.1) PROVISION OF HEALTH CARE

The Department of Corrections should establish a Health Care Services Unit as a permanent part of the Department of Corrections. The Health Care Services Unit should be supported by State funds and charged with upgrading the delivery of medical, psychological, dental, psychiatric and social services to the entire inmate population of the Department of Corrections. This unit should also be charged with maintaining a level of service adequate to meet State and Federal guidelines as well as legislative mandates.

- 5.2 A medical examination of each sentenced inmate should be made by a physician within four (4) days of his/her confinement to the Adult Correctional Institution. This medical examination should consist of a

medical history, chest x-ray, test for venereal disease, tine test, urinalysis, blood workups, urine scans, physical examination and gynecological services for women.

- 5.3 Emergency medical treatment should be available on a twenty-four (24) hour basis.
- 5.4 Medical problems requiring special diagnosis, services or equipment not available at the Department of Corrections should be met by medical furloughs or purchase of service.
- 5.5 Complete and accurate records documenting all medical examinations, medical findings and medical treatment, as well as an inmate's consent to treatment or waiver of treatment forms, should be maintained under the supervision of the Medical Services Coordinator. Inmates should not be placed in work situations which provide them with access to medical records.
- 5.6 Participation in any public health emergency programs should include inmates to the same extent as the general public. These programs should be available to inmates within the correctional setting.
- 5.7 Dental examinations should be available to all inmates within thirty (30) days of admission.
- 5.8 The prescription, dispensing and administration of medication should be under strict medical supervision.
- 5.9 Non-medical correctional personnel should not be authorized or allowed to inhibit an offender's access to medical personnel or to interfere with medical treatment.
- 5.10 The medical examination should be a mechanism by which alcohol and/or drug abusive and/or drug dependent inmates are medically identified.

- 5.11 The Health Care Services Unit of the Department of Corrections should establish and maintain alcohol and drug detoxification programs. The physician or physicians participating in detoxification programs should be available to the counselling staff responsible for the treatment of alcohol and/or drug abusive inmates.
- 5.12 The Department of Corrections should organize an Advisory Board for Health Services in Corrections composed of medical health, mental health, and other health professionals. This Board should monitor health care services and make recommendations to the Department of Corrections.
- 5.13 A training program which would include medical services employees should be established at the Department of Corrections Training Academy.
- 5.14 Predischarge physical examinations should be given to all sentenced inmates having served more than ninety (90) days prior to release. The predischarge medical examinations should consist of a test for venereal disease, urinalysis and blood workups, dental examination, urine scans and gynecological services for women.

N.

GOAL 6: COUNSELLING SERVICES

THE DEPARTMENT OF CORRECTIONS SHOULD PROVIDE COUNSELLING SERVICES TO INMATES WHICH SEEK TO PROVIDE A SOCIAL-EMOTIONAL CLIMATE CONDUCIVE TO THE MOTIVATION OF BEHAVIORAL CHANGE, INTERPERSONAL GROWTH AND THE SUCCESSFUL REINTEGRATION OF AN INMATE INTO SOCIETY.

(6.1) PROVISION OF COUNSELLING SERVICES

The Department of Corrections should segregate newly sentenced inmates during the Admissions and ORIENTATION period from the classified population.

- 6.2 The Admissions and Orientation period should be used to evaluate an inmate's needs, priorities, and strengths as well as to identify those inmates requiring special counselling, psychiatric evaluations or drug and alcohol treatment. These diagnostic results as well as the resources within or available to the Correctional System should be the basis for an inmate's treatment program.
- 6.3 A diagnostic report including a physical examination, social history, medical history summary and tentative diagnosis of the level of emotional stability should be developed. Diagnosis should be a continuing process.
- 6.4 There should be a treatment program for each inmate based on information gathered during the Admissions and Orientation period. The treatment program should specify use of specific activities; i.e. individual, group and/or family counselling, need for medication, educational and occupational approaches and recreational therapy. The treatment program should be evaluated through frequent interaction between diagnostic and treatment staff.
- 6.5 Within not more than five (5) working days (or at the discretion of the Counselling Services Coordinator) after the transfer of an inmate from diagnostic to treatment status, case management responsibilities should be assigned and a case conference held with the counselling services coordinator and the appropriate counsellor. At this time, treatment and planning objectives should be developed consistent with the diagnostic program prescription.
- 6.6 After the transfer of an inmate from diagnostic to treatment status, the diagnostic report, program prescription and all case material should be reviewed within thirty (30) days, by the Counselling Services Coordinator.
- 6.7 Each inmate should have one counsellor assigned to provide casework services. These casework services should include preparation for an inmate's Parole Hearing and assistance in preparing an inmate for parole. This counsellor should have the responsibility of insuring that appropriate ancillary services are provided to his/her client when deemed necessary.

- 6.8 The Department of Corrections should provide adequate office space in each facility for counsellors to see their clients privately with appropriate security.
- 6.9 Counselling Services should be provided on three levels:
- a. Individual counselling;
 - b. Group counselling;
 - c. Family counselling through the utilization of institutional and community-based resources to assist in the successful reintegration of an offender into society;
- 6.10 Inmates should not be required or coerced to participate in programs of treatment other than assigned institutional labor programs.
- 6.11 The Director of The Department of Corrections should regularly advise Courts and Sentencing Judges of the extent and availability of rehabilitation services and treatment programs within the Correctional System to insure proper sentencing decisions and realistic evaluations of treatment alternatives.
- 6.12 The Department of Corrections should establish a working relationship with community-based agencies in order that specialized services can be delivered to an individual while incarcerated and after he/she is released.
- 6.13 Prerelease programs should be established by the Department of Corrections. These programs should be designed to aid and support the successful re-entry of an inmate into the community.
- 6.14 The Department of Corrections should establish a community resources and referral system for those inmates released by the Department of Corrections to aid and assist in the successful reintegration of an inmate into society

O:

GOAL 7: INSTITUTIONAL SANITATION

THE DEPARTMENT OF CORRECTIONS SHOULD PROVIDE
A HEALTHFUL SANITARY ENVIRONMENT FOR THOSE
INDIVIDUALS WHO MUST BE INCARCERATED.

(7.1) PROVISION OF A SANITARY ENVIRONMENT

The Department of Corrections should make provisions for an objective evaluation of its facilities by the Department of Health at least once a year.

- 7.2 The Department of Corrections should provide each inmate with: Meals prepared under sanitary conditions; adequate living space with proper ventilation, access to daylight and free of excessive noise; clothing as required by the security in which he/she is housed; personal hygiene needs; linens and towels and access to sanitary showers.
- 7.3 The admissions procedure at the ACI should require inmates to shower and provide for a mechanism to thoroughly examine all prisoners and their clothing to be sure that they do not have lice or other vermin.
- 7.4 The Department of Corrections, after consultation with the Department of Health, should issue written directives on institutional sanitation to the Correctional Officers. Correctional Officers should be responsible for implementing these directives with the full support and cooperation of the Department's Administrators.
- 7.5 Each facility at the Department of Corrections should develop a housekeeping schedule which is to be supervised by institutional personnel to insure that the work performed by inmates is proper and thorough and equipment and supplies are not wasted.
- 7.6 The Correctional Officer on duty in each wing should oversee the making of beds, cleaning of individual cells and the hallways in his/her area by the inmates.

- 7.7 Inmates should be required to take at least two (2) showers a week.
- 7.8 Adequate supplies should be available to meet the sanitation requirements at the ACI.
- 7.9 The Department of Corrections Maintenance Unit should have as one of its responsibilities the timely repair of toilets, basins and drains when they are not functioning properly. When possible, inmates should be provided alternate facilities if the facilities in their cells are not functioning.

P.

GOAL 8: ADULT PROBATION

THE DEPARTMENT OF CORRECTIONS SHOULD DEVELOP AND IMPLEMENT A SERVICE DELIVERY SYSTEM WHICH WILL MEET THE NEEDS OF ADULTS PLACED ON PROBATION, SEE TO THEIR SUPERVISION AND PROVIDE FOR THE PROTECTION OF THE COMMUNITY.

(8.1) DEVELOPMENT/IMPLEMENTATION OF SERVICE DELIVERY SYSTEM

Presentence Reports should be completed within four (4) weeks from the date of the request by the Sentencing Judge. In addition to a comprehensive social history these reports should primarily contain a statement from the victim including an assessment of the monetary damages, if any and information concerning the defendant's drug and/or alcohol use or involvement, employment history, prior record, the offense and possible mitigating circumstances surrounding the offense.

- 8.2 Presentence Reports should focus on those items deemed essential by judges.

- 8.3 Presentence Reports or supplemental reports should be prepared for all individuals who are sentenced to prison for over six (6) months.
- 8.4 The Probation Unit should establish an Intake Procedure for all adult probationers. The Intake Procedure should be staffed on a rotating basis by probation counsellors.
- 8.5 The intake worker should interview each offender within seventy-two (72) hours after he/she is placed on probation and gather the following information:
 - a. Name, address and date of birth;
 - b. Place of employment and employment history;
 - c. Family situation and juvenile social history, if any;
 - d. Nearest contact person;
 - e. Medical and psychiatric history;
 - f. Drug and/or alcohol abuse history;
 - g. School history;
 - h. Copy of the Presentence Report, if any;
 - i. Probationers' plans, if any;

This information should be summarized, along with any comments by the intake worker, and submitted to his/her supervisor for assignment to the appropriate probation counsellor.

