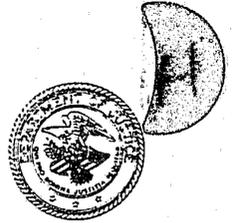


U.S. Department of Justice  
National Institute of Corrections



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Annual Report  
for  
Fiscal Year 1985

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## Foreword

This is the tenth annual report of the National Institute of Corrections.

During fiscal year 1985, the Institute served state and local correctional agencies working with adult offenders in all 50 states, the District of Columbia, and the Virgin Islands. Service was provided to correctional practitioners and policymakers through training, technical assistance, and information services, while agencies also benefited from knowledge transfer programs, projects made possible by grant awards, and program development activities. The Institute continued to respond to the specific, and often unique, needs of individual state and local correctional agencies throughout the United States.

The Institute's appropriation for 1985 included supplemental monies, initiated by the Senate, for expanding and improving education and vocational training programs in state prisons. The pressing problem of institutional overcrowding was addressed through a population management program, jail and prison planning and design assistance, improving community corrections programs, and technical assistance and training activities.

This report summarizes the program and funding activities of the National Institute of Corrections during fiscal year 1985.

*Raymond C Brown*

RAYMOND C. BROWN, Director  
National Institute of Corrections

April 1986

# Introduction

## Background

The National Institute of Corrections is a national center of assistance to corrections at the federal, state, and local levels. The goal of the agency is to aid in the development of a more effective, humane, safe, and constitutional correctional system.

First proposed at the National Conference on Corrections in Williamsburg, Virginia, the Institute's program began in 1972 as a joint project of the Law Enforcement Assistance Administration and the Federal Bureau of Prisons. In 1974, Congress established the National Institute of Corrections as a separate federal agency within the Bureau of Prisons. The Institute received its first appropriation for fiscal year 1977.

The Institute is both a direct service and a funding organization, with legislative mandates to provide training, technical assistance, and information services and to undertake research, evaluation, and policy and standards formulation to improve correctional practices at the state and local levels. Federal correctional authorities are also assisted to a limited extent, but more typically the Institute works on a cooperative basis with federal agencies in providing services to state and local practitioners.

The Institute is administered by a Director appointed by the Attorney General of the United States. Policy and programs are determined by a 16-person, non-partisan Advisory Board whose members are appointed by the Attorney General for three-year terms. The Board is composed of six federal officials serving ex-officio, five correctional practitioners, and five individuals from the private sector. The Advisory Board regularly conducts public hearings to solicit the opinions of correctional practitioners and others involved in the criminal justice process before setting priorities for each year's program.

The Institute has three program divisions — Jails, Prisons, and Community Corrections — that coordinate its work for those constituency groups.

- **Jails Division.** The Institute's jails program was the first federal effort designed specifically to upgrade local jails. Established in Boulder, Colorado, in June 1977, the Jails Division coordinates services to jail systems throughout the country. Its primary constituency consists of the approximately 3,400 local facilities that have been identified as county, regional, or state-operated jails. The Division also provides limited assistance to the nation's 16,000 municipal jails, police lockups, and other small temporary detention facilities.
- **Prisons Division.** The Prisons Division, located at the Institute's Washington, D.C. headquarters, coordinates services to state departments of corrections and prisons

throughout the United States. The Division's efforts frequently are directed at systemic change for a state's entire prison system. The Division's constituency is made up of over 600 state prisons and the 50 departments of corrections that oversee them, as well as the corrections departments and facilities of the District of Columbia and the U.S. territories and commonwealths.

- **Community Corrections Division.** The Community Corrections Division, also in Washington, D.C., coordinates services for probation and parole agencies, residential facilities, and other community-based correctional programs. In fiscal year 1985, an estimated 1.7 million people were on probation (an increase of 8 percent over the prior year) and 269,000 were on parole (9 percent more than the previous year); thousands more were in residential facilities. The Division's constituency includes more than 2,500 parole and probation offices and 1,200 community residential facilities.

The National Academy of Corrections and the NIC Information Center are service divisions that respond to the training and information needs of practitioners from all areas of corrections.

