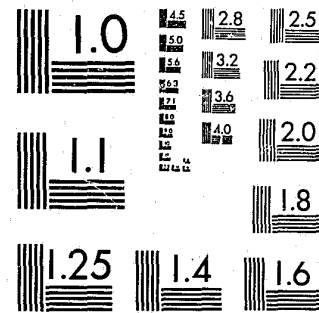


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# MASTER PLAN: ADULT CORRECTIONS

December 1979

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WASHINGTON STATE  
DEPARTMENT OF  
SOCIAL HEALTH  
SERVICES  
ADULT CORRECTIONS DIVISION

MASTER PLAN: ADULT CORRECTIONS

NCJRS

OCT 23 1980

ACQUISITIONS

WASHINGTON STATE  
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DEPARTMENT OF SOCIAL AND HEALTH SERVICES  
*Gerald J. Thompson, Secretary*

*Gerald E. Thomas, Assistant Secretary*  
Program Services

ADULT CORRECTIONS DIVISION  
*Robert Tropp, Director*

*This document is a public statement of a plan for the development of a system of correctional services based on the principles of protection of society and the humane and efficient management of adult offenders.*

December 1979  
(Second Printing)

CREDITS

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# INTRODUCTION

## INTRODUCTION

The basic mission of a correctional system is to provide for the public's protection through the confinement and supervision of adult felons, and to maintain humane and secure settings in which offenders may serve their sentences and receive opportunities for self-improvement. Although this mission has not been questioned, the methods used to accomplish it have come under close scrutiny.

The contemporary correctional scene is characterized by disenchantment and controversy. The methods and techniques of rehabilitation which have evolved over the past 50 years have been attacked for their lack of effectiveness. A few have called for the total abolition of imprisonment as a method of implementing criminal sanctions. Some, while conceding that a residual few offenders require confinement, suggest that the prison cannot serve any constructive social purpose in a people-changing role. They urge that most offenders be managed in community-based programs. Still others suggest that there be an expanded use of prisons as a means of incapacitation and deterrence.

It is imperative that correctional administrators, mindful of this disenchantment and controversy, publicly define their basic mission and the principles under which their organizations are to operate. There is a critical need to go beyond a tactical planning mode in which administrators use current population data to project trends and their impact into the future. Although these impacts are extremely important, they must be examined in light of the basic operating principles and goals of the system. By design, a concerted effort has been made in the development of this master plan to provide an explicit linkage between proposed strategies and postulated principles and goals.

The delineation of specific problems and the resultant planning cannot occur independently of consideration of the relationship between corrections and other components of the criminal justice system. For example, changes in the practices of the police, courts, and the paroling authority obviously affect corrections. As a result of this interdependence, the problems identified and strategies proposed in this document must involve programs which deal directly or indirectly with other segments of the criminal justice system.

It is within this climate of change and with these realities in mind that this master plan has been developed. It provides:

- o A sense of direction in the form of operating principles and goals;
- o Description of the current system;
- o A definition of and strategies for dealing with the most critical problem, institutional overcrowding; and

- o A definition of and strategies for meeting some ongoing system needs, including the need for:

Operating standards

Information system for system-wide decision making

Increased work, education, and program opportunities

A comprehensive staff development program

The purpose of the plan is to provide a program for action which addresses both the critical problem of institutional overcrowding and the ongoing system needs. The plan incorporates the operating principles and goals as a source of long-range guidance as well as a standard by which to measure the continuity of purpose across all programs.

# EXECUTIVE SUMMARY

## 1.0 EXECUTIVE SUMMARY

Adult Corrections in Washington State is at a crossroads. Correctional personnel, while attempting to manage the critical problem of dangerously overcrowded institutions (and all the attendant problems), are simultaneously attempting to incorporate a new sense of mission and purpose into the fabric of daily management. This master plan is an articulation of that mission and purpose.

Section 2.0, Operating Principles and Goals, states the mission, the principles and the goals that give purpose and direction to Adult Corrections. The mission is defined as protection of the public through the confinement and supervision of adult felons and the maintenance of humane and secure settings in which offenders may serve their sentences and receive opportunities for self-improvement. The principles and goals provide a value system that promotes just and humane care in the management of offenders and encourages improved employee performance through education and training.

Section 3.0, System Description, provides a description of the community, institutional and support services, and how these components operate within the division today. The community services program is divided into three basic levels of services: regular caseload, intensive parole, and residential supervision. The institutional services program section describes the basic classification process, the different levels of custody, and the various programs and services provided to incarcerated felons, as well as a summary of additional policies affecting the conditions of confinement. This section also includes a brief summary of the division's support services.

Section 4.0 discusses the single overriding concern of the Adult Corrections Division--institutional overcrowding. The strategies which address the problem of institutional overcrowding include:

- o Development of expanded bed space and community resources;
- o Review of inmate population to identify those persons who can be recommended to the Parole Board for release without increasing the threat to public safety;
- o Initiation of diversion resources to increase the capability of the division to provide supervisory services in the community;
- o Development of increased inmate capacity through a Capital Building Program;
- o Implementation of American Correctional Association (ACA) recommendations.

Beyond the documentation of the immediate problem and the time-limited strategies presented above, Section 4.4 looks to the long-range projections, including the potential impact of the various factors affecting system rates, and identifies a number of policy alternatives.

Section 5.0, Ongoing System Needs, views the Adult Corrections Division as a system including community, institutional, and residential services. This section addresses the system's need for an integrated program with continuity in management. To operate the division as an effective system of services, it is necessary to:

- o Adopt standards to define and measure the performance of the total system of services provided by the division.
- o Develop a division-wide statement of policies and procedures;
- o Establish a division-wide management information system;
- o Increase work, education, and program opportunities to provide a broad continuum of opportunities for change and constructive activities;
- o Improve basic services, including food and health services, within the institutions;
- o Implement extended staff development and training.

Section 6.0 concludes that, although the efforts of the division will continue to be overshadowed by the problem of overcrowding, the division is moving forward. This document is a public statement of the division's basic mission, operating principles and goals. The plan, while attempting to manage the current problem of overcrowding, incorporates a new sense of mission and purpose into the management of the division. Through the adoption of the strategies described in this plan, there is far greater certainty that the Adult Corrections Division will fulfill its principles and goals as well as its overall mission.

# **OPERATING PRINCIPLES and GOALS**



## 2.0 OPERATING PRINCIPLES AND GOALS

The basic mission of corrections is to provide for the public's protection through the confinement and supervision of adult felons, and to maintain humane and secure settings in which offenders may serve their sentences and receive opportunities for self-improvement. Toward this end, the Adult Corrections Division has adopted the following operating principles and goals:

Principle 2.1 Individuals are sent to prison AS punishment, not FOR punishment.

The sentence of the courts mandating confinement or supervision entails sufficient punitive sanction in and of itself. No additional punishment is justified or approved other than that which is imposed in response to specific rule violations and in accordance with due process requirements.

Goals 2.1.1 *The maintenance of a lawful and safe environment for inmates and staff at confining institutions.*

2.1.2 *The maintenance of facilities that meet standards of decency appropriate to public programs.*

Principle 2.2 Criminal penalties prescribed by statute, court decision, and the Board of Prison Terms and Paroles must be equitably administered.

Offenders present a wide range of age, race, intellect, and cultural and physical characteristics. They come from diverse backgrounds and have differing life styles and religious persuasions. Facilities, programs, and staff behavior must respect this diversity. Offenders should not be humiliated because they are different, nor should efforts be made to compel them to mold their attitudes and behaviors into narrow, preconceived patterns.

Discretion, however warranted or convenient, must be tempered by guidelines reflecting basic fairness, consistency and procedural protections. All opportunities must be afforded equally without regard for race, color, religion, sex, or ethnic background.

Goals 2.2.1 *The development of an attitude on the part of staff that fairness to inmates goes beyond due process requirements and involves respect for another human being.*

2.2.2 *The development and maintenance of objectivity in the provision of services to courts and the Board of Prison Terms and Paroles.*

Principle

2.3 Institutional programming must provide reasonable opportunities for inmates to be occupied productively.

The future behavior of offenders is dependent, in part, on their stake in conformity versus nonconformity. An individual's stake in conformity is related to his opportunity to experience success in productive activities. Uncontrolled time is subject to the negative influences of peer pressure. Recognizing that not all offenders need training or treatment, all need to be usefully occupied for a certain number of hours each day in order to minimize idleness.

Goals

2.3.1 *The establishment of standards which define the appropriate amount of time which inmates should spend in work, educational, vocational training, leisure, and recreational activities.*

2.3.2 *The development of a work assignment and Institutional Industries program which models the real world aspects of private industry.*

Principle

2.4 Opportunities for positive personal change must be provided.

Society expects that the offender should emerge from custody prepared to undertake a productive, law-abiding life in the community.

Correctional programs should work toward the principle of individualization in the application of services. Opportunities to participate in work or change programs should be based on a concerted effort to assess the unique needs of individual offenders.

Goals

2.4.1 *Development of diversified programs of work, education, training, and leisure time activities, along with positive change programs for those who want or need them.*

2.4.2 *Development of programs that will support and maintain family relationships which assist offenders in their return to the community.*

2.4.3 *Utilization of all available community resources necessary for the successful reintegration of the offender.*

2.4.4 *Development of an integrated program with continuity in management from probation through reception, institutional programming and work release, to parole.*

Principle

2.5 Staff qualities of maturity and professionalism must be developed in order to buffer the unique stress generated by correctional work.

The extent to which any organization is able to accomplish its mission is directly related to the level of professionalism manifested by its staff. In the field of corrections, there is an obligation to assist staff to guard against both naivete, which leaves them vulnerable to offender manipulation, and against cynicism, which destroys the capacity for a necessary level of supportive trust.

Goals

2.5.1 *Development of a program of recruitment and employment screening which attends to staff qualities and traits related to an individual's ability to work under the unique kinds of stress in corrections.*

2.5.2 *Implementation of ongoing staff development and training programs designed to develop the varied knowledge and skills necessary to work successfully in corrections.*

Principle

2.6 The ongoing study of criminality and the methods of dealing with offenders is a prerequisite to the effective administration of correctional programs.

Although there are no simple solutions to the problem of crime, some new approaches appear promising. The limited testing of new ideas in a realistic evaluative framework, along with the continuing reappraisal of old programs, is vital to organizational growth, renewal, and effectiveness. This concern for effectiveness must be balanced against criteria of efficiency and economy, and requires a systematic assessment of policy, program, and budget alternatives.

Goals

2.6.1 *The adoption and adherence to standards which are consistent with the mission of the department and are realistic measures of performance.*

2.6.2 *The development of an enhanced planning, monitoring, and evaluation capacity.*

# CURRENT SYSTEM DESCRIPTION

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### 3.0 CURRENT SYSTEM DESCRIPTION

The criminal justice system, of which adult corrections is a part, is composed of interdependent components and overlapping jurisdictions. Figure I presents a schematic diagram of the felony offender system flow discussed in this section. The Superior Court has jurisdiction over the disposition of all persons convicted of a felony offense. The court makes the "in/out" decision -- that is -- to grant probation and allow the convicted felon to remain in the community, under supervision, or alternatively, sentence the person to prison. If granted probation, the person remains under the jurisdiction of the court, with supervision being provided by the Community Services program under the Adult Corrections Division (ACD) of the Department of Social and Health Services (DSHS). The court may (1) discharge an offender upon the successful completion of probation supervision, or (2) revoke probation and sentence to prison if the individual violates the conditions of probation.

If the court commits the convicted felon to prison, the jurisdiction for care and custody is passed to the ACD Institutional Services program. The court does not fix the duration of confinement but sentences to the maximum term prescribed by law. The Board of Prison Terms and Paroles fixes the duration of confinement, determines the date of release on parole and the conditions of parole. The Parole Board may discharge an offender upon the successful completion of parole supervision, or may revoke parole and return to prison if the individual violates the conditions of parole.

The Parole Board implemented new "Guidelines for Fixing Minimum Terms" October 1, 1978 (slightly modified effective December 1, 1978). These guidelines separate offenses (except first degree murder) into major felony classes. Each felony class is assigned a base time, expressed in months. Onto this base time are added monthly increments according to whatever aggravating circumstances were part of the criminal act(s). The actual time to be served, called the act severity time, is the sum of the base time, the aggravating-circumstances increments, and prior record score.

The Revised Code of Washington (RCW) 43.20A provides that the administration of the Adult Corrections program is vested in the Department of Social and Health Services. This responsibility has been delegated to the Adult Corrections Division. A map designating institutional locations may be found in Figure II. A display of the functional organization of the division is presented in Figure III. This section provides a description of the Community, Institutional and Support Services programs. It is the purpose of this section to describe the operation of the division as it exists today and to note, as appropriate, special problems and needs. The strategies to address the critical problem of overcrowding are in Section 4.0, and the strategies related to the ongoing systems needs are in Section 5.0 of this plan.

FIGURE I

### OFFENDER FLOW THROUGH CORRECTIONAL SYSTEM

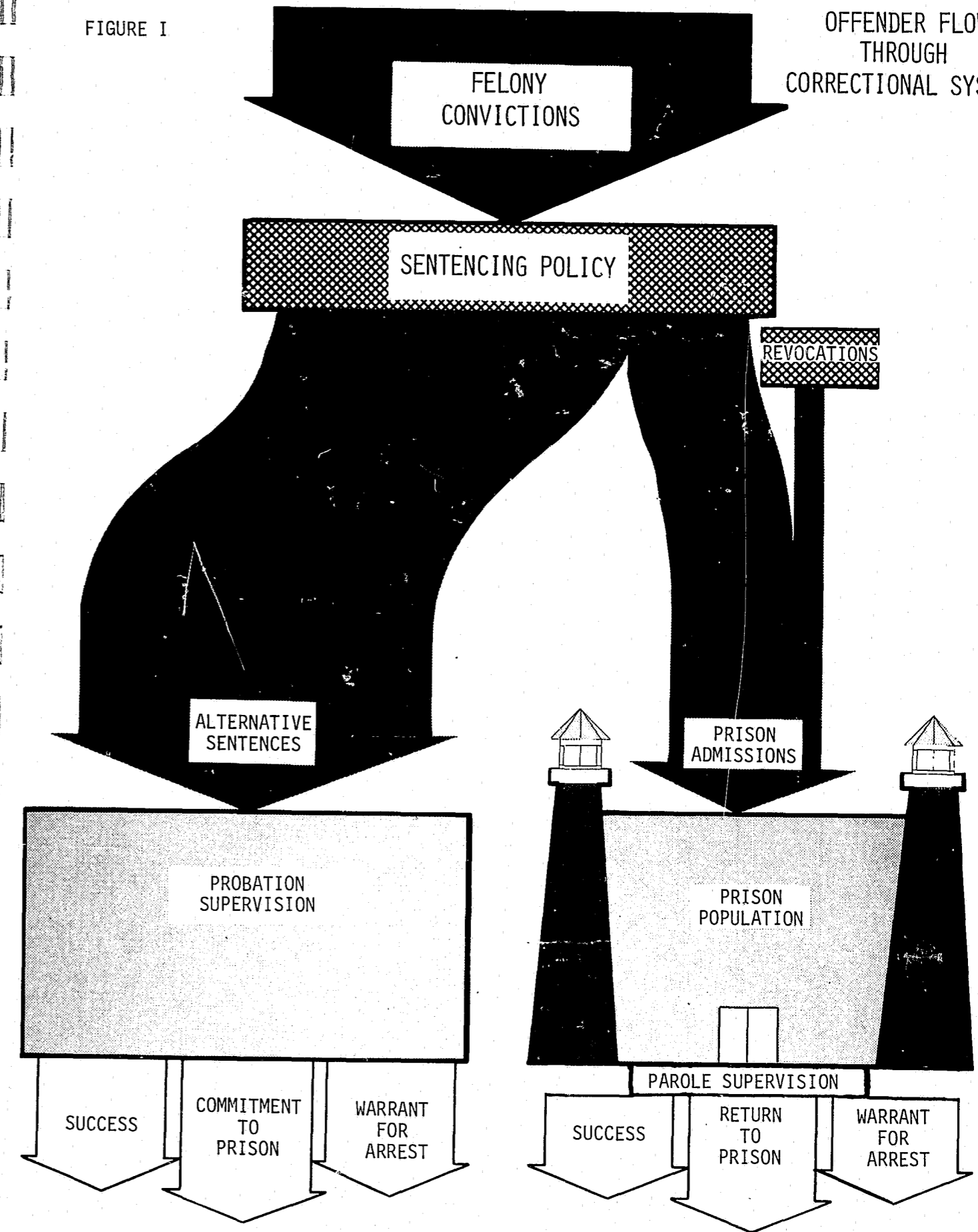


FIGURE II  
 LOCATION OF ADULT CORRECTIONS INSTITUTIONS

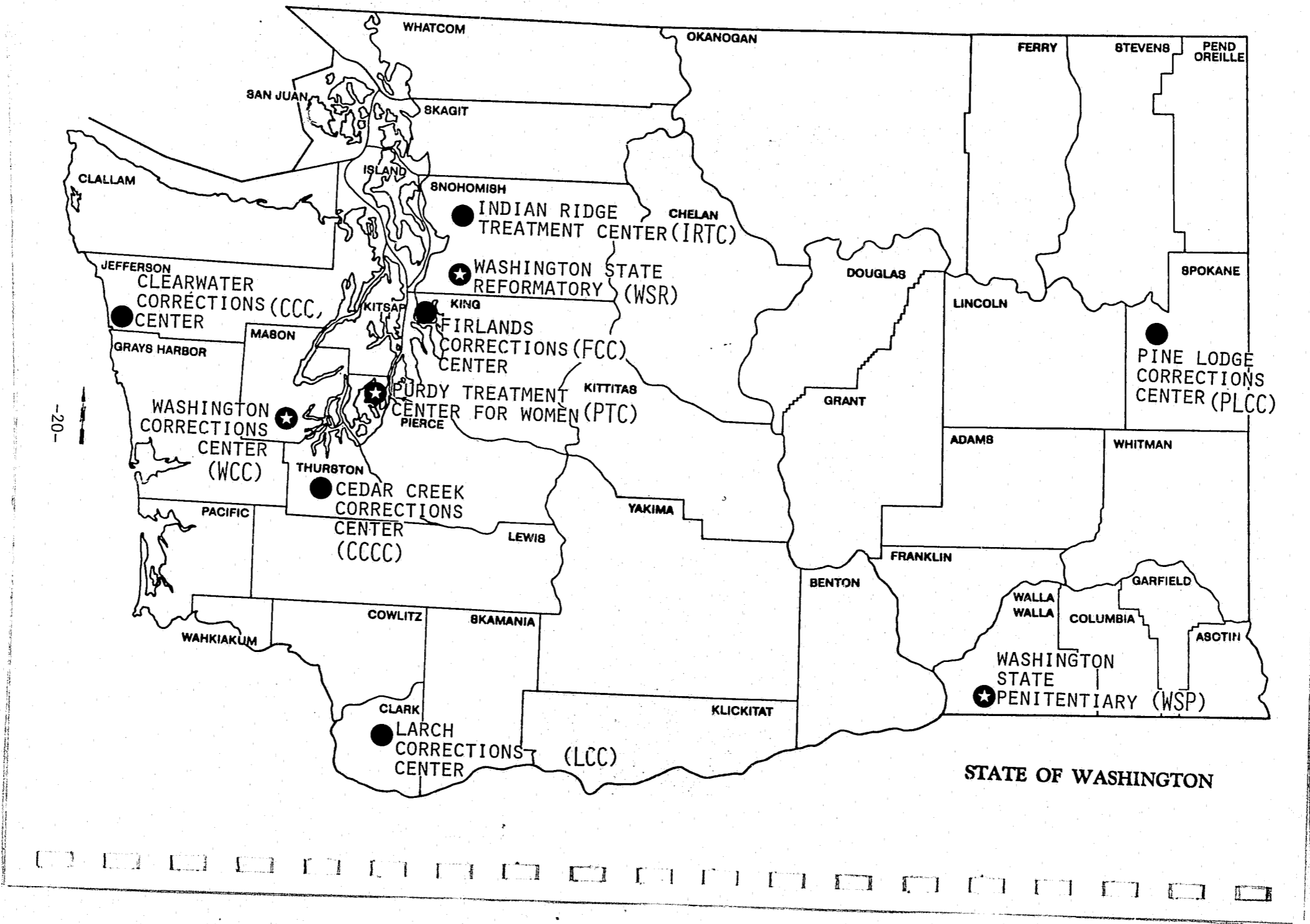
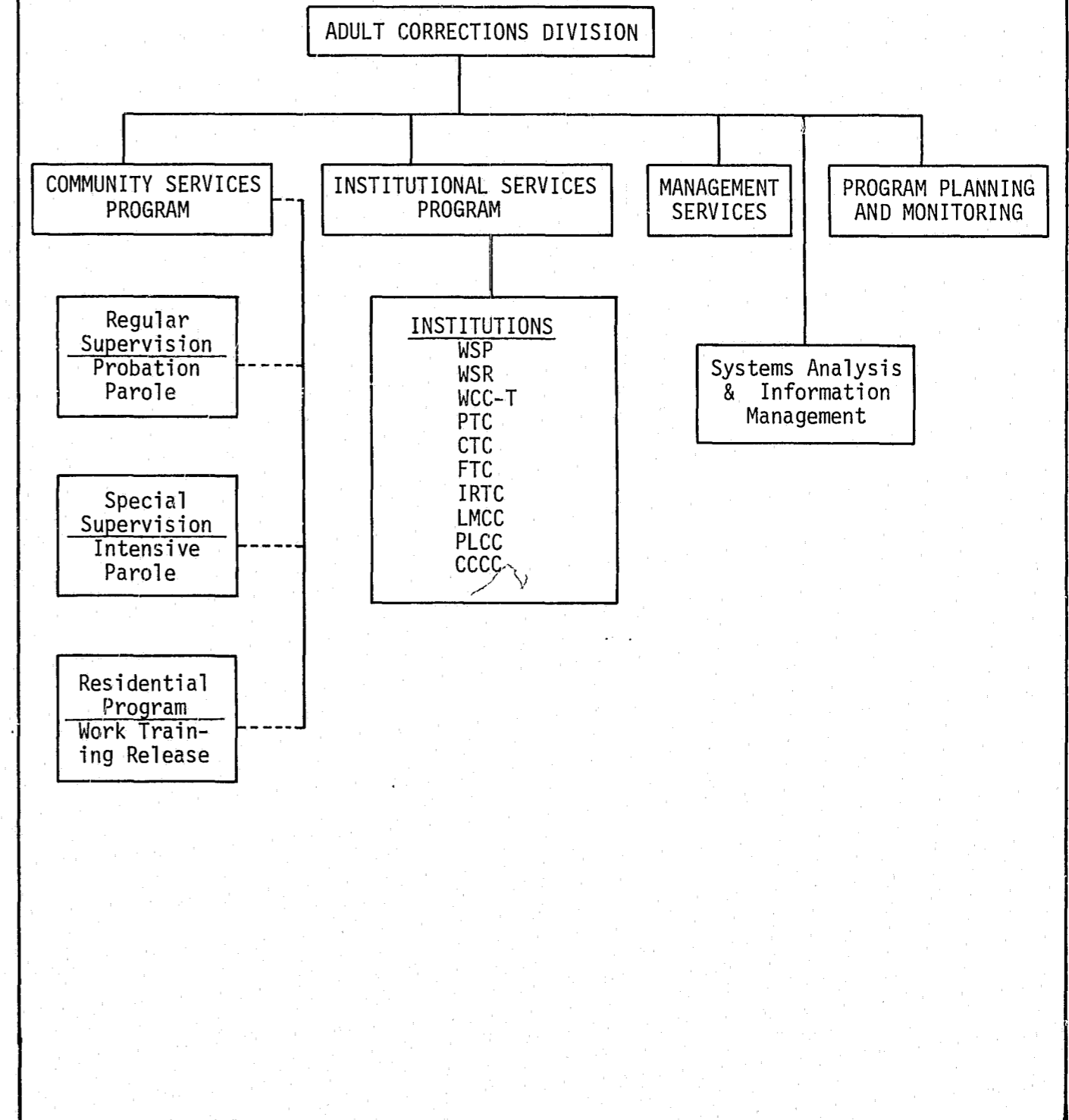


FIGURE III  
 FUNCTIONAL ORGANIZATION OF ADULT CORRECTIONS DIVISION



### 3.1 COMMUNITY SERVICES

The Community Services program is designed to provide different levels of supervision to offenders in the community. There are three basic levels of services: regular caseload, intensive parole, and residential supervision. Each of these is discussed below.

#### 3.1.1 REGULAR CASELOAD SUPERVISION

**Authority** Chapter 9.95 RCW gives DSHS the responsibility to supervise persons placed on probation by the courts. In the supervision of probation, the department acts as an agency for the courts. The Superior Court determines which offenders are to be placed on probation, as well as the terms and conditions under which they are to be supervised.

Chapter 72.04 RCW gives DSHS the responsibility for supervising those persons placed on parole by the Board of Prison Terms and Paroles (Parole Board). In the supervision of parolees, the department acts as an agency for the Parole Board. The Parole Board determines when an inmate is to be released from confinement and establishes the terms and conditions for parole supervision.

**Offender Population** On June 30, 1979, there were 15,140 persons under supervision in Washington State, divided into the following categories:

- 11,321 offenders on Washington State probation status.
- 2,748 parolees released from Washington State institutions.
- 1,071 probationers and parolees from other states being supervised under the Interstate Compact Agreement.

**Services** Presentence Investigations. Rule 7.2 of the Rules of Court established by the State Supreme Court requires, with limited exceptions, a presentence investigation be ordered after a person has been convicted of a felony and before imposition of sentence. The primary purpose is to provide an assessment of the offender and the offense which will assist the court in the selection of the most appropriate sentencing disposition in terms of both the offender and the community.

Secondarily, the presentence report assists other agencies in the criminal justice system. If probation is granted, the presentence report provides the probation officer with the offender's background data and assists in the development of goals for a supervision plan. If the offender is committed to a state correctional facility, the report can be used by institutional staff for diagnosis and planning. It is also a

source of information for the Parole Board in establishing the minimum term and assists institutional personnel in realistic parole planning. Upon parole, the report supplies case history information to the supervising officer. The presentence investigation in most cases functions as the correctional system's intake document. There were 5,441 presentence investigation reports completed during calendar year 1978.

Case Supervision. To ensure the proper supervision of each parolee or probationer and to enhance public safety, Community Services has developed a classification system for determining the level of service for each person under regular supervision.

Under this system all active probationers and parolees, including those from other states, are classified into one of four categories - A, B, C, or D. These reflect the amount of time to be spent on individual cases, with "A" requiring the most and "D" the least. The amount of time required by a case is generally determined by service need and supervision according to risk.

Each case requires a certain number of contacts according to the classification category to which it is assigned. These mandatory contacts range from a minimum of two face-to-face contacts and one collateral contact per month to contacts primarily by mail, with personal contacts made only on an as-needed basis.

The following is a breakdown by classification of the cases under supervision as of June 30, 1979.

CASE SUPERVISION CLASSIFICATIONS

TYPE OF CASE	A	B	C	D	TOTAL
PROBATION	574	3094	3939	3714	11,321
PAROLE	578	1132	695	343	2,748
FROM OTHER STATES	62	279	455	275	1,071
TOTAL CASES	1214	4505	5089	4332	15,140

In addition to the mandatory activities defined by the classification system, probation and parole officers are responsible for conducting preparole investigations as well as investigations into alleged violations. They have an obligation to provide direct offender services in the form of counseling or resource brokerage activities. In this role, the officer functions as an "agent of change." As a service broker, officer's activities include:

- Establishing liaison with community agencies and individuals to obtain housing, employment, schooling, drug or alcohol treatment, mental health treatment, driving or trade licenses, and union membership.
- Coordinating with local agencies and individuals to monitor the progress of offenders and to anticipate and forestall problems.
- Developing new sources of aid for offenders.
- Developing with the offender a plan for community living which makes use of local services.

Probation and parole officers are obligated to monitor the activities of probationers and parolees relative to conditions, including restitution, imposed by the courts and the Parole Board. Between December 1978 and November 1979 a total of \$1,179,488 in restitution was collected. Probation and parole officers have the authority to arrest and detain offenders and to make recommendations to the sentencing court or board as to termination, changes of conditions, or revocation.

The Adult Probation and Parole Operations Manual outlines the basic operating policies and procedures for caseload supervision. The classification system and the work unit system, discussed below, provide efficiency standards as a basis for the quantitative measurement of the activities mandated by law.

Staffing

As of June 30, 1979, there were 181 case carrying probation and parole officers located in 49 offices throughout the state. Seventeen additional officers have been assigned responsibilities for presentence investigations and are not carrying caseloads.

The workload of correctional field organizations has traditionally been measured by the number of cases and gross numbers of investigations. This method of workload distribution is inequitable and inefficient. Therefore, in 1976 a work unit system, which uses time as the primary yardstick, was implemented. Unit factors have been assigned to investigations and supervision activities according to the time it takes to perform the tasks.



The work unit system is tied to the classification system in that weighted units are assigned to supervision activities on the basis of the classification level of any given case. Thus, a class A case would receive a unit factor of 3.0, and a class D case is assigned a unit factor of 0.5. Utilizing the standard of 152 units per month per probation and parole officer, the work unit system provides efficiency standards as a measure of staff output, as well as a more realistic and equitable means of workload assignment and staff distribution state-wide.

### 3.1.2 INTENSIVE PAROLE SUPERVISION

#### Authority

The Intensive Parole Supervision project was implemented under an LEAA grant in March 1976. The project was established to provide an intensive form of supervision for inmates released from this state's institutional intake population. As such, it functions under the existing authority and responsibility of the Parole Board to release offenders as well as the existing authority of the department to provide parole supervision (RCW 72.04).

#### Offender Population

This program is geared toward the identification and diversion of low-risk offenders in Washington's prison system. The experience with diversion programs nationwide suggest that the pitfalls are largely due to inadequate safeguards in the selection process. The selection procedures of this program assure that individuals placed under supervision are offenders who would otherwise have been incarcerated for longer periods of time had they not been selected. The offender must be sentenced to DSHS by the Superior Courts. The decision to release an offender to the project is made independently by the Parole Board at the time of a minimum term hearing. As of June 30, 1979, a total of 526 cases in which there was a recommendation for release had been referred to the Parole Board. The Board denied parole in 137 cases. As of June 30, 1979, a total of 374 offenders had been diverted from the division's institution population.

#### Services

The two major tasks of staff are the screening of cases at the reception units and their supervision once placed on parole.

The Reception Center at Shelton and the Purdy Treatment Center for Women are the primary sources of cases. The case screening process involves weekly review of all sentence and sentence readmission cases. Based on this initial screening, eligible candidates are assigned to individual parole staff to investigate. This involves a visit with the inmate at the institution, as well as a field investigation including contacts with judges, prosecutors, and other persons in the community. Subsequent to this assessment, case staffing is held to determine whether the offender should be referred to the Parole Board.

The ultimate decision to release an offender to the Intensive Parole Supervision program is made by the Parole Board on the basis of a preparole investigation report submitted to them. The case selection criteria include an assessment of the offender's level of risk and potential to respond to the program, as well as the nature and extent of any substance abuse. An assessment is also made of the existence of favorable community conditions and the availability of community resources.

Supervision within the community occurs on caseloads which average no more than 20. Supervision is structured through an intensive parole agreement. It is through this negotiated agreement that the parole officer and parolee mutually establish goals for the period of supervision. In providing services to the Parole Board and the offender, the officer is actively engaged in service-broker, caseworker, and law enforcement roles. The officer works actively to assess the unique needs of the individual offenders, providing direct client services in the form of counseling and referral services, as needed.

Case supervision is provided at three levels of intensity. Mandatory minimum contacts range from one face-to-face contact with the parolee per week and two collateral face-to-face contacts a month at the first level, to one face-to-face contact with the parolee and one collateral contact per month at the third level. At the end of the one-year period of supervision, a determination is made as to whether the individual's behavior warrants a request for a conditional discharge from supervision, or whether further supervision by the regular caseload program is required.

This program was established to test the hypothesis of whether or not a proportion of offenders going into this state's prison system could safely be controlled in the community at less cost. The project was evaluated by the DSHS Office of Research, using a match-group comparison. The Project Evaluation report submitted in June 1978 concluded that the intensive supervision and match group did not differ significantly in the overall measure of recidivism. Additionally, the report indicates that the cost per parolee from incarceration to termination and parole is approximately \$6,000 higher for the match group. While intensive parole supervision costs more than regular supervision, the cost difference comes from the fact that the match group parolees average a year longer in prison than did intensive parolees.

#### Staffing

During the operation of this program as an LEAA funded project, the staff included a project director, project supervisor and eight probation and parole officers. The case carrying staff and clerical support staff were deployed throughout the state in order to provide geographical coverage of the major metropolitan areas of the state. The research activities of the project were the responsibility of the Office of Research. The research component of the project was staffed by a half-time research director and two research analysts.

### 3.1.3 RESIDENTIAL SUPERVISION

#### Authority

Chapter 72.65 RCW authorizes the establishment of a work/training release program to be administered by the Department of Social and Health Services. The work/training release program serves as a transition between imprisonment and parole to the community. Inmates placed on work/training release are allowed to enter employment, participate in on-the-job training, or attend college or vocational school.

#### Offender Population

As of June 30, 1979, there were 389 inmates on work/training release status, as well as an additional 102 offenders placed in work/training release programs as a condition of probation by the Superior Courts. According to the Washington Administrative Code (WAC), any inmate of a state correctional institution may apply so long as he has minimum security status, his minimum term has been fixed, and his good-time release date is less than two years away. The Washington Administrative Code also stipulates that persons convicted of rape in the first degree are not eligible for work/training release at any time during the first three years of confinement.

For the past several years there have been a limited number of work/training release programs which provide space specifically for offenders on probation status. These offenders are under the jurisdiction of Superior Courts and are placed there as a condition of their supervision.

#### Services

Work/training release is the most highly structured component of the community services program. These facilities provide a closely monitored living environment, while affording offenders an opportunity to work or receive training in the community.

Security in each work/training center is restrictive. All residential facilities are staffed 24 hours a day. Residents are logged in and out of the facility, and random checks are made with employers, instructors, and other contact agencies. Additionally, random bed checks are required a minimum of three times during the night. Residents are under house supervision at all times except when working, training, or on furlough. In selected cases, residents may be released from the facility in the custody of a volunteer sponsor for recreational purposes.

As of June 30, 1979, institutional work/training release programs operated with a total of 113 beds at the following institutional sites: Purdy 33, Penitentiary 24, Monroe Honor Farm 10, Indian Ridge 25, and 20 at the Pine Lodge Corrections Center. In addition, 19 community sites operated with a total capacity of 539 beds.

Direct client services and case management are provided by probation and parole staff located in the facilities. These officers have the same authority as probation and parole staff in regular field services. The most notable difference is that generally the resident-to-officer ratio is twenty to one, thereby providing an opportunity to monitor residents closely.

Participation in the work/training release program is initiated by request of the inmate, prior to parole. For a probationer, an application can be requested by the probation officer, the judge, the prosecuting attorney and/or defense attorney. Average length of stay within work/training release is approximately five months. Termination can be voluntary or via disciplinary action.