- 8.6 The probation supervisor's primary concern in assigning cases should be the needs of the probationer. The supervisor should recommend a classification for each probationer based on the information provided by the intake worker.

8.7 Probationers should be classified into the following three categories:

A. Category - Those individuals who do not need the services of the Probation Unit because they have shown signs of being stable members of the community;

B. Category - Those individuals who are in need of the services the Probation Unit can provide;

C. Category - Those individuals who are not amenable to assistance from the Probation Unit. These individuals should be subject to maximum supervision;

8.8 The assigned probation counsellor should develop a Service Plan with objectives and priorities within thirty (30) days of assignment to a case. The Service Plan should confirm the probation supervisor's recommended classification or suggest an alternative based on the needs of the probationer.

8.9 The probation counsellor should develop a Service Plan based on the following information:

- a. Needs of the probationer
- b. Intake Worker's Report
- c. Home visits
- d. Probationer's relationship with family and probation counsellor
- e. Presentence Report
- f. The resources available

- 8.10 The Service Plan should be written by the assigned probation counsellor, approved by his/her supervisor and should describe the client's problems, a statement of the service goals established for the client, and a description of the specific steps the Probation Unit plans to undertake to realize these goals. The Service Plan should also include a clear statement as to the actual level of supervision the probation counsellor will have to provide in order to realize the service goals.
- 8.11 Probation Counsellors should be responsible for the implementation of the Service Plan of each probationer on his/her caseload. In cases where the Service Plan can best be implemented through the use of one or more outside agencies, the probation counsellor should make the appropriate referrals and assume the role of case manager. Case management responsibilities should include:
- a. Liaison with the referral agency to monitor the provision of services;
 - b. Periodic consultations with service providers to ensure that the Service Plan is being adequately implemented or to develop information so as to modify the Service Plan;
 - c. Maintenance of contact with the client, as called for in the Service Plan;
 - d. Maintenance of up-to-date case files;
- 8.12 Supervisory Case Conferences should be held every two (2) weeks with the probation counsellor and his/her supervisor. At this time problem cases, cases which have progressed and newly assigned cases and service plans should be discussed. A decision to reclassify a probationer and a review of the level of supervision decided upon by the probation counsellor should be made during this conference.
- 8.13 The violation of probation process should be clearly stated in the policy handbook distributed to all Probation Unit personnel. This statement should include

guidelines which specify the instances in which the violation of probation process may be invoked.

- 8.14 A decision to violate an individual's probation should be reviewed and approved by the Probation Counsellor's supervisor.

Q.

GOAL 9: TRAINING FOR ADULT PROBATION
PERSONNEL

THE RHODE ISLAND DEPARTMENT OF CORRECTIONS SHOULD IMMEDIATELY DEVELOP A COMPREHENSIVE MANPOWER DEVELOPMENT AND TRAINING PROGRAM FOR ITS ADULT PROBATION UNIT PERSONNEL. THIS PROGRAM SHOULD RECRUIT, SCREEN AND TRAIN ADULT PROBATION PERSONNEL, INCLUDING VOLUNTEERS AND PARAPROFESSIONALS, FROM ENTRY LEVEL TO TOP LEVEL ADMINISTRATIVE POSITIONS.

THE DEPARTMENT OF CORRECTIONS SHOULD DEVELOP AND IMPLEMENT A TRAINING PROGRAM FOR ADULT PROBATION PERSONNEL WHICH WILL ENSURE THE CONSISTENT APPLICATION OF POLICIES AND PROCEDURES BETWEEN PERSONNEL AND THE OPTIMAL DELIVERY OF SERVICES TO ADULTS PLACED ON PROBATION.

(9.1) TRAINING

Probation Counsellors should act as case workers and managers, assessing the needs of their individual clients and coordinating the delivery of services to meet those needs. While Probation Counsellors should maintain contact with each client, as provided in each service plan, the focus of that contact should be on the on-going problems and needs of the client for which services are being provided and the progress or lack of progress in realizing the goals of the probation.

- 9.2 Probation Counsellors must be knowledgeable about the delivery of human services in Rhode Island and must develop cooperative relationships with other human service professionals working in community-based agencies. Probation Counsellors should have the ability to make appropriate agency referrals based on identified client needs.

- 9.3 A purchase of service system should be developed for Rhode Island's Adult Probation Unit, under the auspices of the Department of Corrections, to facilitate the delivery of on-going services to adults on probation. Monies should also be set aside for the provision of emergency services.
- 9.4 All policies, rules and regulations which are developed or are already in existence within the Adult Probation Unit should be formalized in writing and disseminated to all employees in the form of a handbook. It should be the responsibility of the Unit's administration to familiarize all employees with these policies, rules and regulations and to include these materials in the preservice training offered to future employees.
- 9.5 The Probation Unit should continually review its internal policies, rules and regulations to determine their effectiveness in assisting counsellors in the performance of their duties.
- 9.6 The Probation Unit should continually review its existing resources and referral agencies to determine the effectiveness of these programs in meeting client needs. This review should determine whether or not alternative referral resources need to be developed or utilized.
- 9.7 The findings of both evaluations should be included in the Annual Probation Report.
- 9.8 The Probation Unit should continually evaluate the performance of its employees. These evaluations should be recorded in writing and filed in the employee's personnel record.
- 9.9 The Department of Corrections should offer a program of preservice training for all new adult probation personnel. Preservice training should include:
 - a. The organizational structure of Rhode Island's Criminal Justice System with special attention to the functional areas of corrections and courts and the areas of interaction and cooperation between them;

- b. Probation policies and procedures;
- c. Caseload management skills;
- d. The organizational structure of Rhode Island's human service delivery systems;
- e. Referral agency resource development skills;
- f. Human growth and development;
- g. Human service delivery skills (interviewing skills, counselling techniques, treatment planning);

9.10 The Department of Corrections should offer a regular program of inservice training for all adult probation personnel. Inservice training should be focused on increasing knowledge and/or skills in the following areas:

- a. Human service delivery skills;
- b. Human growth and development;
- c. Referral agency resource development;

R.

GOAL 10: PAROLE

THE PAROLE BOARD SHOULD RELEASE THOSE INMATES WHO THEY BELIEVE CAN LIVE AND REMAIN AT LIBERTY WITHOUT VIOLATING THE LAW OR CONDITIONS OF PAROLE AND WHOSE RELEASE IS NOT INCOMPATIBLE WITH THE WELFARE OF SOCIETY.

(10.1) PAROLE CONSIDERATIONS

The fulltime Classification Board should review an inmate's record prior to his/her appearance before the Parole Board. This review should be performed to assure that the Parole package is comprehensive and of

a quality nature. This review should include a recommendation by the Classification Board as to whether or not an inmate should be granted a hearing by the Parole Board. This review should be a paper review with the Parole Board maintaining final authority over who they see. A decision on behalf of the fulltime Parole Board should be based on his/her institutional record.

10.2 The Parole Board should consider the following factors in its decision to grant or deny Parole:

- a. The nature and circumstances of the present offense and aggravating or mitigating factors present;
- b. History and characteristics of the offender as follows;
 1. Prior criminal record
 2. History of assaultive behavior
 3. Prior experience on probation or parole
 4. Personal and social history
 5. Employment history
 6. Psychiatric and Medical history
 7. Drug or alcohol abuse
 8. Information submitted by the inmate
 9. Presentence report, if available
- c. Institutional record;
 1. Behavior and progress in the institution
 2. Participation in institutional programs
 3. Comments from institutional personnel
 4. The nature and frequency of visits from members of the community and relatives
 5. Adequacy of release plan

10.3 The Parole Board should provide the Classification Unit with a calendar for the Parole Board's meetings.

- 10.4 The Parole Board in concert with the Department of Corrections should institute a system of Mutual Agreement Programming. This program should consist of an agreement between the inmate, the Department of Corrections, and the Parole Board whereby the inmate agrees in writing to achieve certain agreed upon goals in order to be paroled on a predetermined date.
- 10.5 The Parole Board should be made fully aware of the programs and activities available to the inmates at the ACI.
- 10.6 The Parole Board should notify an inmate of their decision within twenty-four (24) hours and clearly communicate the reasons for their decision to the inmate.
- 10.7 The Parole Board should limit its calendar so that it has adequate amounts of time for each inmate's hearing.
- 10.8 The law should provide that discharge from Parole has the effect of restoring all rights that may have been lost as a result of conviction and the certificate of discharge should state this clearly.
- 10.9 A nominating committee should be created by executive order to seek out potential candidates for Parole Board membership. The committee should be composed of persons broadly representative of the criminal justice field as well as the private sector.
- 10.10 Minimum qualifications for Parole Board membership should be established. Qualifications for Board members should be broad in nature and should emphasize the importance of experience in decision making rather than specific academic achievement. In order for the Board to have the advantage of viewpoints from a variety of disciplines, the nominating committee should seek to maintain the following composition in Board membership:

- a. One person experienced in corrections;
- b. A lawyer or a person with legal training;
- c. A physician professionally qualified in the field of psychiatry or neurology;
- d. Two citizens from the private sector;

10.11 Parole Board members should be appointed by the Governor from a list prepared by the Nominating Committee.

PART FOUR: JUVENILE JUSTICE

A. INTRODUCTION

Rhode Island's juvenile justice system is comprised of three basic system components - law enforcement agencies, Family Court, and juvenile corrections. However, the juvenile justice system is more complex than its adult counterpart when consideration is given to the additional agencies which serve Rhode Island's youth. Agencies such as OIC Youth Diversionary Program, Youth Services Bureau, Probation and Parole Unit, group homes and foster homes, are all examples of the numerous agencies which interface with the juvenile justice system and function as system components. The tendency exists for duplication of efforts and failure to identify and meet the needs of some juveniles when agencies operate separately and to the exclusion of one another. The Juvenile Justice Standards and Goals Task Force therefore focused its efforts on developing standards which rationalize the responsibilities of major youth serving agencies. Standards and goals were developed in the areas of delinquency prevention, diversion, probation, corrections and alternatives to corrections.