- The **National Academy of Corrections**, currently located in Boulder, Colorado, coordinates Institute training activities and functions as a national training center for state and local correctional administrators, managers, and staff trainers.
- The **NIC Information Center**, also currently located in Boulder, Colorado, serves as the base for information and materials collection and dissemination for the Institute and as a national clearinghouse on correctional topics for federal, state, and local practitioners. The NIC Information Center is operated by a private organization under contract with the Institute.

The remaining three Institute sections work out of the Director's office in Washington, D.C. and support agency operations in both Washington and Boulder, Colorado.

- The **Financial Management Division** is responsible for preparing the Institute's budget, coordinating audit responsibilities, awarding and administering interagency agreements, and ensuring that the Institute's standards and requirements for the evaluation and award of grants and contracts are fulfilled. The Division also monitors the financial aspects of all awards.
- The **Grants Control Office** processes all grant applications and is responsible for the Institute's management information system, which stores all data concerning grants, technical assistance, and training activities.

- The Publications Office is responsible for the preparation and production of all Institute publications and for public information.

## Fiscal Year 1985 Program

The fiscal year 1985 appropriation for the National Institute of Corrections was \$14,000,000, an increase of \$1,500,000 above NIC's request of \$12,500,000. The additional \$1,500,000 represents Senate action to enable NIC to continue an initiative to expand and improve state prison education and vocational training programs.

Late in fiscal year 1984, Congressional action provided supplemental funding for specific activities in the areas of offender classification systems, institutional overcrowding, and staff training, requiring NIC to undertake these activities in 1985.

Plans for Congressionally mandated studies of the District of Columbia's Lorton, Virginia, prison complex got underway in fiscal year 1985. Congress appropriated \$300,000 for the studies in late fiscal year 1984.

Funding for 11 new Institute positions — the first since 1977 — began with the 1985 fiscal year. The increase brought the total number of NIC career positions to 41.

The most critical problem facing the correctional community in fiscal year 1985 was institutional crowding. The Institute played an active role in addressing this problem; it helped state and local correctional agencies plan and design new institutions, strengthened community corrections programs, and provided technical assistance to jurisdictions facing severe crowding. The Institute's activities relating to the podular, direct-supervision "new generation" jail concept were a highlight of the fiscal year, as states and localities continued to seek Institute guidance as they planned new or renovated facilities. An emerging area of concern to prison and jail administrators is acquired immune deficiency syndrome, or AIDS, among incarcerated populations; the Institute provided funding for two meetings on the subject, to be held in fiscal year 1986, and undertook information-gathering activities related to AIDS and inmates.

## Grant/Contract Program

One of the Institute's primary means of carrying out its legislative mandates is to award grants and contracts to state and local correctional agencies, public and private organizations, educational institutions, and individuals. During fiscal year 1985, the Institute awarded 144 grants and contracts totaling \$9,413,709. (See Table 1 for the distribution of grants and contracts by state.)

For example, under an NIC grant, the New York State Department of Corrections developed a manual entitled, *Sourcebook on the Mentally Disordered Prisoner*. The sourcebook provides information on the number of mentally ill and mentally retarded inmates in custody at state correctional facilities, available programs and services, applicable standards, and relevant case law.

Another NIC grant to the New Mexico Department of Corrections in fiscal year 1985 supported the development of an inmate training program in energy conservation and solar/adobe construction. Inmates were trained in passive solar design and adobe and rammed-earth construction techniques. They also developed rudimentary skills in electrical wiring, roofing, concrete pouring and finishing, plastering, and plumbing. Plans include construction of passive-solar-design efficiency apartments by inmates.

## Training

### The National Academy of Corrections

The National Academy of Corrections completed its fourth full year of operation in fiscal year 1985. The Academy program strengthens correctional agencies by advancing the skills, knowledge, and practices of correctional personnel through a variety of ongoing training programs and seminars. Important byproducts of all training activities are an increased sense of professionalism among practitioners and the establishment of national and regional networks, both formal and informal, within the corrections field.

Since its inception in October 1981, the Academy has been temporarily based in Boulder, Colorado. Institute training centralized at the Academy had previously been conducted by grantees and contractors throughout the country. In fiscal year 1983, the search for a permanent site for the Academy began. In 1984, the search was expanded to include adjacent space for the NIC Information Center, the Robert J. Kutak Memorial Library, and the NIC Jails Division. In fiscal year 1985, 74 sites in 33 states formally submitted proposals for consideration.