Research on a national basis, as well as limited research in the State of Washington, supports the conclusion that work/training release programs are both a reasonable method of assisting offenders to integrate into the community and cost effective. Individuals who are placed in and complete work/training release programs tend to have a higher success rate on parole. In Washington State, approximately 30 per cent of the annual work/training operating budget is provided by inmate paid room and board fees.

Services provided in work/training release programs are structured through the provisions of a contract statement, a newly published residential desk staff manual, and the Washington Administrative Code. A limited amount of data is collected, providing some measure of efficiency. Examples are the population count and bed utilization rate, terminations, and the collection and distribution of inmate-generated funds.

#### Staffing

There are 19 community residential work training release programs throughout the state. Three centers are operated solely by state staff. The other 16 are under contract to nonprofit organizations or local governmental agencies. All contracts are implemented under the direction of a state work/training release supervisor who is located at the facility and has responsibility for legal control and case management functions.

The contractor provides housing, 24-hour supervision, and assists with development of jobs, volunteer sponsors, and community resources. The typical staffing pattern for a 20-person residential facility is a state supervisor, one parole officer, and a clerk typist. The contractor provides a contract director or administrator, five correctional officers, and a cook.

### 3.2 INSTITUTIONAL SERVICES

Institutional services are designed to provide a broad range of opportunities for positive change and degrees of custody to ensure public safety. There are four major institutions and six correctional centers under Institutional Services. An overview is found in Table I, relating capacity, population, per capita costs, and staffing patterns. Detailed institutional information is in Appendix A.

#### 3.2.1 CARE AND CUSTODY

**Authority** Chapter 43.20A RCW provides that the Department of Social and Health Services has the responsibility for the care and custody of committed adult felons.

**Offender Population** On June 30, 1979, there were 4,525 people who had been committed by Superior Courts to DSHS jurisdiction for a felony conviction. Resident and work release populations by type of offense are shown in Table II.

There were 4,308 males and 217 females in residence within the institutions and work release programs. The average age was 29. Ethnic origin of the population was: 3,197 white, 896 black, 164 Native American, 174 Mexican American, 24 Asian, and 70 other.

Detailed offender and offense information is in Appendix B.

#### 3.2.1.1 PROGRAM CLASSIFICATION

A clear differentiation needs to be made between program classification and custody classification. Program classification is a diagnostic and evaluative tool to provide for continuous assessment throughout the resident's time in the correctional process. Areas of major focus for this process are reception, transfer, program orientation, program assignment, program review, prerelease, and disciplinary action. Each of these is discussed below.

**Reception.** Persons admitted for the first time, parole violators, readmissions, and reprogrammed cases are provided a complete diagnostic study performed by a correctional team skilled in such areas as social work, psychology, psychiatry, vocational training, custody and correctional programming.

An effort is made to determine the resident's needs, weaknesses, and strengths. The information gathered during this process is the foundation upon which program planning with the resident is developed. This process takes place at the Washington State Reception Center for all male commitments and at the Purdy Treatment Center for female commitments.

TABLE I

### INSTITUTIONS OVERVIEW (as of 6/30/79)

The division operates three major institutions for men and one for women. In addition, there are five smaller, minimum security facilities, plus the mental health unit at the Penitentiary. Approximately 4,100 offenders are in the ten facilities, which operate at 25 percent above their rated capacity.

INSTITUTION	CAPACITY	POPULATION	FY 79 DAILY PER CAPITA COST (\$)	FY 79 ANNUAL PER CAPITA COST (\$)	PROGRAM STAFF	CUSTODY STAFF	SUPPORT STAFF	COMMUNITY REHABILITATION STAFF	TOTAL STAFF
Washington State Penitentiary	1257	1695	19	7,109	107	306	75	---	488
Washington State Reformatory	700	1089	22	8,029	75	185	67	9	336
Washington Correctional Center	720	714	31	11,184	78	185	60	---	323
Purdy Treatment Center for Women	172	167	47	17,149	96	---	35	12	143
Larch Mountain Correction Center	100	102	26	8,375	10	13	9	---	32
Indian Ridge Treatment Center	60	69	37	13,493	22	---	12	---	34
Firlands Corrections Center	49	44	32	11,720	16	---	5	---	21
Clearwater Corrections Center	100	96	20	7,366	6	12	8	---	26
Pine Lodge Corrections Center	100	98	45**	16,528**	7	31	8	11	57
Walla Walla Mental Health Unit	29	22	---	---	19	---	---	---	19
<b>TOTAL</b>	<b>3287</b>	<b>4096*</b>	<b>25</b>	<b>9,083</b>	<b>436</b>	<b>732</b>	<b>279</b>	<b>32</b>	<b>1479</b>

\*Total Institution population. Also, under the jurisdiction of the division were 429 residents on work release in the community, for a total of 4,525.

\*\*These costs reflect the start-up and phase-in period of this relatively new medium security facility.

TABLE II  
RESIDENT AND WORK RELEASE POPULATIONS  
BY TYPE OF OFFENSE AS OF JUNE 30, 1979

OFFENSE TYPE	OFFENSE TOTALS
Murder, First	154
Murder, Second	161
Manslaughter, Veh.	18
Manslaughter, Oth.	55
Robbery	626
Assault, First	82
Assault, Second	292
Assault, Other	20
Rape	147
Statutory Rape	60
Indecent Liberties	105
Sex Crimes, Other	32
Other Person	48
TOTAL PERSON OFFENSES	1800
Burglary, First	69
Burglary, Second	636
Theft	290
Auto Theft	136
Forgery	136
Welfare Fraud	10
Other Property	148
TOTAL PROPERTY OFFENSES	1425
Drug Violation	227
Other	239
Not Reported	210
Parole Violators	624
TOTAL	4525

Source: Client Characteristics and Population Movement Report for the Month of July 1979

Transfer of Residents from the Reception Process. The Reception Center Classification Board evaluates all available information and recommends to the Director of Adult Corrections the placement and program for each individual. The Director or his designee reviews all transfer recommendations and authorizes transfer to a facility upon completion of the evaluation process.

Program Orientation. As part of the reception process residents are given information about all programs. At the receiving facility, residents are also given an orientation as to programs, rules and regulations, and changes that can be expected to occur while the inmate is in residence at that institution.

Individual Programs. The needs of the individual resident are given thorough consideration in the development of program expectations. The assigned counselor sees the resident prior to initial classification to discuss program plans. The resident is an active participant in the development of the program. It is each resident's responsibility to make a reasonable effort, consistent with the inmate's ability, to accomplish these program plans. Resources are identified and made available to meet the resident's needs.

Program Reviews. The resident's program, progress, accomplishments and changing needs are regularly reevaluated, with modifications implemented to fit changing circumstances. The program reviews are conducted by a committee process and are scheduled at least once every six months. The committee issues a report reflecting clearly what progress the resident has made during the previous reporting period and this document is made a part of the Central File.

Prerelease. It is each facility supervisor's responsibility to see that inmates, during a reasonable period of time prior to release, are involved in a program of prerelease preparation. The intent is to involve the inmate in experiences that relate to community living and to provide information to assist the inmate in transition to the community. Wherever possible, community involvement both in and outside the facility is utilized.

### 3.2.1.2 CUSTODY CLASSIFICATION

General principles have been developed as a guide in determining custody classification. As outlined in the Adult Corrections Division's Classification Manual:

- o No offender should receive more surveillance than required.
- o No offender should be kept in a more secure condition or status than potential risk dictates.

- o Custody classification should be viewed in terms of a continuum that includes:

A variety of facilities within the total system,

A spectrum of security, housing, and program options within facilities,

Grades of external control, responsibilities, and privileges designed to meet the needs of individuals in each facility.

At a given point in time the resident may be placed in any one of the following security categories:

Maximum Custody - implies the person has the greatest need for external control and the least capacity to assume responsibility. Residents are placed in this category as a result of due process disciplinary (WAC 275-88) or administrative segregation (WAC 275-82) hearings. Inmates are normally confined in a cell at all times except for closely supervised recreation periods. Residents are not allowed outside the security area except for emergency need for medical care, and then only under constant supervision by custody staff.

Close Custody - implies the person has an unknown capacity to assume responsibility and an undetermined need for external control. This category includes residents in transit, in temporary detention, or in diagnostic evaluation phases of programs. Residents are not allowed outside the security areas except for emergency medical care or in the event of serious illness or death of a family member, and then only under the direct supervision of custody staff. The inmate may be assigned to work, education, or training within the security area, under direct supervision.

Medium Custody - implies some ability to accept responsibility and a decreasing need for external control. This category includes most residents housed in close or medium security facilities. The inmate may be assigned to any work, education, or training program within the security area. This person may work outside the security enclosure but on the institution grounds, under direct visual supervision with a ratio of not less than one staff person per six residents.

Minimum Custody - implies substantial capacity to accept responsibility and the least need for external control. This includes all residents of minimum security facilities and carefully selected residents of close or medium security facilities. The inmate is eligible to apply for furloughs and work/training release placement. Also, the inmate may be escorted individually or as a member of a group or team to the community to participate in an approved activity, in which case there will be not less than one staff person per

six residents. The inmate may work outside the security enclosure under periodic supervision with a ratio of not less than one staff member per 12 residents.

### 3.2.1.3 FACILITY CLASSIFICATION

In terms of the physical facilities, each institution establishes custody levels within the following guidelines:

Maximum Custody - either separate facilities or designated parts of facilities, containing provisions for the most secure housing and constant supervision.

Close Custody - separate facilities or designated parts of facilities, usually including a walled or fenced enclosure, secure single cell or room housing, and provision for frequent supervision.

Medium Custody - separate facilities or designated parts of facilities within a fenced enclosure with less secure single cell, room, or dormitory housing and provision for periodic supervision.

Minimum Custody - separate, unfenced facilities or detached sections situated outside of enclosed areas of other facilities with least secure single room or dormitory housing and provision for occasional supervision.

The levels of security are components of the institution's total security process and the institution may incorporate the full use of custody levels.

### 3.2.1.4 CLASSIFICATION CONSTRAINTS

The critical problem of overcrowding in the adult correctional institutions has substantially limited the effectiveness of the classification process. Overcrowding negatively affects classification by:

- o Reducing options of initial institutional placement;
- o Transferring the focus from the individual needs to institutional capacity;
- o Failing to fulfill classification expectations due to inability of programs to expand to meet the demands of increasing population;
- o Limiting the ability to identify and properly address the needs of special offender groups, such as the mentally disturbed, the aggressive, the violent, the predatory, or the vulnerable.

A second hindrance to an effective classification process is the lack of current, reliable information on which to base a decision. The strategies developed by the division for dealing with the problem of overcrowding are described in Chapter 4.0 (Critical Problem: Institutional Overcrowding), and the problem dealing with information needs is addressed in Section 5.2 (Operating Information for Systemwide Decision-Making).

### 3.2.1.5 DISCIPLINARY PROCESS

Disciplinary action may be taken against an inmate only for violation of a definite previously promulgated rule that is reasonably related to legitimate state interests in maintaining discipline and security. Disciplinary action may be taken against an inmate only upon the establishment of a factual basis for a finding of a violation. The disciplinary process is described in WAC 275-88. The Washington Administrative Code describes general infractions, serious infractions, reporting to law enforcement authorities, hearing committee procedures, appeal procedures, sanctions, and limitation of sanctions.

General infractions are reviewed by a supervisory employee or unit team at the institution. Sanctions are less severe than those given for serious infractions and can be appealed by the inmate to the Institutional Hearing Committee. In the event an inmate is found guilty of four or more general infractions from separate incidents within a six-month period, the inmate would be charged with a serious infraction which would be reviewed before the Institutional Hearing Committee.

Whenever the Institutional Hearing Committee finds a resident guilty of a serious infraction and recommends either loss of good-time credits or adjustment of the minimum term, the institution must inform the Parole Board of that decision within ten days or, if an appeal is made, within ten days of the superintendent's decision.

RCW 9.95.080 authorizes the Parole Board to conduct a hearing and, if it finds the inmate guilty of a serious rule infraction, to increase the minimum term and cause the forfeiture of all good-time earned or to be earned.

### 3.2.1.6 ADDITIONAL POLICIES AFFECTING CONDITIONS OF CONFINEMENT

Society and the incarcerated individual generally accept that a sentence to prison results in the imposition of certain conditions of confinement relating to communication, visiting, grooming, and attire.

Communication. Communication between inmates and persons outside the institutions is encouraged for the purpose of retaining constructive community ties, stimulating intellectual pursuits, assisting in the attainment of vocational or educational goals, and facilitating inquiry pertaining to legal concerns. All mail to and from inmates is subject to inspection by institutional staff but may be disapproved for

mailing or receipt only upon the criteria and subject to the limitations set forth in the Washington Administrative Code (WAC). Generally, communication is abridged only when there is reason to believe that the communication would endanger the security or internal order of the institution or would seriously affect the rehabilitation of the inmate.

Special attention is given to facilitating inquiries concerning legal matters. Adult Corrections Division rules provide that inmate mail to courts may not be intercepted or censored, and mail to public officials is to be treated in the same manner as mail to the courts. Law libraries are provided. Inmates have an opportunity to meet attorneys. Prison Legal Services, funded through DSHS, are available to inmates to assist in legal problems.

To assist the inmate in maintaining communication outside the institution, free writing paper and envelopes are provided, as well as limited postage. Telephone facilities are provided to permit reasonable access by all inmates, except residents of the Reception Center and those in disciplinary segregation.

Visiting. Personal visits are intended to maintain ties between the inmate and his family and the community so as to facilitate a successful return to the community. At the time of admittance, the inmate receives a copy of the personal visiting regulations and completes an application for each individual to be placed on a visiting list. The superintendent reviews the applications and mails a standard questionnaire to the prospective adult visitor or to the parents of each prospective visitor under 18 years of age. When the completed questionnaire is returned, the superintendent decides if the person will be placed on the permanent visiting list. If the person is not placed on the list, the inmate is informed in writing of the reasons for that decision. Generally, residents have the maximum choice of visitors consistent with the security of the institution. An effort is made to ensure that visits are comfortable and pleasant.

Grooming and Attire. Historically, inmates have been required to dress in uniform clothing provided by the state. In the early 1970s national emphasis was placed on allowing prisoners to make personal decisions regarding their choice of dress and personal grooming to assist in maintaining a personal identity. Present division policies allow inmates to wear their own personal clothing so long as that choice is consistent with security requirements and a reasonable standard of cleanliness. Some financial savings have accrued as a result of this policy.

Hairstyle is not regulated by present policy but is allowed to be a matter of personal choice.

### 3.2.2 PROGRAM SERVICES

It is a basic principle (2.3) of the division that "opportunities for positive personal change must be provided." A major function of the correctional system is to influence positive change in the behavior of the offender. Counseling services and work education programs provide corrections with useful tools for stimulating change. Activity programs are also important, not only because they alleviate the monotony of prison life but because they can assist inmates in facing and solving some of their personal problems. Food must be nutritious, well prepared and well served. Health services are essential for the well being of the individual and the prison community.

#### 3.2.2.1 COUNSELING SERVICES

Incarceration generates complex problems for offenders which, in turn, create difficulties in institution management. Helping to solve these problems is the primary function of counseling staff. This is accomplished through information gathering and dissemination, psychological support to groups or individuals, and providing motivation for program participation.

Counseling services for the general population include individual guidance and support, program referral, and group counseling. On an individual basis, counselors assist offenders in day-to-day concerns dealing with interpersonal and family problems and difficulties in work or training. In addition, they explain policy and procedures for furloughs, visiting, work/training release, and parole. These counseling services not only provide a means for solving problems but serve as a basis for appropriate program referral.

Counselors monitor program plans and evaluate progress with the inmate. These evaluations are used when considering custody level changes, good time, release and placement dates, and other aspects of the classification process.

The counselor may serve on all committees involving programs, custody, work/training release, furloughs, and transfers. The counselor is a voting member of all committees and is a resource person providing information needed for making decisions.

#### 3.2.2.2 WORK PROGRAMS

Historically, work has been used in institutions to reduce idle time, train inmates, provide wages to inmates, and reduce the cost of outside help. Inmate work is currently being provided through three types of activity, depending on custody and program considerations: institutional assignments, institutional industries, and joint projects with the Department of Natural Resources (DNR). Each is described briefly below.

Institutional Assignments: Under supervision, inmates provide assistance in janitorial, plant and grounds maintenance, laundry, food, and other supportive services for the population. Inmates are also employed on institutional agricultural operations, which provide commodities for food services and feed for livestock operations.

Institutional Industries: This provides an opportunity for residents at the State Penitentiary, the Reformatory, Firland Correction Center, and Purdy Treatment Center to perform constructive work. The program provides employment and training to residents through the production of useful products sold to tax-supported agencies. The residents are paid for the work they perform. The program is self-supporting, with total production limited by statute and distribution of the goods limited to sale in the State of Washington. The production facilities at the Washington State Penitentiary consist of a metal plant, license plate shop, sign shop, business machine repair shop, furniture and upholstery shop, and a vehicle repair and maintenance facility. At the Washington State Reformatory the facilities include a vehicle license tab shop, furniture factory, upholstery shop, print shop, and a dairy farm. The Firland Correctional Center has a plastic sign fabricating operation, while Purdy has a microfilming service. In FY 79, Institutional Industries employed 361 inmates, with gross sales of \$3.5 million.

Joint DNR Projects: There is currently an agreement with DNR for the Adult Corrections Division to supply inmates for forestry work. This may include forestry conservation, firefighting, road maintenance, and related activities. Labor is supplied through the operation of four facilities run by Adult Corrections. These are Larch Mountain, Clearwater, Cedar Creek, and Indian Ridge. At a maximum, these four facilities can operate with 205 inmates assigned to the Department of Natural Resources. The pay for their labor is \$1/day from DSHS and \$1/day from DNR. During planting season each worker receives an additional \$2/day. During the fighting of a fire, each worker receives an additional \$.50/hour worked.

#### 3.2.2.3 EDUCATION PROGRAM

Intellectual growth through educational programming is necessary in the establishment and maintenance of an atmosphere of constructive purpose, productivity, and hope in correctional institutions. Education provides entry-level job preparation and contributes to continuing personal development and economic/social competence.

TABLE III  
 DSHS ADULT CORRECTIONS DIVISION  
 VOCATIONAL CLASS OFFERINGS

	WCC 78-79-80	WSP 78-79-80	WSR 78-79-80	PTC 78-79-80	CCC 78-79-80	FCC 78-79-80	IRTC 78-79-80	LCC 78-79-80	PLCC 78-79-80
AUTO BODY & PAINT	X X X	X X X	X X X						
AUTO MECHANICS	X X	X X	X X		X				
AUTO TECH		X X	X X						
BAKING		X X							
BARBER SCHOOL	X X X	X X	X X X						
BLUEPRINT READING	X X X								
BUILDING MAINTENANCE		X	X	X		X			
CARPENTRY	X X X	X	X X X						X X
CULINARY	X X	X X	X X X		X X		X	X	
COSMETOLOGY				X X					
DATA PROCESSING	X			X					
DRAFTING	X X X	X X X	X X X	X					
DRY CLEANING			X X X						
ELECTRONICS/ELECTRICAL		X X	X X X						
FORESTRY					X		X X		
HOME & FAMILY LIFE			X X	X X X					
HORTICULTURE	X X X		X X X			X X X			X
INDUSTRIAL FIRST AID		X X X							
JANITORIAL		X X X	X X	X X			X		
LAUNDRY			X						
MACHINE SHOP	X X X		X X X						
MEAT CUTTING	X X		X X						
MICROFILM									X
NURSERY SCHOOL				X X X					
OFFICE MACHINE REPAIR		X X X							
OFFICE OCCUPATIONS				X X X					
PLUMBING		X	X	X					
PRINT SHOP			X X X						
SMALL ENGINES					X X			X	X X
UPHOLSTERY		X X X		X					
VOC. EVAL. SYSTEM		X	X	X					
WELDING	X X X	X X X	X X						
New Programs for FY 80	1	4	3	6	1	1	1	2	1



Education programs are a constructive means for supervising inmates' use of time, while facilitating the acquisition of skills. Performance in education programs also can be used as one measure of productivity in terms of earning good-time credits, as well as an assessment tool for general progress while institutionalized.

Institutional education programs are influenced by a number of agencies. Academic programs are affected by the standards, funding, and policies of the Office of the Superintendent of Public Instruction, the State Board for Community Colleges, local school districts, community colleges, state universities, the Adult Corrections Division, and the institutions. In addition, vocational education interfaces with the Division of Vocational Rehabilitation, Institutional Industries, and the Commission for Vocational Education.

The Adult Corrections Division provides the following:

- A. An academic program that includes:
  - 1. A basic literacy program for residents who are unable to read, write, or count.
  - 2. A high school equivalency (GED) program.
  - 3. A high school completion program.
  - 4. A post-secondary program for inmates with higher academic goals.
- B. Pre-vocational and vocational training which will equip residents with marketable skills.
- C. Survival skills training aimed at enabling inmates to function effectively as citizens, consumers, and family members.
- D. Motivate pro-social attitudinal changes in residents.

During FY 79, the number of inmates participating in the education program was the equivalent of 1,600 full-time students. During that year 395 inmates completed the Adult Basic Education and GED program; 56 graduated from high school; 233 completed vocational education programs; 92 received an Associate of Arts (AA) degree; and four received a BA degree. Table III shows the vocational class offerings by institution.

#### 3.2.2.4 SPECIAL OFFENDERS PROGRAMS

A special program (the R-3 Program) is in operation in a separate unit at the Washington Corrections Center at Shelton. This is essentially a protective custody unit with a special counseling and activity program designed to encourage motivation and to develop survival skills. The program is designed to assist the vulnerable, easily victimized inmate and the developmentally disabled. At the end of FY 79 there were 60 inmates participating in this program.

A significant number of offenders enter the system with serious alcohol and other substance abuse problems which may or may not have contributed to their commitment. Specialized programs provided through a contract with Pioneer Cooperative Affiliation, including both individual and group counseling, are available at the Corrections Center, Reformatory, and Purdy Treatment Center for Women. During FY 79 a total of 908 residents participated in the programs at these institutions. In addition, 1,500 inmates at the Penitentiary attended six-week alcohol education courses. Plans for expanding these services are addressed in section 5.4.3.

### 3.2.2.5 ACTIVITIES PROGRAM

An activities program benefits inmates and contributes to institutional order and control. Institutional activity programs fall into three general categories: recreation and clubs; religion; and library services.

#### Recreation and Clubs

In nearly all institutions and correctional centers the following club and recreational activities are held: sports, either inside a closed gymnasium or outside; table games such as chess; arts and crafts; music and movies. Another organized activity is the existence of clubs including the Jaycees, the Gavel Club (associated with Toastmasters International), the Circle K Club (Kiwanis affiliate), Alcoholics Anonymous, and other self-help groups. There are various ethnic groups such as the Black Cultural Workshop, Active Mexicanos, Asian Culture Coalition, and United Brotherhood of Indians and Chicanos. These clubs are involved in special projects such as: stuffing envelopes for charity drives, assisting handicapped persons through physical therapy, transcribing materials for persons with visual or auditory handicaps, and tutoring programs for the intellectually impaired. Although no wages are paid, participation in such public services may be considered in good time certification.

At the Washington State Penitentiary serious questions have been raised regarding the self-help clubs. The recommendations from the American Correctional Association were directed at reducing the dysfunctional impact of the clubs and at controlling their levels of operation. This would include elimination of dues, scheduling of meeting times and places, and a complete restructuring of club activities. These recommendations are being implemented.

#### Religion

Religious activities and services are provided either through the hiring of chaplains at major institutions or contracting on a part-time basis for chaplaincy services. Currently there are five chaplains who are state employees at the four major institutions. Additionally, there are a number of contracts for other religious services to meet the needs of

smaller facilities and special inmate groups. The chaplains provide individual and group counseling, worship services, Bible study by correspondence, and family counseling. Among the religions which have smaller populations are the Native American Church and the Islamic Faith. Participation in religious services is voluntary.

#### Library Services

At each of the institutions and correction centers, there are library services for the inmates and staff. The aim is to offer the full range of services that a person would receive at a public library. These include access to books, tapes, movies, publications, cassettes, journals, and magazines. Any material not available can be sent to the institution on an inter-library loan. Generally, there are small collections of materials, mostly paperbacks, within each institution. In FY 78 there were over 225,000 books and materials loaned to correctional institutions.

The staffing at the major institutions usually includes a librarian and/or a library technician, with some resident help. This staffing pattern allows for the administration and operation of the library itself. However, it does not allow the library staff to do much outreach work within the institution, i.e., in the segregation, hospital, and mental health units. The library staff also assists the inmates in using the law library.

### 3.2.2.6 FURLOUGH PROGRAM

A furlough is an authorized, unaccompanied leave of absence for an inmate who is on minimum security classification. A furlough may be authorized to:

- o enable the inmate to meet an emergency family situation, such as critical illness, death, or emotional crisis;
- o obtain medical care not available at the ACD facility;
- o allow an inmate to seek employment or training opportunities, provided specific job interviews have been arranged or the inmate has been approved for work or training release status but placement has not been developed;
- o prepare a parole plan for a parole meeting scheduled within three months of the commencement of the furlough;
- o allow the inmate to make residential plans for parole which require personal appearance in the community;
- o take care of business affairs in person when the inability to do so could deplete assets or resources so seriously as to affect family or future economic security;

- o visit family members to strengthen or preserve relationships, exercise parental responsibilities, or prevent family division or disintegration.

In addition, furloughs are allowed for other purposes deemed to be consistent with plans for the rehabilitation of the inmate.

Any inmate may apply for a furlough provided he has minimum security classification and is not under a mandatory minimum term. However, during the last six months of a mandatory minimum term, a furlough can be authorized. If the individual has an outstanding warrant, approval of the detaining agency must be secured before he is allowed to furlough. Also, a resident must have served a minimum amount of time prior to the furlough. For example, he may not furlough the first six months after his incarceration at the institution of his present confinement.

When an individual is released on furlough, special conditions are imposed. Upon arrival at a destination, the furloughed inmate is required to report to a state probation and parole officer. A furlougher may not, in any public place, drink intoxicating beverages or be in an intoxicated condition. All public taverns, bars, and cocktail lounges are considered "off limits."

Furloughs may not exceed 30 days at a given time or a total of 60 days in any 12-month period. The 60-day total permits a reasonable pattern of short releases over the course of a year, or an extended period of release in preparation for work release, training release, or parole planning.

A furlough plan must designate a sponsor for the resident while on furlough. The sponsor must sign an agreement providing that the furlougher will have appropriate living quarters and will be assisted while in the community. The sponsor must notify the institution immediately if the furlougher does not appear as scheduled, departs from the furlough plan, becomes involved in serious difficulty, or experiences problems that affect the plan. Routinely, law enforcement agencies are notified of a planned furlough by the State Patrol communication network at least 48 hours prior to the furlough. About 350 individuals have the opportunity to furlough during any given week of the year.

### 3.2.2.7 HEALTH SERVICES

Health Services in Adult Corrections Division facilities have been provided in the past by full-time physicians who were state employees. During the past year a policy was initiated utilizing community physicians, part-time, on a contract basis. This policy ensures a level of practice comparable with that of the community, a more efficient control of physician utilization, and avoidance of the

the commonly described syndrome of "prison burnout." Clinical practice in prisons does not provide a sufficient volume or mix of medical entities to challenge a physician or to assure maintenance of professional skills.

The mid-level practitioner (nurse practitioner, physician assistant) has been introduced. This category of health professional, working in a walk-in clinic, manages 90 percent of patients traditionally treated by the physician. This includes emergent as well as nonemergent conditions. The close association between physician and mid-level practitioner is a relationship of teaching and reciprocal evaluation which results, generally, in enhanced professional performance, job satisfaction, and cost containment.

The concept of the medical clinical director has yielded to that of the clinic manager. The combination, in one person, of the qualities of a good physician and good manager is rare. Even when achieved, the management component is excessively costly. Additionally, the utilization of part-time physicians requires the continuing presence of a full-time nonphysician manager.

The hospital at the Penitentiary has been phased out because the volume of surgery performed there did not justify maintaining the complement of staffing required for professional excellence or approval by the Joint Commission on Hospital Accreditation.

Throughout the division, all hospitalization is provided by community hospitals.

The four major institutions maintain infirmaries for observation, minor illness, and post-operative care.

In the forestry camps, part-time nurses hold scheduled sick-call and maintain liaison with community resources of physicians, hospitals, and emergency mobile units.

### 3.2.2.8 MENTAL HEALTH

Five part-time psychiatrists are employed on contract at the four major institutions. These physicians, assisted by psychologists and other mental health professionals, provide psychiatric care to inmates and provide staff development services.

### 3.2.2.9 FOOD SERVICES

The business manager at each institution and camp has the overall responsibility for the food service program and is assisted by the food manager and commissary manager. Food service is organized by the food manager who hires staff to prepare and serve the food with inmate assistance. The total allotted amount for food service for the cost of raw food in FY 80 and 81 is slightly over \$7 million.

The purchase of food is frequently accomplished through the combined activity of the food manager who handles perishable goods and the commissary manager who purchases nonperishable goods. Food is stored at the commissary. Inventory is handled department-wide through an inventory management program where purchases are made in quantity and then stored at the Washington Corrections Center. Orders are then placed and supplies are shipped to each institution and camp. An extensive record system is kept at each institution regarding the inventory on hand, inventory used, and the cost of the inventory expended.

A monthly report is prepared by the division which addresses food consumed, labor involved in the preparation, and the cost of all food activity.

### 3.3 SUPPORT SERVICES

Within the Adult Corrections Division there are a number of support services offered to augment the community and institutional services. These support services include management, accounting, training, and management information services.

#### Management

In ACD headquarters there are four main program areas: institutional services, management services, community services, and program planning and monitoring. Each institution and correctional facility reports to the ACD Director. Within each institution there is a hierarchy of management beginning with the superintendent and associate superintendents for custody and treatment. These officers have primary responsibility for the operation and management of the institutions. In each of the six ACD Field Regions there is a regional administrator who supervises community services (primarily involving probation and parole supervision).

#### Accounting

The division uses a centralized accounting system, with each of the regions reporting to a centralized accounting staff. Each institution has a business manager who reports to the superintendent of that institution.

#### Training

The training program is administered largely through the training officers at each of the four institutions. Significant strides have been made in improving staff training over the past few years. One important step has been the establishment of mandated in-service and orientation training hours for each of the major job classifications. Many of the improvements made in training within the division are due to the assistance of the Criminal Justice Training Commission. The commission has provided planning assistance and funding, as well as providing direct training. The continued development of an enhanced training program is a priority of the division. The strategy developed to address the needs of this area appears in Section 5.6.

#### Management Information System

A prototype automated Management Information System was developed at the Washington Correction Center in response to the need for timely, accurate operating data. The system was designed and developed through an inmate vocational education data processing training program. The system has been expanded to include the Penitentiary and the Reformatory. The need for a division-wide information system is discussed in Section 5.3.

# Critical Problem: INSTITUTIONAL OVERCROWDING

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## 4.0 CRITICAL PROBLEM: INSTITUTIONAL OVERCROWDING

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#### 4.0 CRITICAL PROBLEM: INSTITUTIONAL OVERCROWDING

The single overriding concern of the Adult Corrections Division is overcrowding at the institutions. The population pressures at the Penitentiary and Reformatory have reached critical levels, endangering the safety of staff and inmates. The American Correctional Association Consultant Team stated the problem in simple terms:

"There are not enough cells to accommodate all persons and something has to give. . ."

The latest population projections reflect that due to system intervention the pressures within the institutions will be eased somewhat during the current biennium. However, the projections also reveal that the population will begin to increase substantially in FY 81. The division has developed a series of strategies to address the problem of overcrowding through FY 85. The manner in which the state will respond to projections beyond FY 85 has not been addressed by the legislative programs enacted this biennium. It is expected, however, that the experience gained through implementation of the strategies described in this section will provide the basis for ongoing policy development. Section 4.4 outlines the policy alternatives suggested for future consideration.

#### 4.1 IMMEDIATE PROBLEM DOCUMENTATION, FY 80

**Definition** Overcrowding is defined as the degree to which the population at ACD facilities exceeds the total rated capacity. At the beginning of FY 80, rated capacity for all facilities was 3,287, while the in-resident population was 3,909. The additional persons represent 21.4 percent above rated capacity and reflect the degree of overcrowding. All facilities and community programs are affected, but the problem is most acute at the Penitentiary and the Reformatory. On June 30, 1979, the Penitentiary had 404 (35 percent) inmates over its rated capacity, and the Reformatory had 389 (56 percent) inmates over its rated capacity. <sup>1/</sup>

**Problem Impact** The basic mission of corrections is to provide for the public's protection through the confinement and supervision of adult felons, and to maintain humane and secure settings in which offenders may serve their sentence and receive opportunities for self-improvement. This mission cannot be met in overcrowded facilities. Despite best efforts of correctional staff, overcrowding:

- o Limits flexibility in the classification, separation, and assignment of prisoners.

<sup>1/</sup> Client Characteristic and Population Movement Report, April-June 1979, Data Support and Analysis Section, DSHS.

- o Exposes personnel to potentially harmful situations by creating the necessity to deal with inmates in groups rather than individually; e.g., four persons in one cell.
- o Reduces control, resulting in increased inmate assault, physical exploitation, abuse, and other unacceptable behavior.
- o Decreases program, recreation, and activity opportunities.

In summary, overcrowding undermines the effectiveness of the prison system. It limits program resources primarily to security needs and produces "dead time" boredom, as facilities and recreation spaces are restricted. Continued overcrowding contributes to explosive tensions among inmates and staff.

#### Contributing Factors

Figures IV through VII provide trend information concerning factors contributing to overcrowding in ACD institutions.