B. PREVENTION

The concept of delinquency prevention has always been nebulous and intangible for Rhode Island's juvenile justice system practitioners, particularly when attempts were made to measure the success of social programs at preventing juveniles from becoming delinquent. As a result, efforts to develop a comprehensive approach to juvenile delinquency prevention have been non-existent. The nature of prevention programs which exist within the state are generally treatment-oriented and geared towards rehabilitating the juvenile after he/she has had some contact with the juvenile justice system (e.g. drug abuse counselling). While the task force recognizes the impact these services have on the delinquency rate, the Task Force widened the scope of delinquency prevention to include improving the overall social environment of juveniles through the provision of educational, vocational and recreational opportunities. The Task Force perceived the roles of the family unit and the public education system as the primary deterrents to delinquency and developed standards which support, strengthen and expand their responsibilities to delinquent-prone youth.

The family unit plays a key role in early delinquency identification and intervention. In many instances, the family unit alone is not equipped to provide all of the necessary supports and services to eliminate this behavior and is in need of outside assistance. A variety of family services are offered by a number of private and public agencies throughout the State of Rhode Island. Unfortunately, services that exist are provided in a disjointed manner and without any communication between agencies serving the same family. The greatest need in the area of family services is for a well-defined

service delivery system which is accessible and available to families in need at a minimal cost. Services which do not supplant the family's inherent responsibilities but support and eventually render the family self-sufficient, should include mental health services, family planning, budgeting, and nutritional information.

The public educational system also occupies an instrumental role in delinquency identification and intervention. It is a well-established fact that the educational system has a direct effect on the successful socialization of juveniles. Based upon this realization, the standards attempt to utilize the schools for delinquency intervention purposes by preventing and correcting delinquency-prone behavior when it arises in the school environment. For the schools to meet this mandate, additional supports and improvements in the areas of curriculum development, alternative school programs, career education, special education and remedial educational services should be provided.

The Task Force identified another major objective which public school students should attain - namely, the achievement of basic skills prior to graduation or the completion of an educational program. The acquisition of such skills would enable and prepare students for independent living situations and gainful employment upon completion of an educational program. The delinquency prevention standards mirror the Task Force's concerns for maximizing prevention efforts through public education while minimizing delinquency-prone behavior where it may be readily identified in the environment.

C. DIVERSION

Diversion, the second area discussed by the Task Force, has been utilized for some time by juvenile justice practitioners with varying degrees of structure. Ranging from station house adjustments to other forms of informal screening, diversion has existed in all levels of the system without guidelines or controls. In an effort to rationalize current diversion practices, the Task Force examined diversion by two major components of the system - law enforcement agencies and the courts.

The definition which serves as a basis for the diversion standards states that "Diversion programs, by definition, shall be a means of dealing with illegal behavior without exposing the juveniles to the trauma of court adjudication and shall also employ sanctions less severe than the court employees..."

The Juvenile Justice Standards & Goals Task Force based its standards on a broadened interpretation/definition of diversion. The Task Force expanded the definition (functions) of diversion as a screening process to include an extensive needs assessment and referral process. Although this referral process exists (to some degree

in some formal diversion programs, the thoroughness of the needs assessment varies greatly from agency to agency and from police department to police department. The most glaring deficiency of the diversion programs under review was the lack of any written formal procedures or guidelines concerning entrance criteria, eligibility requirements, application of sanctions, etc. The major concern of the Task Force was that when diversion programs exist without established guidelines or procedures, the opportunities for arbitrary decision making and inequitable dispositions arise, which may inevitably violate the rights of the child.

In some cities and towns in Rhode Island, a mechanism to divert at the local level does not exist. Recognizing that financial and manpower constraints do prevent some local police departments from establishing individual juvenile bureaus, the Task Force suggested the formation of regional juvenile bureaus to handle multi-jurisdictional juvenile problems. Once these regional bureaus are operating, the development of written procedures for diverting non-serious juvenile offenders is the next logical step.

Another concern of the Task Force was the effectiveness of the present personnel who staff the various diversion programs throughout the state. For juvenile bureaus and court-related diversion programs to be effective, a staff selection and training program should be instituted. The staff selection process should screen and recruit only qualified professionals who exemplify an acute awareness and understanding of the local juvenile community and who demonstrate knowledge of and sensitivity to the needs of youth. To ensure that all juvenile diversion personnel have the necessary skills and education to perform their duties, in-service training programs should be instituted. This would resolve and eliminate inconsistent decision making and would ensure more consistent and logical applications of diversion sanctions.

The diversion standards are not substitutes for policy and program design but rather they attempt to rationalize and structure diversion practice to ensure that the juvenile's problems and needs are identified and the appropriate corrective measures are taken.

D. PROBATION

The Juvenile Justice Standards and Goals Task Force addressed probation as a component of the juvenile justice system and as a subsystem. The most difficult problem that the Task Force faced was attempting to clarify Probation's functions and responsibilities as they relate to the juvenile justice system. As stated previously, the juvenile justice system is comprised of three basic system components - police, courts and corrections. The Probation Unit is unique in that it serves as a subsystem of two of the components, the courts and corrections. As a subsystem of the courts, the Probation Unit must perform certain court-related duties. As a subsystem of the Department of Corrections

the Probation Unit secures and delivers services to juveniles placed on probation. Probation's attempts to meet these mandates has severely limited its ability to serve both groups adequately. With the assistance of the Department of Corrections, Probation and Court officials, the Juvenile Justice Standards and Goals Task Force held a series of meetings to define the functions of Probation and to develop meaningful standards as they apply to both populations (courts and probationers). The Task Force defined the functions of probation as "ranging from youth surveillance and supervision (in accordance with the rules and regulations set forth by the Court) to securing services for juveniles from community-based agencies with the basic function of Probation to provide positive direction to juvenile offenders."

A clarification of Probation's role as an arm of the courts is cited in standards 7.3 through 7.5 particularly as they relate to pre-dispositional investigations. Once implemented, these standards would realize a revamping of the existing court processes. This would mean that Probation would no longer be responsible for performing pre-court investigations on all juveniles who are referred to Family Court. Rather, the Probation Unit would be responsible for performing investigations for only those juveniles, who after a finding of fact, have been placed under the jurisdiction of the court. To alleviate duplicating functions, these predispositional investigations shall also serve as foundation information for the service plan which will be prepared for those juveniles who are eventually referred to probation.

Probation's functions as a service delivery system are detailed in the remaining standards. In order to maximize the services which Probation delivers, several changes in the existing system must be made. The development and implementation of an identifiable intake and needs assessment process is essential before probation can begin its task of rehabilitation. This process should include the gathering of pertinent background information on the juvenile and the preparation of a written report summarizing this information as well as his/her problems and needs. The development of a service plan is the first step towards rationalizing the purposes of probation. The service goals which are developed as well as a description of the steps probation will take to meet these goals will provide the counselor with tangible tools to assist the clients. In many instances, the needs of probationers can be met by outside agencies. In these situations, Probation will be required to coordinate these services and to act as case managers to ensure that the appropriate services are obtained and adequately meet the needs of probationers.

A second issue of concern to the Task Force was the quality of the probation staff. As a clearinghouse for adjudicated juveniles, probation personnel must possess the necessary education and skills to be knowledgeable of and sensitive to probationers' needs and must also be aware of the resources available within the community

to meet these needs. To ensure the consistent application of sanctions, policies and procedures, the skills of the staff should be augmented by a pre and inservice training program. This training program should expose all staff to established procedures and policies, case management skills, an organizational overview of Rhode Island's juvenile justice system, Rhode Island's human service delivery system and additional techniques which will assist the staff in the performance of their jobs.