### Training Objectives

From the beginning, Institute training has been designed to supplement and enhance the training provided by state and local agencies. Training of correctional line personnel is most appropriately delivered at the state and local levels. Accordingly, most of the training conducted by the Academy is designed for two key groups: the executives, managers, and policymakers for correctional systems and programs, and staff trainers at state and local agencies. A high percentage of the Institute's annual budget is devoted to improving practitioners' knowledge and skills and to enhancing the professionalism of correctional personnel.

Through training, the Institute hopes to promote constructive organizational change and full use of resources to maximize the correctional field's ability to function in a fair, humane, and constitutional way.

The Academy has three primary goals:

- To improve administrative and managerial knowledge, skills, and practices to advance the operation of correctional agencies and programs.
- To enhance state and local capabilities to deliver training by improving the skills of trainers, providing curriculum materials to be used in training, and developing new training technologies.
- To assist correctional administrators in resolving emerging issues, through training or an integrated approach that includes training.

#### Highlights of Training Activities

The National Academy of Corrections, in fiscal year 1985, hosted most of the Institute's training programs and continued to expand training programs begun in earlier years. Over 2,700 state and local correctional practitioners from all areas of corrections — jails, prisons, and community-based programs — and policymakers from state and local governments received training through the NIC Academy. Participants represented all 50 states, the District of Columbia, Guam, the Virgin Islands, and Canada.

The Academy's Management Series continued to be a high priority for the field of corrections and formed a major part of the Institute's core curriculum. Similarly, the Trainers Series provided correctional trainers with the opportunity to acquire or refine the skills they need to conduct training programs in their own jurisdictions. Each of the Institute's three program divisions offered specialized training for its constituency as part of the Emerging Issues Series, either as individual training events or as part of larger divisional efforts. The Academy also continued its Emerging Issues seminars for executives. Highlights of training activities follow.

- **Academy Outreach Program.** The Academy's multi-phased Outreach Program combines curriculum development, staff trainers training, and distribution of training packages in a coordinated effort to reach as many correctional personnel in the United States as possible. Through this program, agency staff trainers receive training in specific curriculums and are given curriculum packages that include manuals and teaching aids for use in training programs in their home agencies.

Begun in fiscal year 1983, the Outreach Program in fiscal year 1985 provided off-site, agency-based training for nearly

500 agency trainers; these trainers in turn provided the same training to nearly 18,000 correctional staff in their agencies.

- **Emerging Issues Series.** This training series identifies timely correctional issues and trends and develops training activities to respond to them. The Academy and the Institute's Jails, Prisons, and Community Corrections Divisions all participate in planning and implementing the special-issue seminars. Thirty-seven seminars covering 21 different subjects were conducted in fiscal year 1985.
- **Federal Bureau of Prisons Co-Sponsored Programs.** In cooperation with the Federal Bureau of Prisons (BOP), the Institute sponsored the attendance of selected state and local correctional agency personnel at BOP training programs. In fiscal year 1985, 163 state and local personnel received training in 13 different subject areas through BOP co-sponsored programs. Some of these state and local participants were subsequently assisted in implementing similar training programs in their agencies.
- **Seminars on Programming for Mentally Retarded and Severely Learning Disabled Inmates.** Although the precise number of inmates who are mentally retarded and learning disabled is unknown, the percentage is thought to be significant. Litigation used by civil rights advocates to address the needs of these offenders is beginning to have a profound effect in corrections as well as throughout the entire criminal justice system. To help administrators charged with providing services for special needs inmates, the Institute in fiscal year 1985 funded three one-week seminars that addressed legal issues, public law, standards, model legislation, model policies and procedures, and innovative programming. These seminars were among the basic education and vocational training activities undertaken with the \$1.5 million Congressional supplement.
- **Alternate Training Technologies.** Two experimental projects exploring alternate training technologies were conducted in fiscal year 1985. The first activity was a planning session that experimented with the use of computer-assisted instruction, computer networking, and video-enhanced classroom instruction. Response from the 33 correctional directors and training managers attending that meeting was so enthusiastic that the Academy developed a "Correctional Supervision" course using computer-assisted instruction for 3 of the course's 10 modules. Further training activities that use computer technology are planned.