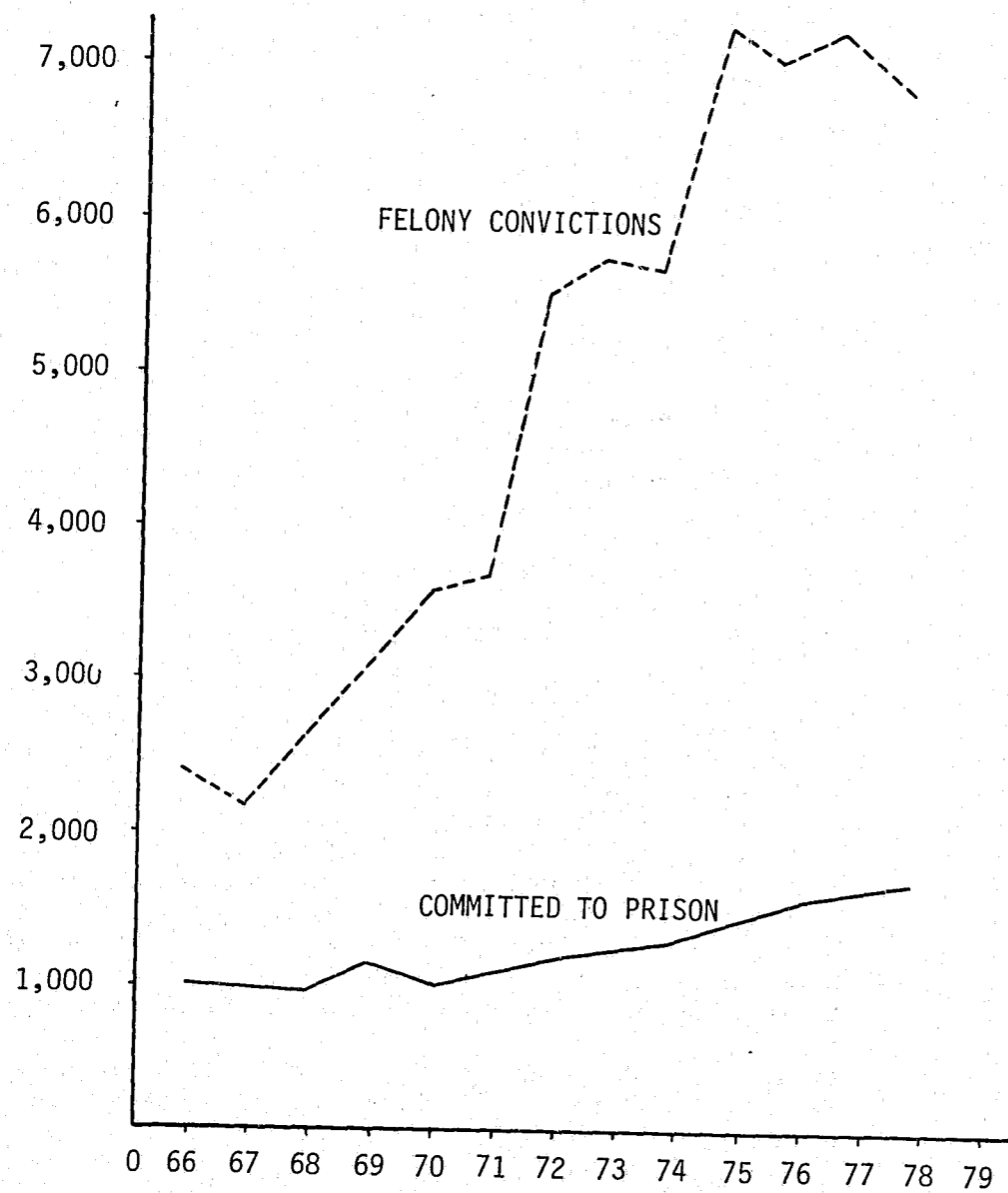
One factor is the rate at which individuals are committed to prison. Figure IV and Table IV compare the felony convictions and court dispositions from FY 66 through FY 80. The number of convictions increased rapidly between 1967 and 1975, then dropped slightly. The Superior Courts increased the use of community supervision (probation) between FY 67 and FY 75, resulting in a large increase in the probation caseload, while maintaining a fairly constant (although increasing) commitment rate to prison. The use of probation peaked in FY 75 and then dropped, slightly, producing increased commitments to prison even though there was a decrease in total felony convictions.

An additional factor to be considered is the length of stay for residents in correctional institutions. Figure V compares the admissions (including parole violations) and releases by year between FY 74 and FY 79. Although the releases increased each year, they did not keep pace with the increase in admissions. For six consecutive years, the institutions received substantially more persons than were released. Figure VI shows the median length of stay for persons released from FY 74 through FY 79. The median length of stay between 1974 and 1979 has shown some variance but has not significantly affected institutional population.

Figure VII shows the sharp rise in the prison population between FY 74 and FY 79. Over this time the average daily population increased from 2,671 to 4,413, an increase of 65 percent. A major emphasis of this plan is to develop immediate strategies to bring the population within each institution to a manageable level.

FIGURE IV  
 FELONY CONVICTIONS AND PRISON COMMITMENTS  
 FISCAL YEARS 1966-1979

Felony convictions in Washington State have risen over the past decade from roughly 2,000 to 7,000 per year. Although the bulk of these convictions has not led to imprisonment, the number of persons sent to prison each year has risen steeply over a ten-year period, climbing from 1,000 to nearly 1,800 per year.



SOURCE: Client Characteristics and Population Movement Report for the Month of July 1979, Data Support and Analysis Section, DSHS.

TABLE IV  
 DISPOSITION OF FELONY CONVICTIONS\*  
 FOR FISCAL YEARS 1960-1978

FISCAL YEAR	TOTAL CONVICTIONS	GRANTED PROBATION	COMMITTED TO STATE INST.**	% GRANTED PROBATION
1960	2,210	1,269	941	57.4
1961	2,358	1,369	989	58.1
1962	2,590	1,582	1,008	61.1
1963	2,634	1,611	1,023	61.2
1964	2,909	1,822	1,087	61.6
1965	2,618	1,534	1,084	58.6
1966	2,339	1,291	1,048	55.2
1967	2,324	1,423	901	61.2
1968	2,591	1,654	937	63.8
1969	3,005	1,994	1,011	66.4
1970	3,632	1,602	1,030	71.6
1971	3,878	2,838	1,040	73.2
1972	5,072	3,955	1,117	78.0
1973	5,600	4,366	1,234	78.0
1974	5,758	4,463	1,295	77.5
1975	7,337	5,903	1,434	80.5
1976	6,932	5,298	1,634	76.5
1977	7,098	5,399	1,701	76.0
1978	6,858	5,071	1,787	73.9
1979	6,922	5,201	1,721	75.1

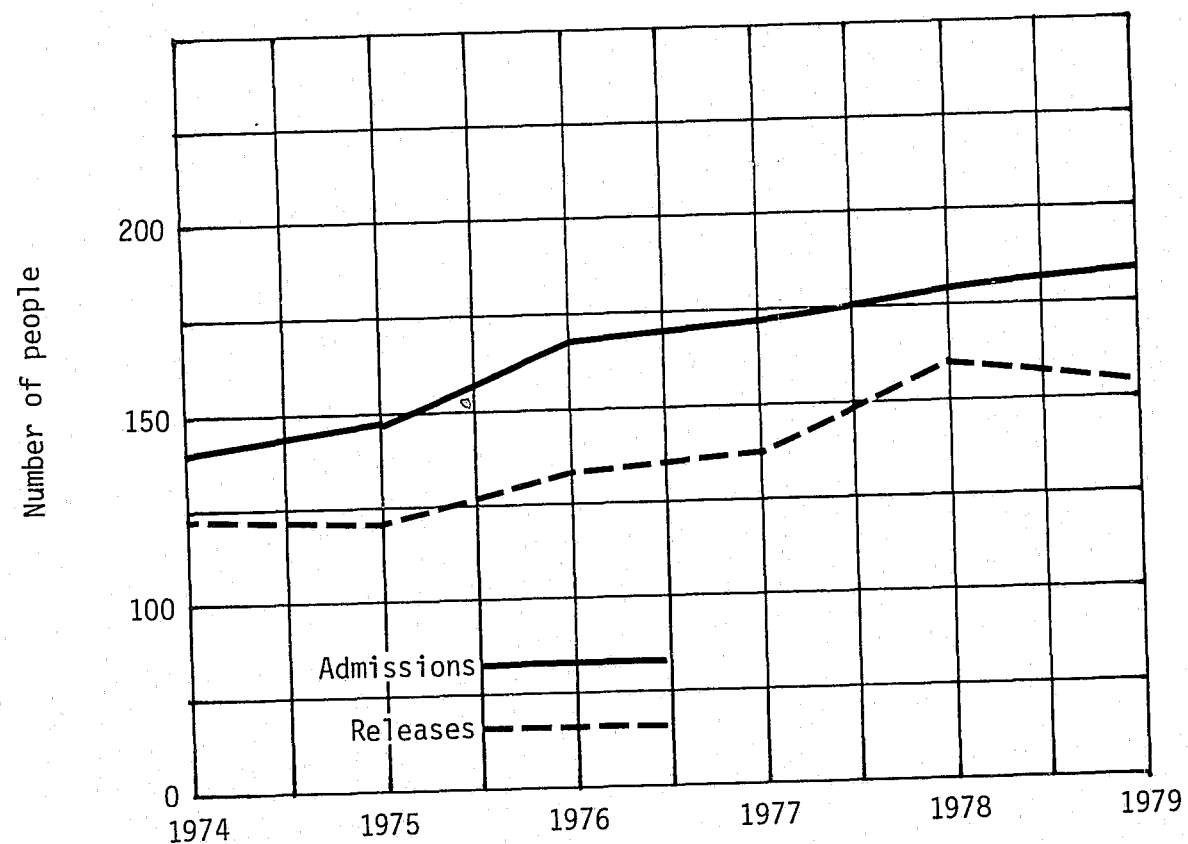
\*Excludes acquittals and "fine only" convictions.

\*\*Excludes parole revocations.

SOURCE: Client Characteristics and Population Movement Report for the Month of July 1979, Data Support and Analysis Section, DSHS.

FIGURE V  
MONTHLY AVERAGE ADMISSIONS AND RELEASES  
FISCAL YEARS 1974-1979

While admissions to prison have been increasing steadily and sharply since 1974, releases dropped slightly from FY 74 to FY 75. In subsequent years, releases have increased moderately but have not kept pace with the rise in admissions.

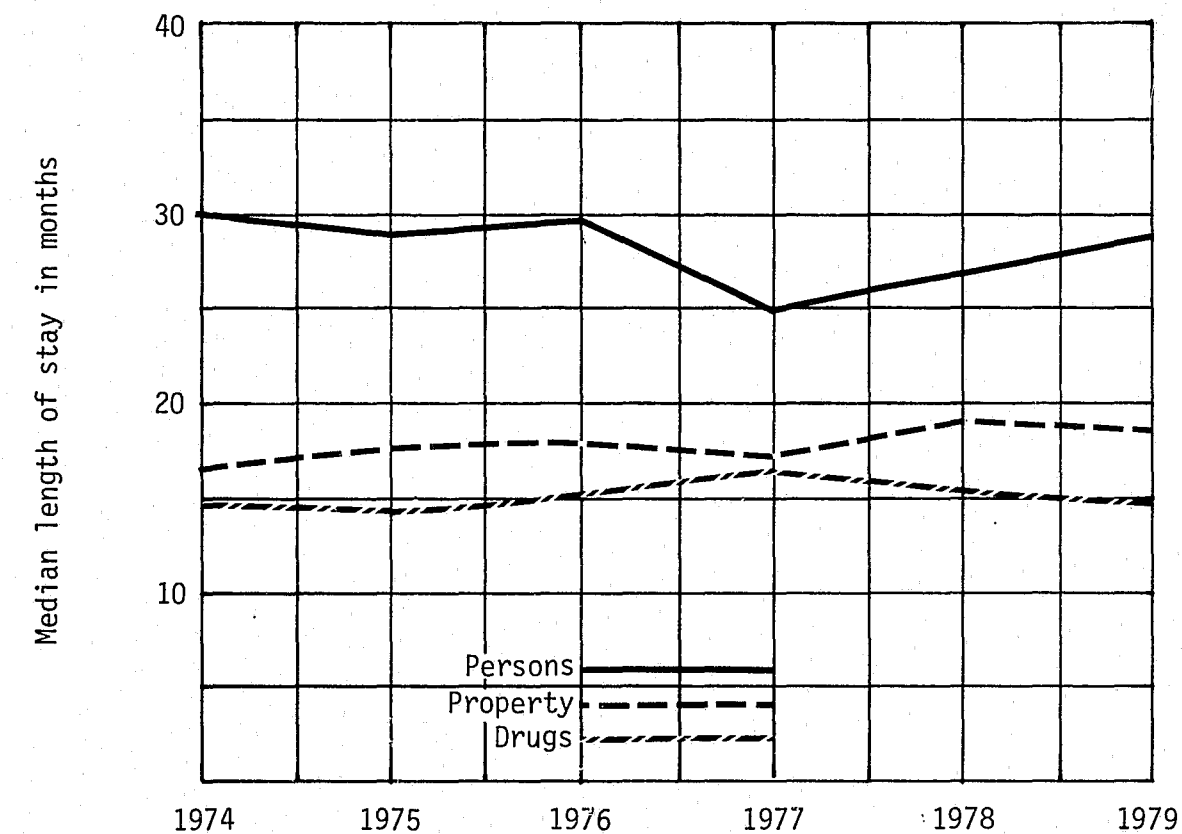


	1974	1975	1976	1977	1978	1979
Admissions	1662	1791	2019	2077	2157	2236
Releases	1468	1446	1578	1616	1937	1883

SOURCE: Client Characteristics and Population Movement Report for the Month of July 1979, Data Support and Analysis Section, DSHS.

FIGURE VI  
LENGTH OF STAY BY OFFENSE  
FISCAL YEARS 1974-1979

The median length of stay for offenders committed for crimes against person has decreased moderately since 1974. The time served for property and drug offenses has increased. The overall effect has been an increase in the length of stay of slightly over 1.3 months for the entire population.



MEDIAN LENGTH OF STAY IN MONTHS FY 1974-1979

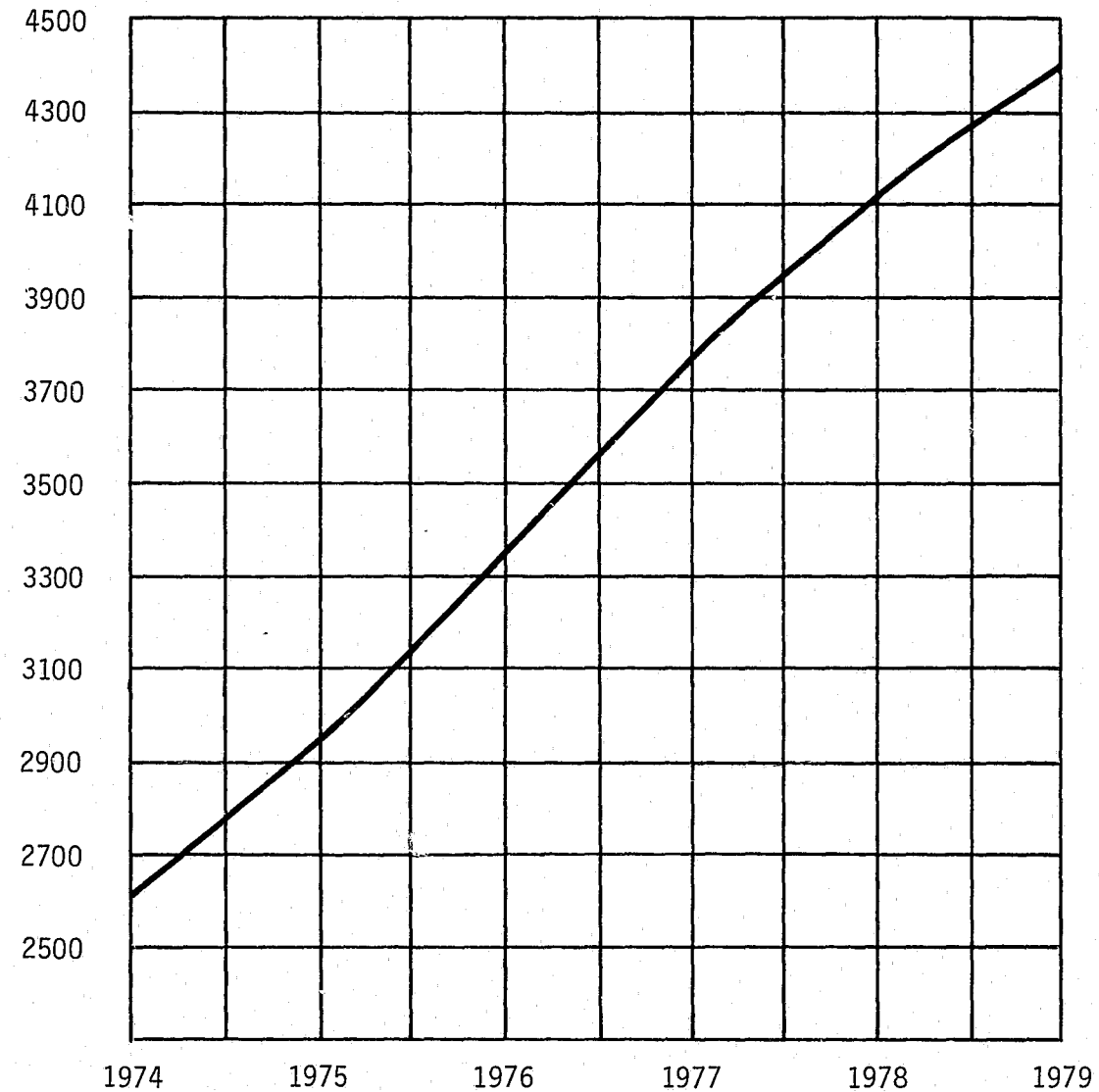
Year	Person	Property	Drug	TOTAL
1974	32.06	16.66	14.88	16.53
1975	28.43	17.65	14.36	16.48
1976	29.33	17.97	14.96	17.51
1977	23.91	16.84	15.20	17.03
1978	27.00	19.03	16.06	18.83
1979	27.87	17.39	15.87	17.87

SOURCE: Client Characteristics and Population Movement Report for the Month of July 1979, Data Support and Analysis Section, DSHS.



FIGURE VII  
 AVERAGE DAILY POPULATION OF THE  
 ADULT CORRECTIONAL INSTITUTIONS  
 (INCLUDING WORK RELEASE)  
 FISCAL YEARS 1974-1979

As a consequence of the trends displayed in Figures IV, V and VI, the average daily population of the institutions has risen sharply from FY 74 to the present.



A.D.P.      2671      2956      3347      3776      4118      4413

SOURCE: Client Characteristics and Population Movement Report for the Month of July 1979. Data Support and Analysis Section, DSHS.

#### 4.2 STRATEGIES FOR RESOLUTION

A strategy may be defined as a coordinated set of individually organized activities which, when phased together over a defined period of time, will work toward achieving a certain goal. The strategies included in this section address the critical problem of overcrowding. They represent a multi-faceted approach including increased bed capacity, a review of inmate population for selected early release, diversion, and implementation of the capital plan. The goal of these strategies is to reduce the population within the Washington State Penitentiary and Washington State Reformatory to a manageable level.

##### 4.2.1 STRATEGIES -- ADDITIONAL CAPACITY

The overcrowding problem has presented a challenging management problem throughout the correctional system. A series of alternative measures has been developed to address this problem.

**Strategy** This strategy examines the possibility of expanding bed capacity within correctional institutions, the transfer of underused facilities to ACD, and increase the number of work release facilities. As more beds become available, there is decreased pressure within the institutions due to overcrowding.

The following is an outline of the FY 80-85 plan for developing additional capacity:

- o Increase community residential program capacity to 1,068 by adding 529 beds statewide;
- o Utilize 90 beds at Geiger Field facility for prerelease candidates;
- o Use part of the multi-purpose building at the Washington Corrections Center to provide 54 beds;
- o Convert Cedar Creek Youth Camp to a 90-bed adult work camp;
- o Add 16 beds at Indian Ridge Treatment Center in FY 80 through mobile home expansion, and an additional 25 beds in FY 84 through modular construction;
- o Add 20 beds at the Reformatory by changing the superintendent's former house into a dormitory;

- o Add 40 beds at the Reformatory Honor Farm through modular construction;
- o Convert 29 beds at the Penitentiary Hospital, third floor to a geriatrics unit in FY 81;
- o Increase capacity at Clearwater Corrections Center by 50 beds through modular construction;
- o Establish 50 additional beds for developmentally disabled offenders at the Washington Corrections Center or the Eastern State Complex during FY 83;
- o Contract for the use of 100 city, county or regional jail beds at a rate of 25 beds per year, beginning in FY 82.

The expansion began in July 1979 and beds have been phased-in as they became available. Cedar Creek was converted to an adult facility in September 1979. Between July and October 15, 1979, 177 of the 529 work release beds were established.

In conjunction with the jail standards legislation, a number of counties are planning to expand and improve their jails. This construction represents an expansion of jail facilities to meet the projected population needs through the year 2000. Based on discussions with representatives of the Washington State Jail Commission, it has been determined that some beds will be available and that local authorities have shown interest in providing beds on a contractual basis. It is expected that 100 beds will be made available through FY 85.

Impact

The total expansion between FY 80-85 is 1,093. Of these, 529 involve community based programs, 464 beds are additions to existing institutional capacity, and 100 are contracted jail beds.

The increase in community residential bedspace capacity will be utilized by both inmates and diversion offenders. The allocation of bedspace between these two categories of offenders will fluctuate according to need. Following the anticipated capacity changes, the best current estimate of the average daily population of these two groups is:

	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>FY82</u>	<u>FY83</u>	<u>FY84</u>	<u>FY85</u>
Inmates	388	463	527	584	643	699	734
Diversion	140	163	176	188	203	217	228

The average daily population of the community residential program is based on 90 percent of capacity.

4.2.2 POPULATION REVIEW

The population review program represents a systematic effort to identify inmates who may be released without threat to public safety. This program accomplishes the objective of reducing population but does so in a systematic manner, screening cases on an individual basis. This program was initiated in May 1979 to address the issue of overcrowding.

Strategy

The Parole Board agreed to work cooperatively with the division on this project and over a six-month period, to:

- o Consider for parole, on a selective basis, those persons with a parole date within one year;
- o Give positive consideration to requests for change of time or type of next review (progress/parole meetings) based on equity considerations, meritorious conduct, or readiness for parole of persons having a release date within two years;
- o Give consideration to parole to those persons who have detainers lodged against them with an obligation to complete a prison term within a different jurisdiction, or be deported from this country;
- o Persons who have been convicted of only property offenses, have no history of violence, and have served at least one year of their prison term.

The division agreed to establish a Headquarters Review Team to ensure that referrals to the Parole Board met these criteria, and that all pertinent information concerning institutional conduct, parole planning and community readiness was included in the referrals.

Although the Population Review program was initiated prior to the ACA report, it incorporated the intent of ACA recommendations #15 and #116 relating to overcrowding (see Appendix D).

Impact

Approximately 1000 inmates were targeted for review with the expectation that approximately 300 persons would be released between August 1979 and January 1980 above the normal parole rate. It is projected that the release of 300 inmates will reduce the average daily population by 117 in 1980 and 30 in 1981.

4.2.3 DIVERSION

The commitment of offenders to the institutions and their subsequent release are, of course, a matter of judicial and Parole Board discretion. Realistically, these decisions are made weighing the range and type of correctional services available against the relative risk that an offender represents to the community. It is this relationship between the dispositional responsibility of the courts and Parole Board, and the correctional responsibility of the department that is the basis of plans to develop additional community programs. The strategy outlined below was developed in recognition that the regular caseload supervision/ incarceration dichotomy is too limited. It does not provide an adequate continuum of correctional services commensurate with the needs of the system's diverse offender populations.

Strategy This strategy is designed to provide residential and intensive caseload supervision, with an enhanced monitoring and service capacity, as alternatives to incarceration. These programs are utilized to divert appropriate offenders from institutions to highly-structured community programs.

The selection of candidates by ACD staff will occur at a number of decision-making points in the system. Offenders who may be diverted into intensive supervision or residential supervision include:

- o Marginal offenders about to be sentenced who, without the additional intensive supervision, would have been committed to an institution.
- o Probation violators referred during or subsequent to probation revocation proceedings who, without the additional supervision, would have been committed to an institution.
- o Offenders diverted from the intake populations at the Washington Corrections Center and Purdy Treatment Center for Women.
- o Parole violators referred during or subsequent to parole revocation proceedings and/or minimum term Parole Board hearings who, without the additional supervision, would have been returned to an institution.
- o Offenders who need intensive support services and who could be considered for a form of early release from the institutions. The target population would include the recommended release of offenders prior to the 90-day period now associated with accelerated release.

- o Inmates being held beyond their release date who are either having difficulties establishing adequate parole plans or whom the Parole Board is reluctant to release without a commitment from the Adult Corrections Division to provide an increased level of surveillance.

The most highly structured component of the community services program is the supervision of offenders in residential facilities. These community residential beds, which will be used in conjunction with intensive supervision, are part of the strategy (4.2.1) to increase community beds. These residential facilities, located around the state, will provide a closely-monitored living environment while affording offenders the opportunity to work or receive training in the community. All community residential facilities are staffed 24 hours a day. Residents are logged in and out of the facility, and random checks are made with employers, instructors, and other contact agencies. Random bed checks are required a minimum of three times a night. The residents are under supervision at all times except when working, in training, or on furlough. Residents may be released from the facility in the custody of volunteer sponsors for recreation purposes.

The existing intensive parole supervision project will serve as a model for the deployment of intensive supervision units throughout the state. Nineteen more intensive supervision officers will be added to the existing intensive parole staff. Caseloads will be limited to an average of 20 per officer, allowing for flexibility in responding to the different offender populations. For offenders who need the services, emphasis will be placed on the parole officer's role as a resource manager. Thus, a major effort will be directed at ensuring the use of existing community resources. In the event public sources of assistance are not available, limited amounts of such services as mental health care and drug or alcohol screening will be purchased.

Impact

In all cases, the decision to accept offenders for participation in intensive supervision or residential supervision will be made by ACD staff. This staff will determine eligibility of individual offenders, but the ultimate decision to use these programs as alternatives to incarceration will be made by the Superior Courts and the Parole Board.

The current state-wide caseload capacity of intensive supervision is 180. The proposed changes to current level would increase the number of offenders under intensive supervision by 507 between FY 80-85. The program is estimated to reduce the institutions' average daily population by:

FY 80	FY 81	FY 82	FY 83	FY 84	FY 85
(98)	(349)	(386)	(430)	(472)	(507)

These figures assume that the courts and the Parole Board will be responsive to the intensive supervision program; and that current trends remain constant in respect to probation and parole disposition, in that those persons diverted from prison have an average remaining length of stay of 12 months. It also assumes that their average length of stay on intensive supervision will be 12 months.

#### 4.2.4 CAPITAL PLAN

In accordance with state law, a FY 79-81 biennial Capital Plan was submitted to the Legislature for review and approval. The Plan includes a description of facilities' construction and renovation which will allow for the care, custody, and control of inmates who are kept in institutional settings.

**Strategy** The FY 79-81 Capital Plan was designed to handle the problem of overcrowding, as it was then defined, in an orderly fashion. The goal was single celling at the Reformatory and no more than double celling at the Penitentiary. Single celling provides the opportunity to manage and program inmates in an orderly, secure manner. The assumption is that single cells and improved facilities will allow the maintenance of a lawful and safe environment for inmates and staff at the institutions.

The Capital Plan approved by the legislature provides for:

1. Construction of a new 500-bed medium security facility.
2. Construction of an additional 120-bed medium security unit at the Washington Corrections Center.
3. Renovation of the former women's quarters at the Penitentiary into a 100-bed minimum security facility for men.
4. Conversion of the present minimum security building at the Penitentiary into a medium security facility.
5. Improvement of security and upgrading of utilities at the Penitentiary.

Funds for two facilities not yet completed were appropriated in the previous biennium:

1. A 100-bed honor camp for minimum security offenders.
2. The 144-bed Special Offender Unit at Monroe.

Once all these facilities are in operation, a total of 964 beds will have been added to alleviate the increasing population pressures.

The Capital Plan also addresses the goal of maintaining facilities which meet standards of decency appropriate to public programs. The maintenance projects were developed to provide safety, decency, security, and expanded programming to develop positive personal change when possible.

A number of the projects are directed at security internally and at perimeter walls. Others aim at providing secure program facilities, without which little personal positive change will occur.

- o Improve security and utilities at the Penitentiary.
- o Correct fire and safety deficiencies at the Reformatory.
- o Renovate visiting, dining and recreation areas at the Reformatory.
- o Remodel showers at the Penitentiary.
- o Construct additional classrooms and remodel laundry at the Reformatory.
- o Construct a multi-purpose building at Pine Lodge.
- o Expand the Industries building at the Penitentiary.
- o Reroof the Washington Corrections Center.
- o Restore perimeter walls at the Reformatory.

#### Impact

The Capital Plan will impact the correctional system in Washington in that, through the opening of new bed space, it will be possible to improve inmate classification and placement. The following summarizes how many beds by level of security will be on line by what date:

Facility	Number of Beds by Level of Security		Date On-Line
	Minimum	Medium	
Prison	---	500	7/1/83
Shelton	---	120	1/1/81
Monroe Special Offender Unit	---	144	9/1/80
New Honor Camp	100	---	7/1/80
Penitentiary	[285]	285	6/1/83
Women's Quarters Conversion	100		3/1/81

The following are completion dates for other capital projects:

<u>Project</u>	<u>Estimated Completion</u>
WSP Security/Utilities	1983-85 Biennium
WSP Fire/Safety	1/1/81
WSR Fire/Safety	9/1/81
WSR Visiting/Dining/Recreation	2/1/82
WSP Showers	3/1/81
WSR Classroom/Laundry	8/1/80
Pine Lodge Multi-Purpose Building	4/1/81
WCC Reroofing	8/1/80
WSR Perimeter Walls	11/1/80
WSP Industries Building Expansion	11/1/80

#### 4.2.5 AMERICAN CORRECTIONAL ASSOCIATION (ACA) RECOMMENDATIONS

In the Spring of 1979 the overcrowding at the Penitentiary began to have a number of operational impacts, ultimately resulting in the longest lockdown of an institution in the state's history. The Adult Corrections Division requested assistance from the American Correctional Association (ACA) for a team to be sent to the Penitentiary to evaluate the facility and make recommendations. The ACA team submitted a report to the division. The full set of recommendations and discussion is included as Appendix D.

The findings of the consultant report confirmed, in many respects, the direction the division had taken in responding to the problems associated with overcrowding. Many of the specific recommendations of the report had already been addressed by division plans and/or legislative action. The capital master plan including the security package at the penitentiary, the division's diversion programs, and population review strategy were already planned and/or implemented prior to the consultant's on-site visit.

The ACA team's strategy is composed of 116 separate recommendations or comments which center on the following areas:

- o Administration - highlights overall structure and organization
- o Staffing - centers on officer recruiting, specific new positions and training
- o Overcrowding - places emphasis on reducing the WSP population by transfer and early release
- o Internal Operations Procedures - addresses classification, reception/orientation, communication, inmate relations, discipline, visiting, and grievances
- o Program - focuses on idleness, vocational and educational services, and self-help groups (clubs)

The general direction of the recommendations is to reduce the population to a manageable size, improve the organization of existing resources, set up clear procedures and policies, and expand staffing and programs to run the prison according to good custody and program principles.

Strategy DSHS has begun a three-pronged effort to implement the ACA recommendations. Immediate steps have been taken to implement some of the recommendations and others will be implemented with minor modifications as soon as possible. The remainder will require financial and legislative assistance.

The Adult Corrections Division has assigned a staff member to direct the effort of addressing the ACA recommendations. They fall into 25 categories:

1. Adult Corrections Division Public Statement
2. Adult Corrections Division Manual and Seminars
3. Washington State Penitentiary Internal Operations
4. Washington State Penitentiary Organization
5. Use of Space at Washington State Penitentiary
6. Telephonic Communication at Washington State Penitentiary
7. Release of Inmates
8. Transfer of Inmates (Washington State Penitentiary)
9. Washington State Penitentiary Staff Training
10. Vocational Education at Washington State Penitentiary
11. Institutional Industries at Washington State Penitentiary
12. Washington State Penitentiary Inmate Work Assignments
13. Washington State Penitentiary Food Service
14. Washington State Penitentiary Medical Services
15. Classification
16. Inmate Property
17. Inmate Organization
18. Inmate Visiting Procedures
19. Disciplinary Procedures
20. Recruiting
21. Staff Family Orientation
22. Good Time
23. Family Visiting
24. Inmate Family Information
25. Inmate Grievance Procedure

#### 4.3 IMPACT OF STRATEGIES, FY 80-85

The increased bed capacity resulting from implementation of the strategies described in Section 4.2 will come close to meeting the projected demand for prison beds through the mid-80's. This section summarizes the most recent population projections developed by DSHS, showing the impact of diversion programs and community residential programs.

##### 4.3.1 POPULATION PROJECTION

A detailed explanation of DSHS population projections and the technique used to develop them is in Appendix C.

##### 4.3.1.1 BASELINE PROJECTION

The baseline projection assumes a continuation of current trends and policies. For example, it assumes there will be no significant change in the rate of admissions to prison per 1,000 persons in the "at-risk" population, in the offense distribution of committed offenders, or in the lengths of prison terms. Major changes in any of these would necessitate a change in the projection.

Two principal components make up the baseline projection: 1) an estimate of monthly admissions and 2) a length-of-stay probability distribution from which to project releases. The projected monthly admissions and releases determine the average daily population.

Admissions. Approximately 95 percent of all persons committed to adult correctional institutions are male, and more than 95 percent are between the ages of 18 and 47 at the time of admission. Because commitments to adult correctional institutions correlate higher with the number of males aged 18 through 47 in the general population than with any other sub-population, admissions are estimated on the basis of this age group.

The admissions estimate is not based on a single rate for the entire 18-47 year-old male population. Rather, a separate rate is established for each single-year cohort for those in the 18-39 year-old population, and a single rate is applied to the population aged 40 through 47. Such a distribution of incarceration rates is more sensitive to changes in the age composition of the at-risk sub-population than an overall single-rate indicator would be. The source of the population data upon which the incarceration rates are based is the state-wide population projections by age and sex prepared by the Office of Financial Management, dated April 23, 1979.

Length-of-stay. An estimate of the average daily prison population relies not only on admission rates but also on the rate of prisoner turnover. To determine this latter rate, a length-of-stay probability distribution is employed. The current resident population and subsequent admissions are used to develop a length-of-stay probability distribution which projects the rate of releases over successive months. A review of admissions over the past two years reveals that the distribution of admissions, by felony class, does not appear to be changing significantly. For this reason, the composite length-of-stay probability distribution for the July 1976-January 1979 releases was adopted without change.

Average Daily Population. The average daily population of the adult correctional facilities declined steadily between FY 66-73. The trend then reversed, and the prison population has steadily increased. When probation utilization and length-of-stay are assumed to be unchanging, the trend of the baseline average daily population projection follows the trend in admissions. The admission rate, in turn, reflects the trend in the at-risk population.

The baseline projection of average daily residential population (annual average) through FY 85 is:

<u>FY</u>	<u>ADP</u>
1979	4,413
80	4,596
81	4,810
82	5,060
83	5,317
84	5,562
85	5,789

#### 4.3.1.2 ADJUSTED PROJECTION

The baseline projection assumes a continuation of current trends and policies. The strategies outlined above are designed to impact the baseline projection through diversion (intensive supervision and Corporate Task Force) and release rates (population review). This section presents the relative effect of intensive supervision, Corporate Task Force, population review, contracted jail beds, and the parole board guidelines on the baseline projection.

Intensive Supervision. This diversion effort is scheduled to expand both in numbers and in scope. From the present average daily population of about 145 parolees, Intensive Supervision will attain a caseload of 531 during FY 82, including both parolees and probationers.

The increase in caseload (and impact on institutional average daily population) is scheduled to begin in November 1979 and increase steadily until it reaches its estimated impact of 507 during FY 85. (See Section 4.2.3.)

The estimated cumulative impact of Intensive Supervision in reducing the baseline projection is given in Table V.

Corporate Task Force. Implementation of the Corporate Task Force program is scheduled to begin early in 1980. Ten offenders per month are expected to be diverted into this program until the maximum caseload of 54 is reached and maintained. The estimated cumulative impact is given in Table V.

Population Review. It is estimated that 300 additional inmates will be released between July 1979 and February 1980 under the population review program. It is expected that parole dates of approximately 100 of these inmates will be moved forward within the time period of September 1979 and February 1980. See Section 4.2.2. The cumulative impact is given in Table V.

Contracted Jail Beds. Based on discussions with the Washington State Jail Commission, it is estimated that 100 jail beds will be made available through FY 85 on a contractual basis. This has been made possible through the planned expansion and improvement of jails statewide. Initial contact with local authorities has shown broad based interest in developing contracts with the state as space becomes available. The cumulative impact is given in Table V.