GOAL I: FAMILY SERVICES

TO BUTTRESS THE FAMILY UNIT AS THE PRIMARY DETERRENT
AND CORRECTIVE MEASURE TO JUVENILE DELINQUENCY

(1.1) FAMILY UNIT

- 1.1 The Department of Mental Health, Retardation and Hospitals shall provide community-based family counselling services through the existing network of mental health centers and clinics. MHRH shall be responsible for monitoring family counselling services to ensure compliance with minimum operational standards.
- 1.2 Family Planning Information Centers shall be established as an adjunct to family counselling services and shall be subject to the supervision of the mental health centers and clinics. The family planning centers shall provide information and services regarding pre-parent preparation, parent education and child development to those families requesting them.
- 1.3 The Department of Social and Rehabilitative Services shall make available through outreach efforts, information and/or services regarding nutrition, budgeting and housing.
- 1.4 When families are in need of services provided by both SRS and MHRH, an interdepartmental agreement shall be made stating the responsibilities and services each department shall provide. MHRH, through the mental health clinics, shall maintain case management responsibilities for cases involving both departments.
- 1.5 All services provided to families in need shall facilitate maintaining the autonomy of the family unit without creating undue dependency on the community itself.
- 1.6 The State of Rhode Island shall develop and finance a statewide crisis intervention team providing services through a telephone system. This team, which shall be available on a 24-hour basis, shall be staffed by qualified professionals. Personnel shall be capable of providing both counselling to meet the immediate needs of a population and shall also be knowledgeable of the local resources which callers may be referred to. The crisis intervention team shall also be responsible for following up referrals which they make to ensure that the needs of families are being met.

GOAL 2: PUBLIC EDUCATION

TO EFFECTIVELY UTILIZE THE EDUCATIONAL SYSTEM
AS A DETERRENT TO JUVENILE DELINQUENCY..

(2.1) CURRICULUM

The primary focus of public education in Rhode Island shall be placed on the acquisition of knowledge and skills in the traditional basic learning areas. The learning areas shall include reading comprehension, verbal and written communication skills development, mathematics, understanding U.S. history and government, as well as physical education. The Department of Education shall therefore be responsible for establishing statewide goals and objectives which will ensure that all juveniles shall possess these skills prior to graduation or the age of sixteen (16). These objectives may differ for the different types of educational programs offered by the public school system--special education, remedial education, vocational-technical programs, and accelerated programs.

- 2.2 To ensure that students enrolled in public schools are acquiring the necessary knowledge and skills to eventually sustain themselves, achievement levels shall be tested every four years in grades 4, 8, and 12. The results of these tests shall be reviewed with those juveniles requiring further assistance and the appropriate action taken thereafter.
- 2.3 The traditional curriculum (college preparatory, vocational, business) shall include integrating meaningful career education at all levels/grades of the public school system. The local school system should utilize the neighboring community businesses and organizations as resource specialists to this program.
- 2.4 For that population whose academics interests are not being met by the traditional public school curriculum, alternative educational programs shall be provided. All students enrolled in non-traditional programs shall be required to meet minimum achievement levels prior to graduation or the age of sixteen (16).

- 2.5 To ensure that non-traditional programs are also adequately preparing juveniles for independent living situations, the curriculums shall enhance their vocational/educational skills in particular marketable areas like welding and automotives.

(2.6) SUPPORT SERVICES

The Department of Education shall maximize the public school learning environment by providing additional supports to juveniles who require them. Every school system shall recruit counselors/social workers qualified to provide social, educational and personal counseling to students having difficulty adjusting to the public school environment. Support services shall include remedial educational programs, accelerated programs and any other specialists or programs deemed essential.

- 2.7 When the Department of Education itself can not meet the needs of any other students, every effort shall be made to procure the needed services or specialists through purchase of service or through some other mechanism.

(2.8) TRAINING

Those Rhode Island colleges and universities which offer teacher-training curriculums, should include and require for certification, a course in the realistic dynamics of Rhode Island's varying communities. This course should provide student teachers with an awareness of the community environment and cultural and ethnic variances from the rural community to the inner city environment. This course should also be required for tenured teachers who did not receive this instruction prior to graduation.

- 2.9 All school personnel including administrators should be provided with on-going in-staff training to enhance their interpersonal skills and to provide insight into the group process. The in-service training program should also include additional instruction and training in special areas of concern such as drug abuse and special education identification/remediation.

(2.1) DISCIPLINE

- The State of Rhode Island shall support the school system in its efforts to retain disciplinary authority over its population and shall reinforce this authority by providing the schools with effective tools of discipline.
- 2.11 The Department of Education shall develop and implement a statewide policy on discipline. This policy should emphasize keeping the child in the school environment and attempting to resolve the issue at the classroom level with the teacher and administrator. The discipline policy shall contain guidelines governing the suspension/expulsion process and shall be promulgated to all local schools.
- 2.12 Should it become necessary to institute suspension or expulsion proceedings, the school system shall protect the legal rights of the student by strictly adhering to the established suspension and expulsion process. The parents of the child shall be involved in this process in all of its developmental stages. At the time of the proceedings, a copy of the guidelines shall be furnished to the student in question, parents, teacher and the administrator.
- 2.13 To further eliminate the chances of students becoming involved in disciplinary proceedings as a result of negligence or ignorance, the school system shall disseminate the written behavior codes and penalties for infractions among the student population.

(2.14) SCHOOL SYSTEM AS A RESOURCE

- The school system should elicit the active involvement of parents and the community in the school's activities, particularly in policy formulation. The Department of Education shall retain fiscal authority in all educational matters but should attempt to incorporate the philosophies of the community into the curriculum and into disciplinary procedures.
- 2.15 The Department of Education shall be responsible for expanding the role of the neighborhood school so that the school system retains its position as an essential institution in the community. Such efforts should include disseminating community resource information and utilizing the school for community activities.

G.

GOAL 3: RECREATIONAL SERVICES

TO PROVIDE EFFECTIVE YEAR-ROUND DIVERSIFIED RECREATION AND LEISURE TIME ACTIVITIES FOR THE FAMILY (ADULT AND YOUTH).

(3.1) LOCAL

Rhode Island's cities and towns shall provide a full range of recreational and leisure time activities which are readily accessible and available to the local communities. These activities, provided by the municipality with the assistance of local community groups, shall be made available at minimal cost to participants and shall include such activities as sports, unstructured leisure time activities, social events, and the arts.

(3.2) REGIONAL

When financial constraints and recreational resources prevent individual towns from developing recreation programs, municipalities should consider developing multijurisdictional programs for several communities. The cities and towns should also consider utilizing existing structures such as schools and community buildings for recreational activities when recreational resources are lacking.

H.

GOAL 4: DIVERSION ALTERNATIVES

TO EMPLOY THE LEAST RESTRICTIVE ALTERNATIVE
TO RHODE ISLAND'S JUVENILE JUSTICE SYSTEM.

(4.1) DEFINITION

Diversion programs, by definition, shall be a means of dealing with illegal behavior without exposing the juvenile to the trauma of court adjudication and shall also employ sanctions less severe than the court employs. Diversion programs shall have the capacity to assess the client's needs, identify community-based resources to meet the identified needs and to provide the necessary follow-up services.

All diversion programs shall be voluntary and juveniles enrolled in such programs shall retain the right to continue the normal adjudication process at any time prior to or during the diversion program.

The Rhode Island Family Court shall only be utilized if either local efforts have been ineffective or if the case is serious enough to warrant immediate court attention.

(4.2) POPULATION

All first offenders who have committed non-serious offenses shall be offered the opportunity to participate in diversion programs. Status offenders should be included in this classification. When court referral becomes necessary for wayward offenders, the court shall make every effort to utilize alternatives to placement in detention facilities.

- 4.3 All juveniles who have committed felony offenses shall automatically be referred to the Family Court. The Court shall then make a determination whether to divert a particular child or to continue the adjudication process. If the formal adjudication process takes place, the Court shall attempt to utilize the least restrictive alternative.

(4.4) NON-FELONY CASES

By 1980, every local law enforcement agency in the State of Rhode Island shall create a special juvenile bureau designed to divert the majority of non-serious juvenile offenders from Rhode Island's juvenile justice system. Where the creation of individual juvenile bureaus is not economically feasible, then regional juvenile bureaus to serve the needs of juveniles in several jurisdictions shall be established. All juvenile bureaus shall be responsible for the complete processing of juveniles from investigation through disposition including the decision to divert or refer to court. All policies and procedures of all juvenile bureaus in diverting and referring juveniles shall be put in writing and shall be consistent throughout the State of Rhode Island. These procedures shall guarantee the protection of the rights of the child.

- 4.5 All juvenile bureaus shall have police officers assigned who have been trained in understanding the problems and needs of the juvenile population they are expected to serve. Training should include but not be limited to:
- a. Sensitivity to and knowledge of the cultural, social and ethnic backgrounds of the local community;
 - b. Knowledge and skills in human development and the potential causes of delinquent behavior (retardation, drug abuse, emotional disturbance);

- c. Knowledge of and a liaison with existing community-based resources and what services they provide;
- 4.6 Community-based resources which should be available to the local law enforcement agencies shall include but not be limited to job training programs, educational opportunities, drug and alcohol treatment programs, mental health clinics and centers, family and youth counselling agencies, and youth recreation programs.

(4.7) FELONY CASES

The Rhode Island Family Court shall implement the diversionary process for those cases forwarded to their Intake Department. As part of the Intake Department, the Youth Diversionary Unit shall assume the responsibilities for screening potential diversion cases, for providing direct services to diversion clients or referring them to the appropriate remedial resources, and for providing the necessary follow-up to ensure that the clients are receiving the needed services.

The screening process shall include the gathering of pertinent information from the referral agency and other appropriate sources, conducting interviews with the family and the child in the child's home and, in cases involving personal or property damages, a meeting with the victim to determine the appropriateness of restitution.