Parole Board Guidelines. In May 1976 the Board of Prison Terms and Paroles initiated a three-year Parole Decisions Project to develop criteria for the Board's decision making. The primary products of this research were guidelines for determining minimum prison terms and guidelines for reducing terms. Both sets of guidelines were based on evaluations of offender behavior. The minimum term guidelines establish a means for evaluating the severity of the commitment offense and prior criminal record of individuals, which results in a recommended length of prison term. If the individual's minimum term is later reconsidered, the reduction (or reconsideration) guidelines provide a means of assessing the offender's future behavior.

Based on this research, the Parole Board implemented new "Guidelines for Fixing Minimum Terms" October 1, 1978 (slightly modified effective December 1, 1978). These guidelines separate offenses (except first degree murder) into major felony classes. Each felony class is assigned a base time, expressed in months. Onto this base time are added monthly increments according to whatever aggravating circumstances were part of the criminal act(s). The actual time to be served, called the act severity time, is the sum of the base time, the aggravating-circumstances increments, and prior record score.

The reconsideration guidelines provide procedures for considering and granting reductions of the minimum term. The term reductions, which may be granted after a period of incarceration at a Parole Review meeting, are based on an assessment of the risk of the individual reoffending after release.

The guidelines provide the Board with the means to:

- o Base individual judgments upon established criteria;
- o Reduce term-setting disparities;
- o Make public the criteria for decision making;
- o Permit analysis of decisions;
- o Increase information for population projections.

Through effective use of visible criteria in the form of guidelines, the Board has developed a balanced approach that minimizes disparity but retains the benefits of individualized decision making.

The Parole Board reported to the 1979 Legislature that implementation of its guidelines would result in a significant increase in the institutional average daily population beginning in FY 81. In July 1979 the guidelines were amended, incorporating a modified public safety score as a basis for reconsidering length of confinement. Subsequently, a study completed by the Parole Board disclosed that the actual minimum terms being set under the guidelines fall below the projected mean within the ranges.

The following figures compare the original 1979 analysis of the impact of the guidelines to the current 1980 analysis:

	<u>1979 Analysis</u>	<u>1980 Analysis</u>
Pre-Guideline Length of Stay	25.0	22.3
Baseline Source	402 (Original Sample) <sup>1/</sup>	2,808 Releases (7/76-12/78)
Post-Guideline Length of Stay	30.2	28.3
Public Safety Score Factor	N.A.-Early Version of Guidelines (402) <sup>2/</sup>	80% <sup>3/</sup>
Mean Difference	5.2	6.0
1985 Impact	576 <sup>4/</sup>	665 <sup>4/</sup>
Estimated 1985 Impact if Board Adjusts Length of Stay for Property Crimes; Revision of Minimum Terms	N.A.	491

The difference between the 1985 impacts reflects the adoption of a modified public safety score and the Board's actual experience in setting minimum terms under the guidelines. The overall adjusted impact of 491, shown above and in Table V, is predicated on the Board's willingness to adjust the length of stay for property crimes.

<sup>1/</sup> 402 offenders released in 1978 (actual time served).

<sup>2/</sup> Average of 30.2 based on same sample of 402 described above, these cases were scored on the early version of the guidelines (Jan. 79 - June 79) and assumed 100 percent compliance by the Parole Board.

<sup>3/</sup> Average of 28.3 based on 511 cases admitted since July 79. This mean reflects actual minimum term fixed by the Parole Board under the current version of the guidelines (effective July 79). It is assumed that offenders will receive, on the average, 80 percent of the public safety score reduction (guidelines for reducing the minimum term).

<sup>4/</sup> Assumes a constant rate of admission to prison through 1985.

#### 4.3.1.3 IMPACT OF PROJECTION

The estimated reduction in average residential population due to the impact of intensive supervision, Corporate Task Force, population review, contracted jail beds, and Parole Board guidelines is seen in Table V. This table also includes the adjusted population projection for FY 79-85. Figure VIII compares the baseline projections and adjustments. The increased bed capacity resulting from the capital building program and the beds made available through diversion approximate the projected demand for prison beds through the mid-1980s.

Table VI distributes the adjusted projected population within the institutions and work training release residential beds for FY 80-85. The increase in beds due to the capital construction program is phased in. The total rated cell capacity of the adult corrections institutions, excluding community work release, in FY 85 is 4,640. The projected population, excluding work release, is 4,852. The projected number of individuals over rated cell capacity is 212 (5 percent).



TABLE V

BASELINE RESIDENTIAL AVERAGE DAILY POPULATION WITH ADJUSTMENTS FOR INTENSIVE SUPERVISION, CORPORATE TASK FORCE, POPULATION REVIEW, BOARD GUIDELINES, AND CONTRACTED JAIL BEDS.

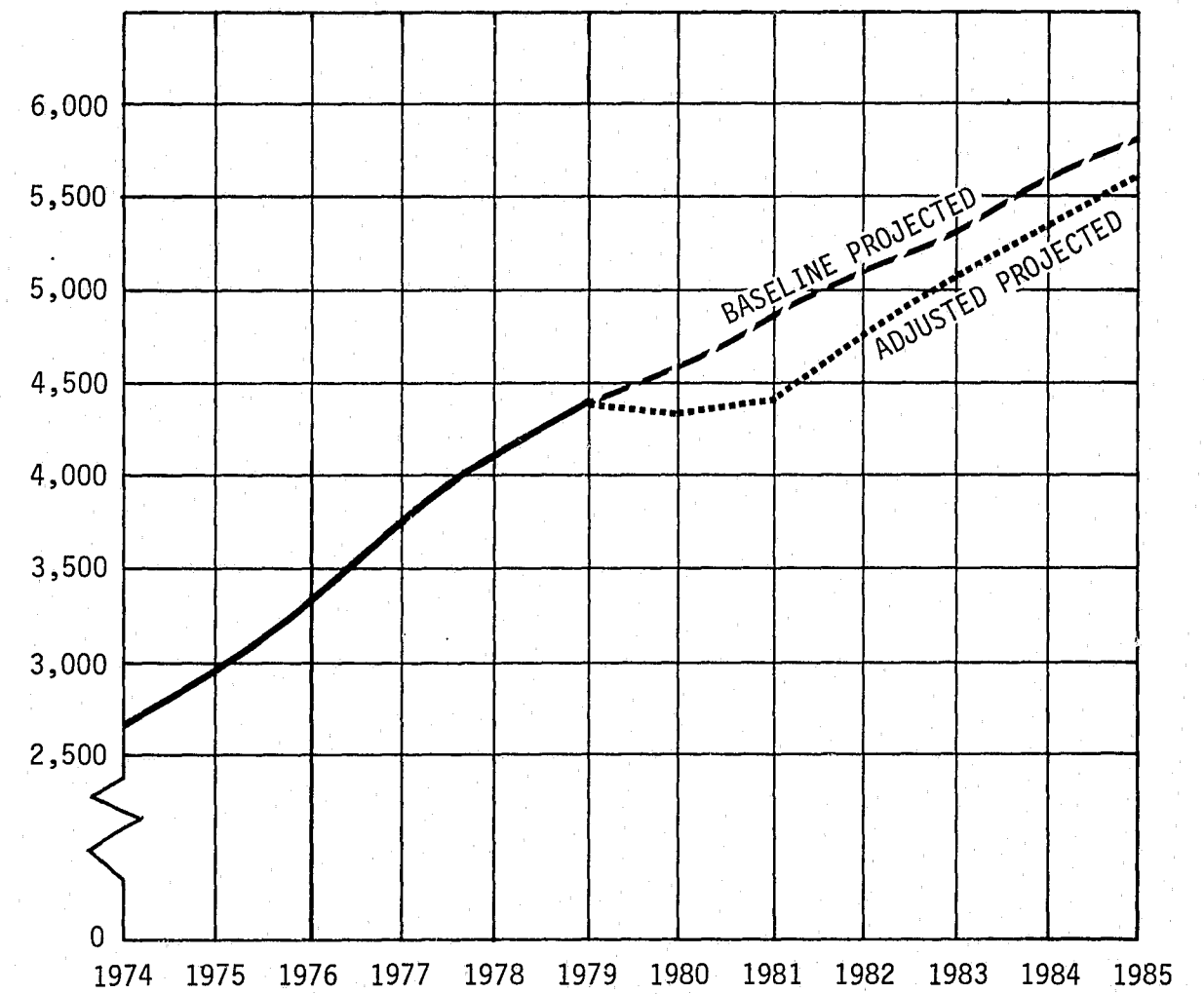
	BASELINE						ADJUSTED
	ADP	INTENSIVE	CORPORATE	POPULATION	BOARD	CONTRACTED	RESIDENTIAL
		SUPERVISION	TASK FORCE	REVIEW	GUIDELINES	JAIL BEDS	ADP
FY 79	4,413 <sup>1/</sup>	0	0	0	0	0	4,413 <sup>1/</sup>
FY 80	4,596	- 98	- 17	- 117	- 8	0	4,356
FY 81	4,810	- 349	- 66	- 30	44	0	4,409
FY 82	5,060	- 386	- 76	0	201	- 25	4,774
FY 83	5,317	- 430	- 80	0	336	- 50	5,093
FY 84	5,562	- 472	- 84	0	442	- 75	5,373
FY 85	5,789	- 507	- 87	0	491	-100	5,586

1/ Actual

DSHS Population Projection, November, 1979

FIGURE VIII

AVERAGE DAILY POPULATION OF ADULT CORRECTIONAL FACILITIES  
 (INCLUDING WORK RELEASE): BASELINE PROJECTION AND ADJUSTMENT  
 FOR IMPACT OF INTENSIVE SUPERVISION, CORPORATE TASK FORCE,  
 POPULATION REVIEW, BOARD GUIDELINES, AND CONTRACTED JAIL  
 BEDS, FY 77-85



A.D.P.

Actual 2671 2956 3347 3776 4118 4413

Baseline Projected ----- 4596 4810 5060 5317 5562 5787

Adjusted Projected ..... 4356 4409 4774 5093 5373 5586

TABLE VI

ADULT CORRECTIONS DIVISION  
IN-RESIDENT POPULATION DISTRIBUTION

Security Level	Current Single Cell Capacity	Current Beds	Current Pop	By Security Level						Proj Single Cell Cap	Proj Rated Cell Cap
				FY 1980	FY 1981	FY 1982	FY 1983	FY 1984	FY 1985		
<b>MAXIMUM</b>											
WCC-Reception	160	160	127	160	160	160	160	160	160	160	160
WSP	614	1385	1254	1076	887	1013	1128	1016	1084	614	872
WSP-Hospital (3rd Fl)					29	29	29	29	29	29	29
WSR	668	1124	908	895	670	702	797	668	668	668	668
New Secure-WSR					84	144	144	144	144	144	144
<b>TOTAL MAXIMUM</b>	<b>1442</b>	<b>2669</b>	<b>2289</b>	<b>2131</b>	<b>1830</b>	<b>2048</b>	<b>2258</b>	<b>2017</b>	<b>2085</b>	<b>1615</b>	<b>1873</b>
<b>MEDIUM</b>											
WCC-Training	480	534	562	534	534	534	534	534	534	534	534
WCC-R 3 Unit	80	80	81	80	80	80	80	80	80	80	80
WCC-120 Man Unit					60	120	120	120	120	120	120
PTCW	170	170	143	170	170	170	170	170	170	170	170
New 500-Bed Facility Con MSB to Med-WSP							225	300	300	300	300
DD Offender Unit								50	50	50	50
<b>TOTAL MEDIUM</b>	<b>730</b>	<b>784</b>	<b>786</b>	<b>784</b>	<b>844</b>	<b>1229</b>	<b>1254</b>	<b>1694</b>	<b>1754</b>	<b>1754</b>	<b>1754</b>
<b>MINIMUM</b>											
Convert MSB	300	300	281	300	300	75					
LCC	100	100	99	100	100	100	100	100	100	100	100
IRTC	76	76	75	76	76	76	76	101	101	101	101
CCC	100	100	100	100	100	100	100	150	150	150	150
FCC	50	50	41	50	50	50	50	50	50	50	50
PLCC	100	100	98	100	100	100	100	100	100	100	100
Honor Farm-WSR	50	50	42	70	90	90	90	90	90	90	90
PTCW-Apartments	22	22	22	22	22	22	22	22	22	22	22
WSR-Monroe House	20	20	18	20	20	20	20	20	20	20	20
Geiger Field				70	90	90	90	90	90	90	90
Cedar Creek			57	70	90	90	90	90	90	90	90
Skagit CC				70	100	100	100	100	100	100	100
Vac Womens Bldg-WSP					100	100	100	100	100	100	100
<b>TOTAL MINIMUM</b>	<b>818</b>	<b>818</b>	<b>833</b>	<b>978</b>	<b>1208</b>	<b>1013</b>	<b>938</b>	<b>963</b>	<b>1013</b>	<b>1013</b>	<b>1013</b>
<b>TOTAL INSTITUTIONS</b>	<b>2990</b>	<b>4271</b>	<b>3908</b>	<b>3893</b>	<b>3882</b>	<b>4190</b>	<b>4450</b>	<b>4674</b>	<b>4852<sup>3/</sup></b>	<b>4382</b>	<b>4640<sup>4/</sup></b>
WTR Comm Res Beds		497	441	463 <sup>5/</sup>	527	584	643	699	734		
<b>Total Inmate Population<sup>2/</sup></b>			<b>4349</b>	<b>4356</b>	<b>4409</b>	<b>4774</b>	<b>5093</b>	<b>5373</b>	<b>5586</b>		

1/ Current population as of November 28, 1979.

2/ Adjusted for impact of a) diversion through Intensive Supervision program;  
b) diversion resulting from Corporate Task Force;  
c) effects of population review procedures;  
d) contract jail beds;  
e) Parole Board guidelines.

3/ The single cell capacity falls 470 beds short of projected population in 1985.

4/ The rated capacity falls 212 beds short of projected population in 1985.

5/ Average daily population figures projected at 90% capacity as shown in Table VII.

TABLE VII

COMMUNITY RESIDENTIAL BEDS POPULATION PROJECTION

	FY 1979*	FY 1980	FY 1981	FY 1982	FY 1983	FY 1984	FY 1985
Work/Training Release	388	463	527	584	643	699	734
Intensive Supervision In-Resident Population	140	163	176	188	203	217	228
<b>Total Population In Resident</b>	<b>528</b>	<b>626**</b>	<b>703</b>	<b>772</b>	<b>846</b>	<b>916</b>	<b>962</b>
<b>Total Community Residential Beds</b>	<b>539</b>	<b>726</b>	<b>781</b>	<b>857</b>	<b>940</b>	<b>1017</b>	<b>1068</b>

\* Actual--June 30, 1979

\*\* The average daily population is based on 90% of the total community beds except for FY 80. Reduced % of capacity in FY 80 is due to new bed phase in. The allocation of bedspace between work training release and intensive supervision will fluctuate according to need.

#### 4.4 LONG-RANGE FORECAST

The Office of Fiscal Management (OFM) developed a forecast of ACD average daily population to the year 2000. The model uses demographic variables to estimate the basic components of the adult corrections system.

Primarily, the model relies on OFM Washington population forecast (current as of October 1979) weighted for the prime age groups that impact the adult corrections system. The weights reflect the relative importance of the different age groups -- 18 to 29, 30 to 34, and 35 to 39 -- and how these groups contribute to the admission rate of adult corrections.

The model was used to develop a baseline forecast and included two basic assumptions: (1) A 75 percent constant probation rate and (2) a median length of stay equal to the last several years. This forecast does not include the potential reduction in institutional population resulting from an expansion of the division's diversion and work release programs. The forecasted institutional average daily population (excluding work/training release) peaks in 1991 at an estimated 5,655. Although these estimates are preliminary, if verified over time they suggest that this state's prison population will continue to grow over the next decade and then be relatively constant at approximately 5,550.

#### 4.4.1 OUTLINE OF POLICY ALTERNATIVES

Current programs, including the capital building plan and diversion efforts, appear to be sufficient to meet the projected prison population through 1985. Beyond the mid-1980s, the population projections indicate that the prospect of overcrowding continues to overshadow the future of adult corrections in this state. It is expected that the experience gained in implementing the strategies outlined in this plan will provide the basis for future policy development. An outline of policy alternatives is presented for consideration.

##### Alternatives

##### 4.4.1.1 INCREASED COMMUNITY DIVERSION

The disposition by superior court judges significantly affects the rate of commitments to prison. In Washington, the courts have increased substantially the use of community supervision (probation) over the past ten years. A further increase in the use of probation is being encouraged by the division and the legislature during this biennium through the development of two diversion programs:

- o Intensive supervision, including residential probation;
- o Corporate Task Force.

A description of these diversion programs is presented in Section 4.2.3. The effectiveness of these strategies in decreasing the commitments to prison will be the subject of an ongoing evaluation effort. The potential for increased use of diversion programs in the future cannot be determined until there has been an opportunity to evaluate their effectiveness and assess the judiciary's willingness to further expand such programs.

##### 4.4.1.2 COUNTY JAILS

In conjunction with the jail standards legislation, a number of counties are planning to expand and improve their jails. This construction represents an expansion of jail facilities to meet the projected population needs of the jails through the year 2000. There are two issues for ACD: whether or not there will continue to be space available to house state prisoners in local jails, and consideration of the significant difference between program space requirements of a short-range county jail program and the needs of long-term incarcerated offenders. The experience gained from the planned use of contracted jail beds through FY 85 will provide the basis for evaluating the potential for continued use of local jails as a policy alternative.

##### 4.4.1.3 INCREASED COMMUNITY MINIMUM CUSTODY BEDS

The work and training release program has proven to be both cost effective and successful in assisting in the reintegration of the offender in the community. It is an important

element in the continuum of services from reception, to institutional programming, to work release, to parole. Between FY 80-85 the community residential bed capacity will increase by 529 beds. Further expansion of this program must take into consideration the degree of community tolerance for accepting additional community residential facilities. Experience suggests that community-based programs will provide a valuable alternative for addressing future overcrowding.

#### 4.4.1.4 CAPITAL CONSTRUCTION

A number of capital construction projects are underway currently or in the planning stage, including: 144-bed special offenders unit at the Reformatory; 120-bed medium security unit at the Washington Correction Center; 100-bed honor camp for minimum security offenders; a 500-bed medium security facility; 100 minimum beds at the Penitentiary and the conversion of 285 minimum security beds at the Penitentiary to medium.

The above projects were approved by the legislature to support the department's requirements through 1985. The long-range "at risk" population projections recently prepared by the Office of Financial Management estimate a prison population of 5,550 in the 1990s. The projections do not include work release population estimates or the potential reduction in institutional population resulting from an expansion of the division's diversion and work release programs. The verification of the accuracy of these projections and the effectiveness of the diversion program will be tested this biennium. Presently, it is premature in this document to go into any detail regarding a building program extending beyond 1985.

Future planning for capital construction will have to take into consideration the need for an appropriate number of beds in each security classification; i.e., maximum, medium, minimum and community residential facilities. Capital construction plans also should reflect the division's commitment to meeting ACA standards.

# ONGOING SYSTEM NEEDS

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5.0 ONGOING SYSTEM NEEDS

This master plan has been built around the assumption that needs are to be the guiding force for future programmed activity. Needs in this case may be defined as the difference between what currently exists and what the Adult Corrections Division believes should exist. Even without a population problem, there would still be serious concerns about the ongoing operation of the correctional system. These concerns are expressed as needs in this section.

The section also deals with strategies. The purpose of this section is to describe strategies which will bring the division closer to fulfilling those principles and goals defined in Section 2.0.

5.1 OPERATING STANDARDS

The basic mission of corrections is to provide for the public protection through the confinement and supervision of adult felons. This includes maintaining humane and secure settings in which offenders may serve their sentences and receive opportunities for self improvement. The operating principles and goals advocated to achieve this mission are stated in Section 2.0. In order to achieve maximum progress toward the realization of these principles and goals, there is a need for standards which define the types and levels of services required. Principles and goals, as a philosophical statement, are only viable if there are standards which define the qualities of staff, services, programs, and processes required to fulfill the goals. Additionally, once developed, the standards become a basis for measuring performance.

**Strategy**      The American Correctional Association, in conjunction with the Commission on Accreditation for Corrections, has developed standards for each correctional program component. These standards represent the collective judgment of national and state administrators. Accreditation of correctional services can be expected to result in better use of personnel and resources with maximum benefits to the criminal offender and the public. The Commission stresses that voluntary self-evaluation by correctional agencies is essential for improved performance. The accreditation process will:

- o Contribute significantly to the improvement of staff development, teamwork, and morale.
- o Facilitate the identification of program strengths and needs.
- o Assist in short and long-range planning.
- o Contribute to the presentation of understandable and persuasive budget requests. Accreditation status is an indication that budgeted funds are being put to the best use.

- o Provide the opportunity to view Washington State correctional agencies and systems within the framework of nationally recognized standards.

The Commission on Accreditation for Corrections awards accreditation to correctional agencies and systems for periods of three to five years, depending on the extent of their compliance with the standards approved by both the Commission and the American Correctional Association. The Adult Corrections Division will seek accreditation of the total system of correctional services in Washington State. The division will take whatever steps are necessary within available resources to meet accreditation standards. The priorities are as follows:

- o Seek formal accreditation at the Purdy Treatment Center and the Washington Corrections Center.
- o Begin the accreditation process for probation and parole field service, followed by the community and residential services.
- o Initiate accreditation at the smaller institutions, the Reformatory, and the Penitentiary.
- o Begin the accreditation process at the new 500-bed facility.

Process: The Commission on Accreditation will be notified of the Adult Corrections Division's intention to seek accreditation. Assistance will be requested in the determination of priorities and the establishment of an overall time frame.

The Commission on Accreditation has three classes of standards by which it evaluates correctional programs. The first is designated as "essential," the second "important," and the third "desirable." A correctional institution, sub-system, or program unit must meet 90 percent of the "essential" standards, 80 percent of the "important" standards, and 70 percent of the "desirable" standards within a one-year time period for compliance.

The accreditation process will involve the following:

- o The division will enter into a contract with the Commission.
- o Those programs applying for accreditation will complete a self-evaluation process within six months.
- o The Commission will review the self-evaluations within a two to four-month period. Upon completion of the review, the Commission will assign an audit team to evaluate the program seeking accreditation.

- o The Commission will issue an audit report 60 days after the accreditation team has visited the site.
- o The program undergoing accreditation will submit a plan to the Commission addressing audit exceptions or deficiencies and how they will be corrected within a one-year period.

Working committees, including headquarters staff, will be established in each program area. The committees will:

- o Review operating programs and identify the applicable standards.
- o Identify programs already in compliance with standards.
- o Identify programs and activities not in compliance with ACA standards.
- o Identify standards which may be implemented within the existing resources of the 1979-81 budget.
- o Identify resources necessary, both capital and operating, which will be requested next biennium.

To the extent that resources exist within the present biennium to implement accreditation requirements, the committee will prepare recommendations for the appropriate program changes. These recommendations will be reviewed within each program area by a team consisting of either the superintendent or regional program representative and the appropriate assistant director. The recommendations regarding increased funding, both capital and operating, will be submitted to the director.

Timeline: The timeline for the accreditation process (see Figure IX) will be as follows:

1. January 1980 - July 1980: The working committees will identify:
  - o The program areas in compliance with ACA standards.
  - o Program changes which will bring programs in line with ACA standards and will not require additional resources.
  - o Program changes that will require additional resources, both capital and operating.
2. July 1980 - January 1981: The division will seek outside funding, such as the American Correctional Association or the federal government's LEAA program, for those standards which have a large personnel, equipment, or facilities impact and which cannot be met with existing resources. In the event that

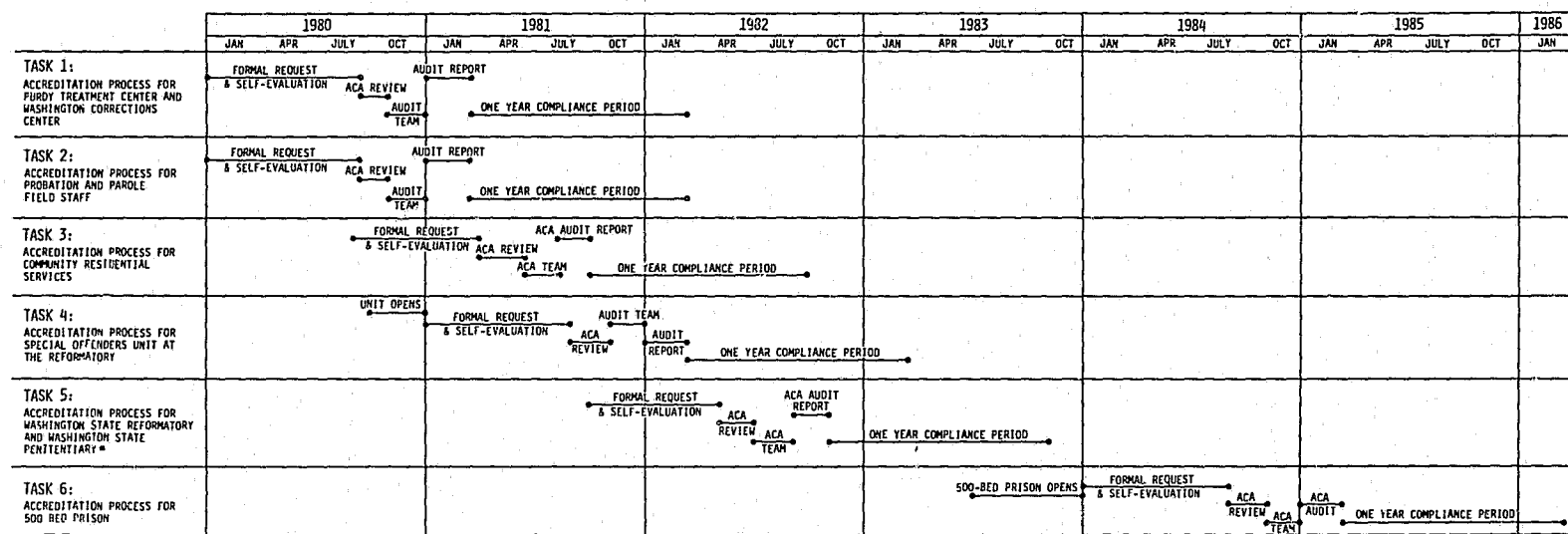
outside funding is not available, resources will  
be sought for implementation of these standards through  
the 1981-83 Governor's Budget request.



**CONTINUED**

**1 OF 3**

FIGURE IX  
 AMERICAN CORRECTIONAL ASSOCIATION STANDARDS TIMELINE



\*including smaller institutions

11/8/79

-87-

## 5.2 POLICIES AND PROCEDURES

There is a need to establish clear, written policies and procedures for the Adult Corrections Division. A manual is needed in order to maintain all policies in an updated and readily accessible fashion to provide:

- o Efficient communication and common understanding among the division's organizational units.
- o Policy directives which reflect planning and program changes.
- o An information source to assist in making management and program decisions.
- o A means of relating types and methods of service to ensure program continuity and effectiveness.
- o A reference source for legislation, WAC rules, executive orders, Parole Board rules and departmental rules impacting division practices.

**Strategy** The Adult Corrections Division has established a strategy for implementing policies and procedures in this biennium. This will be accomplished by preparing policy directives from the director of the Adult Corrections Division to each of the operational units. Insofar as possible, the ACA standards will be applied in developing the policy manual. Initially, policies and procedures are being developed in regard to health services, security, and classification. The major areas which will be affected by these policy directives are:

Headquarters  
Adult Corrections Institutions  
Adult Probation and Parole  
Work and Training Release  
Institutional Industries

**Process** The process for establishing policies and procedures will be as follows:

- o Division director will appoint a project manager.
- o Project manager, in consultation with other ACD staff, will develop a work plan, indicating subjects to be covered, assignment of tasks, and completion dates.
- o The work plan will be reviewed by assistant directors and approved by the division director.
- o Each major area will be assigned to a task group to prepare recommended policy directives.
- o Recommended policy directives will be reviewed by the assistant directors and approved by the director.

## 5.3 OPERATING INFORMATION FOR SYSTEM-WIDE DECISION MAKING

The operation of a corrections system requires accounting for an enormous number of individual decisions. For persons in prison, decisions must be made about classification, housing, discipline, work assignments, and furloughs. For persons under probation or parole supervision, decisions must be made about case assignment, supervision, restitution, revocation, and arrests. Information currently is processed manually at most institutions and in field staff services, resulting in a high per unit cost. As the offender population grows, the correctional system becomes more complex with increased facilities, programs, and services. There is a corresponding increase in need for offender tracking and classification information, administrative management decision making, program evaluation, and rapid response to inquiries. Automated information systems are the most realistic means to meeting these broad needs and providing access to a variety of information for administrative and case-by-case decision making.

As outlined in Section 3.3, the basic design of the computer based management information system, developed at the Washington Corrections Center and Washington State Penitentiary, established the groundwork for a division-wide data communications system. During this biennium the system will be expanded to the other institutions, work/training release facilities, and regional probation and parole offices.

**Strategy** The prototype management information system when expanded division-wide will provide the following services:

- o An automated, systematic data collection procedure throughout adult corrections.
- o "Core" data bases for all clients under field supervision or in institutions to allow production of:
  - a. Master alphabetical/locator lists.
  - b. Inmate sentence structure profiles.
  - c. Tracking chain of movement on current offense for all clients.
- o Data tailored to the needs of all levels of management (institutions, work release facilities, and probation and parole regions).
- o Ability for headquarters to summarize or isolate the data for analysis and comparison purposes.
- o Electronically transmitted reports to other agencies from Adult Corrections Division's daily transactions.
- o Quarterly statistical summaries.
- o Opportunity for residents to receive vocational training in data processing.

Implementation of the management information system will require a series of steps to bring about coordination with existing computer systems serving adult correctional needs (see Figure X). The following steps will be taken:

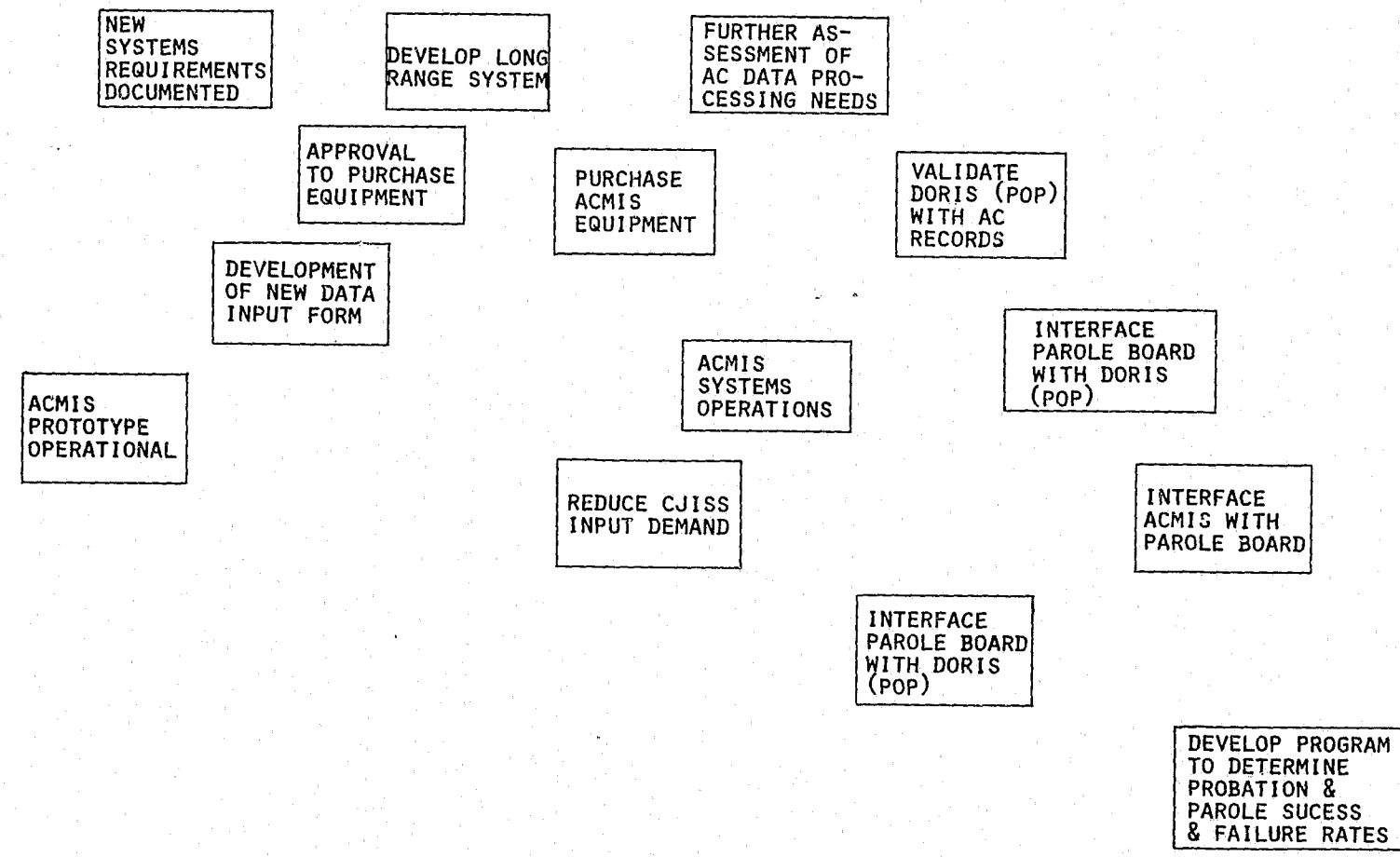
- o Limit the input to the Criminal Justice Information Sub-System (CJISS) to pre-institutional offense and offender characteristics data as found in the pre-sentence and intake forms for all adult offenders.
- o The master file of CJISS will be synchronized to interface with the active population census list of the Division of Research Information System (DORIS).
- o The DORIS and Parole Board master files will be synchronized.
- o The DORIS active population census list will be validated against Adult Corrections records to ensure completeness.
- o Manual input to DORIS will be replaced with a single source electronic update from the Adult Corrections Management Information System (MIS).
- o A document will be prepared for Adult Corrections management that provides:
  - a. A list of all information collected within DORIS, CJISS, Adult Corrections MIS, and Parole Board MIS.
  - b. A list of routine reports generated on a regular or periodic basis.
  - c. Formats of reports that could be provided.
- o The development of a routine program for determining parole and probation success and failure rates.

These system changes will be coordinated among the Board of Prison Terms and Paroles, Adult Corrections Division, and the Analysis and Information Services Division over this biennium.

FIGURE X

OUTLINE OF LONG RANGE SYSTEMS DEVELOPMENT

1979  
JUNE JULY AUG SEPT OCT NOV DEC 1980  
JAN FEB MAR APR



#### 5.4 Increased Work, Education, and Program Opportunities

The principles and goals related to inmate programming (Section 2.3 and 2.4) require that the state provide opportunities for constructive use of time while incarcerated. The issue is related to both the provision of a secure environment and the obligation to provide opportunities for positive personal change.

Uncontrolled time is more likely to be subject to the negative influences of peer pressure. Although not all offenders need training or treatment, all inmates should be usefully occupied for a certain period each day. Negative peer pressure is mitigated through constructive programming opportunities. Also, programming provides the means for an inmate to earn good time credits and demonstrate responsible behavior.

A further expectation of society is that offenders should emerge from incarceration better prepared to undertake a productive, law-abiding life in the community. A reasonable expectation is that specific programs designed to meet individual offender's needs should be provided to those who are motivated.

The division has attempted to supply productive activities for inmates at each institution. At the Purdy Treatment Center for Women and at the Washington Corrections Center most inmates participate in education or work programs. However, idleness is a significant problem at the Penitentiary and the Reformatory. At these institutions, the provision of adequate opportunities for constructive use of inmate time is impacted by several factors, including:

- . Overcrowding.
- . The custody classification and resultant requirement to restrict inmate mobility.
- . The number of inmates in segregated housing units.
- . The limited availability of program space.
- . The restricted market in which prison industries may sell their goods.

Although the provision of opportunities to participate in work, educational and special programming is constrained by these factors, the following strategies are designed to impact this need, both in a quantitative and qualitative sense. The strategies involving work and institutional industry opportunities primarily address the idleness problem at the Reformatory and the Penitentiary. The other strategies, including educational and vocational training and special offender programs, affect the entire institutional system.

#### Section 5.4.1 Work and Institutional Industries Opportunities

##### Strategy

The following strategies are designed to increase the number of work opportunities and the quality of work programs. A consistent theme throughout is the development of a work model which would duplicate private industry in structuring a typical workday.

- o Gather reliable data on the idleness question at each institution.

A prerequisite to the improvement of work programs is an analysis of the extent and degree of idleness. At the request of the Adult Corrections Division, the Office of Analysis created a project team to examine the use of programmed and unprogrammed inmate time within each of the major institutions. This project began in September 1979 and will continue for some months.

It is expected that this project will determine the number and types of assignments, and the proportion of programmed and unprogrammed time. It will also provide a basis for future planning and program decisions in the institutions.

- o Examine the Institutional Industries program and make recommendations for changes which may be beneficial;

In September 1979 a team consisting of personnel from DSHS and private industry was formed to examine Institutional Industries in all phases of production, management, and marketing. The preliminary goals are:

- a. To provide a complete plan for current business activities.
- b. To improve the program's impact on reducing idleness.
- c. To improve the probability of the inmate's employment after release.
- d. To develop plans for program growth.

These goals will be accomplished through the provision of new services and improvement of existing services. It is projected that by midyear of FY 81, an additional 100 new employee inmate positions will have been created and staffed. Currently, there are 287 employee positions in Institutional Industries. It is the goal of Institutional Industries, through double shifting, to employ an additional 65 inmates (of the proposed 100 increase) by the end of the third quarter of FY 80.

o Implement the Free Venture project;

The Free Venture project is a federally funded (LEAA) grant, which will allow for the development of a product-oriented, real world, working environment in the Institutional Industries program. It is scheduled to begin in late FY 79 and to end in June 1980. The grant provided \$463,789 (including state match). The focus of the project is on the expansion of certain kinds of trades and crafts, while helping Industries be more efficient in their daily operations. The project will enable the division to buy equipment and materials, hire and train staff, and develop at least two new enterprises which will employ 18-20 of the remaining 30 inmates referred to above.

o Implementation of House Bill 80 - Private Industry in a Prison Setting.

Guidelines for implementation of this legislation will be ready midyear FY 80. It is planned to recruit private industry with focus on employing 18-20 inmates no later than midyear of FY 81. These inmates, along with those in new Free Venture shops and additional inmate positions in expanded Institutional Industries programs, will total the 100 position increase discussed above.

5.4.2 EDUCATIONAL AND VOCATIONAL TRAINING OPPORTUNITIES

Strategy

Educational and vocational training services provide an opportunity for positive programming. The strategy involving educational and vocational programming involves an expansion of the basic services now offered throughout the division's institutional system. The division is attempting to address the obvious educational needs of the institutional population. Seventy percent of the inmates are without either a high school degree or its equivalent. Most inmates have an academic level between the fourth and seventh grades.

- o Educational and vocational programming within the major institutions and corrections centers will be expanded in FY 80. Assuming that each class has an average of 15 students, it is planned that the four major institutions will have an additional 192 to 240 inmates participating in FY 80.

The new program will include expansion of the food services program at Washington Corrections Center; addition of building maintenance, carpentry and plumbing courses at the Penitentiary; replacement of the horticulture program with a hydroponic program at the Reformatory, and addition of building maintenance, plumbing, and upholsterly courses; and establishment of a drafting course at Purdy. Depending on the availability of space, efforts will also be made to set up welding, electronics, and small engine repair courses at Purdy.

- o For FY 80, a total of 20 new vocational programs are being proposed at all of the institutions. These include building maintenance, carpentry, culinary programs, forestry, horticulture, and small engine repair. These will service an additional 156 to 195 inmates.

One shift in the population must be noted, however. The transfer of inmates from the Penitentiary and the Reformatory to the correctional centers and camps will require some shift in services. Essentially, this will mean that adult basic education, GED, and the vocational education program will be expanded at the camps. This will not serve any additional clients, but merely reflects the transfer in services. Hence, not all of the 156-195 camp inmates represent demand for new services.

#### 5.4.3 SPECIAL OFFENDER PROGRAM OPPORTUNITIES

##### Strategy

The plans to develop an enhanced special offender program are related to the overall effort to reduce idleness, isolation, and peer victimization but, more specifically, to strengthen the resources available to meet the programming and security needs of this group of inmates. The special offender population includes mentally ill, the assaultive or aggressive offender, the sex offender, the mentally retarded, and the drug and/or alcohol abuser.

- o Institutional Needs Assessment: An LEAA grant in the amount of \$147,000 was recently awarded to the Adult Corrections Division to study the characteristics and service needs of this state's institutional offender population. The research will provide data useful in planning determinants for special programs to serve special subpopulations, including the persons to be transferred to the special offender unit under construction at Monroe. It will also provide information for program development and facility utilization throughout the entire system. The results of this study should be available by the end of FY 80.
- o Mentally Ill Offenders: A range of direct mental health services will be provided within the institutional system. These will include emergency treatment (up to 72 hours), intensive, hospital-like psychiatric care, and clinically oriented psychiatric care.

The major share of mental health services throughout the adult correctional system will be provided directly by the Adult Corrections Division, using a combination of full-time employees and part-time contractual services. The division will serve very few persons adjudged by the courts to be criminally insane or unable to stand trial, most of whom will be treated in state hospitals, but will continue to treat disturbed offenders in the general prison population.

The existing Mental Health Unit at the Penitentiary does not meet state standards for psychiatric inpatient facilities. Some modifications are being made to upgrade the facility, including improving the illumination, plumbing, laundry facilities, and interior surfaces. Space usage has been changed to provide improved segregation between activity and sleeping areas. In light of the construction of the new facility at Monroe, major renovation of the unit is not warranted.

Construction of the new facility at Monroe will provide a modern, adequate facility suitable for programming to meet the needs of mentally ill offenders. The facility will have separate and enclosed living space with exercise

and multipurpose areas for programming and training. The living quarters will be arranged with nine cells to a cluster. Program planning is underway and will continue through FY 80.

- o Assaultive and Aggressive Offenders: Most of these offenders will be housed at the Penitentiary. Segregation of assaultive prisoners, while an appropriate short-term action, has the disadvantage of enforced idleness on a long-term basis. To alleviate the problems associated with traditional high security and low program units, the feasibility of individualized programs will be considered for the segregation area at the Penitentiary. This unit will continue to be isolated from the general population and will provide individual celling. Counseling staff will be assigned to work more intensively with this population. Other activities will be expanded to encourage the productive use of time. These will include one-to-one academic and vocational education, opportunity for recreation, and religious services. Some of these assaultive and aggressive offenders, who are evaluated as amenable to change through participation in special programs, may be housed at the 144-bed facility at Monroe.
- o Sex Offenders: Sex offenders will be encouraged to participate in self-help groups and specialized individual and group counseling programs. New methods for treatment are being explored. The division will expand institutional programs where possible to utilize techniques proven productive elsewhere. The division will maintain the option of establishing a separately housed sex offender program. Consideration is being given to a program for some sex offenders in the new special offender unit at Monroe.
- o Mentally Retarded Offenders: The division was recently awarded an LEAA grant for a special community residential facility. This program, which will provide housing for 20 mentally retarded offenders, is scheduled to begin in February 1980.

A small percentage of retarded offenders cannot be accommodated in community programs and must be incarcerated. Some of these persons may be transferred to the new Special Offender Unit at Monroe. In the interim, a special program has been initiated at the R-3 unit at the Washington Correction Center, and mentally retarded inmates from other institutions have been transferred there for supervision and training.



- o Drug and Alcohol Abusers: These offenders currently receive specialized counseling and are involved in programs at the Corrections Center, the Reformatory, the Treatment Center for Women, and the Penitentiary. Steps have been taken to develop a consolidated contract for most of these services with the DSHS Bureau of Alcoholism and Substance Abuse. The consolidation is expected to provide more consistent and coordinated services state-wide and to reduce administrative costs in maintaining several small contracts. Drug abuse counseling staff will be added to the existing alcoholism program at the Penitentiary, which is the only major institution presently lacking such services.

## 5.5 BASIC SERVICES

When running an institutional operation for over 4,000 inmates, there is a need to look closely at the basic services which inmates need for food, shelter, and clothing. In this regard, two of the areas, i.e., food and health, have been identified as having potentials for service improvement or cost-efficiencies. The following sections describe the division's strategies for dealing with these areas.

### 5.5.1 FOOD SERVICE ACTIVITIES

There has been an effort within DSHS to analyze how food is purchased, served, and stored. This has been coordinated by Management Services. The project is titled The Combined Action Food Service Economy Program (CAFE). It is being implemented to effect better management of every aspect of food service in Washington State institutions, including facilities, equipment, personnel, storage, preparation, and serving of food. The program is designed to ensure (a) that all persons in institutions are provided nutritionally adequate, balanced, and properly prepared meals; and (b) that all resources are used efficiently and economically in providing such meals. The program attempts to standardize policies and procedures; to centralize food service management; to modernize food service facilities, equipment and techniques; and to reduce waste. A food service management and advisory board is being set up to review and revise these plans, policies, and procedures. A value analysis testing program and acceptability procedure is being developed to provide innovation in food specification. A general menu guide has been developed for use in each institution.

For the Adult Corrections Division, a food management committee has been developed and will continue in operation for at least one year. It will be responsible for developing a food management plan for the division as a whole and for each institution. The plan will set targets for overall food usage and cost, and for buying practices, menus, and preparation of food. This plan will be monitored through a monthly reporting system which indicates the cost of food, types of food used, and labor involved. Each institution's monthly activities will be gauged against the plan. It is estimated that, department-wide, the CAFE program may save between \$500,000 to \$1 million this biennium.

### 5.5.2 HEALTH SERVICES

#### Strategy

There have been a number of changes in the delivery of health services within correctional institutions in the past few years. These changes have been brought about by federal court decisions, changes in the state of the art of medical practices, and involvement with the American Correctional Association's Standard Setting Exercises. The previous practices of supplying health services now prove to be insufficient. As a result new directions, both in terms of service delivery and of contracting for services, have been developed for the provision of health care.

The following objectives have been set:

- o To improve the capability for intake evaluation and early initiation of indicated treatment.
- o To assure continuing access of inmates to nonemergent and elective health care services and more expeditious and professionally competent response to emergent health care needs.
- o To set standards for and implement a continuing in-service training program for all health professionals.
- o To provide health oriented self-care training for inmates.
- o To establish a professional health information system based on the problem oriented medical record.
- o To expand staffing needed for training and monitoring compliance with the methodology of the problem oriented medical record.
- o To develop at the institutional level procedures to give effect to the published policies of the division relating to health care services.
- o To develop workable plans for institutional maintenance of quality assurance.

Concurrently, with the implementation of the foregoing plans, the division will continue to work closely with the Washington State Medical Association and the American Medical Association toward ensuring compliance with the emerging national standards for health care in prisons.

### 5.6 STAFF TRAINING AND DEVELOPMENT

The Adult Corrections Division has made significant strides in the area of staff training over the past few years. Training plays an important role in any correctional program. Given the unique kinds of stress that exist within corrections, the provision of an adequate program of staff development is essential. The implementation of an enhanced training program is a priority of the division. Toward this end, there are a number of needs that must be addressed:

- o The identification of the training needs of supervisors and managers, as well as the expansion of opportunities for such training, must be emphasized.
- o Attendance of all newly hired officers at the Corrections Officers Academy within the first month of employment.
- o In order to ensure that staff receive training in the skills and knowledge needed to perform their jobs, curriculum requirements must be established for the major classes of employees.
- o The development of an evaluation process to measure the effect of training on actual job performance.
- o A more effective tie is needed between training records and the Employee Performance Appraisal Process. A systematic way for supervisors to communicate training needs must be developed so that both individual and collective training needs may be identified.

#### Strategy

The following are the strategies with which the Division proposes to address the legislative mandate and the needs identified above:

- o In October 1979, a position of training supervisor was created within the headquarters unit of the Adult Corrections Division. This position will be responsible for the planning, coordination, and supervision of the training program at the division level.
- o A Training Advisory Committee comprised of training officers and the new training supervisor will be created. This committee will serve as a vehicle for staff input into the division's training plans and will assist in the development of training resources.
- o A training needs assessment will be conducted for supervisors and managers within the division by January 31, 1980. The information from this assessment will be used to develop supervisory and management training programs within the limits of current resources available and will assist in identifying future resource needs.

- o Five corrections officers from the Penitentiary attended the Corrections Officer Academy in December 1979. Because of staff shortages this is the first time Penitentiary staff have attended the academy since June 1979. The division has allotted an extra ten man-months to the Penitentiary for the first quarter of 1980 to finance replacement staff, so officers will be able to attend the academy in greater numbers in the succeeding months.
- o Expanded recruitment efforts have been undertaken to bring the institution up to full staff. Through an improved staff selection process, staff turnover should be reduced, supporting other attempts to maintain a full staff complement. The department has contracted with a consultant to design a better screening mechanism for selecting staff. Work on this project is scheduled to be completed early in 1980. Funding for this project was provided by a National Institute of Corrections grant.
- o Based on the study and recommendations of the Training Advisory Committee, core curriculum requirements will be established for the major classes of employees. Basic curriculum requirements have already been established for new correctional officers and for all probation and parole officers. The next two groups to be addressed are classification counselors and new first-line supervisors.
- o In order that the division's training expenditures may be specifically identified, new account codes will be established in the budgeting and accounting systems. Training officers will be asked to maintain expenditure records in order to give better estimates of future needs. The Division Training Supervisor will communicate division training needs to funding sources, particularly the Criminal Justice Training Commission, during its planning process.
- o The Division Training Supervisor will supervise training officers in the formulation of written training plans for each course offered in the division. Each training plan will identify the learning objectives, training methods, agenda, and an evaluation process by which learning may be measured.

- o The Division will implement the use of training information forms related to the Department of Personnel's computerized training information system. This will provide us with more accessible management information regarding training programs, and will also provide a direct tie to the Employee Performance Appraisal Process.

# CONCLUSION

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## 6.0 CONCLUSION

This document has been prepared during a critical period in the history of Washington State's Adult Corrections Division.

Overcrowding, the prevailing critical problem, cannot be solved by the division alone. Several strategies have been developed by the division. These strategies provide for:

The expansion of the number of available beds through FY 85 by an additional 1,093;

A population review process designed to provide for the early release of 300 inmates;

An enhanced program of community services designed to divert additional offenders through FY 85 at an average rate of 374 per year;

A capital plan to improve security, health, and safety programming, and to add beds to the system's correctional institutions;

The implementation of ACA recommendations to correct deficiencies at the Penitentiary.

The efforts of the division are overshadowed by the problem of overcrowding. Through the cooperation of the agencies that affect system rates--the courts and the Parole Board--the immediate problem can be resolved. The above strategies appear to be sufficient to meet the projected prison population through FY 85.

In responding to future needs, the division must maintain a proactive posture which goes beyond a reactive stance of responding to crises after the fact. This document is a public statement of the division's plan which, while attempting to manage the current problem of overcrowding, incorporates a new sense of mission and purpose into the fabric of daily management.

The Adult Corrections Division must stress in its daily management the ongoing need to operate efficiently and effectively as an interdependent and coordinated system of component services. The ongoing system needs and the related strategies which have been developed are intended to bring the division closer to meeting the stipulated values outlined in the operating principles and goals section of this plan.

The ACA accreditation standards will provide an objective basis for defining the various kinds and levels of service needed as well as a means for measuring the performance of the system and its various programs.

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Accreditation is not a simple task. Compliance with the standards will not be easy. Some standards require substantial change in traditional operating methods and some may require new funds. All call for the dedication and resolve of the division's administrators and practitioners. It is vital that the courts and all concerned officials, executives, and legislators recognize the necessity for the adoption and adherence to these nationally recognized accreditation standards.

The development of a written policy manual formalizes the division's policies and procedures and is a prerequisite to the division's efficient operation. Additionally, the development of a manual will further ensure the public's accessibility to the division's overall policies and procedures.

The operation of a corrections system requires accounting for an enormous number of individual decisions. The current method of data processing is done manually within the institutions and community services programs. Given the increased population both in resident and the community, this manual system is overburdened. There has been a corresponding increased need with institutional overcrowding for offender tracking in classification information. The strategy which outlines the development of a management information system is intended to address the need for system-wide operating information. The management information system will provide for more meaningful information, made available at a faster rate and at a lower unit cost.

The system's education, work, and special offender programs must be enhanced. The principles and goals related to inmate programming require that the state provide opportunities for inmates to constructively use their time while incarcerated. The strategies presented in this plan are intended to impact this need, both in a quantitative and qualitative sense. The strategy involving work in institutional industry opportunities primarily addresses the problem of idleness at the Washington State Reformatory and the Washington State Penitentiary, and will increase the number of work opportunities and the quality of work programs. A consistent theme throughout is development of a work model which will duplicate private industry in regard to the development of a typical work day. The strategy involving educational and vocational programming provides for an expansion of the basic services now offered throughout the division's institutional system.

The strategy dealing with special offender programming is directed at meeting the unique needs of the special offender populations including the mentally ill, the assaultive or aggressive offender, the sex offender, the mentally retarded, and the drug or alcohol abuser. These efforts are designed to strengthen the specific resources needed to meet the programming and security needs of these special groups of offenders. A major effort built into this latter strategy is the ongoing planning for the 144 bed facility presently being constructed at Monroe.

The long-range projections reveal a potential overcrowding problem commencing in the mid-1980s and continuing through the 1990s. The experience gained through the implementation of the strategies identified in this document will provide the data needed for future decisions.

# APPENDIX A

## SUMMARY DESCRIPTION OF ADULT CORRECTIONS DIVISION INSTITUTIONS

This appendix includes information dealing with the Adult Corrections Division institutions, their capacities, population, staffing and general FY 79 cost data. This section shows general chart summaries, and single page specified regarding each institution. Unless specified otherwise, the data is current through FY 79.

INSTITUTIONS

The division operates three major institutions for men and one for women. In addition, there are five smaller, minimum security facilities, plus the mental health unit at the Penitentiary. Approximately 4,100 offenders are in the ten facilities, which operate at 25 percent above their rated capacity.

INSTITUTIONS OVERVIEW (as of 6/30/79)

	CAPACITY	POPULATION	FY 79 DAILY PER CAPITA COST (\$)	FY 79 ANNUAL PER CAPITA COST (\$)	PROGRAM STAFF	CUSTODY STAFF	SUPPORT STAFF	COMMUNITY REHABILITATION STAFF	TOTAL STAFF
Washington State Penitentiary	1,257	1,695	19	7,109	107	306	75	---	488
Washington State Reformatory	700	1,089	22	8,029	75	185	67	9	336
Washington Corrections Center	720	714	31	11,184	78	185	60	---	323
Purdy Treatment Center for Women	172	167	47	17,149	96	---	35	12	143
Larch Corrections Center	100	102	26	8,375	10	13	9	---	32
Indian Ridge Treatment Center	60	69	37	13,493	22	---	12	---	34
Firlands Correctional Center	49	44	32	11,720	16	---	5	---	21
Clearwater Corrections Center	100	96	20	7,366	6	12	8	---	26
Pine Lodge Correctional Center	100	98	45*	16,528*	7	31	8	11	57
Walla Walla Mental Health Unit	29	22	---	---	19	---	---	---	19
<b>TOTAL</b>	<b>3,287</b>	<b>4,096</b>	<b>25</b>	<b>9,083</b>	<b>436</b>	<b>732</b>	<b>279</b>	<b>32</b>	<b>1,479</b>

\*These costs reflect the start-up and phase-in period of this relatively new medium security facility.

The following summaries briefly describe each of these institutions.

At the end of June 1979 all major institutions in the Adult Corrections Division were at or above capacity. The Reformatory at Monroe is the most seriously overcrowded. The Penitentiary at Walla Walla has been forced to house four men in cells which are barely suitable for two.

JUNE 29, 1979  
INSTITUTION POPULATIONS AND CAPACITIES

INSTITUTION	CAPACITY	POPULATION	% CAPACITY
Washington State Penitentiary	1,257	1,695	135
Washington State Reformatory	700	1,089	156
Washington Correctional Center	720	714	99
Purdy Treatment Center for Women	172	167	97
Indian Ridge Treatment Center	60	69	115
Larch Corrections Center	100	102	102
Clearwater Corrections Center	100	96	96
Firland Correctional Center	49	44	90
Pine Lodge Correctional Center	100	98	98
Walla Walla Mental Health Unit	29	22	76
	<u>3,287</u>	<u>4,096</u>	<u>125</u>

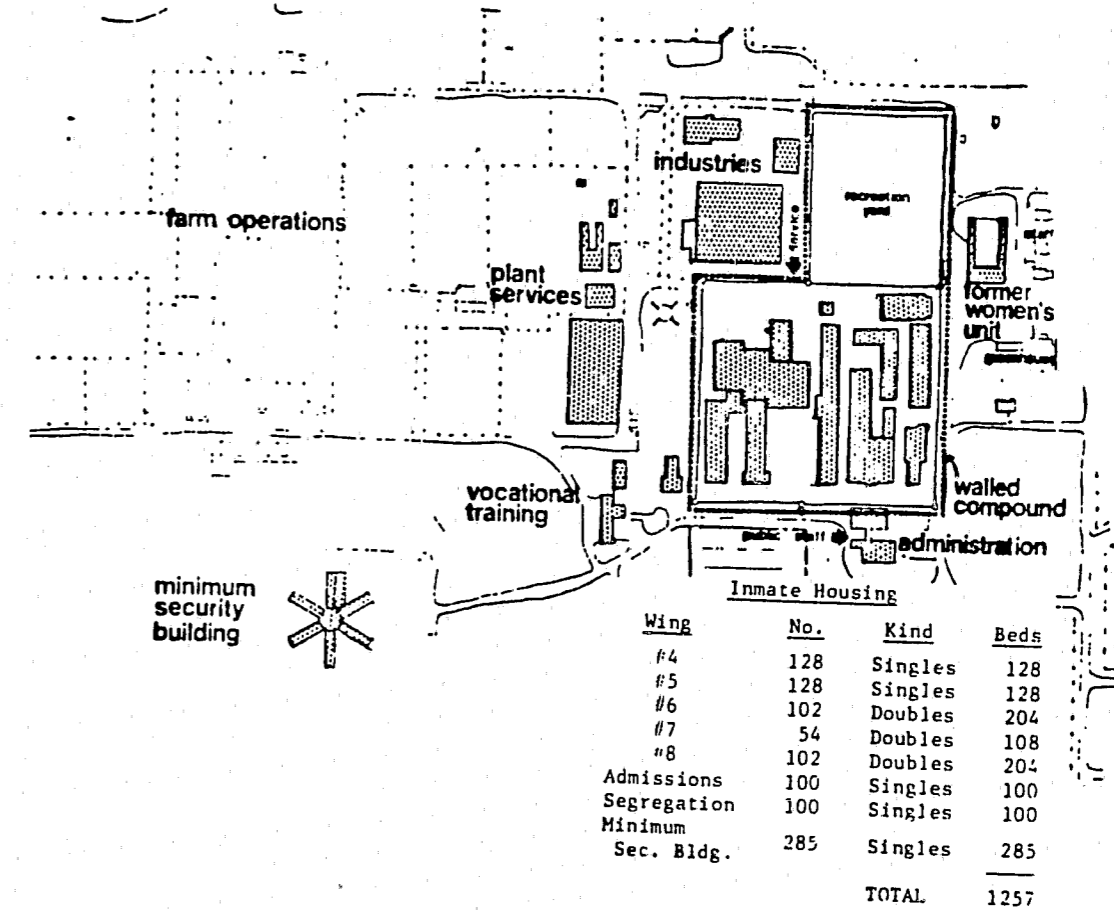
Workload

About eighty percent of the 19,890 case workload is programmed in the community. 21% are in institutions. Four percent are in the community on work/training release and under intensive parole supervision, and 76% are under regular parole or probation supervision.

Caseload June 29, 1979

INSTITUTIONS:	Cases	Percent
Major Security Facilities - 3,687		
Minimum Security Facilities (includes 92/WT Release) 409	4,096	20
<u>COMMUNITY WORK TRAINING RELEASE:</u>	506	3
<u>INTENSIVE PAROLE:</u>	148	1
<u>REGULAR PROBATION AND PAROLE:</u>		
Probation 11,321		
Parole 2,748		
From other states 1,071	15,140	76
<u>TOTAL</u>	<u>19,890</u>	<u>100</u>

Washington State Penitentiary



Location: Walla Walla, Washington  
Walla Walla County

Annual per Capita Cost of Operations:  
\$7109

History: Started as a territorial prison. Opened in 1887. All original housing units have been replaced. The institution includes a minimum security building.

Daily per Capita Cost: \$19

Function: Maximum security facility for older/sophisticated offenders and a minimum security corrections facility.

Staffing:

Institutional Rehabilitation	107
Custody	306
Program Support	75
<b>TOTAL</b>	<b>488</b>

Capacity: 1,257

6/30/79. Population: 1,695

Program: An industries program includes a metal shop, furniture refinishing, upholstering, typewriter repair and sign shop. Academic program includes literacy training, high school, junior college and vocational training conducted under contract with the Walla Walla Community College.

WASHINGTON STATE PENITENTIARY

The Washington State Penitentiary provides cell space as follows:

Building	No. of Cells	Cell Size Sq.Ft.	Present Beds Per Cell	Total Beds Per Building	Decrease 4-beds to 2
Admissions & Security <sup>1/</sup>	170	52.5	1	-	-
" "	30	68.5	1	200	200
CB 4 & 5	256	48.8	1	256	256
CB 6	102	127.5	4	408	204
CB 7	54	102.5	4	216	108
CB 8	102	130+	4	408	204
Totals <sup>2/</sup>	714	-	-	1,488	972
Security <sup>1/</sup>	100				100
Rated Capacity	614				872

<sup>1/</sup>100 cells are dedicated to temporary secure housing and are excluded from the total rated capacity.

<sup>2/</sup>Washington State Penitentiary Planning Report, Walker-McGough, 1/5/79

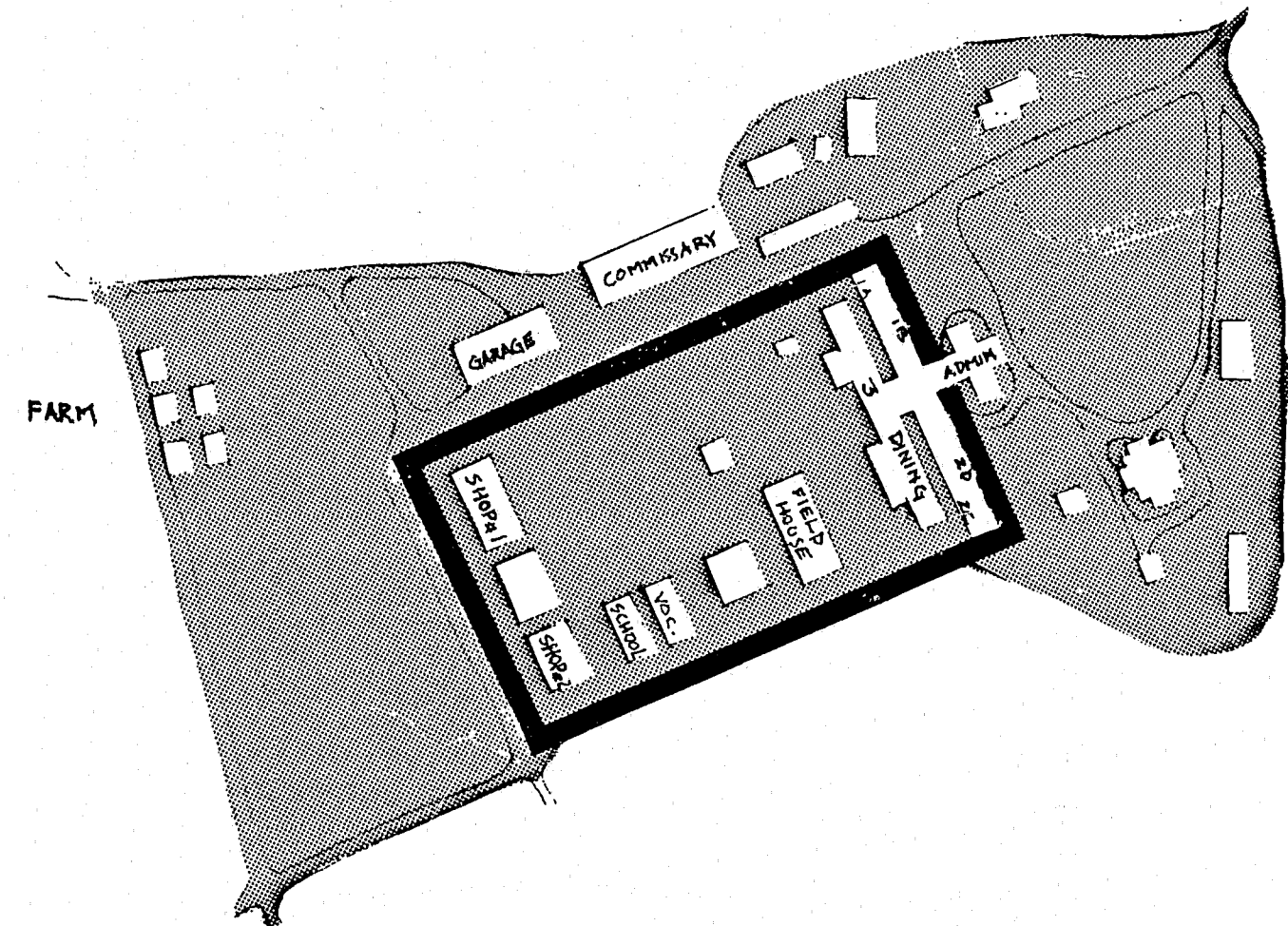
Excluding health care beds and minimum security building, the total number of beds available with 4 men assigned per cell in three units is 1,488. If the number per cell is reduced to 2 persons, the total bed capacity is 972. However, 100 cells must be set aside for short-term security, which reduces the rated capacity to 614 single celling and 872 double celling. The security cells are used for temporary safekeeping and are needed in addition to the housing requirements.

In terms of total number of beds, the Washington State Penitentiary may house 872, and in addition has available 100 secure cells and 285 minimum security beds (Minimum Security Building), for a total capacity of 1,257.

The American Correctional Association (ACA) and Federal Standards for existing facilities both require:

- . "Developing a plan for meeting the standards" and "implemented within a reasonable period of time."
- . Cell Size - 60 square feet with less than 10-hours occupancy per day; 80 square feet for longer than 10 hours.
- . Multiple occupancy celling requires 60 square feet of floor space per bed.

Washington State Reformatory



Location: Monroe, Washington  
Snohomish County

Annual per Capita Cost: \$8,029

History: Opened in 1908, extensively remodeled since then. Original purpose was to separate the young first offender from the older more sophisticated criminal.

Daily per Capita Cost: \$22

Staffing:

Institutional Rehabilitation	75
Custody	185
Program Support	67
	<u>327</u>

Function: Resident characteristics have changed. The reformatory now houses more sophisticated youthful offenders, frequently repeaters.

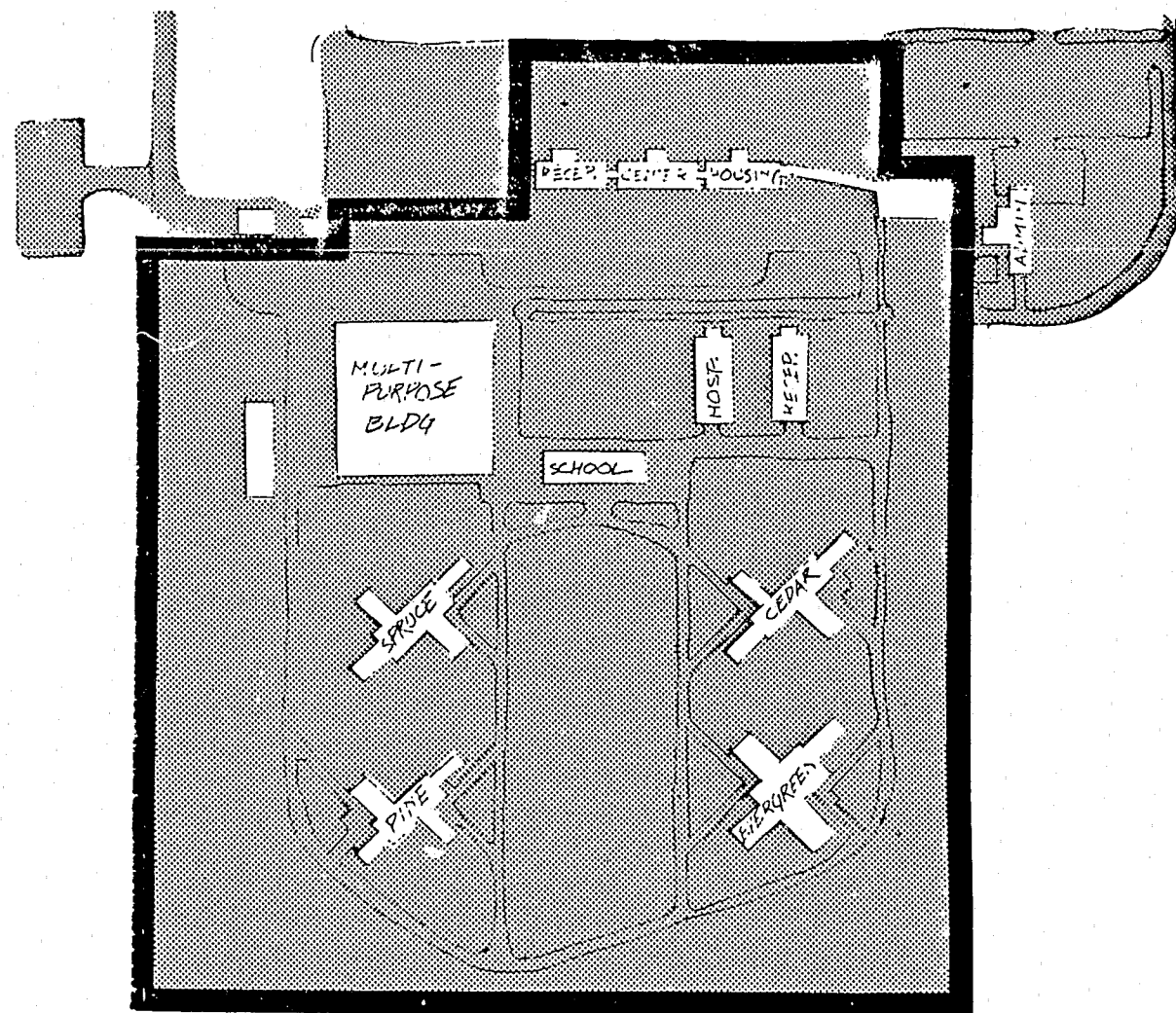
Capacity: 700

6/30/79 Population: 1,089

Program: An industries program includes a metal shop, furniture refinishing, upholstering, typewriter repair and sign shop. Academic program includes literacy training, high school, junior college and vocational training conducted under contract with the Walla Walla Community College.