- 4.8 The Youth Diversionary Unit shall establish a liaison capacity with community-based agencies who provide services to diversion clients. The community-based services should include:
- a. Family and youth counselling;
 - b. Drug and Alcohol treatment programs;
 - c. Mental health services;
 - d. Educational programs and opportunities;
 - e. Employment or career training opportunities;

- 4.9 The Youth Diversionary Unit shall develop a review procedure for all juveniles diverted to community-based agencies. Case management shall be the responsibility of the community-based agency and periodic reports of progress, programs and recommendations shall be made to the Youth Diversionary Unit. The Youth Diversionary Unit shall, from time to time, assess the appropriateness of the referral and shall request a court review where appropriate.

I. GOAL 5: JUVENILE JUSTICE ASSOCIATION

TO COORDINATE MAJOR EFFORTS IN THE FIELD OF JUVENILE JUSTICE THROUGH A JUVENILE JUSTICE ASSOCIATION

(5.1) STANDARD AREA: JUVENILE JUSTICE ASSOCIATION

By 1978, all state and local governmental and private agencies which are involved in the diversion of juveniles at the pre-adjudication stage shall form a Juvenile Justice Association. This Association shall be responsible for the development of written policies and procedures which will govern all diversion practices.

- 5.2 The Juvenile Justice Association shall identify specific needs and problems which may be contributing factors to juvenile crime and identify new or existing resources to meet those needs.
- 5.3 All written policies and procedures developed by the Juvenile Justice Association shall be implemented uniformly throughout the agencies.

J.

GOAL 6: PROBATION SERVICE DELIVERY SYSTEM

THE DEPARTMENT OF CORRECTIONS SHALL DEVELOP AND IMPLEMENT A SERVICE-DELIVERY SYSTEM WHICH WILL ADEQUATELY IDENTIFY THE NEEDS OF JUVENILES PLACED ON PROBATION AND ALLOCATE NEW OR EXISTING RESOURCES TO BEST MEET THE NEEDS OF THESE CLIENTS.

(6.1) STANDARDS: ASSESSING AND MEETING
CLIENT NEEDS

After adjudication, the needs of probationers shall be assessed through an identifiable intake process. This process shall include the following:

- a. An intake interview with the client;
- b. A home visit to assess the client's social environment;
- c. Contact with school officials and/or police officers who have knowledge of the child;
- d. Review of other written material, as available, pertinent to the child and his/her background;
- e. Preparation of a written report summarizing the above information and detailing specific client problems and needs;

- 6.2 Once the intake process has been completed, the written "intake summary", which shall serve as the basis for a Service Plan, shall be prepared for each client. The Service Plan shall be written by the Probation Counselor who performed the intake study, the Counselor to whom the case will be assigned (if the two are different) and a Probation Supervisor. The Service Plan should include a description of the client problem(s), a statement of the service goals established for the client and a description of the specific steps the Probation Unit plans to undertake to realize the service goals. The Service Plan should also include a clear statement as to the level of actual supervision the Probation Counselor will have to provide

the client in order to realize service goals.

- 6.3 When a juvenile is placed on probation, the conditions and terms thereof should be clearly specified and discussed with the probationer so that he/she has an understanding of what is to be expected of him/her.
- 6.4 Probation Counselors shall be responsible for the implementation of the service plan of each child on his/her caseload. In cases where the service plan can best be implemented through the use of one or more outside agencies, the Probation Counselors will make the appropriate referrals and assume the role of case manager. Case management responsibilities shall include:
 - a. Liaison with the referral agency to monitor the provision of services;
 - b. Periodic consultations with service providers to ensure that the service plan is being adequately implemented or to develop information so as to modify the service plan;
 - c. Maintenance of regular contact with the client, as called for in the service plan;
 - d. Maintenance of up-to-date case files;
- 6.5 Service plans shall be reviewed every three months by the Probation Counselor and his/her Supervisor to ensure the plan's continuing relevancy to client needs. The results of each review will be formally documented and placed in the client's case file.

(6.6) ROLE OF THE PROBATION COUNSELOR

- 6.6 Probation Counselors shall act as case managers, assessing the needs of their individual clients and coordinating the delivery of services to meet those needs. While Probation Counselors will be expected to maintain contact with each client, as provided in each service plan, the focus of that contact will be on the on-going problems and needs of the client for which services may be provided and the progress or lack of progress in realizing the goals of the probation.

- 6.7 Probation Counselors must be knowledgeable about the delivery of human services in Rhode Island and must develop cooperative relationships with other human service professionals working in community-based agencies. Probation Counselors shall be expected to have the ability and professional contacts to make appropriate agency referrals based on identified client needs.
- 6.8 A purchase of service system shall be developed for Rhode Island's Juvenile Probation and Parole Unit, under the auspices of the Department of Corrections, to facilitate the delivery of on-going services to juveniles on probation. Monies shall also be set aside for the provision of emergency services.
- 6.9 All policies, rules and regulations which are developed or are already in existence within the Juvenile Probation and Parole Unit shall be formalized in writing and disseminated to all employees in the form of a handbook. It shall be the responsibility of the Unit's administration to familiarize all employees with these policies, rules and regulations and to include these materials in the preservice training offered to future employees.
- 6.10 The Probation Unit shall continually review its internal policies, rules and regulations to determine their effectiveness in assisting counselors in the performance of their duties.
- 6.11 The Probation Unit shall continually review its existing resources and referral agencies to determine whether or not alternative referral resources need to be developed or utilized.
- 6.12 The findings of both evaluations shall be included in the Annual Probation and Parole Report and shall be submitted to the Department of Corrections and to the Family Court.

K.

GOAL 7: COORDINATION OF JUVENILE
JUSTICE COMPONENTS

THE JUVENILE PROBATION AND PAROLE UNIT AND THE FAMILY COURT SHALL RELATE TO ONE ANOTHER IN WAYS WHICH INCREASE THE ABILITY OF BOTH TO SERVE THEIR CLIENT POPULATION.

(7.1) RELATIONSHIP TO FAMILY COURT

The Juvenile Probation and Parole Unit shall receive all of its cases as a result of Family Court dispositions and shall be accountable to the Family Court for the progress of all juveniles placed on probation. The Family Court may terminate jurisdiction at any time when it determines that the probation has been completed or is no longer appropriate.

- 7.2 The violation of probation process shall be clearly stated in the policy handbook distributed to all Probation Unit personnel. This statement shall include guidelines which specify the instances in which the violation of probation process may be invoked and shall be the product of a consensus agreement between the Juvenile Probation and Parole Unit and the Family Court.
- 7.3 The Juvenile Probation and Parole Unit shall be responsible for conducting predispositional investigations for the Family Court. Predispositional investigations shall only be ordered by Family Court judges and shall be furnished to the court only after a finding of fact has placed the juvenile under the jurisdiction of the court.
- 7.4 Predispositional investigations shall be conducted in a manner similar to the Probation Unit's intake process and shall include a social history, a description of the juvenile's needs and recommended service alternatives.

- 7.5 Predispositional investigation reports shall be considered the property of the Family Court and shall only be distributed to those individuals and/or agencies authorized by the court. A copy of the report shall be retained by the Juvenile Probation and Parole Unit and shall serve as the basis for the juvenile's service plan.
- 7.6 By 1978, legislation shall be enacted by the Rhode Island General Assembly which enables juvenile case records held by the Juvenile Probation and Parole Unit to be given the same legal protection as records currently held by the Family Court.

I.

GOAL 8: TRAINING

THE DEPARTMENT OF CORRECTIONS SHALL DEVELOP AND IMPLEMENT A TRAINING PROGRAM FOR JUVENILE PROBATION PERSONNEL WHICH WILL ENSURE THE CONSISTENT APPLICATION OF POLICIES AND PROCEDURES BETWEEN PERSONNEL AND THE OPTIMAL DELIVERY OF SERVICES TO JUVENILES PLACED ON PROBATION.

(8.1) JUVENILE PROBATION UNIT

The Rhode Island Department of Corrections should immediately develop a comprehensive manpower development and training program for its Juvenile Probation Unit personnel. This program should recruit, screen and train Juvenile Probation personnel, including volunteers and paraprofessionals, from entry level to top level administrative positions.

- 8.2 The Department of Corrections shall offer a program of pre-service training for all new Juvenile Probation personnel. Pre-service training shall include:
- a. The organizational structure of Rhode Island's juvenile justice system with special attention to the functional areas of corrections and courts and the areas of interaction and cooperation between them;

- b. Probation policies and procedures;
- c. Caseload management skills;
- d. The organizational structure of Rhode Island human service delivery system;
- e. Referral agency resource development skills;
- f. Human growth and development;
- g. Human service delivery skills (interviewing skills, counselling techniques, treatment planning).

8.3 The Department of Corrections shall offer a regular program of inservice training for all Juvenile Probation personnel. Inservice training should be focused on increasing knowledge and/or skills in the following areas:

- a. Human service delivery skills;
- b. Human growth and development;
- c. Referral agency resource development.

8.4 Juvenile counselling is a specialization in itself and as such, probation counselors shall be classified separately based on the unique responsibilities, training, and skills needed to perform their jobs.

M.

GOAL 9: CORRECTIONAL DISPOSITIONS:
INSTITUTIONAL CARE

TO ASSIST THE FAMILY COURT IN MAKING AN INFORMED AND APPROPRIATE DISPOSITION BY PROVIDING THE COURTS WITH THE RESULTS AND RECOMMENDATIONS OF A COMPREHENSIVE INTAKE, NEEDS ASSESSMENT AND SERVICE PLANNING PROCESS FOR THOSE JUVENILES REMANDED TO THE DEPARTMENT OF CORRECTIONS.

(9.1) NEEDS ASSESSMENT

The Training School for Youth shall serve as a high security facility for those juveniles who present a danger to themselves or others and/or for whom all other alternatives to institutionalization have been exhausted.

- 9.2 The Department of Corrections shall organize and maintain a system of community-based residential services which shall be programmatically related to the institutional services of the Training School for Youth. These institutional and community-based services shall be included in the Youth Correctional System through which juveniles will pass.
- 9.3 Juveniles found guilty of felonies (or who have been previously convicted of felonies) and who would likely be committed to the Training School, shall be initially detained at a juvenile correctional facility for a period of time not to exceed thirty (30) days prior to formal court disposition. During that period of time, the Department of Corrections shall institute a process whereby the individual's needs are assessed and a service plan is developed. This service plan shall prescribe a course of treatment which may include institutional and/or non institutional components and shall set forth the specific goals.
- 9.4 The Juvenile Probation and Parole Unit shall act as the primary information-gathering agent for the Department of Corrections since much of the background information on each offender will have been developed

by them during the pre-dispositional investigation phase. This report shall contain a written statement of the client's problems and needs based on information gathered through the following sources:

- a. An intake interview with the client;
- b. A home visit to assess the client's social environment;
- c. Contact with school officials and/or police officers who have knowledge of the juvenile;
- d. Review of charges and circumstances which resulted in the juvenile being charged;
- e. Contact with other state and/or private agencies which may have provided services to the juvenile and/or his family;
- f. Review of other written material, as available, pertinent to the juvenile's background;

All information gathered by the Probation and Parole Unit shall be forwarded with the mittimus to the Department of Corrections upon detention of the juvenile. All additional information gathered by the Probation Unit shall be forwarded to the Intake Staff of the Department of Corrections as soon as it is available.

(9.5) DEVELOPMENT OF A SERVICE PLAN

The Department of Corrections shall establish an interdisciplinary team consisting of but not limited to the cottage and recreational staff, psychiatrist, psychologist, social workers, educational staff, the Coordinator of Residential Services and where necessary, representatives from community-based agencies. The interdisciplinary team shall also include representation from a cross-section of the State's racial and ethnic groups.

- 9.6 The service plan developed for each juvenile shall include a social history, a description of the juvenile's problems and needs, and a statement of the specific steps the juvenile correctional facility would take to implement the service goals. The service goals should include the educational program that is planned, the kind of counselling services which shall be made available, the kind of residential services that will be provided and how they will be structured to meet identified needs and finally, the ways in which other support services as are appropriate will be provided. The service plan shall not require the juvenile correctional facility to adhere to a rigid schedule of movement, but rather shall define the criteria for movement in terms of desired attitudes and behaviors. The service plan should then determine and specify which services should be provided at those appropriate stages of movement.
- 9.7 The findings of the interdisciplinary team shall be reported back to the Family Court within thirty (30) days and prior to formal court disposition. The Family Court shall make an informed determination, based upon these findings, of the most appropriate disposition.

(9.8) IMPLEMENTATION OF THE SERVICE PLAN

If the recommendations of the Department of Corrections are followed by the Family Court and the juvenile is remanded to the Training School for Youth, the interdisciplinary team shall reconvene to implement the juvenile's service plan.

- 9.9 The interdisciplinary team shall formally review the service plan with the juvenile to ensure his/her familiarity with its contents.
- 9.10 Each service plan shall be reviewed monthly to ensure its continuing relevancy to the resident's problems and needs. The result of these monthly reviews shall be documented in writing and placed in the resident's case file.

N.

GOAL 10: TRAINING SCHOOL SERVICES

TO PROVIDE THE INSTITUTIONAL ENVIRONMENT AND SUPPORT SERVICES NECESSARY TO FACILITATE POSITIVE CHANGES IN THE BEHAVIORS AND ATTITUDES OF RESIDENTS AT THE TRAINING SCHOOL FOR YOUTH.

(10.1) INSTITUTIONAL ENVIRONMENT

The Department of Corrections shall maintain a highly structured environment for Training School residents in which each day is filled with planned activities.

- 10.2 During the normal school year, residents shall spend five hours per day, five days per week receiving academic and vocational training. Additional time shall also be set aside each day for organized recreation and individual study.
- 10.3 At all times during the year, Training School residents shall devote a set amount of time each day to the routine maintenance of their living quarters. Such maintenance may range from designated daily chores, such as bed making, to designated weekly chores, such as washing floors, cleaning common areas, and maintaining the appearance of the property in the immediate vicinity of the cottage.
- 10.4 During the regular school vacation periods, residents should spend a set amount of time each day engaged in pre-vocational and vocational activities including maintenance of facilities on the grounds of the Howard Complex. Guidelines governing the types and limitation of activities and supervision required shall be developed by the Department of Corrections. All activities shall be in conjunction with the vocational training program.
- 10.5 Residents performing work under #4 (above) shall receive reasonable compensation for their services at a rate to be determined by the Department of Corrections. Residents shall not be paid for work

performed in maintaining their own living quarters, as outlined in #3(above). All monies received for work shall be kept for the residents, on account, by the Training School staff and shall be given to them as they need to make purchases.

- 10.6 The movement of residents from building to building shall be supervised by Training School staff and staff shall know where each resident is supposed to be at any given time.

(10.7) TRIAL HOME VISITS

Trial home visits shall be used as a diagnostic tool to prepare juveniles for eventual return to the community and to determine the most appropriate community placement.

- 10.8 The individual service plan shall specify at which point in time the resident should begin trial home visits, the close monitoring of the resident's behavior before, during and after trial home visits and whether the ultimate residential placement is to be with parents or a foster home. It shall be the responsibility of appropriate Department of Corrections officials to begin preparing the parents or foster parents and family for the juvenile's eventual return. Based upon the results of evaluating the trial home visits, these privileges shall be increased, decreased, continued at the current rate, or suspended.
- 10.9 A policy regulating trial home visits shall be developed by the Department of Corrections in conjunction with the Rhode Island Family Court and should detail regulations concerning the frequency, duration and termination of these privileges. The Department of Corrections shall provide this information to the residents prior to the commencement of these privileges.

(10.10) EDUCATIONAL SERVICES

A separately budgeted unit of the Division of Support Services shall be responsible for providing educational programs to residents of the Training School

for Youth. The staff of this unit shall coordinate its activities with the service plan objectives outlined by the members of the interdisciplinary team.

- 10.11 The Educational Services Unit shall employ the assistance of various public and private institutions of learning in developing, expanding and improving the curriculum, teaching methods and techniques.
- 10.12 Educational and vocational opportunities shall be offered to all incarcerated juveniles regardless of their age, five (5) hours a day, five (5) days a week.
- 10.13 To prepare inmates for successful re-entry into the community, the curriculum should strike a balance between the academics and vocational training. The curriculum should include an emphasis on both life skills (and their development) and career education through meaningful and applicable courses in the academics and vocational training.
- 10.14 The residents shall select a particular field of study based on preference and aptitude and shall be allowed the freedom to change when the educational betterment of the child is at stake. For those residents whose academic interests are not met by the existing curriculum, alternative educational services shall be provided.
- 10.15 The vocational training programs shall be limited to shop courses but should integrate meaningful career education and a discussion of realistic career opportunities in the community. This curriculum shall enhance the juvenile's educational/vocational skills by providing concentrations in particular marketable areas (i.e. carpentry, welding, automotive). General academics shall be integrated into the curriculum by applying each academic area to a corresponding vocational concentration.
- 10.16 The educational program shall also emphasize the acquisition and development of life skills through courses in improving self-image, developing leisure time activities and improving communication skills.

(10.17). MEDICAL SERVICES

Ideally a pediatrician should administer a medical examination to all residents of the Training School for Youth within twenty-four (24) hours of their admittance. In those circumstances where it is impossible to obtain the services of a pediatrician, a physician should administer the medical examination.

- 10.18 Emergency medical treatment should be available on a twenty-four (24) hour basis. Medical problems requiring special diagnosis, services or equipment not available at the Department of Corrections should be met by purchasing the services from the appropriate agencies or hospitals.
- 10.19 Dental examinations should be available to all residents within thirty (30) days of admission and also administered at least once a year. A program of dental health shall be established and maintained by the Department of Corrections to provide such dental treatment as cleaning, fillings, etc.
- 10.20 The Department of Corrections should establish a detoxification program for drug abuse and dependency (including alcohol) for residents of the Training School for Youth. It shall be the responsibility of the Department of Corrections to develop policies governing treatment practices, the separation of treatment facilities for juveniles and adults, and drug abusive residents.
- 10.21 All residents of the Training School for Youth (including the Youth Correctional Center) shall be offered the opportunity to participate in a variety of recreational activities. These activities will be in addition to the physical education component of the educational program.
- 10.22 Recreational services shall be structured in such a way that residents' negative behaviors can be identified and dealt with in a group setting while positive behaviors are reinforced.