Washington Corrections Center



Location: Shelton, Washington  
Thurston County

Annual per Capita Cost: \$11,184

History: Constructed in 1964

Daily per capita cost: \$31

Function: Two institutions in one. A centralized maximum security reception and diagnostic center for all adult male felons convicted in Superior Courts of the State and committed to the state prison system. Also a medium security training facility which primarily accepts first time offenders.

Staffing:

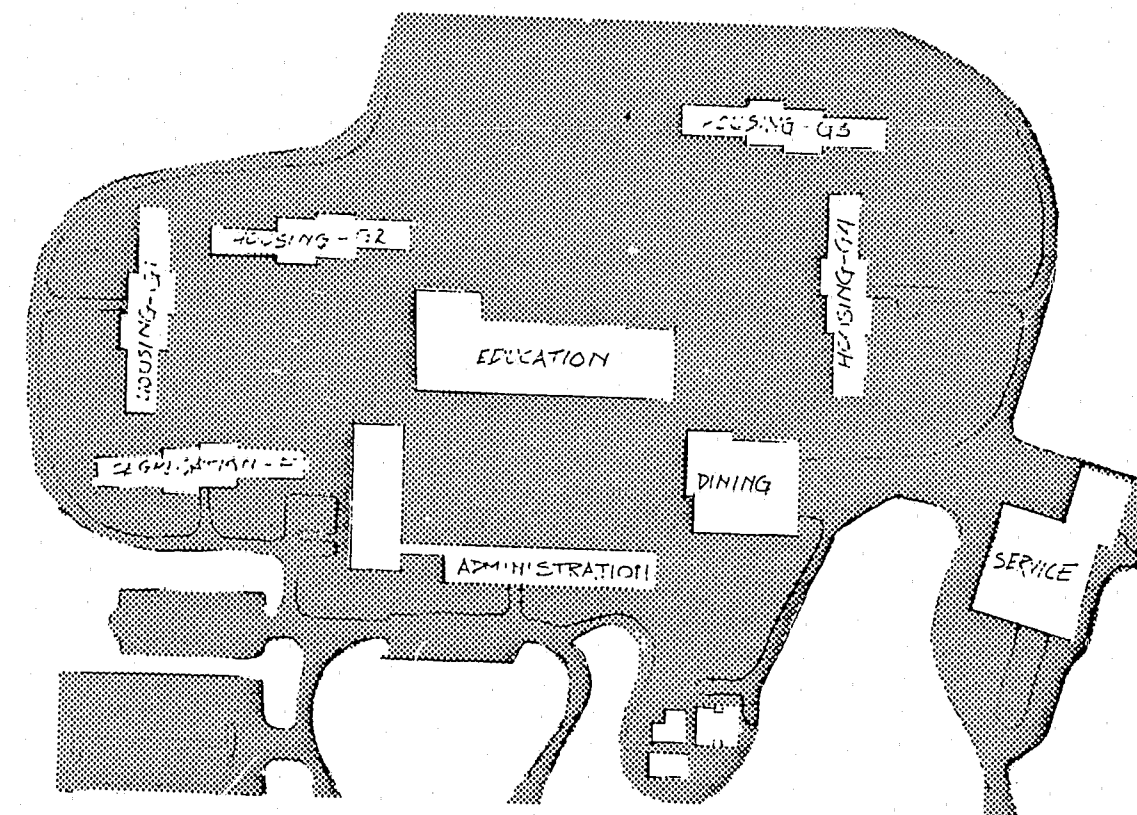
Institutional Rehabilitation	78
Custody	185
Program Support	60
	<u>323</u>

Capacity: 720

Program: Vocational training is offered in data processing, carpentry, welding, drafting, auto mechanics, body and fender repair, machine shop and barbering. The academic program includes both high school and college level. It is operated by contract with the Centralia Community College.

6/30/79 Population: 714

Purdy Treatment Center for Women



Location: Gig Harbor, Washington  
Kitsap County

Annual per Capita Cost: \$17,149

History: Opened in 1970, Women prisoners previously were housed in a separate unit at the Washington State Penitentiary.

Daily per capita cost: \$47

Function: Houses all women sentenced to the state prison system by the Superior Courts.

Staffing:

Institutional Rehabilitation	96
Community	12
Program Support	35
	<u>143</u>

Capacity: 172

Program: Emphasis is placed on development of individual responsibility and utilization of community resources. Academic programs at the high school level and some college instruction are available. Vocational training is offered in clerical, child care and commercial food service.

6/30/79 Population: 167

Larch Corrections Center

Location: Yacolt, Washington  
Clark County

Annual per Capita Cost: \$9,663

Daily per capita cost: \$26

History: Opened in 1956 as Larch Mountain Honor Camp.

Staffing:

Institutional Rehabilitation	10
Custody	12
Program Support	8
	<u>30</u>

Description of Function: Minimum security facility operated in conjunction with State Department of Natural Resources.

Program: Training is provided in reforestation, road construction, heavy equipment operation, and fire fighting.

Capacity: 100

6/30/79 Population: 102

Indian Ridge Treatment Center

Location: Arlington, Washington  
Snohomish County

Annual per Capita Cost: \$13,493

Daily per capita cost: \$37

History: Converted for use of adult offenders in 1973; previously a juvenile correctional facility. Residents generally come from the Washington Corrections Center at Shelton.

Staffing:

Institutional Rehabilitation	22
Program Support	12
	<u>34</u>

Description of Function: Houses 60 young adult (low risk) offenders, residents work either in forests under direction of Department of Natural Resources or attend nearby community college.

Unit Sizes: Two 16-man dormitories, eight single rooms, and ten double rooms.

Program: Vocational and academic training is provided at Everett Community College. Work release training is offered during final months of residents' assignment. Training is provided in road construction, heavy equipment operation and fire.

Capacity: 60

6/30/79 Population: 69

Firland Correctional Center

Location: Seattle (Near north city limits on grounds of former tuberculosis sanatorium). King County

Annual per Capita Cost: \$11,720

Daily per capita cost: \$32

History: Established in April 1976. Firlands is the first community-based corrections center operated by the Adult Corrections Division.

Staffing:

Institutional Rehabilitation	16
Program Support	5
	<u>21</u>

Description of Function: Minimum security with high level of accountability. Majority of residents (all male) are admitted directly from the diagnostic unit of Washington Corrections Center. Firlands accepts no individual who is chronically or potentially violent, or who may pose a significant threat to the community.

Program: Vocational training is provided in small engine repair, landscaping and horticulture. Self-improvement programs include opportunities for academic programs. Small industries programs in engraving and furniture manufacturing are also offered.

Capacity: 49

6/30/79 Population: 44

Clearwater Corrections Center

Location: Olympic Peninsula  
Jefferson County

Annual per Capita Cost: \$7,366

Daily per capita cost: \$20

History: Operated as an honor camp previously; closed for three years then reopened on October 1, 1976, because of rapid prison population increase.

Staffing:

Institutional Rehabilitation	6
Custody	12
Program Support	8
	<u>26</u>

Description of Function: Minimum security facility.

Program: Residents work in forests in cooperation with Department of Natural Resources. Training is offered in various aspects of forestry and forestry management.

Capacity: 100

6/30/79 Population: 96

Pine Lodge Correctional Center

Location: Near Spokane, Washington-  
Spokane County

Annual per Capita Cost: \$11,720

History: Opened in 1978.

Daily per capita cost: \$45

Description of Function: Minimum  
security facility.

Staffing:

Institutional Rehabilitation	7
Custody	31
Program Support	8
Community Rehabilitation	11
	<u>57</u>

Capacity: 100

6/30/79 Population: 98

Program: Self-improvement educational  
programs. Work/training release.  
Work experiences on the grounds of  
neighboring institutions.

Cedar Creek Corrections Center

Location: Near Olympia,  
Thurston County

Annual per Capita Cost: \$15,944\*

History: Converted from Juvenile  
Camp in September 1979.

Daily per Capita Cost: \$44\*

Description of Function: Minimum  
security facility.

Staffing:

Institutional Rehabilitation	23
Custody	8**
Program Support	18**
Community Rehabilitation	1
	<u>50</u>

Capacity: 90

6/30/79 Population: 0

Program: Residents work in forests in  
cooperation with the Department of  
Natural Resources. Training offered  
in various aspects of forestry and  
forestry management. Work release  
training is offered during final  
months of residents' assignment.

\* Estimated

\*\* Plus 2 part-time

Population Count of Adult Corrections Facilities

as of December 31, 1979

Washington Corrections Center - Reception	141
Washington Corrections Center - Institution	561
Washington Corrections Center - R 3 Unit	84
Purdy Treatment Center for Women	162
Washington State Penitentiary	1,151
Washington State Penitentiary - Minimum Sec. Bldg.	283
Washington State Penitentiary - Mental Health Unit	23
Washington State Reformatory	948
Larch Corrections Center	115
Indian Ridge Treatment Center	78
Firlands Correctional Center	48
Cedar Creek Corrections Center	71
Clearwater Corrections Center	105
Pine Lodge Correctional Center	87
Geiger Community Pre-Release Center	28
Work Release	513*
TOTAL INMATE POPULATION	4,398

\*457 community work release residents included.

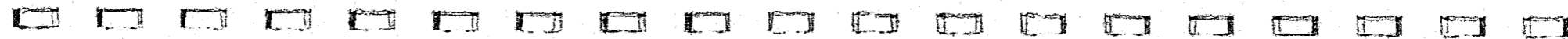
ADULT CORRECTIONS BUDGET INFORMATION

	<u>1976-77</u> <u>Actual</u>	<u>1977-78</u> <u>Estimated</u>	<u>1978-79</u> <u>Estimated</u>	<u>1979-80</u> <u>Proposed</u>	<u>1980-81</u> <u>Proposed</u>
<u>OPERATING BUDGET--SUMMARY BY OBJECT</u>					
Salaries and Wages	21,744,100	25,106,200	28,205,100	32,171,900	36,681,000
Personal Service Contracts	282,000	203,300	250,700	203,100	203,100
Goods and Services	9,806,000	11,685,400	12,170,000	13,533,600	15,543,500
Travel	351,800	398,000	366,100	426,500	467,200
Equipment	807,100	622,300	443,200	1,006,700	856,700
Employee Benefits	3,897,400	4,762,900	5,879,600	6,706,300	8,109,500
Grants and Subsidies	1,521,200	1,940,300	2,255,300	3,499,700	3,557,600
Transfer of Charges	(583,500)	(534,100)	(655,100)	(731,400)	(747,600)
Interagency Reimbursement	(480,600)	(1,228,000)	(156,300)	.....	.....
ANNUAL TOTAL	37,345,500	42,956,300	48,748,600	56,816,400	64,671,000

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<u>OPERATING BUDGET--CATEGORY SUMMARY</u>					
Community Services	7,294,700	8,144,400	10,368,200	14,067,700	15,177,000
Institutional Services	27,270,000	33,054,100	36,103,200	40,754,200	47,073,400
Special Projects	1,039,500	900	.....	.....	.....
Program Support	1,741,300	1,756,900	2,287,200	1,994,500	2,420,600
ANNUAL TOTAL	37,345,500	42,956,300	48,758,600	56,816,400	64,671,000
FISCAL YEAR 1975-76	31,504,300				
BIENNIUM TOTAL	68,849,800	91,714,900		121,487,400	

<u>EMPLOYMENT SUMMARY</u>					
FTE Staff Years	1736.1	1777.7	1937.1	1975.4	2209.9
Average FTE Staff Year Costs	12,525	14,123	14,560	16,286	16,598



# **APPENDIX B**

## OFFENDER BACKGROUND CHARACTERISTICS

This appendix includes offender information concerning individuals granted probation and those sentenced to prison in FY 76-77-78. This information was prepared by the office of Program Analysis, DSHS.

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STATE OF WASHINGTON  
 DEPARTMENT OF SOCIAL AND HEALTH SERVICES  
 DIVISION OF ANALYSIS AND INFORMATION SERVICES  
 PLANNING AND RESEARCH  
 OFFICE OF PROGRAM ANALYSIS

DAC PROBATION ADDITIONS

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
<b>1. Age at admission</b>									
Total	5,301	100.0		5,404	100.0		5,084	100.0	
Under 17	54	1.0		45	.8		66	1.3	
18 - 20	1,847	34.8		1,768	32.7		1,576	31.0	
21 - 23	1,127	21.3		1,107	20.5		1,025	20.2	
24 - 26	713	13.5		775	14.3		671	13.2	
27 - 29	479	9.0		487	9.0		496	9.8	
30 - 32	284	5.4		333	6.2		344	6.8	
33 - 35	201	3.8		212	3.9		265	5.2	
36 - 38	134	2.5		173	3.2		167	3.3	
39 - 41	110	2.1		141	2.6		112	2.2	
42 - 44	91	1.7		110	2.0		36	1.7	
45 - 47	64	1.2		67	1.2		77	1.5	
48 - 50	69	1.3		58	1.1		48	.9	
51 - 53	39	.7		45	.8		41	.8	
54 - 56	39	.7		27	.5		37	.7	
57 - 59	20	.4		20	.4		21	.4	
60 - 62	10	.2		13	.2		20	.4	
63 - 65	8	.2		9	.2		19	.4	
Over 65	12	.2		14	.3		13	.3	
Average Age		25.3			25.7			26.1	
<b>2. Ethnic Groups</b>									
Total	5,301	100.0		5,404	100.0		5,084	100.0	
White	4,360	82.2		4,326	80.1		4,086	80.4	
Black	597	11.3		641	11.9		613	12.1	

February 28, 1979

Probation

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
American	160	3.0		186	3.4		178	3.5	
Indian									
Mexican	117	2.2		173	3.2		105	2.1	
Asian	17	.3		34	.6		4	.1	
Other	50	.9		43	.8		97	1.9	
Unknown	0	0		1	0		1	0	
<b>3. Marital Status</b>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Never married	2,642	49.8	52.7	2,741	0.7	53.2	2,555	50.3	53.3
Married	1,191	22.5	23.8	1,212	22.4	23.5	1,080	21.2	22.5
Separated	394	7.4	7.9	398	7.4	7.7	373	7.3	7.8
Divorced	721	13.6	14.4	741	13.7	14.4	743	14.6	15.5
Widow(er)	36	.7	.7	45	.8	.9	30	.6	.6
Unknown	30	.6	.6	16	.3	.3	11	.2	.2
Not reported	287	5.4	-	251	4.6	-	292	5.7	-
<b>4. Living Situation</b>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Alone	600	11.3	12.0	601	11.1	11.7	595	11.7	12.5
Spouse	991	18.7	19.8	1,017	18.8	19.8	903	17.8	19.0
Parents	1,323	25.0	26.5	1,326	24.5	25.9	1,215	23.9	25.6
Siblings	144	2.7	2.9	171	3.2	3.3	163	3.2	3.4
Other relatives	192	3.6	3.8	182	3.4	3.5	188	3.7	4.0
Friends	486	9.2	9.7	475	8.8	9.3	466	9.2	9.8
Cohabitation	336	6.3	6.7	408	7.5	8.0	349	6.9	7.4
Other	922	17.4	18.5	949	17.6	18.5	866	17.0	18.3
Not reported	307	5.8	-	275	5.1	-	339	6.7	-
<b>5. History of alcohol</b>									
Total	5,301	100.0		5,404	100.0		5,084	100.0	
Yes	1,386	34.6		1,706	31.6		1,691	33.3	
No, not reported	3,465	65.4		3,698	68.4		3,393	66.7	

Probation

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
6. <u>History of Drugs</u>									
Total	5,301	100.0		5,404	100.0		5,084	100.0	
Yes	1,160	21.9		1,300	24.1		1,092	21.5	
No, not reported	4,141	78.1		4,104	75.9		3,992	78.5	
7. <u>History of assaultive behavior</u>									
Total	5,301	100.0		5,404	100.0		5,084	100.0	
Yes	287	5.4		367	6.8		343	6.7	
No, not reported	5,014	94.6		5,037	93.2		4,741	93.3	
8. <u>History of chronic illness or disability</u>									
Total	5,301	100.0		5,404	100.0		5,084	100.0	
Yes	428	8.1		574	10.6		570	11.2	
No, not reported	4,873	91.9		4,830	89.4		4,514	88.8	
9. <u>Highest grade reported</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
1 to 6	63	1.2	1.3	79	1.5	1.6	67	1.3	1.4
7 to 11	2,369	44.7	48.6	2,348	43.4	46.8	2,325	45.7	50.2
12 or GED	2,040	38.5	41.9	2,151	39.8	42.9	1,863	36.6	40.2
Some college	398	7.5	8.2	439	8.1	8.6	378	7.4	8.2
Not reported	431	8.1	-	387	6.9	-	451	8.9	-
10. <u>Military service</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Veteran	1,626	30.7	32.3	1,675	31.0	32.3	1,484	29.2	30.9
Nonveteran	3,403	64.2	67.7	3,506	64.9	67.7	3,322	65.3	69.1
Not reported	272	5.1	-	223	4.1	-	278	5.5	-



Probation

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
11. <u>Employed at Time of Arrest</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Yes	2,025	38.2	41.4	2,143	39.7	43.8	2,096	41.2	45.8
No	2,870	54.1	58.6	2,752	50.9	56.2	2,480	48.8	54.2
Not reported	406	7.7	-	509	9.4	-	508	10.0	-
12. <u>Any Commitments to a Juvenile Institution</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Yes	681	12.8	18.9	660	12.2	18.2	663	13.0	18.8
No	2,974	55.2	81.1	2,972	55.0	81.8	2,855	56.2	81.2
Not reported	1,696	32.0	-	1,772	32.8	-	1,566	30.8	-
13. <u>Force Involved in Offense</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Yes	711	13.4	14.2	811	15.0	15.8	860	16.9	18.0
No	4,293	81.0	85.8	4,334	80.2	84.2	3,907	76.8	82.0
Not reported	297	5.6	-	259	4.8	-	317	6.2	-
14. <u>Alcohol Involved in Offense</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Yes	1,446	27.3	28.9	1,541	28.5	30.0	1,435	28.2	30.2
No	3,556	67.1	71.1	3,590	66.4	70.0	3,314	65.2	69.8
Not reported	299	5.6	-	273	5.1	-	335	6.6	-
15. <u>Drugs involved in offense</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Yes	1,632	30.8	32.8	1,643	30.4	32.3	1,279	25.2	27.0
No	3,346	63.1	67.2	3,437	63.6	67.7	3,454	67.9	73.0
Not reported	323	6.1	-	324	6.0	-	351	6.9	-

Probation

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
<b>16. <u>Weapons Involved in Offense</u></b>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Firearm	313	5.9	6.3	264	4.9	5.2	236	4.6	5.0
Other weapon	213	4.0	4.3	231	4.3	4.5	272	5.4	5.7
No	4,460	84.1	89.5	4,630	85.7	90.3	4,238	83.4	89.3
Not reported	315	5.9	-	279	5.2	-	338	6.6	-
<b>17. <u>Finding of Fact</u></b>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Yes	102	1.9	2.0	109	2.0	2.1	94	1.8	2.0
No	4,894	92.3	98.0	5,003	92.6	97.9	4,659	91.6	98.0
Not reported	305	5.8	-	292	5.4	-	331	6.5	-
<b>18. <u>Guilt Determined By:</u></b>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Trial	399	7.5	8.0	378	7.0	7.4	339	6.7	7.2
Guilty plea	4,600	86.8	92.0	4,737	87.7	92.6	4,402	86.6	92.8
Not reported	302	5.7	-	289	5.3	-	343	6.7	-
<b>19. <u>Pretrial Custody Status</u></b>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Jail	1,108	20.9	23.1	1,200	22.2	24.5	1,086	21.4	24.6
Bail	814	15.4	17.0	830	15.4	17.0	736	14.5	16.7
Personal recognizance	2,879	54.3	60.0	2,859	52.9	58.5	2,595	51.0	58.8
Not reported	500	9.4	-	515	9.5	-	667	13.1	-

Probation

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
20. <u>Method of retaining</u>									
<u>Attorney</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Hired	1,535	29.0	31.1	1,712	31.7	34.0	1,476	29.0	31.3
Waived	44	.8	.9	51	.9	1.0	44	.9	.9
Public defender	1,571	29.6	31.9	1,551	28.7	30.8	1,592	31.3	33.7
Court appointed	1,778	33.5	36.1	1,721	31.8	34.2	1,610	31.7	34.1
Not reported	373	7.0	-	369	6.8	-	362	7.1	-
21. <u>Offense</u>									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Murder 2	1	*	*	2	*	*	1	*	*
Manslaughter, vehicle	39	.7	.8	51	.9	1.0	57	1.1	1.2
Manslaughter, other	18	.3	.4	11	.2	.2	15	.3	.3
Robbery	130	2.5	2.5	112	2.1	2.1	112	2.2	2.3
Assault 1	11	.2	.2	5	.1	.1	7	.1	.1
Assault 2	237	4.5	4.6	229	4.2	4.4	237	4.7	4.9
Assault, other	40	.8	.8	45	.8	.9	58	1.1	1.2
Rape	41	.8	.8	53	1.0	1.0	52	1.0	1.1
Statutory Rape	38	.7	.7	70	1.3	1.3	66	1.3	1.4
Indecent liberties	104	2.0	2.0	104	1.9	2.0	108	2.1	2.2
Sex crimes, other	30	.6	.6	33	.6	.6	43	.8	.9
Other person	18	.3	.4	61	1.1	1.2	52	1.0	1.1
Burglary 1	24	.5	.5	34	.6	.7	25	.5	.5
Burglary 2	988	18.6	19.3	886	16.4	17.0	944	18.6	19.5
Theft	1,078	20.3	21.1	786	14.5	15.1	585	11.5	12.1
Auto theft	235	4.4	4.6	192	3.6	3.7	220	4.3	4.5
Forgery	254	4.8	5.0	273	5.1	5.2	249	4.9	5.1
Welfare fraud	137	2.6	2.7	197	3.6	3.8	227	4.5	4.7
Other property	66	1.2	1.3	247	4.6	4.7	330	6.5	6.8
Drug violations	1,139	21.5	22.3	1,184	21.9	22.7	900	17.7	18.6
Other	484	9.1	9.5	635	11.8	12.2	553	10.9	11.4
Not reported	189	3.6	-	194	3.6	-	243	4.8	-

Probation

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
22. Offense									
Total	5,301	100.0	100.0	5,404	100.0	100.0	5,084	100.0	100.0
Person	707	13.3	13.8	776	14.4	14.9	808	15.9	16.7
Property	2,782	52.5	54.4	2,615	48.4	50.2	2,580	50.7	53.3
Drugs	1,139	21.5	22.3	1,184	21.9	22.7	900	17.7	18.6
Other	484	9.1	9.5	635	11.8	12.2	553	10.9	11.4
Not reported	189	3.5	-	194	3.6	-	243	4.8	-

\* Less than .1%

STATE OF WASHINGTON  
 DEPARTMENT OF SOCIAL AND HEALTH SERVICES  
 DIVISION OF ANALYSIS AND INFORMATION SERVICES  
 PLANNING AND RESEARCH  
 OFFICE OF PROGRAM ANALYSIS

DAC INSTITUTIONAL COMMITMENT

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
<u>1. Age at Admission</u>									
Total	1,632	100.0		1,699	100.0		1,783	100.0	
17 or less	30	1.8		47	2.8		38	2.1	
18 - 20	417	25.6		460	27.1		427	23.9	
21 - 23	378	23.2		352	20.7		398	22.3	
24 - 26	257	15.7		233	13.7		259	14.5	
27 - 29	183	11.2		179	10.5		196	11.0	
30 - 32	97	5.9		118	6.9		127	7.1	
33 - 35	72	4.4		83	4.9		102	5.7	
36 - 38	46	2.8		59	3.5		67	3.8	
39 - 41	50	3.1		45	2.6		51	2.9	
42 - 44	29	1.8		23	1.4		33	1.9	
45 - 47	23	1.4		29	1.7		30	1.7	
48 - 50	10	.6		20	1.2		21	1.2	
51 - 53	18	1.1		15	.9		16	.9	
54 - 56	3	.2		17	1.0		7	.4	
57 - 59	9	.6		9	.5		2	.1	
60 - 62	5	.3		6	.4		5	.3	
63 - 65	2	.1		2	.1		0	0	
Over 65	3	.2		2	.1		4	.2	
Average Age		26.0			26.3			26.4	

February 28, 1979

Commitment

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
<b>2. Ethnic Groups</b>									
Total	1,632	100.0		1,699	100.0		1,783	100.0	
White	1,185	72.6		1,224	72.0		1,336	74.9	
Black	299	18.3		321	18.9		283	15.9	
American Indian	74	4.5		56	3.3		56	3.1	
Mexican	52	3.2		63	3.7		70	3.9	
Chinese	1	.1		0	0		4	.2	
Japanese	0	0		2	.1		0	0	
Filipino	2	.1		3	.2		5	.3	
Other	19	1.2		29	1.7		29	1.6	
Unknown	0	0		1	.1		0	0	
<b>3. Marital Status</b>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Never married	723	44.3	50.8	737	43.4	54.8	850	47.7	54.7
Married	291	17.8	20.4	252	14.8	18.7	277	15.5	17.8
Separated	128	7.8	9.0	90	5.3	6.7	119	6.7	7.7
Divorced	258	15.8	18.1	246	14.5	18.3	288	16.2	18.5
Widow(er)	18	1.1	1.3	16	.9	1.2	12	.7	.8
Unknown	5	.3	.4	4	.2	.3	9	.5	
Not reported	209	12.8	-	354	20.8	-	228	12.8	-
<b>4. Living Situation</b>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Alone	223	13.7	15.7	161	9.5	12.1	182	10.2	11.8
Spouse	196	12.0	13.8	169	9.9	12.7	174	9.8	11.3
Parents	270	16.5	19.0	294	17.3	22.1	292	16.4	19.0
Siblings	30	1.8	2.1	28	1.6	2.1	28	1.6	1.8
Other relatives	30	1.8	2.1	43	2.5	3.2	43	2.4	2.8
Friends	119	7.3	8.4	88	5.2	6.6	94	5.3	6.1
Cohabitation	131	8.0	9.2	94	5.5	7.1	109	6.1	7.1
Other	420	25.7	29.6	451	26.5	34.0	615	34.5	40.0
Not reported	213	13.1	-	371	21.8	-	246	13.8	-

Commitment

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
5. <u>History of Alcohol</u>									
Total	1,632	100.0		1,699	100.0		1,783	100.0	
Yes	755	46.3		629	37.0		779	43.7	
No, not reported	877	53.7		1,070	63.0		1,004	56.3	
6. <u>History of Drugs</u>									
Total	1,632	100.0		1,699	100.0		1,783	100.0	
Yes	502	30.8		482	28.4		548	30.7	
No, not reported	1,130	69.2		1,217	71.6		1,235	69.3	
7. <u>History of Assaultive Behavior</u>									
Total	1,632	100.0		1,699	100.0		1,783	100.0	
Yes	242	14.8		258	15.2		315	17.7	
No, not reported	1,390	85.2		1,441	84.8		1,468	82.3	
8. <u>History of Chronic Illness or Disability</u>									
Total	1,632	100.0		1,699	100.0		1,783	100.0	
Yes	102	6.3		155	9.1		183	10.3	
No, not reported	1,530	93.8		1,544	90.9		1,600	89.7	
9. <u>Highest Grade Completed</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
1 to 6	45	2.8	3.2	40	2.4	3.0	34	1.9	2.2
7 to 11	798	48.9	56.7	789	46.4	59.4	863	48.4	56.4
12 or GED	488	29.9	34.7	414	24.4	31.2	529	29.7	34.6
Some college	76	4.7	5.4	86	5.1	6.5	103	5.8	6.7
Not reported	225	13.8	-	370	21.8	-	254	14.2	-

Commitment

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
10. <u>Military History</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Veteran	514	31.5	36.0	439	25.8	32.5	512	28.7	32.8
Nonveteran	915	56.1	64.0	913	53.7	67.5	1,047	58.7	67.2
Not reported	203	12.4	-	347	20.4	-	224	12.6	-
11. <u>Employed at Time of Arrest</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Yes	372	22.8	26.7	419	24.7	32.8	471	26.4	32.2
No	1,023	62.7	73.3	857	50.4	67.2	993	55.7	67.8
Not reported	237	14.5	-	423	24.9	-	319	17.9	-
12. <u>Any Commitments to a Juvenile Institution</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Yes	440	27.0	37.0	415	24.4	35.7	496	27.8	37.7
No	750	46.0	63.0	748	44.0	64.3	821	46.0	62.3
Not reported	442	27.1	-	536	31.5	-	466	26.1	-
13. <u>Force Involved in Offense</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Yes	467	28.6	32.9	383	22.5	28.6	518	29.1	33.4
No	952	58.3	67.1	957	56.3	71.4	1,035	58.0	66.6
Not reported	213	13.1	-	359	21.1	-	230	12.9	-



Commitment

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
14. <u>Alcohol Involved in Offense</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Yes	503	30.8	35.7	486	28.6	36.1	612	34.3	39.7
No	904	55.4	64.3	859	50.6	63.9	929	52.1	60.3
Not reported	225	13.8	-	354	20.8	-	242	13.6	-
15. <u>Drugs Involved in Offense</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Yes	508	31.1	36.1	427	25.1	32.0	461	25.9	30.3
No	898	55.0	63.9	907	53.4	68.0	1,059	59.4	69.7
Not reported	226	13.8	-	365	21.5	-	263	14.8	-
16. <u>Weapon Involved in Offense</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Firearm	304	18.6	21.4	219	12.9	16.3	268	15.0	17.2
Other weapon	134	8.2	9.4	133	7.8	9.9	169	9.5	10.9
No	984	60.3	69.2	988	58.2	73.7	1,117	62.6	71.9
Not reported	210	12.9	-	359	21.1	-	229	12.8	-
17. <u>Finding of Fact</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Yes	196	12.0	13.9	157	9.2	11.8	184	10.3	12.0
No	1,217	74.6	86.1	1,168	68.7	88.2	1,345	75.4	88.0
Not reported	219	13.4	-	374	22.0	-	254	14.2	-

Commitment

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
18. <u>Guilt Determined By</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Trial	281	17.2	19.7	261	15.4	19.5	302	16.9	19.5
Guilty plea	1,145	70.2	80.3	1,076	63.3	80.5	1,248	70.0	80.5
Not reported	206	12.6	-	362	21.3	-	233	13.1	-
19. <u>Pretrial Custody Status</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Jail	839	51.4	60.0	785	46.2	60.3	959	53.8	63.6
Bail	273	16.7	19.5	210	12.4	16.1	237	13.3	15.7
Personal recognizance	287	17.6	20.5	307	18.1	23.6	311	17.4	20.6
Not reported	233	14.3	-	397	23.4	-	276	15.5	-
20. <u>Method of Retaining Attorney</u>									
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Hired	281	17.2	20.2	272	16.0	21.2	308	17.3	20.6
Waived	14	.9	1.0	15	.9	1.2	3	.2	.2
Public defender	363	22.2	26.2	383	22.5	29.8	497	27.9	33.3
Court appointed	730	44.7	52.6	614	36.1	47.8	686	38.5	45.9
Not reported	244	15.0	-	415	24.4	-	289	16.2	-

Commitment

	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
21. <u>Offense</u>									
<u>Total</u>	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Murder 1	13	.8	.8	18	1.1	1.1	23	1.3	1.3
Murder 2	40	2.5	2.5	24	1.4	1.5	22	1.2	1.3
Manslaughter, vehicular	0	0	0	9	.5	.6	18	1.0	1.0
Manslaughter, other	23	1.4	1.4	20	1.2	1.3	7	.4	.4
Robbery	191	11.7	11.8	179	10.5	11.2	211	11.8	12.1
Assault 1	17	1.0	1.0	23	1.4	1.4	24	1.3	1.4
Assault 2	101	6.2	6.2	83	4.9	5.2	113	6.3	6.5
Assault, other	0	0	0	9	.5	.6	12	.7	.7
Rape	47	2.9	2.9	49	2.9	3.1	13	.7	.7
Statutory rape	18	1.1	1.1	13	.8	.8	8	.4	.5
Indecent liberties	25	1.5	1.5	31	1.8	1.9	43	2.4	2.5
Sex crimes, other	11	.7	.7	9	.5	.6	13	.7	.7
Other person	7	.4	.4	18	1.1	1.1	17	1.0	1.0
Burglary 1	19	1.2	1.2	17	1.0	1.1	31	1.7	1.8
Burglary 2	351	21.5	21.7	311	18.3	19.5	361	20.2	20.8
Theft	273	16.7	16.9	232	13.7	14.5	178	10.0	10.2
Auto theft	102	6.3	6.3	76	4.5	4.8	81	4.5	4.7
Forgery	88	5.4	5.4	97	5.7	6.1	77	4.3	4.4
Welfare fraud	0	0	0	4	.2	.3	4	.2	.2
Other property	14	.9	.9	48	2.8	3.0	78	4.4	4.5
Drug violations	226	13.8	14.0	208	12.2	13.0	192	10.8	11.0
Other	54	3.3	3.3	120	7.1	7.5	213	11.9	12.2
Not reported	12	.7	-	101	5.9	-	44	2.5	-

Commitment

22. <u>Offense Type</u>	FY 76			FY 77			FY 78		
	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported	Number	Percent	Percent of Reported
Total	1,632	100.0	100.0	1,699	100.0	100.0	1,783	100.0	100.0
Person	493	30.2	30.4	485	28.5	30.4	524	29.4	30.1
Property	847	51.9	52.3	785	46.2	49.1	810	45.4	46.6
Drugs	226	13.8	14.0	208	12.2	13.0	192	10.8	11.0
Other	54	3.3	3.3	120	7.1	7.5	213	11.9	12.2
Not reported	12	.7	-	101	5.9	-	44	2.5	-

# APPENDIX C

## POPULATION PROJECTIONS & BACKGROUND

The population projection was prepared by the Office of Budget Program Analysis Services, DSHS for FY 80-85.

STATE OF WASHINGTON  
DEPARTMENT OF SOCIAL AND HEALTH SERVICES  
DIVISION OF BUDGET AND FISCAL SERVICES  
OFFICE OF BUDGET AND PROGRAM ANALYSIS SERVICES

ADULT CORRECTIONS DIVISION  
POPULATION PROJECTION  
CURRENT TRENDS, LAWS, AND POLICIES  
FISCAL YEARS 1980-85

Summary

The number of prisoners in adult correctional facilities continues to grow. During fiscal year 1979 the residential average daily population rose from 4,256 to 4,524. This rate of growth is considerably greater than was anticipated in June 1978 projection, so that a revised estimate seems warranted.