(10.23) TEAM TREATMENT AND COUNSELLING

Each cottage shall have a Unit Manger who shall be responsible for the implementation of the service plan of each cottage resident. The Unit Manager's responsibilities shall include the provision of direct counselling services to the resident, both individually and in groups; case management of the resident's service plan to ensure its continuing relevancy; the coordination of necessary support services for each resident; and the supervision of cottage staff.

- 10.24 Cottage staff shall work as a team under the supervision of the Unit Manager. While staff persons may have specific assigned tasks to perform in and around the cottage, their primary task will be the provision of services to the residents. Cottage staff shall be aware of the behavioral and attitudinal goals established for each resident and each staff person shall possess the necessary knowledge and skills to deal constructively with the individual and group behavior of the residents.
- 10.25 Leisure time activities shall focus on the ability of residents to function effectively in groups. Cottage staff shall be aware of the behavioral and attitudinal goals established for each resident and shall possess the necessary knowledge and skills to facilitate the achievement of these goals.
- 10.26 Unit Managers shall coordinate the activities of cottage staff on a daily basis and shall consult on a regular basis with other Training School staff who work with the resident.
- 10.27 Group and individual counselling services shall be provided by each Unit Manager. Counselling should focus on the specific behavior and attitudes of each resident in adjusting to the institutional environment and in realizing service goals.

(10.28) OFFGROUND PRIVILEGES

Offground privileges shall be used as a rehabilitative tool in the reintegration process. Offground

passes and activities shall be considered privileges and not rights which the Department of Corrections shall maintain control over.

- 10.29 Residents shall be held for a period of time without access to offground privileges based on established Department of Corrections policy. The duration and frequency of organized group activities and offground passes shall be increased with the length of a juvenile's stay in preparation for eventual release to the community.
- 10.30 Offground privileges should include organized group activities for social, vocational and recreational purposes and individual passes for special reasons.
- 10.31 All recommendations for the commencement, frequency and nature of organized group activities shall be made by staff members of the Training School cottages. The staff shall also monitor the field trips and report the results of such ventures back to the interdisciplinary team.
- 10.32 The Department of Corrections shall establish a policy for determining the ratio of chaperones to residents, the frequency and the duration of each type of activity.
- 10.33 Eligibility requirements for the provision of such privileges shall be clearly defined by the Department of Corrections and disseminated to all residents of the Training School for Youth. It shall be the responsibility of the interdisciplinary team to sufficiently familiarize inmates with the behavioral expectations required to be eligible. The grounds for termination of offground privileges shall also be clearly defined and disseminated to the residents. Such grounds may include off or on ground behavioral problems.

0.

GOAL 11: NON-INSTITUTIONAL CARE

TO INCREASE THE REHABILITATIVE EFFECTIVENESS
OF INSTITUTIONALIZATION BY PROVIDING TRAINING
SCHOOL RESIDENTS WITH A CONTINUUM OF SERVICES
AND PROGRAMS IN A NON-INSTITUTIONAL ENVIRONMENT

(11.1) DESIGN OF NON-INSTITUTIONAL PROGRAM

The Department of Corrections shall establish and maintain a network of six (6) community-based residential facilities under its jurisdiction as a separate entity of the juvenile correctional system.

11.2 These facilities shall continue to provide services and programs solely to Training School releasees until their commitment to Rhode Island's juvenile correctional system has ended.

11.3 The non-institutional facilities shall be structured by varying degrees of constraints. Depending upon the level that the Training School resident functioning at his/her programmatic and behavioral needs, the juvenile will be transferred to the most appropriate non-residential facility which can best meet the identified needs. The levels of structure shall include:

- a. Group home offering residential and educational opportunities within the facility. All activities shall center around this highly structured group home; or
- b. Group home offering a highly structured environment with the exclusion of the educational component. The residents shall receive educational/vocational training within the local community; excepting education, all activities shall be in conjunction with the group home; or

- c. Group home offering the fewest structural constraints; the juvenile will attend school in the local community and will be encouraged to secure part-time, after-school employment or participate in after-school activities.

- 11.4 The Department of Corrections shall develop communications and coordination mechanisms between the institutional and community-based facilities by utilizing the appropriate institutional and non-institutional staff in assisting the juvenile to meet the expectations and objectives of his/her service plan.
- 11.5 In both of the highly structured group home facilities, the structure shall parallel that of the Training School for Youth. Group home staff will be responsible for filling the residents' time with planned group activities after school and during the evening hours.
- 11.6 Group home staff shall be responsible for developing and promulgating policies concerning juveniles' rights, privileges and responsibilities to the group home. All residents shall be familiarized with the grounds for violating policies and possible consequences which may arise as a result of violating the policies.
- 11.7 The temporary suspension of privileges extended to juveniles housed in non-institutional facilities shall be viewed as a viable form of discipline which group home staff may exercise.

(11.8) GROUP HOME STAFF

Non-institutional facilities should be located in or near the communities in which they derive their greatest population. These facilities shall have a living capacity of (but not to exceed) seven (7) adjudicated delinquents.

- 11.9 Group home staff shall be equipped with the necessary skills to assist the needs of the Department of Corrections clients upon receiving adequate training and

education in their particular areas of expertise. As well, the staff shall be fully cognizant of the institutional objectives and programs which shall enable them to provide continuity in programming.

- 11.10 In order to ensure that all group home staff have the necessary skills to work with Department of Corrections clients, the Department of Corrections shall be responsible for determining and defining the specific types of skill(s) development needed by staff to function in a group home setting. Once the required skills have been defined, the Department of Corrections shall be responsible for establishing and supporting an adequate training program.
- 11.11 The staff of typical non-residential facility should include a staff director and full-time counselors providing services twenty-four (24) hours a day. All staff, including house parents, should be equipped with such basic skills as individual and group counseling skills, a theoretical knowledge of human development and behavior, and individual and small group interaction skills.
- 11.12 The staff and services of the Training School shall be made available to the group home to offer assistance and supportive services where necessary.

(11.13) SERVICE PLAN AS THE BASIS FOR TREATMENT

The individualized service plan shall remain as the basis for identifying client's needs, identifying the appropriate corrective services and programs, and for monitoring the progress of a juvenile once he/she is placed in the non-institutional facility.

- 11.14 Prior to the transfer of a juvenile from the Training School, the Department of Corrections Interdisciplinary Team shall determine the most appropriate course of action for the juvenile, namely, which particular non-institutional facility and program will best meet the needs of the child. When the determination has been made as to which facility the juvenile will be transferred to, the interdisciplinary team shall meet to review and amend the service plan to reflect the objectives to be met by the group home.

- 11.15 The service plan shall contain a description of the juvenile's problems and needs, and a statement of the specific steps the non-institutional facility will have to take to implement the service goals. The service goals should include the educational/vocational program that is planned, the kind of counselling services which shall be made available, how the residential services will be structured to meet identified needs and finally the ways in which other support services as are appropriate will be provided. The criteria for movement from the Training School to the group home (or vice-versa) shall be defined in terms of desired behaviors.
- 11.16 Once the juvenile is transmitted to the non-institutional facility, the appropriate group home staff responsible for case management shall formally review the service plan with the juvenile to ensure his/her familiarity with its contents. The staff shall also discuss with the juvenile, the length of dispositional placement, the juvenile's responsibilities to the group home, and the possibility of being transferred back to the Training School if his/her behavior warrants such a move.
- 11.17 Each service plan shall be reviewed monthly to ensure its continuing relevancy to meeting the juvenile's problems and needs. The results of the monthly reviews shall be documented in writing and placed in the resident's case file.

P.

GOAL 12: PROGRAMS AND SERVICES

TO ENSURE THE OPTIMAL DEVELOPMENT OF PROGRAMS AND SERVICES BY UTILIZING ALL EXISTING RESOURCES AVAILABLE TO NON-INSTITUTIONAL FACILITIES.

(12.1) HEALTH SERVICES

12. A complete medical and dental examination shall be administered to all juveniles at the Training School prior to their release to the custody and care of group homes. When the need arises, group homes shall utilize the already existing dental and medical services of the Training School for routine examination and services. When an emergency medical need arises the appropriate medical hospitalization or out patient services shall be sought.

If drug abuse or addiction has been identified during the juvenile's stay at the Training School and the juvenile had been receiving treatment for the addiction, the group home shall be equipped to continue the treatment program by providing detoxification services after he/she is transferred to the group home.

- 12.2 Group home staff shall secure the written authorization of the family/guardian of a juvenile for emergency medical care routine medical examinations and hospitalization when the juvenile is transferred to the group home.
- 12.3 Dental examination should be provided to juveniles within thirty (30) days of admission and administered at least once a year. A regular program of dental care shall be provided to residents through a purchase of service with the appropriate agency.

(12.4) HOUSEHOLD DUTIES AND EMPLOYMENT

- Group home residents shall be expected to perform routine maintenance of their own living quarters. Such maintenance may range from designated daily chores to assigned weekly tasks such as washing floors and

cleaning common areas. These tasks should promote and instill in residents a sense of responsibility, cooperation, and the development of home management skills.

- 12.5 Group homes shall establish a policy which defines the types of tasks residents will be required to perform, the limitations of these activities and the penalty for not performing these tasks. This policy shall be promulgated to all residents of group homes.
- 12.6 Every resident shall be given an allowance and/or the opportunity to earn money. The degree of allowance shall depend upon his/her age and the types of activities performed.
- 12.7 All monies earned and accrued by the juvenile shall be managed and expended by the juvenile with the guidance of the appropriate group home personnel. This opportunity will allow residents to experience and develop money management skills.
- 12.8 In those group homes which offer the fewest structural constraints, residents will be encouraged to seek out after-school, part-time employment within the community. Although residents of this facility will be responsible to some degree for maintaining an atmosphere of a group home living situation, they will be encouraged to become more independent and self-supportive through after-school employment and extracurricular activities.

(12.9) EDUCATIONAL SERVICES

Group home staff shall be responsible for securing full-time educational/vocational opportunities for all residents in compliance with federal, state and local regulations.

- 12.10 The educational/vocational program arranged for a juvenile shall further the educational/vocational objectives outlined in the service plan developed during his/her stay at the Training School.

- 12.11 Group home staff shall ensure that any unique educational needs that have been identified in the individual's service plan, are being met by the local school system or existing support services where necessary (i.e. learning disabilities, language deficiencies, or other perceptual difficulties). These services shall be procured by the group home in conjunction with the local school program.
- 12.12 The group home shall be responsible for developing a liaison capacity with the local school districts which group home residents attend.

(12.13) COUNSELLING SERVICES

The team treatment concept outlined in the institutional standards shall be followed in the non-institutional setting. Each group home shall have a unit manager (staff director/house parents) responsible for the implementation of the individual service plan. The unit manager will have the same responsibilities of his/her counterparts at the Training School.

- 12.14 All group home staff shall be cognizant of the service plan and its objectives in carrying out their assigned tasks. The primary responsibility shall be to provide services where needed to residents. Staff shall also possess the necessary knowledge and skills to be sensitive to individual needs and shall be able to procure resources to meet these needs.
- 12.15 The unit manager shall consult regularly with the Interdisciplinary Team at the Training School to evaluate the progress of the juvenile.
- 12.16 The major objective of the counselling staff shall be to prepare the group resident for eventual placement back with his/her family or with a surrogate family. The staff shall facilitate the reintegration process by offering its services to the family of the juvenile and ensuring that prior to the completion of the juvenile's stay in the group home, the family and he/she are ready for placement.

(12.17) TRIAL HOME VISITS/OFFGROUND PRIVILEGES

The frequency of trial home visits shall be increased once the juvenile is placed in a non-institutional setting. Group home staff shall assume the responsibility of monitoring the trial home visits. Staff shall also be responsible for preparing and supporting the family and juvenile for eventual reunion. This support may be through counselling, securing financial assistance, etc.

- 12.18 Offground privileges shall be controlled by the group home staff and shall be considered privileges and not rights given to residents. The group home staff shall be responsible for organizing a program of organized offground group activities for social, recreational and vocational purposes. These privileges shall be increased with the length of a juvenile's stay and the relative success of his/her ventures.

(12.19) RECREATIONAL SERVICES

Group homes, regardless of their level of structure, shall ensure that all residents receive daily physical education either (within the home of the local school). Group home staff shall be responsible for providing leisure-time activities to residents in addition to the daily organized physical education program.

- 13.5 The licensing authorities shall also ensure quality program and service delivery by recruiting only qualified personnel who demonstrate competence in their particular areas of expertise and by providing all staff members with salaries comparable to their counterparts in the private sector. All group home supervisors should possess at least a Master's Degree or its equivalent in any of the appropriate human service areas and all other staff members who have daily contact with residents shall possess at least a Bachelor's Degree. All staff members should also possess those skills as may be acquired through education or training, necessary to deal effectively with the needs of a particular group home population. The educational requirements may be waived when a staff member demonstrates competence through extensive years of training.
- 13.6 In the establishment of group home facilities, licensing authorities shall mandate the separation of adjudicated delinquents from status offenders and shall be responsible for monitoring the group home facilities to ensure compliance.

(13.7) HEALTH CARE SERVICES

Upon disposition and determination of which group home a juvenile will be placed in, the Department which funds the home shall be responsible for ensuring that the juvenile receives a complete physical examination prior to his/her placement in a residential facility. This examination shall be administered by a physician/pediatrician and shall include a urine analysis, urine scan, blood tests, and those tests which will ensure that the juvenile is free from any contagious diseases. A physical examination shall be administered on an annual basis.

- 13.8 Group home staff shall be responsible for obtaining the necessary parental authorization for routine or emergency medical/surgical treatment.
- 13.9 Every group home shall be responsible for establishing a health care program for its residents which shall include the provision of dental health services, self-care-personal hygiene instructions and accessible family planning services.

(13.10) INTAKE AND NEEDS ASSESSMENT

Every group home shall establish an intake unit which will screen potential residents, assess their educational/vocational, social and emotional needs, and develop a plan for meeting these needs while they are placed in the care of the group home.

- 13.11 All evaluations and assessments shall be administered by qualified professionals in their respective areas of expertise.
- 13.12 The intake personnel (who may also serve in other positions within the group home) shall meet with appropriate staff members to develop a comprehensive service plan based upon the findings of the intake process. This staff should also meet with appropriate community officials who may have contact with the juvenile (i.e. school officials, potential employers) to determine the appropriate plan of action for the juvenile.
- 13.13 The service plan shall be developed within four (4) to six (6) weeks of the juvenile's admission to the group home. This plan shall contain a written description of the juvenile's problems and needs (in each category in #1 above), the goals in each of the service areas and the steps the group home staff will take to ensure that the goals and objectives are met by the existing resources of the home or by the community.
- 13.14 The service plan shall be the basis for treatment and the provision of services to the juvenile while he/she is placed under the custody and care of the group home.
- 13.15 The service plan shall be reviewed monthly by the staff and the director to ensure its continuing relevancy to meeting an individual's needs. Modification of the original service plan objectives should be based upon the recommendations of appropriate community officials to the group home staff and upon consensus of the staff when it is in the best interest of the child.

- 13.16 The juvenile shall be familiarized with the contents of the service plan, what he/she can expect from a group home program, and what expectations he/she will be required to fulfill during his/her stay in the group home.

(13.17) EDUCATIONAL SERVICES

Every group home in Rhode Island shall be responsible for securing educational/vocational opportunities for all group home residents under the age of sixteen (16). All educational/vocational programs which group home clients are enrolled in shall meet with federal, state and local regulations.

- 13.18 Every effort shall be made by the group home to place the juvenile in the community school environment. The group home staff shall facilitate the juvenile's adjustment to the community school by frequently communicating with the appropriate school officials, closely supervising the juvenile's academic progress both in the classroom and in the group home and by offering supportive counselling relative to his/her academic progress.
- 13.19 For those juveniles whose educational/vocational needs are not being met by the community classroom and/or are in need of special educational services, the group home shall, in conjunction with the DOC, MHRH, SRS, attempt to place the juvenile in the appropriate alternative educational/vocational program. The funding department shall assist the group home to meet the educational needs of a client through service planning, program development and financial assistance. The DOC, MHRH, SRS shall set aside adequate funds for their group homes to develop a purchase of service capability to meet such unique educational/vocational needs.

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GOAL 14: LICENSING GROUP HOMES

TO ENSURE THE CONSISTENT APPLICATION OF POLICIES AND PROCEDURES WITHIN EACH LICENSING DEPARTMENT'S JURISDICTION AND THE OPTIMAL DELIVERY OF SERVICES TO GROUP HOME RESIDENTS

TRAINING

(14.1) GROUP HOME PERSONNEL

The Department of Corrections, MHRH and SRS shall be responsible for establishing a system for certifying or accrediting the staff employed by group homes under their jurisdiction and for establishing a comprehensive inservice training program.

- 14.2 All group homes shall participate in the accreditation process since licensing and funding shall be based upon the quality of staff and service delivery.
- 14.3 Accreditation of staff shall be based on several factors:
 - a. Educational requirements of the position being held;
 - b. Any relevant work experience which may be substituted for educational requirements;
 - c. Awareness of ethical standards;

Those employed by group homes who do not possess all of the necessary qualifications may enter into a training contract with the funding department to receive the needed education or training prior to full certification. Candidates in this status shall receive provisional certification until they complete the training program.

- 14.4 Each department's inservice training program shall focus on the population that the department serves and on increasing knowledge and/or skills in the following areas:
 - a. Human growth and development;
 - b. Community resource development and utilization;

- c. Behavior management techniques;
- d. Individual/group and family counseling skills (interviewing skills, counselling techniques, treatment planning).

14.5 Group home staff should be allowed to avail themselves of their funding agencies' resources, including the use of personnel on a consulting basis. Although the staff of the group home should be adequately trained and prepared to deal with the group home population on a daily basis, situations may arise when the staff may need additional supportive services for their clients. Arrangements should therefore be made between the home and the licensing authority, either through a purchase of service system or some other mechanism, so that the home will be able to handle such circumstances.

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