The need for revision of the June 1978 projection appears to be primarily the result of three factors: 1) A considerable adjustment in the baseline to correct for the known underestimate of the June 1978 projection evidenced during fiscal year 1979; 2) a small increase in the length of prison terms served; and 3) a reduction in seasonality.

The June 1978 and January 1980 projections for fiscal years 1980 and 1981 are compared in Table 1. Consistent with the continuing growth trend, the January 1980 projection is higher than the previous estimates for FY 1981 and would have been higher for FY 1980 except for the impact of the Population Review, which is reflected only in the latter estimate. There are also some changes in the distribution of the system population. For example, the ADP estimates for both outside work release and Intensive Supervision still reflect a rapid growth, but this expansion is not quite so rapid as indicated in the previous estimate. Partially offsetting the slight reduction in work release and Intensive Supervision average-daily-population growth will be the diversionary Corporate Task Force program.

The January 1980 projection consists of a baseline projection and adjustments for the impacts of additional outside work release bedspace, Intensive Supervision, the Corporate Task Force on Corrections, the Population Review effort, the Parole Board Guidelines, and contracted jail bedspace.

The population forecast involves both the residential and institutional populations. The distinction between the two populations is that the residential population is composed of the institutional population plus outside work release.

Table 1:

ACD SYSTEM <sup>1/</sup> AVERAGE DAILY POPULATION: COMPARISON OF BUDGET AND JANUARY 1980 PROJECTION FOR FISCAL YEARS 1980-81

	Fiscal 1980		Fiscal 1981	
	June 1978 Budget	January 1980 Projection	June 1978 Budget	January 1980 Projection
Total System Population	4,665	4,614	4,833	4,957
Residential Population	4,215	4,356	4,293	4,409
Institutions	3,689	3,893	3,726	3,882
Work Release	526	463	567	527
Intensive Supervision	450	243	540	494
Corporate Task Force	0	15	0	54

<sup>1/</sup> Excludes regular probation and parole.

## Baseline Projection

The baseline projection assumes a continuation of current trends and policies. For example, it assumes that there will be no significant change in the rate of admissions to prison per 1,000 persons in the "at-risk" population, in the offense distribution of committed offenders, or further increase in the lengths of prison terms. Significant changes in any of these factors, known to affect the size of the prison population, could create error in the projection. The relationship between the size of the prison population on the one hand and the rate of admission and/or the typical length of prison terms on the other hand is apparent. The relationship between prison population and the offense distribution of committed offenders might be somewhat less evident. Sentence length varies with offense: person-related crimes such as assault, robbery, and rape usually receive longer prison sentences than property-related crimes such as burglary, larceny, and auto theft. If, for example, the proportion of admissions for person-related crimes tends to increase, the average prison term, and, therefore, the prison population itself, will tend to increase.

Two principal components make up the baseline projection: 1) an estimate of monthly admissions and 2) a length-of-stay probability distribution from which to project releases. The projected monthly admissions and releases are plugged into a formula to estimate the average daily population for each month.

### Admissions

Approximately 95 percent of all persons committed to adult correctional institutions are male, and more than 95 percent are between the ages of 18 and 47 at the time of admission. Because commitments to adult correctional institutions correlate higher with the number of males aged 18 through 47 in the general population than with any other subpopulation, admissions are herein estimated in relationship to males aged 18 through 47.

The admissions estimate is not based on a single rate for the entire 18-47 year-old male population. Rather, a separate rate is established for each single-year cohort for those in the 18-39 year-old population, and a single rate is applied to the population aged 40 through 47. Such a distribution of incarceration rates is much more sensitive to changes in the age composition of the at-risk subpopulation than an overall single-rate indicator would be. The source of the population data upon which the incarceration rates are based is the state-wide population projections by age and sex prepared by the Office of Financial Management, dated April 23, 1979.

Projecting admissions directly as a rate per 1,000 persons at risk involves an important implicit assumption: that the proportion of adjudicated cases committed to an institution (i.e., the ratio of commitments to probation placements) remains constant. This assumption appears to obtain for recent years. During the FY 1976-79 period, the annual percents of adjudicated cases committed to prison were: FY 76, 23.5; FY 77, 24.0; FY 78, 26.1; and FY 79, 24.9. The overall commitment rate for the FY 76-79 period is 24.6 percent.

The estimates of admissions, by month, through FY 1985, are given in Table 2. The monthly admission estimates have been adjusted to reflect seasonal fluctuations. Some seasonality is still in evidence, although the degree of fluctuation is considerably less than it was prior to FY 1978. An increase in the number of judges state-wide, to cover the court calendar more efficiently, appears to be primarily responsible for the reduction in seasonality.

The leveling off in admissions, apparent in Table 2, is the direct result of a similar trend in the at-risk population. Not only is the increase in this population slowing considerably, but also the age distribution within the at-risk population is shifting toward the older ages. Because the incarceration rates for the older ages are lower than those for the younger ages, the shift in age distribution toward the older end tends to reduce the overall incarceration rate.

### Length of stay

An estimate of the average daily prison population relies not only on admission rates but also on the rate of turnover of prisoners. To determine this latter rate, a length-of-stay probability distribution is employed. From both the current resident population and subsequent admissions, a length-of-stay probability distribution projects how many prisoners will be released each successive month. This methodology was introduced into the June 1978 population projection. Because the length-of-stay probability distribution appears to be the best available predictor of releases, the current projection continues to utilize it.

The length-of-stay probability distribution upon which most of this estimate of releases is based includes all releases during the period July 1, 1976, through January 31, 1979, for which the length of stay did not exceed 90 months. Long-term sentences (about two or three percent of all releases) are handled separately from the length-of-stay probability distribution.

For purposes of this projection, long-term prisoners are those for whom a minimum term is fixed at ten years or more. A sample of the current resident population (January 1979) indicates that about 900 long-term prisoners are presently serving time. According to a sample of recent admissions, about one prisoner in ten receives a minimum sentence of ten years or more. On the average, about five long-term prisoners are released per month. To adjust the projection for long-term prisoners, the number of admissions on which the length-of-stay probability distribution is based was reduced by ten percent, and projected releases were increased by five per month.

Table 2: PROJECTED ADMISSIONS TO ADULT CORRECTIONAL INSTITUTIONS  
 NOT ADJUSTED FOR DIVERSIONS TO INTENSIVE SUPERVISION AND  
 CORPORATE TASK FORCE, BY MONTH, FY 79-85

	<u>FY 79</u> <sup>1/</sup>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
Annual Average	187	196	200	205	207	209	209
July	171	192	196	201	203	205	205
August	188	188	192	197	199	201	201
September	181	185	189	194	196	198	198
October	211	191	195	200	202	204	204
November	188	186	190	195	197	199	199
December	204	214	218	223	225	227	227
January	189	191	195	200	202	204	204
February	164	191	195	200	202	204	204
March	208	220	224	229	231	233	233
April	193	202	206	211	213	215	215
May	198	198	202	207	209	211	211
June	150	192	196	201	203	205	205
Annual Total	2,245	2,350	2,398	2,485	2,482	2,506	2,506

<sup>1/</sup> Actual

CS



A review of admissions over the past two years reveals that the distribution of admissions, by felony class, does not appear to be changing significantly. For this reason, the composite length-of-stay probability distribution for the July 1976-January 1979 releases is adopted, without adjustments, by this projection to predict releases (exclusive of long-term prisoners).

Although the distribution of offenses for committed offenders does not appear to be changing significantly, prison terms increased for some time. The mean lengths-of-stay for both the resident population and releases by month, at three-month intervals, since June 1976, appear as Table 3. The mean length-of-stay for the resident population increased steadily until September 1978, after which time it has declined a little, and the mean length-of-stay for releasees, per month, also indicates an increasing trend with a leveling off.

The number of admissions applied to the length-of-stay probability distribution is nine-tenths of the number of total admissions to adult correctional institutions. The reduction is necessary to exclude long-term prisoners, who are treated separately, as was mentioned above.

#### Average Daily Population

The average daily population of the adult correctional facilities declined steadily between fiscal years 1966 and 1973, except for an upswing in FY 1970. But then the trend reversed, and the prison population has been increasing quite rapidly ever since. This situation is depicted in Figure 1. The earlier prison-population decline resulted from an increase in probation utilization--from about 50 percent of all adjudicated cases in FY 1966 up to a peak of nearly 80 percent in FY 1973. Since FY 1973, the probation-utilization rate has dropped back into the 73-75 percent range where it appears to be settling. This projection assumes a stable rate of probation utilization.

With probation utilization and length-of-stay assumed not to be changing significantly, the trend of the baseline average-daily-population projection follows the trend in admissions which, in turn, reflects the trend in the at-risk population: increasing at a decelerated pace. Since the beginning of fiscal 1973, the average daily population, i.e., persons in institutions and work release facilities, has been increasing about 27 persons per month, whereas the projected monthly ADP increment through FY 1985 is 19 persons.

The baseline projection of average daily residential population (annual average) through FY 1985 is:

<u>FY</u>	<u>ADP</u>
1979	4,413
80	4,596
81	4,810
82	5,060
83	5,317
84	5,562
85	5,789

STATE OF WASHINGTON  
 DEPARTMENT OF SOCIAL AND HEALTH SERVICES  
 ANALYSIS AND INFORMATION SERVICES DIVISION  
 OFFICE OF RESEARCH AND DATA ANALYSIS  
 DATA SUPPORT AND ANALYSIS SECTION

Table 3: Mean Length of Stay for Persons Released During the Month and for the Current Resident Population at Three-Month Intervals, June 1976 through June 1979

	<u>Mean Length of Stay</u>	
	<u>Persons Released During the Month</u>	<u>Current Resident Population</u>
June 1976	18.41	17.26
September	18.60	17.87
December	18.74	18.12
March 1977	18.68	18.57
June	19.89	18.73
September	21.08	18.87
December	22.41	19.20
March 1978	20.13	19.36
June	20.37	19.60
September	22.84	19.75
December	21.87	19.73
March 1979	20.41	19.34
June	20.85	18.94

The total increase in the baseline residential ADP between FY 1979 and FY 1985 is estimated at 1,376 compared with an increase of 1,734 between FY 1973 and FY 1979.

By month, the baseline average daily population for all adult correctional facilities is presented in Table 4; for institutions only, in Table 5.

The average-daily-population projection, by month, is derived by estimating the number of admissions and releases for the month and then adjusting the beginning population for the month by half the difference between the number of admissions and the number of releases during the month. The formula is stated:

$$\text{Average Daily Population} = \text{Beginning Population} + \frac{(\text{Admissions} - \text{Releases})}{2}$$

The ADP formula assumes that both admissions and releases occur at a relatively constant rate throughout the month. Unequal rates will reduce the formula's ability to predict. <sup>1/</sup>

<sup>1/</sup>The formula predicts better for a short period such as a month than for a longer period such as a year.

TABLE 4: PROJECTED BASELINE AVERAGE DAILY RESIDENTIAL <sup>1/</sup> POPULATION, BY MONTH, FY 79-85

	<u>FY 79</u> <sup>2/</sup>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	4,413	4,596	4,810	5,060	5,317	5,562	5,789
July	4,242	4,503	4,721	4,951	5,210	5,463	5,701
August	4,239	4,515	4,732	4,967	5,226	5,477	5,173
September	4,281	4,525	4,739	4,981	5,239	5,489	5,722
October	4,327	4,537	4,749	4,995	5,253	5,501	5,733
November	4,365	4,550	4,760	5,011	5,267	5,515	5,743
December	4,419	4,571	4,784	5,037	5,293	5,539	5,767
January	4,454	4,603	4,811	5,067	5,323	5,567	5,792
February	4,484	4,618	4,827	5,082	5,339	5,583	5,805
March	4,503	4,646	4,857	5,113	5,369	5,612	5,833
April	4,558	5,678	4,893	5,149	5,405	5,647	5,866
May	4,557	4,697	4,917	5,175	5,429	5,669	5,887
June	4,524	4,709	4,935	5,193	5,447	5,687	5,903

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<sup>1/</sup> Includes outside work release  
<sup>2/</sup> Actual

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TABLE 5: PROJECTED BASELINE AVERAGE DAILY INSTITUTIONAL 1/ POPULATION, BY MONTH, FY 79-85

	<u>FY 79 2/</u>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	4,053	4,237	4,449	4,699	4,956	5,201	5,428
July	3,911	4,142	4,360	4,590	4,849	5,102	5,340
August	3,919	4,154	4,371	4,606	4,865	5,116	5,352
September	3,950	4,164	4,378	4,620	4,878	5,128	5,361
October	3,982	4,196	4,388	4,634	4,892	5,140	5,372
November	4,020	4,189	4,399	4,650	4,906	5,154	5,382
December	4,070	4,210	4,423	4,676	4,932	5,178	5,406
January	4,097	4,242	4,450	4,706	4,962	5,206	5,431
February	4,100	4,257	4,466	4,721	4,978	5,222	5,444
March	4,121	4,285	4,496	4,752	5,008	5,251	5,472
April	4,163	4,317	4,532	4,788	5,044	5,286	5,505
May	4,175	4,336	4,556	4,814	5,068	5,308	5,526
June	4,130	4,348	4,574	4,832	5,086	5,326	5,542

1/ Excludes outside work release

2/ Actual

Work Release is a program intended to serve as a transition for prisoners going from the extremely dependent, closely supervised prison environment to the free life in the community. In addition to the transitional value of the program to its individual participants, work release is being expanded partly to provide diversionary relief to the prisons. This "back-door" diversion--getting offenders out of prison sooner than they typically would be released--is being used as a supplement to "front-door" diversion (e.g., probation). Probation utilization, which is determined by the local jurisdictions, might not increase, due to a prevalent "get-tough" public attitude, so that its further potential to help relieve prison overcrowding is questionable.

The current bedspace capacity in outside work release facilities is 716, of which 514 are inmate beds and 202 are probationer beds. By FY 1985 the number of work release beds anticipated to be available to inmates is 816.

The increase in bedspace capacity includes both inmate and probationer beds, but the allocation of bedspace between inmates and probationers is indeterminate. Following the anticipated capacity changes, the best current estimate of the average daily inmate population in work release is given in Table 6.

The estimated impact on the institutional ADP of the additional inmate work-release bedspace appears as Table 7.

TABLE 6: PROJECTED OUTSIDE WORK RELEASE AVERAGE DAILY POPULATION, BY MONTH, FY 79-85

	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	360	463	527	584	643	699	734
July	331	415	527	554	615	682	716
August	320	419	527	559	620	685	719
September	331	429	527	565	625	688	722
October	345	437	527	570	630	691	725
November	345	444	527	576	635	694	729
December	349	454	527	581	641	697	732
January	357	464	527	587	646	700	735
February	384	474	527	592	651	704	738
March	382	487	527	598	656	707	742
April	395	499	527	603	661	710	745
May	383	510	527	609	666	713	748
June	394	527	527	614	671	716	752

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TABLE 7: PROJECTED IMPACT ON AVERAGE DAILY INSTITUTIONAL POPULATION OF ADDITIONAL OUTSIDE WORK RELEASE BEDSPACE BEYOND FEBRUARY 1979 LEVEL 1/, BY MONTH, FY 79-85

	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	0	104	166	224	283	339	374
July	0	20	154	194	255	322	356
August	0	63	154	199	260	325	359
September	0	70	154	205	265	328	362
October	0	79	154	210	270	331	365
November	0	97	172	216	275	334	369
December	0	117	172	221	281	337	372
January	0	127	172	227	286	340	375
February	0	133	172	232	291	344	378
March	0	133	172	238	296	347	382
April	0	133	172	243	301	350	385
May	0	137	172	249	306	353	388
June	0	137	172	254	311	356	392

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1/360

Impact of Intensive Supervision

The Intensive Parole Supervision project is scheduled to expand both in numbers and in scope. From its present average daily population of about 145 parolees, IPS should increase continuously through fiscal 1985 and will include both parolees and probationers. This expanded program will be known as Intensive Supervision. The average daily population of Intensive Supervision is estimated at about 90 percent of capacity. This ADP estimate appears as Table 8.

The estimated cumulative impact above current level that Intensive Supervision is expected to exert on the average daily population of the institutions is given as Table 9.



TABLE 8: INTENSIVE SUPERVISION: PROJECTED AVERAGE DAILY POPULATION, BY MONTH, FY 80-85

	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	243	494	531	575	617	652
July	145	427	509	554	600	635
August	145	462	513	558	603	638
September	145	493	517	562	606	641
October	155	505	521	566	609	644
November	175	505	524	570	612	647
December	203	505	528	573	615	650
January	237	505	532	577	618	654
February	273	505	536	581	621	657
March	307	505	540	585	625	660
April	343	505	544	589	628	663
May	377	505	548	593	631	666
June	413	505	553	596	634	669

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**CONTINUED**

**2 OF 3**

TABLE 9: INTENSIVE SUPERVISION: CUMULATIVE ADDITIONAL IMPACT <sup>1/</sup> ON THE AVERAGE DAILY POPULATION OF THE ADULT CORRECTIONAL FACILITIES, BY MONTH, BY 80-85

	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	98	349	386	430	472	507
July	0	282	370	416	461	496
August	0	317	373	419	463	498
September	0	348	376	421	465	500
October	10	360	379	424	467	502
November	30	360	382	426	469	504
December	58	360	385	429	471	506
January	92	360	388	431	473	508
February	128	360	391	434	475	510
March	162	360	394	436	477	512
April	198	360	397	439	479	514
May	232	360	400	441	481	516
June	268	360	400	444	484	518

<sup>1/</sup> Current impact is 145.

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## Impact of Corporate Task Force

The Corporate Task Force on Corrections (CTF), a Seattle-area project sponsored by local industry, is a program to help convicted felons find suitable employment and to support their re-integration into the community. Business-community resources and supportive supervision outside the criminal justice system are two primary factors thought to make CTF potentially successful.

Diversion into the Corporate Task Force program will occur at the time of sentencing so that CTF participants will completely bypass the adult correctional institutions.

Corporate Task Force program participants are to be convicted felons who have two or more prior conviction records and prior prison or substantial jail incarcerations. As such, the CTF divertees would not generally be considered for adult corrections diversion programs.

Implementation of the Corporate Task Force program is scheduled to begin in January 1980, although this start-up time might be delayed somewhat. The estimated average daily population of CTF, by month, through FY 1985, appears as Table 10.

The impact of CTF on the average daily residential population is presented as Table 11. It might be noted that this impact is greater than the ADP of the Corporate Task Force. The reason that the impact of a diversionary program on the institutional average daily population can be greater than the average daily population of the diversionary program itself involves the comparative lengths-of-stay of the two programs. A person is considered as a diversion from prison for the entire length of time he would have been in prison (by estimate) although he might have gone through and been released from the diversion program in less time than he would have served in prison. Therefore, a recent releasee from the Corporate Task Force can still be counted as a divertee from prison because of his participation in the Corporate Task Force. In the Intensive Supervision Section, the estimated impact equals the A.D.P. of the program itself because the average length of prison sentence remaining to serve and the time to be spent in Intensive Supervision are estimated to be the same.

TABLE 10: CORPORATE TASK FORCE: PROJECTED AVERAGE DAILY POPULATION, BY MONTH, FY 79-85

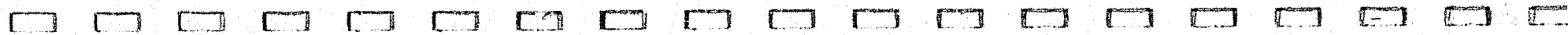
	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	0	15	54	54	57	60	62
July		0	54	54	57	60	62
August		0	54	54	57	60	62
September		0	54	54	57	60	62
October		0	54	54	57	60	62
November		0	54	54	57	60	62
December		0	54	54	57	60	62
January		5	54	54	57	60	62
February	0	15	54	54	57	60	62
March	0	25	54	54	57	60	62
April	0	35	54	54	57	60	62
May	0	45	54	54	57	60	62
June	0	54	54	54	57	60	62

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TABLE 11: CORPORATE TASK FORCE: IMPACT ON AVERAGE DAILY POPULATION, BY MONTH, FY 79-85

	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	0	17	66	76	80	84	87
July	0	0	66	76	80	84	87
August	0	0	66	76	80	84	87
September	0	0	66	76	80	84	87
October	0	0	66	76	80	84	87
November	0	0	66	76	80	84	87
December	0	0	66	76	80	84	87
January	0	10	66	76	80	84	87
February	0	20	66	76	80	84	87
March	0	30	66	76	80	84	87
April	0	40	66	76	80	84	87
May	0	50	66	76	80	84	87
June	0	54	66	76	80	84	87

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The Population Review

The newest attempt to relieve prison overcrowding, called the Population Review, involves 300 accelerated releases to be effected during the September 1979-through-February 1980 period (the processing period). Of these total 300 accelerated releases, 100 will be releases moved up within the processing period itself, and 200 will be releases moved up into the processing period from the subsequent 16 months (through June 1981). The impact on the prisons' average daily population peaks at -207 in February 1980 and then diminishes steadily until June 1981, after which no impact is felt. The Population Review is expected to reduce the residential average daily population by 117 in FY/1980 and by 30 in FY/1981.

By month, the targeted impact of the Population Review upon the institutional average population is:

	<u>FY 80</u>	<u>FY 81</u>
July	0	-71
August	0	-58
September	-28	-48
October	-87	-41
November	-139	-36
December	-179	-31
January	-206	-26
February	-207	-21
March	-183	-16
April	-154	-11
May	-124	-6
June	-94	-1

Impact of New Parole Board Guidelines

The Board of Prison Terms and Paroles implemented their new "Guidelines for Fixing Minimum Terms" October 1, 1978, which were slightly modified, effective December 1, 1978. These guidelines separate offenses (except murder 1) into major felony classes, listed in the length-of-stay section. Each felony class is assigned a base time, expressed in months. Onto this base time are added monthly increments according to whatever aggravating circumstances were part of the criminal act(s). The actual amount of time to be served, called the act severity time, is the sum of the base time and the aggravating-circumstances increments.

In January 1979, the Board of Prison Terms and Paroles published an estimate of the effect of the new Parole Board Guidelines on the average daily prison population. They estimated this impact to reach +576 by FY 1985.

Subsequent to the inclusion of a "public safety score" feature into the guidelines, effective June 1979, the Parole Board has revised its previous impact estimate. The public safety score, based on personal characteristics and institutional behavior, qualifies many inmates for sentence reductions. The Parole Board assumes that 80 percent of the maximum possible term reductions pursuant to the public safety factor will, in fact, be awarded. On the basis of this assumption, the Parole Board's revised estimate of the guidelines impact on ADP reduces to +491 in FY 1985.

By fiscal year through 1985, the revised impact is:

FY 80	- 8
FY 81	+ 44
FY 82	+201
FY 83	+336
FY 84	+442
FY 85	+491

The projected monthly impact of the guidelines appears as Table 12.

TABLE 12: Estimated Impact on Average Daily Residential Population of Parole Board Guidelines, by Month, FY 80-85 <sup>1/</sup>

	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
Annual Average	- 8	44	201	336	442	491
July	0	- 6	134	282	418	472
August	- 5	0	146	292	422	475
September	- 6	+ 8	158	302	426	479
October	- 7	13	171	311	431	482
November	- 8	19	183	321	435	486
December	- 9	26	195	331	439	489
January	- 10	47	207	342	444	493
February	- 11	54	220	352	448	496
March	- 10	67	232	362	452	500
April	- 9	80	244	371	457	503
May	- 9	98	256	380	461	507
June	- 8	122	268	388	466	510

<sup>1/</sup>Annual estimates furnished by the Board of Prison Terms and Paroles. Monthly estimates prepared by the Office of Budget and Program Analysis Services.



Contracted Local Jail Bedspace

Most of the county jails in Washington State will soon be remodeled or replaced by new, improved facilities in order to comply with jail standards legislation. The jail building/remodeling project is designed to accommodate the anticipated inmate population for the year 2000.

Washington State Jail Commission representatives have determined that some jail bedspace could be made available to DSHS on a contractual basis beginning in FY 1982 and that local authorities appear willing to enter into such an arrangement.

The number of beds expected to be made available to DSHS through FY 1985 are indicated in Table 13.

TABLE 13: Impact on Average Daily Residential Population of Contracted Local Jail Beds, by Month, FY 80-85

	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
Annual Average	0	0	- 25	- 50	- 75	- 100
July	0	0	- 25	- 50	- 75	- 100
August	0	0	- 25	- 50	- 75	- 100
September	0	0	- 25	- 50	- 75	- 100
October	0	0	- 25	- 50	- 75	- 100
November	0	0	- 25	- 50	- 75	- 100
December	0	0	- 25	- 50	- 75	- 100
January	0	0	- 25	- 50	- 75	- 100
February	0	0	- 25	- 50	- 75	- 100
March	0	0	- 25	- 50	- 75	- 100
April	0	0	- 25	- 50	- 75	- 100
May	0	0	- 25	- 50	- 75	- 100
June	0	0	- 25	- 50	- 75	- 100

#### Final Adjusted Projection

The final adjusted projection is built upon the baseline projection which assumes a continuation of current trends and policies. The baseline trend is adjusted to indicate the estimated impact of certain factors upon the average daily prison population. These factors include: additional outside work-release bedspace, Intensive Supervision, the Corporate Task Force on Corrections, and the Population Review. Although numerous factors affect the size of the prison population, those mentioned above can be both identified and measured.

Monthly admission estimates, adjusted for diversions to Intensive Supervision and the Corporate Task Force, appear as Table 14. Annual estimates for the baseline A.D.P. for the residential population is given as Table 15. A similar analysis of the institutional population, adding the impact of additional outside work release bedspace, is shown in Table 16.

The final institutional and total residential projections, including the adjustments for work release, the population review, Intensive Supervision, and Corporate Task Force on Corrections, appear as Tables 17 and 18.

Table 14: PROJECTED ADMISSIONS TO ADULT CORRECTIONAL INSTITUTIONS,  
 ADJUSTED FOR DIVERSIONS TO INTENSIVE SUPERVISION AND  
 CORPORATE TASK FORCE, BY MONTH, FY 79-85

	<u>FY 79</u> <u>1/</u>	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
Annual Average	187	173	166	168	173	177	177
July	171	192	165	160	177	184	174
August	188	188	161	156	168	170	170
September	181	185	158	163	160	167	167
October	211	180	164	164	176	173	173
November	188	175	159	164	171	168	168
December	204	188	187	192	194	196	196
January	189	155	159	164	161	163	168
February	164	155	159	164	161	178	178
March	208	184	188	193	195	197	207
April	193	166	170	175	172	189	189
May	198	157	161	166	173	175	165
June	150	151	155	160	172	159	164
Annual Total	2,245	2,076	1,986	2,021	2,080	2,119	2,119

1/ Actual

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TABLE 15: BASELINE RESIDENTIAL <sup>1/</sup> AVERAGE DAILY POPULATION PROJECTION WITH ADJUSTMENTS FOR INTENSIVE SUPERVISION, CORPORATE TASK FORCE, POPULATION REVIEW, BOARD GUIDELINES, AND CONTRACTED JAIL BEDS

	BASELINE ADP						ADJUSTED RESIDENTIAL ADP
		INTENSIVE SUPERVISION	CORPORATE TASK FORCE	POPULATION REVIEW	BOARD GUIDELINES	CONTRACTED JAIL BEDS	
FY 79	4,413 <sup>2/</sup>	0	0	0	0	0	4,413 <sup>1/</sup>
80	4,596	- 98	- 17	- 117	- 8	0	4,356
81	4,810	- 349	- 66	- 30	44	0	4,409
82	5,060	- 386	- 76	0	201	- 25	4,774
83	5,317	- 430	- 80	0	336	- 50	5,093
84	5,562	- 472	- 84	0	442	- 75	5,373
85	5,789	- 507	- 87	0	491	- 100	5,586

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<sup>1/</sup> Includes outside work release.

<sup>2/</sup> Actual

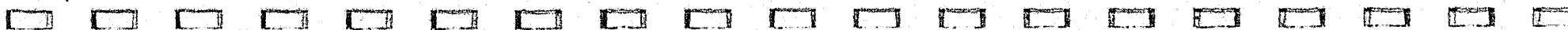


TABLE 16: BASELINE INSTITUTIONAL <sup>1/</sup> AVERAGE DAILY POPULATION PROJECTION WITH ADJUSTMENTS FOR WORK RELEASE, INTENSIVE SUPERVISION, CORPORATE TASK FORCE, POPULATION REVIEW, PAROLE BOARD GUIDELINES, AND CONTRACTED JAIL BEDS

	BASELINE ADP	ADJUSTMENTS					CONTRACTED JAIL BEDS	ADJUSTED ADP
		ADDITIONAL WORK RELEASE	INTENSIVE SUPERVISION	CORPORATE TASK FORCE	POPULATION REVIEW	PAROLE BOARD GUIDELINES		
FY 79	4,053 <sup>2/</sup>	0	0	0	0	0	0	4,053 <sup>2/</sup>
80	4,237	- 104	- 98	- 17	- 117	- 8	0	3,893
81	4,449	- 166	- 349	- 66	- 30	44	0	3,882
82	4,699	- 224	- 386	- 76	0	201	- 25	4,190
83	4,956	- 283	- 430	- 80	0	336	- 50	4,450
84	5,201	- 339	- 472	- 84	0	442	- 75	4,674
85	5,428	- 374	- 507	- 87	0	491	- 100	4,852

<sup>1/</sup> Excludes outside work release.  
<sup>2/</sup> Actual

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TABLE 17: AVERAGE DAILY RESIDENTIAL POPULATION ADJUSTED FOR IMPACT OF THE POPULATION REVIEW GUIDELINES, INTENSIVE SUPERVISION, CORPORATE TASK FORCE, PAROLE BOARD GUIDELINES, AND CONTRACTED JAIL BEDS, BY MONTH, FY 80-85

	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	4,356	4,409	4,774	5,093	5,373	5,586
July	4,503	4,296	4,614	4,946	5,261	5,490
August	4,510	4,291	4,639	4,969	5,277	5,503
September	4,491	4,285	4,662	4,990	5,291	5,514
October	4,433	4,295	4,686	5,010	5,306	5,526
November	4,373	4,317	4,711	5,032	5,322	5,538
December	4,325	4,353	4,746	5,065	5,348	5,563
January	4,285	4,406	4,785	5,104	5,379	5,590
February	4,252	4,434	4,810	5,127	5,397	5,604
March	4,261	4,482	4,850	5,165	5,428	5,634
April	4,277	4,536	4,895	5,207	5,466	5,668
May	4,282	4,583	4,930	5,238	5,490	5,691
June	4,285	4,630	4,960	5,261	5,510	5,708

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TABLE 18: PROJECTED AVERAGE DAILY INSTITUTIONAL POPULATION, ADJUSTED FOR IMPACT OF ADDITIONAL WORK RELEASE BEDSPACE, POPULATION REVIEW, INTENSIVE SUPERVISION, CORPORATE TASK FORCE, PAROLE BOARD GUIDELINES, AND CONTRACTED JAIL BEDS, BY MONTH, FY 80-85

	<u>FY 80</u>	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	<u>FY 84</u>	<u>FY 85</u>
ANNUAL AVERAGE	3,893	3,882	4,190	4,450	4,674	4,852
July	4,088	3,769	4,060	4,331	4,579	4,774
August	4,091	3,764	4,080	4,349	4,592	4,784
September	4,062	3,758	4,097	4,365	4,603	4,792
October	3,996	3,768	4,116	4,380	4,615	4,801
November	3,929	3,790	4,135	4,397	4,628	4,809
December	3,871	3,826	4,165	4,424	4,651	4,831
January	3,821	3,879	4,198	4,458	4,679	4,855
February	3,778	3,907	4,218	4,476	4,693	4,866
March	3,774	3,955	4,252	4,509	4,721	4,892
April	3,778	4,009	4,292	4,546	4,756	4,923
May	3,772	4,056	4,321	4,572	4,777	4,943
June	3,758	4,103	4,346	4,590	4,794	4,956

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### Caveats

Several additional related factors could impact the size of the prison population. The new judicial sentencing guidelines and the county jail building/remodeling project are two such factors. The judicial sentencing guidelines concern what types of offender should be placed on probation, jailed, or sent to prison. Lack of pertinent data on offenders referred to the courts precludes making an estimate of the guidelines' potential effect on institutional ADP. Even if referral data were available, the degree to which judges follow these guidelines would have to be determined in order to estimate their likely A.D.P. impact.

The judicial guidelines involve considerable use of county jails. The capacities and condition of the county jails will limit the amount of utilization judges make of this sentencing alternative. The current county jail building/remodeling project should increase the capacities of these facilities considerably over the next few years. The impact of additional jail space might be to reduce the growth in prison population, but it is just as reasonable to expect an increase in jail population to come primarily from the subpopulation of offenders who would have been the most likely candidates for a diversion program rather than prison. Any forward look at the prison population in Washington State should not ignore the potential impact of the jail situation, as jails are an important key to the future of corrections in this state.

Other considerations exerting potential impact on the prison population include the economic condition, general public attitude toward crime and punishment, major legislative changes, and/or major lawsuits. Certain kinds of crime may be committed more frequently during periods of economic recession, although definite relationships between incarceration rates of adjudicated felonies and economic conditions have not been established.

Public attitudes are reflected by both the disposition practices of judges and the sentencing practices of the Board of Prison Terms and Paroles. If public attitudes are punishment oriented, fewer offenders are likely to be placed on probation or into other diversionary programs, and prison terms might tend to be somewhat severe.

Some efforts toward determinate sentencing have been introduced into the Legislature in the past few years. Enactment of a determinate sentencing law could produce a great impact on the prison population.

Major lawsuits could greatly affect the size of the prison population. For example, the southeast has witnessed a few instances of mass exodus from prison as the result of lawsuits concerning overcrowded, deplorable prison conditions.

# APPENDIX D

## AMERICAN CORRECTIONAL ASSOCIATION (ACA) CONSULTANT TEAM RECOMMENDATIONS

This set of recommendations was prepared by the ACA consultant team who visited the Washington State Penitentiary from July 5-9, 1979 at the request of DSHS. The second part of the appendix includes the responses by the Adult Corrections Division to the recommendations.





STATE OF  
WASHINGTON

Dixy Lee Ray  
Governor

DEPARTMENT OF SOCIAL AND HEALTH SERVICES

Olympia, Washington 98504

Gerald J. Thompson, Secretary

MS OB 44

August 21, 1979

TO: The Honorable  
Senate and House Leadership  
Chairmen/Members of the Committees on:  
Judiciary  
Social and Health Services  
Ways and Means/Appropriations  
Criminal Justice/Institutions

FROM: Gerald J. Thompson  
Secretary

SUBJECT: AMERICAN CORRECTIONAL ASSOCIATION RECOMMENDATIONS FOR THE  
WASHINGTON STATE PENITENTIARY

I am forwarding a copy of the recent American Correctional Association consulting report on the Washington State Penitentiary at Walla Walla. The consultation, requested by Robert Tropp, Director of Adult Corrections and Superintendent James Spalding, was limited exclusively to Walla Walla, where there has been a continuation of serious problems not experienced by the state's other correctional institutions.

We have already begun implementation of many of the report's recommendations. Others will require study and fiscal impact analysis before decisions can be made. For some recommendations, we will be taking a slightly different course of action than suggested by the team, but our effort will be directed to their underlying objectives.

For your information and convenience, I am attaching a brief on the Division of Adult Corrections preliminary response to some of the report's more important recommendations.

We will be pleased to respond to any questions you may have after reviewing the report.



AMERICAN CORRECTIONAL ASSOCIATION  
RECOMMENDATIONS

OVERCROWDING:

The Board of Prison Terms and Paroles has been working with the Adult Corrections Division to implement a population review program for early release of certain inmates in custody at correctional institutions. The program represents a systematic effort to identify inmates who may be released without threat to public safety. The population review program meets the intent of recommendations designed to ease institutional overcrowding. One thousand inmates are subject to the review process, from which approximately 300 will be targeted for early release. In addition, 395 new beds are being created and will be available by October 1, 1979. This added capacity consists of acquisition of Cedar Creek Youth Camp, additional work release and pre-release centers, and emergency expansion at three institutions. The product of efforts to reduce overcrowding can already be seen at Walla Walla. On August 20 the population was 1,256 - down 174 since the May population of 1,430.

RECRUITMENT AND SCREENING OF CORRECTIONAL OFFICERS:

Recruiting will be carried out over a wide geographic area. In addition to advertising, a team of select officer recruiters will be utilized as recommended. Some expansion on recruiting efforts has already taken place. Additional plans under development include identification of target recruitment areas within Washington and neighboring western states. Included will be military bases, community colleges and some four-year colleges, federal and state correctional facilities, and local and state law enforcement. A psychological consultant will be employed to develop procedures for selecting individuals with good potential and for screening out those who cannot handle the stress of work in a prison. The possibility of developing temporary housing to attract minority applicants will be studied.

IDLENESS:

With return to regular programming, the Penitentiary will employ 100 more inmates in a variety of institutional maintenance jobs. The upholstery vocational program can be moved inside the walls as soon as space is available. This will employ inside inmates. The program is not needed by minimum custody inmates, who already have more than enough jobs available. The Institutional Industries operation is presently developing plans for increased employment, including a modular housing program which will eventually employ forty-five inmates. Some double shifting will also take place in vocational/academic programs, thus expanding inmate participation. New projects will require both space and additional funding for implementation.

TRAINING:

Training will be assigned as a permanent full-time function, and an advisory committee developed as recommended. The present curriculum will be reviewed and strengthened for officers, classification staff and supervisory personnel. Funds will be provided for all training that can reasonably be provided during the biennium.

INMATE GRIEVANCE PROCEDURE:

A formal written grievance procedure is presently being prepared and will be initiated as soon as possible. It will require a written response from the institution to the inmate, access to the grievance procedure without reprisals, and advisory review of all decisions.

COMMUNICATION:

Several recommendations speak to the need for improved and increased communication from the Penitentiary administration to staff and to inmates. This is already being acted on. Arrangements have been made for a grant from the National Institute of Corrections for a two-person team to assist with improving all means of essential communication.

STAFFING:

Recommendations on staffing are being studied in terms of the underlying objectives. The basic thrust appears to be to give the warden an organization responsive to his needs. At present some responsibilities are not clearly assigned or identified, and adequacy of performance needs to be evaluated. It may not be necessary to create new classes of positions or to elevate certain positions in order to achieve the recommended objectives. These recommendations will be studied further before any steps are taken.

CLASSIFICATION

Restructuring the Classification Committee with full authority to assign inmates to cell houses and cells will produce more effective and equitable housing and reduce racial imbalance. Implementation of this recommendation is contingent upon reduction of total population.

UTILIZED MANAGEMENT OF LIVING AREAS:

Unit team management of each cell house with decentralized supervision will be implemented. The creation of dayrooms out of former club space will promote unit program development.

VISITING:

A written orientation handbook will be prepared and sent to family visitors with up-to-date information. Contact visiting will be continued. No-contact visiting or a denial of visits will occur only when visiting privileges have been abused.

INMATE CLUBS:

Clubs will be restructured and space previously designated for the exclusive club use will be converted to common dayrooms for inmates in the wing nearest that particular space. Clubs will meet in common areas at a scheduled time. They will be allowed to retain a small office for their files and records.

FAMILY VISITING:

Family visiting can help sustain a marriage and keep a family intact during the stress of separation. We will seriously consider family visiting for married inmates.

MERITORIOUS GOOD-TIME:

This suggestion goes beyond the present good-time statute. We will consider it. Such a change would require either Parole Board agreement or new legislation.

VIDEO TAPING:

Video taping of selected activities, such as transfer of inmates in segregation and shakedown of cells, will be used to eliminate potential abuses and will avoid malicious or frivolous charges of abuse by inmates. Implementation of video taping has been started at the Penitentiary, based on this recommendation.

ACA STANDARDS FOR ADULT CORRECTIONAL INSTITUTIONS:

The Penitentiary will move toward meeting the standards incorporated in the American Correctional Association Manual.

A REPORT OF  
CONDITIONS AT  
WASHINGTON STATE PENITENTIARY  
WALLA WALLA, WASHINGTON

July 8, 1979

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July 23, 1979

Mr. Robert Tropp  
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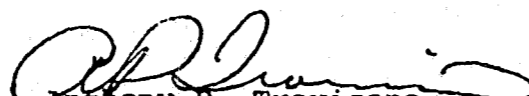
Dear Mr. Tropp:

Enclosed is a report of the American Correctional Association consultant team who visited the Washington State Penitentiary at Walla Walla, Washington, between the dates of July 5 and 9, 1979, at your request.

We sincerely hope the comments and recommendations offered within this report can be helpful not only to you and the Department of Social and Health Services but to the concerned citizens of your State.

If you need further clarification of this report, we stand ready to be of assistance.

Peace,

  
Anthony P. Trivisono  
Executive Director

109th Congress of Correction - August 19-23, 1979 - Philadelphia, Pennsylvania  
110th Congress of Correction - August 17-21, 1979 - San Diego, California

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## INTRODUCTION

The American Correctional Association consultants offer the following report to the Department of Social and Health Services with the full knowledge that the site visit was extremely limited. However, the consultants actually worked at least 16 hours per day. Each of the four consultants contributed eight working days interviewing 50 to 75 staff members, 125 to 150 inmates and a representative from Support House of Tacoma, Washington.

Each of the consultants is a well-experienced correctional professional with an accumulation of service beyond 80 years.

The report consists of a series of recommendations without a great deal of rhetoric. The recommendations are practical, workable and can be put into effect almost immediately if the will of the State of Washington, the inmates and staff, is to correct the intolerable conditions at Washington State Penitentiary.

There are hundreds of suggestions that can be made beyond those which appear in this report. This report deals with the present.

The recommendations contained in this report are highlights. We strongly urge the department and the institution to pay particular attention to the American Correctional Association standards on long-term institutions. Each standard is significant to the effective management of such institutions. The recommendations contained in this report will be helpful to the administration and the standards, if applied and followed, will once again bring the State of Washington into the forefront of sound correctional programs.

## SITE REPORT

The American Correctional Association consultant team began its site visit on Thursday, July 5, 1979, with a meeting between the team and Robert Tropp, Director of the Adult Corrections Division, Department of Social and Health Services, and an Assistant Director, John Shaughnessy, in Seattle, Washington. After a briefing of the current situation pertaining to the Washington State Penitentiary, the team and the directors flew to the institution on the 6th day of July. The team spent an entire day being briefed by the warden and his executive staff, toured the institution and made plans for the two full days of discussions with staff and inmates.

The entire staff and inmates opened themselves to us. We were able to go anywhere in the institution we wanted to go, interview any inmates we wanted to, interview any employees we wanted to no matter how disgruntled or what the problems were and also to interview outside concerned groups.

The employees, too, must be commended in that here they were working under stressful situations for some length of time, but by and large every employee we spoke with was willing to give up their time even though other pressing matters were at hand. They handled themselves in a very concerned and professional manner. This, in itself, indicates their concern and willingness to do whatever is necessary to return the state prison to a safe environment.

## OVERVIEW

The institution seems to be caught between two competing management systems that have been in vogue during the past several years. These two styles have been used against each other to the detriment of both. These styles are:

- o The traditional approach to corrections whereby the institution staff has complete control of the institution. Inmates have little say in the direct operation of programs. This model is a tightly controlled, centered bureaucratic structure with a great deal of suppressed tension on the part of staff and inmates built into the program. However, staff run the institution and inmates play a passive role.
- o "Participating management" or "shared decision-making," introduced into the institution several years ago. In this model, the inmates have a high degree of participation in individual program decisions, group decisions, housing considerations and, in effect, policy decision formulation along with the warden and his staff.

These two competing systems are in evidence at the institution and both are causing major difficulty in coming to grips with a management system which is satisfying to the inmates as well as the correctional officials.

The point of view of the correctional officers and the official bargaining unit (union) representing the correctional officers, is that the State of Washington has "given" the institution to the inmates and no effective method of management remains to control the institution. The inmates feel a great deal of alienation toward the new direction in which the department (Department of Social and Health Services) apparently is heading. The seeds of such discontent appear to have started several years ago and the competing forces are quite evident and, in fact, are counter-productive.

Again, the inmate point of view, the new model of "participating management" was never given a chance to effectively change conditions at the institution. Information from several inmates, and wives who were interviewed, indicate that a great deal of staff sabotage, excessive shakedowns, some brutality, both verbal and physical, have constantly been thwarting the normal evolvement of a new approach to modern correctional practices.

The administrative staff is eager to participate in returning the institution to a normalized, effective program. The executive staff is capable of progressive leadership. Many of the correctional officers and allied correctional professionals, such as teachers, counselors, maintenance, dietary and medical care staff, have a keen interest in returning the institution to a safe environment for both staff and inmates. The staff is young and eager to prove that their leadership in cooperation with the inmates can create an effective environment between the competing management systems.

In order to be able to show this leadership potential, both fiscal and supportive resources must be brought to bear immediately. Long-range plans (two to four years away) are not going to solve the current dilemma. It is not possible to wait for future plans. Phase I and Phase II security plans, which will enable the institution to have definable space within the institution, must be moved up in schedule as rapidly as possible. Immediate steps must be taken by the department to begin to alleviate the severe overcrowding and idleness of the inmates at this institution and others.

At the present time, conditions are intolerable. The department and the executive staff of the institution must give grave and serious consideration to the following recommendations. These recommendations may or may not help the immediate situation because of the length of time the institution has been in a deteriorated condition; however, a commitment to immediate change is necessary.

#### RECOMMENDATIONS

##### Administration

1. The Department of Social and Health Services must publicly state its position to the staff, inmates and the public regarding the current situation. They must also inform everyone of how they will attempt to address the problems and formulate a direction in which the department will go in the next several years.
2. Policy developed at departmental level cannot be implemented properly by lower level staff without a series of seminars and/or training programs. A departmental manual with updated rules and regulations and an implementation concept of the Washington Administrative Code are necessary for a clear understanding to the staff and inmates.
3. The Washington Administrative Code rules, once understood by correctional officers, can be followed and implemented. There appears to be gross abuse or at least a benign acceptance of these rules by correctional officers. This attitude appears to be causing a series of disturbances whereby officers actively violate this code without appropriate sanctions being imposed by administration. The Washington Administrative Code rules have the effect of law and must be followed. If they cannot be adhered to because of serious, compelling evidence of security problems, then they should be changed.
4. There appears to be a serious lack of staff discipline due to the confused state of affairs based upon the transition of program philosophy. With a participating management style, a high degree of staff discipline and training is required. The institution appears to need an effective training program with a greater degree of emphasis on management philosophy and the ever changing role of the correctional officer.
5. The warden, his executive officers, captains and lieutenants need to be much more visible to the inmates and employees to point out the way in which the institution is headed.

6. Captains and lieutenants need to be involved in correctional officer supervision and security control of the various housing units.
7. The institutional operating manual should be updated regularly and the management by "administrative memorandum" should not be relied upon for rules and regulations. There should be clear, specific and updated post orders for each institutional custody post.
8. Staff communication does not appear to be operating in an effective manner. All correctional matters within the institution should be clearly and speedily discussed with all personnel being affected by such matters. The information should be accurate, timely and must flow regularly. There was evidence that correctional officers were not made aware of security information and other important information at roll calls. A formalized roll call at least ten to fifteen minutes prior to each shift should be built into the schedule. With open communication and all staff knowledgeable of important and serious matters, morale can be considerably heightened.
9. The warden should immediately develop a strategy for carrying out the departmental philosophy, rules and regulations. Important to this procedure is effective communication with both the executive staff and staff relating to the administration of the institution. Staff meetings with all departmental heads and sections must be put into effect.
10. A new mechanical communication system connecting all operating units administration and the towers must be dealt with immediately. Bell Telephone has developed a system designed for correctional use. Such a system will reduce the staff anxiety of feeling "apart" from effective staff coordination.
11. Serious discussions should begin regarding functional units or unitized management. Such a system decentralizes administration and formulates a new hierarchy of control and management. Any such unitized programming areas of housing could be assigned based upon elements of individual inmate violence proneness; a reception and diagnostic center; the individual disability of particular inmates; an honor system and pre-release, vocational or educational living units; or any combination of other specified groups which would build stability into the day-to-day program. Each unit should of necessity be administered by a high ranking officer such as a unit manager placed between the level of associate warden and captain.
12. Good discipline and control is necessary for good morale and effective operation. The team met with the executive body of the union and went over each of their 34 suggestions for improving security. We feel that many of the suggestions had merit; a few we felt were overstated, somewhat stringent and brought out by a feeling of frustration. The union executive committee agreed and stated they were trying to make a point and would certainly be willing to compromise. Their main goal is the same as that of the administration -- that is, safety and security in the institution for inmates and officers. The union is interested in a smooth running, safe and humane institution.

13. In terms of monitoring the mood and pulse of the institution, it should be the responsibility of all major administrators to make sure that frequent tours are made of the facility as often as possible, preferably once each day. All areas of the facility should be inspected and informal talks with both staff and inmates on all matters that affect their lives in the institution should be conducted.
14. The warden should file each and every incident of a felony attempt with the county attorney regardless of his attitude. The burden of prosecution is his. The local prosecutor has publicly declared that he will not prosecute any person, staff or inmate from the institution unless there is an eyewitness other than an inmate.

Overcrowded Conditions

15. There appear to be opposing forces at work within the current lengthy sentencing and policies of the paroling authorities tend to make inmates serve longer periods of incarceration. There are not enough cells to accommodate all persons and something has to give -- either more cell space immediately, or some consideration given to some type release situation until the new institutions or other space can be made available. Between 400 and 500 inmates should be removed from Washington State Penitentiary within the immediate future.
16. All inmates who are within 120 days of release should be considered for work release or direct community release.
17. The administration should consider the possibility of reallocating some of the institutional floor space; i.e., present club space may be used for dormitory areas.
18. Existing space must be used to reduce as many four-man cells as possible.
19. Remove the men from the minimum facility and place them in a new camp somewhere other than Walla Walla. A camp is cheaper than standard institutional space as long as a security program is always in effect.
20. Then, the redefined minimum security building could house a new minimum security group.
21. Consideration must be given to the transferring of some minimum security inmates to other institutions. We are aware that other institutions are overcrowded, but minimum security individuals can function adequately with minimal supervision. A temporary trainer village, as has been used in Virginia and Arkansas, or a motel in some location within the state could be utilized.
22. The unused women's facility can be functional. Money has been appropriated to renovate the plumbing and electrical work. There are 68 cells and 20 dormitory rooms that could be utilized for housing of protective custody inmates. Proper security fencing and tower coverage is necessary.

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23. Many inmates we talked with indicated they were past their parole date because they did not have effective or approved parole plans. Serious consideration should be given to releasing all inmates when they reach their parole date. The Parole Board must play an active role in alleviating the overcrowding situation.

Idleness

24. Move the vocational training program from outside the walls to inside the industrial areas. (There are not enough minimum inmates to work in the program.)
25. Consideration should be given to provide funding for more instructors and some inexpensive programs that would not require extensive capital outlay for acquisition of machinery and equipment.
26. Immediate attention must be given to gearing up a correctional industries program. Capabilities of employing at least two hundred more inmates are possible if they supplement their industries program.
27. The most economical way to extend jobs for inmates is to have work crew supervisors. It is the best and most reasonable way to do it. One supervisor to 15-20 inmates -- in other words, five work crew supervisors can employ 75-100 men. Correctional officers and maintenance staff immediately could supervise some inmate work crews out around the institution painting, cleaning and doing minor renovations.
28. The assignment in terms of painting, fumigating, repairing of shower rooms and many other jobs of that nature need to be addressed immediately. The institution can be made into a relatively sound physical plant and should be retained for the immediate future. The director and warden are desirous of changing the intolerable situation. They are well on the road to their long-range planning in terms of providing a proper physical facility for good custodial controls.

Correctional Officers Recruitment

29. There should be a select recruitment team made up of the finest officers in the institution. They should be sent to major metropolitan areas, especially to the colleges and military bases, to recruit prospective employees for the institution. A thorough interview of the prospective employee should be held and each should have an extensive background check before they are hired.
30. In order to attract minority candidates and others to the area, the institution should establish a bachelor officers quarters or some type of temporary family quarters. The department should give high priority to the construction or acquisition of such buildings.
31. A psychological consultant should be retained to recommend an appropriate screening procedure to insure the employment of sound employees.
32. We recommend that a full-time training officer position be established and immediately stop the rotation of this important arrangement among the various lieutenants.

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33. We recommend that an advisory training committee be established, composed of the training officer, and a representative from each operational department of the institution, to assist in the development of the program and to monitor its control operation at least on a quarterly basis.

34. We recommend that each new employee be given a formal letter of appointment by the warden which includes the basic expectation of the employee for job performance and involvement in orientation and training. This letter should also state the period of probation and indicate who will be preparing the individual evaluation performance. This letter should also state all basic requirements which may yet need to be completed by the employee within his probation period.

#### Staffing

35. There should be an immediate restructuring of the administrative staffing pattern of the custodial force. The complexity of the institution demands a table of organization which is responsive to the warden's need for an effective management team.

36. A new position of major should be created to be chief of security. The institution uniform force now appears to lack direction and proper controls. In order to have an efficiently run institution, the most important and immediate matter to take place is the creation, selection and implementation of this position.

37. A review of the existing number of captain and lieutenant positions should begin at once. Several lieutenant positions should be upgraded and each given a greater degree of responsibility; such as, captain in charge of the dining hall, captain in charge of the segregation unit, etc.

38. A leisure time activities director position should be created which will help bring into focus the involvement of self-help groups. This director would either sit on the classification committee or work closely with the treatment personnel represented on the classification committee.

39. A position of director of classification should be created to be responsible for total classification formulation. Classification should include job assignment, housing assignment or, in effect, total program assignment.

40. There appear to be too many officers assigned to the housing units; an overwhelming number do not seem to be involved with the inmates. It is apparent that if there are going to be effective controls in the institution, there should be post positions in the different locations on the yard -- in areas of movements. Because of the openness of the inmate programming, from the time the inmates get up in the morning until noon and then again in the afternoon, they are able to visit throughout the institution. Uniformed personnel would be more visible in posts established in the yard.

41. A review of post assignments to insure maximum supervision of inmates, especially at time of movement, is necessary. From the time the inmates go to assignments, there should be check points that they go through. Two officers working together in each of these check point areas are necessary. It appears that the towers are relied on too much for observing everyone and everything in the present program.

42. The introduction of a pass system is necessary.

43. Telephones should be available at strategic points in the yard accessible to all officers.

44. Every shift supervisor should be at the level of captain. They should be responsible for touring their units and any other area where inmates are held in a restrictive status.

45. Each unit should have a log book to account for visits from medical staff, the chaplains, teachers and administrative personnel.

46. It is recommended that the new associate warden of custody and the new major (if created) be sent to some institutions out-of-state to observe how persons in their capacity operate in similar institutions.

47. Correctional officers are the backbone of the institution and need continued training in all phases of security as well as in human behavior processes. Orientation for their wives and mothers should also be a part of the program.

#### Inmate Relations

48. In order to bring about effective change, the warden should order the immediate disbanding of institutional self-help groups (clubs) as they presently exist.

49. Within a reasonable period of time, plans should be made for the restructuring of self-help groups that will insure the necessary controls and maximum participation.

50. A system of rewards is needed whereupon a man completing an acceptable plan with a good institutional record is allowed meritorious days. Such a system is needed for effective institutional control as well as incentive for the inmates. Presently there is no reward program at all beyond good time. Many states have meritorious good time.

51. The institution should provide at a minimum ground transportation to the relatives of inmates from the bus center in Walla Walla to the institution and return.

52. A family visiting program could be hastened by the addition of mobile homes which can be placed both inside the recreation yard and outside the institution in the proximity of the minimum security building.



53. Counselors should be available during visiting hours in order to be helpful to families of inmates.

54. Officers and inmate self-help group participants should meet regularly to work out problems.

#### Classification Procedures

Comment: Classification is that process that affects not only the man's life as he moves through the institution for release, but plays a very important part in terms of reducing the level of violence and other institutional disruption. It can be the most effective tool in security control.

55. The classification committee should be staffed by administrators who will reflect the importance of the committee.

56. The classification committee should include the following: The associate warden for treatment as chairman; the associate warden for custody should be co-chairman and participating member; the supervising counselor should be secretary to the board until a new position of director of classification is created; and the director of education and vocational training.

57. The classification committee should be responsible for the initial housing assignments, program placement, custody reduction, custody designation, and community release programs and program planning.

58. The actions of the classification committee must be reviewed by the warden.

59. The actions of the classification committee should be considered as the warden's orders and should be carried out as such.

60. No one should be permitted to disregard or overturn these orders except the warden.

61. The results of every meeting involving each individual should be made available to staff and placed in the individual inmate central file.

62. The warden should immediately begin to attend classification meetings in order to indicate to staff the importance of the deliberation.

63. Restructuring the classification committee with full power for placement would stop the wholesale selling of cells by inmates and self-help groups. A far more effective control of the institution would be realized. Subsequent assignments to program areas by inmates should not be changed except through reclassification procedure.

64. Initial assignment to housing areas should be by the classification committee. All subsequent housing assignments of the individual should be the responsibility of the assignment captain through classification. The reason for doing this would be to insure the continuity of program, good management and inmate racial balance in housing areas.

65. There should be informal, monthly racial statistics on all areas of the institution presented to the classification committee and the warden. The warden should be responsible for reviewing this informal document and so noting back to the classification committee any imbalance that he sees and directing that they take immediate actions for obvious correction.

66. A review by the classification committee should take place at least every six (6) months.

67. There should be a mechanism whereby an inmate can return to the classification committee sooner if necessary.

#### Discipline Committee

68. The associate warden of custody should chair the discipline committee within the institution.

69. The discipline committee should include the supervising counselor and at least one correctional officer. The present procedures for the committee seem to be adequate.

#### Reception and Orientation

Comment: Currently, the new admissions to the institution are being dispatched to all areas of the institution prior to any orientation, medical workup or study of the records to determine how the inmates should be most appropriately classified (this action was due to overcrowded conditions).

70. We recommend that a section of the building known as "big red" be converted to a reception unit.

71. Inmates would be held for a specified period of time -- no less than two weeks, preferably a little longer, but no more than three weeks -- during which time orientation, study of the records, counseling, program plan, medical workup and an initial classification meeting could be held prior to his being assigned to other areas of the institution. This is an absolute necessity. Control and management inside the institution depends upon it.

72. Consideration should be given to moving the social therapy group.

73. Consideration should be given to dispersing the social awareness group throughout the institution. The awareness group is a good inmate program occupying the most secure space in the institution. This area could be an excellent lockup facility for dangerous inmates. Secured cell space is limited and should be used wisely.

74. In addition, consideration should be given to utilizing building #8 to house inmates who are unassigned. These inmates then can be taken to the big exercise yard in a control movement situation and provided exercise and returned to building #8. The unassigned should be secured during evening hours.

75. We recommend that a reward system for good conduct in terms of cell house tiers; i.e., inmates in tier one could lock up at 7:00 p.m. and be grade one, tier two could lock up at 8:00 p.m. and be grade two, tier three could lock up at 9:00 p.m. and be in grade three with other privileges. Possible ways of selecting these inmates would be by the officer on the day shift and officer in charge of the self-help evening shift and the inmates' counselors. This is suitable for dividing the institution and giving incentives for good behavior and good programming.
76. The protective custody inmates housed in "big red" in the segregation area should be moved to one of the other buildings also providing more lockup space.

#### Vocational Education

77. The current vocational programs should be extended to run two sections by hiring additional instructors since they already have the classrooms and materials. Each program could add a second instructor for the afternoon and evening program.
78. If individual classrooms are big enough, an additional instructor could be added and the number of inmates assigned doubled.
79. We recommend that a vocational trades advisory council be established by written policy and procedure to assist in the development of the overall vocational program and the significant expansion of such programs. The program was not operative while we were there. Recommendation is in relation to idleness.

#### Visiting Procedures

Comment: One of the complaints of some uniform officers is that inmates should not have contact visits or that incoming inmates should not have contact visits until they have proven themselves reliable. Contraband does get into the institution via the visiting room. The team feels that visiting rights are extremely important and should be strengthened whenever possible.

80. We recommend that inmates continue to have contact visits. However, that there be several (10) more non-contact visiting facilities built so if an inmate abuses his visiting privileges he can be assigned to non-contact visiting for a specified period of time, such as six months rather than be denied visiting.
81. Contact visiting must be supervised by staff members.
82. Contact visiting requires a minimum of an officer or sergeant seven days a week plus clerical help.
83. There should be a clear policy statement by the administration of the institution that any unruly visitor or any visitor caught with contraband items not be permitted in the institution and would be restricted from contact visiting.

84. Any time a violation occurs, the name of the visitor should be removed from the visiting list for a period of time. When the visitor is placed back on the list, the visitor could be denied contact visits for a period of time and progressively work up to the more liberalized type visit.
85. We recommend that any inmates who do not have a visit or complete a visit be removed from the visiting room immediately.
86. We recommend the discontinuance of any monitoring system by inmates.
87. The existing furniture and the location of same should be looked into with the view that either it can be rearranged or consideration be given for the purchase of a more compact type of furniture that would allow for increased seating for visitors. The couches should be removed from the visiting room. The inmate welfare fund could be used for the purchase of new furniture.
88. The visiting policy should be reexamined. It appears reasonable that an individual may receive as many visitors as show up. This policy, in effect, cuts into the visiting time of other persons who cannot get there during the week and visiting time is affected for all inmates.
89. The warden should order that inmate visiting begin immediately even if the lockout continues. There is no sound, correctional practice, even under a state of lockup, that a man be denied his visit. Inmates have been denied visiting for an entire month or more. We believe this to be totally inconsistent with any sound, humane, rational correctional treatment. Correctional officials would be remiss as correctional professionals charged with responsibility of the care of inmates if they allow the denial of family visiting any longer.
90. During the critical period of the institution, friends and others are anxious as to what has happened to their husbands, sons, etc. The institution should be receptive and every call from parents, wives, and relatives making inquiry should be properly addressed. Correctional officials should handle this problem in a concerned and responsible manner. Failure to do so would be a failure to carry out their charged responsibility for those men under their care.
91. We firmly recommend that the department consider private family visiting and take immediate steps to implement it. The inmates and correctional officers, along with the warden and his executive staff, agree that contact visiting can have favorable impact on inmates and families. However, many feel this plan will not receive support from Olympia and the citizens of Washington. All such family visiting and contact visiting is desirable as long as it is properly monitored.

92. We recommend that a written orientation handbook be sent to immediate family members. This handbook should include complete up-to-date information about visitation, correspondence, use of telephones, programs, and decision-making procedures within the institution which affect the inmates.

#### Grievance Procedures

93. We recommend that a grievance procedure, formal and written, is the best method for the expression and resolution of inmate problems. Solutions to problems cannot be properly carried out when each inmate tends to solve his own problem in a manner which is of his own doing or dictated by another inmate. Staff cannot be held accountable for solutions if the institution rules are not available on how to properly conduct hearings or solutions to problems. Not only is a formal grievance mechanism necessary, but informal grievance procedures to deal with inmates day-to-day type complaints should be developed. Problems should be dealt with before they require formal action.

94. A written grievance procedure which provides the following is necessary and should be implemented as soon as possible.

- o A written response from the institution to an inmate to all grievances.
- o Limit time for responses.
- o Advisory review of all grievance decisions.
- o Provision of staff and inmates to design grievance procedures.
- o Access to inmates of the grievance procedure without reprisals.

A fair grievance procedure will be a positive factor in the elimination of intolerable situations.

#### Self-Help Groups

Comment: There is no question at this point in time that the major part of unrest at the Washington State Penitentiary is due to the existence of the various self-help clubs, some of which are out of control. Originally they started out with good intentions and motivation, but they have deteriorated to the point where some of them are no more than organized gangs bent on intimidation of other inmates and staff to force their control on the institution. It is apparent from all the information that was gained by the team from a variety of sources that the heads of the different groups have complete control over other inmates within their groups.

95. The associate warden for custody should not be the arbitrator for the clubs.

96. Careful consideration by the warden should be given to this arrangement as to its impact on the allocation of a top administrator's time.

97. In discussing the clubs with various staff, it was mentioned that dues are paid to the clubs. We believe that this is improper.

98. We are of the opinion that immediate action should be taken to eliminate all dues payments or if there is a minimum dues paid, that the disbursement of the money should be subject to approval of the assistant warden or associate warden for treatment, and the fiscal officer and/or staff sponsor.

99. As the present organization exists, there should be designated space for meetings, meeting times. If they have a money-making project, such as a photo project or selling of pizzas or whatever, that fund should be controlled by the coordinator or staff coordinator of that group; the profits from those activities should go back into the institution for activities for all inmates since all the inmates are participating in helping to raise money.

100. Effective immediately, it should be made clear that the clubs will no longer exist in the present state.

101. A process must be started immediately which will attempt to restructure the club activities. Control and integrity are needed to return the clubs to a status that was originally meant in terms of constructive activities. Benefit should be to the individual man and not the leadership for illicit purposes.

102. We are totally opposed to any type of inmate or group of inmates having private turf; that is, their exclusive space. This is against sound custodial practice and policy.

103. At no time should any inmate have control over any other inmate. Help from one another is essential--control is illicit.

104. The self-help groups should not be allowed to resume until a policy is clearly spelled out regarding format for the group; specifically setting forth meeting dates and times and the provision for supervision and, most important, custodial involvement relative to the overall supervision and monitoring of the program.

#### Medical Services

Comment: Although the medical equipment and staff have been significantly improved over the past several years, the access of inmates to the hospital is almost nonexistent. It is reported that the medical care staff is not visiting cell houses.

105. Medical personnel should be dispatched to the cell houses for sick calls and medical and pharmaceutical services. All large groups should be discouraged and preventive medicine should be practiced.

Food Service

Comment: Food service in the institution is a focal issue for all inmates. The issue is complicated due to those inmates who have certain food requirements relating to their religious belief. The staff and food supervisors voiced their opinion that they want fewer inmates working in the kitchen, as this is related to the proper control of food preparation, security, and theft.

- 106. There are twice as many inmates assigned to the kitchens as necessary.
- 107. The preparation and delivery of food servicing should be studied carefully by an expert in food service. A correctional food consultant can be made available if no consultant is available in the system.

Personal Property

Comment: It was apparent that the regulations for specific control of inmate personal property were not being observed properly.

- 108. Washington Administrative Code rules must be implemented and held constant. What appears to happen is that inmates are allowed to accumulate personal property for a period of time, perhaps as long as a year or two, contrary to the Washington Administrative Code rules, and eventually the employees become annoyed and remove excessive amounts of personal property without permission or orders.
- 109. It would be much wiser and more practical to have a constant controllable level of inmate property.
- 110. There should be a limit as to how many garments an inmate is allowed to have and the types of property he may possess.
- 111. There should be some specific items that an inmate should never have, such as boots or high top shoes that prevent security searches. Shoes should not have high heels where they can be carved out in order to hide contraband, such as drugs or ammunition.
- 112. Personal clothing should not be the same color as the color of the correctional officers' uniforms.
- 113. Consideration should be given to staff, correctional officers, functioning on a search team based on ability and professionalism. All shakedown crews operating in an emergency situation should be under the supervision of the highest level supervisor available who will be held accountable for any complaints or misconduct of those officers under his care. The higher the grade of supervision, the higher the sensitivity will be toward an inmate and his property.

- 114. Several institutions have used video cassettes for the monitoring of search crews and inmate participation, both as a control and a record of what does take place. We recommend such use in Washington State Penitentiary.

Internal Affairs

Comment: An internal affairs investigation is necessary to ensure that incidents are investigated in a timely, efficient, and a procedurally correct manner. Polygraph examinations should be used only under limited circumstances when thorough investigation reveals their usefulness to an inquiry. To ensure evidence gathering, labeling, and protection of evidence, questioning and taking statements from witnesses, use of photographs, polygraph examinations and report writing must be professionally accomplished to be useful to the administrator and the prosecutor.

- 115. It is strongly recommended that the Adult Corrections Division establish a position of internal affairs investigator located at the Washington State Penitentiary at the pay grade of a captain who could investigate all complaints of staff and inmates, collecting the necessary information, taking statements, and providing that report to the warden. The internal affairs investigator should be directly under the warden.

Parole Board

Comment: The Department of Social and Health Services should immediately meet with the Parole Board to discuss issues for which the Board has complete responsibility.

- 116. The Parole Board should immediately assess its attitude regarding the release of inmates who:
  - o Have less than 120 days of their sentence to serve.
  - o Have parole violations which are less than a felony conviction.
  - o Have been returned because of technical violations.
  - o Have reached the day of parole even though a work plan is incomplete.

CONCLUSION

To operate a maximum security institution in today's correctional environment is, at best, no easy task. The day-to-day competition between staff and inmates is an ongoing element and at times is pervasive. At Walla Walla, the situation is even more complex because of the massive overcrowding; hence, the less physical space to both inmates

and correctional officers, the idleness of inmates versus the constant authority of correctional officers finding idle inmates causing more trouble, the administration trying to wrest control from inmates for a bankrupt system (whose time has not come) versus the traditional hassle and repression as is returning to Walla Walla by the inmate population.

The correctional officers, most of whom come to work with a wholesome approach of being helpful, become beleaguered, besieged, and confused of their role.

It appears the more confusing the role of correctional officers becomes, the less intense their willingness to control. Consequently, the high incidence of violence has permeated the institution for some time. The unwillingness of the correctional officer to control is not a defiant act, but one brought about by day-to-day frustration. The recommendations in this report regarding recruitment, training, and correctional officer discipline might be helpful. However, without a serious attempt on the part of the department to ease the overcrowding and commitment to problems of idleness, etc., the situation can become worse.

We suggest that the American Correctional Association continue to coordinate a series of consultants for the purposes of offering services to the Washington State Penitentiary. The areas of consultation assistance needed would be in medical services, classification, training staff development, prison industries, and inmate grievance mechanisms.

It is our opinion that almost all the employees and inmates desire a well-run institution. Both wish a controlled institution.

The administration realizes that certainly many efforts, as recommended, will begin immediately. Total change does not occur overnight. Patience on the part of all should allow this administration the chance to work out the problems. A major part of the problem is due to the rapid turnover in correctional administrators and the different philosophies that they have brought in over this period of time.

The staff and inmates have received promises of change over the years with very little being accomplished. The staff are very disillusioned. The administration should be aware of this factor and plan time frames for each recommendation and change it is willing to make. To the staff and inmates, it is frustrating to receive promises which do not materialize. Programs must be produced and continued. There is no other way to proceed.

**END**