#### Technical Assistance

The goal of the Institute's technical assistance program is to serve as an identifiable, accessible, and responsive resource for state and local agencies seeking professional guidance on specific

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problems. The program provides practical help in response to requests from prisons, jails, probation and parole agencies, residential services, community-based programs, and state and local officials throughout the country.

Along with training, technical assistance is the Institute's most sought after service. In fiscal year 1985, the Institute received 728 requests for technical assistance from state and local agencies in all 50 states, the District of Columbia, and the Virgin Islands. The major areas in which assistance was requested included construction and maintenance of facilities, organization and management, and training and professional development. (See Table 1 for the distribution of technical assistance by state.)

The Institute provides technical assistance through several channels:

- **Direct technical assistance.** This form of assistance, usually lasting three to five days, is provided directly by Institute staff and/or consultants on-site at the requesting agency.
- **Small grant program.** For problems requiring more extensive efforts, the Institute may provide a small grant—usually less than \$15,000—to the requesting agency so that it can purchase the expertise needed to address the problem.
- **Targeted assistance.** This form of technical assistance is provided to agencies participating in one of several comprehensive Institute programs that target high-priority areas. These programs are frequently based on technology transfer. Technical assistance, training, and information services are provided to assist participating agencies in realizing their goals.

### Direct Technical Assistance

The Institute's short-term, direct technical assistance program helps state and local agencies identify and resolve operational problems by providing professional consultation and assistance. The Institute also has been increasingly called on to provide expert testimony on corrections-related issues for governors, legislative committees, oversight boards, and commissions, with the support of the state and local agencies concerned.

During fiscal year 1985, the Institute's short-term, direct technical assistance funds supported technical assistance services to state and local prisons, jails, probation and parole agencies, and community programs. The following examples of direct technical assistance provided during the year show the variety of subject areas in which the Institute is prepared to respond.

- Institute staff worked with the Woodbury County, Iowa, Board of Supervisors in determining the appropriate size of a new jail facility. Data on past capacity needs were collected for use in forecasting future needs, and sampling techniques for analyzing inmate characteristics were provided.

- NIC assisted the Ohio Department of Rehabilitation and Correction in conducting a review and analysis of the department's security manual, policies and procedures, and security operations and practices at two correctional facilities.
- Snohomish County, Washington; Manatee County, Florida; Lexington/Fayette County, Kentucky; and Erie County, Ohio, received assistance in addressing chronic jail crowding.
- The Institute provided assistance to the California Youth Authority, which has state oversight responsibility for county adult probation, in developing a curriculum for a Peer Consultant Training Program. Subsequently, 25 Youth Authority staff and selected volunteers from the private sector were trained to serve as peer consultants to agencies seeking to improve their operations.
- NIC assisted the San Diego County Sheriff's Department, San Diego, California, in researching and developing a request for proposals for a private food service contractor. NIC contracted with an institutional food service consultant who could study existing facilities and operations and assist county officials in articulating their needs.
- NIC assistance provided the Broward County Sheriff's Department, Ft. Lauderdale, Florida, with a complete security and operations analysis of its new 850-bed jail facility. NIC contracted with a security consultant who spent a week in the facility, working with officials on blindspots, inmate movement, contraband, and other potential problems associated with such a large institution.
- The Institute began an ongoing assistance effort involving the Los Angeles Countywide Criminal Justice Coordinating Council, and other Los Angeles County, California, officials to help resolve the many problems facing that county's jail system.

### Small Grant Program

The Institute's small grant program provides technical assistance grants of up to \$15,000 to prisons, jails, probation, parole, and community corrections programs. Grant monies are used to purchase technical assistance in the areas of planning, implementation, and maintenance of improved management practices, policies and procedures, operations, services, and staff training.

In fiscal year 1985, state and local agencies and organizations were awarded small grants to undertake a variety of projects. For example, awards were made for:

- A study of the impact of Nevada's proposed sentencing and parole guideline legislation on the prison population.

- A study of the impact of Colorado's driving-under-the-influence legislation on the state's sheriff departments and jails.
- Implementation of a victim/offender reconciliation program in Milwaukee, Wisconsin.
- Development of an inmate placement system for prison employment at the Santa Fe, New Mexico, Penitentiary.
- An analysis of the conditions and costs of operating the Delaware adult correctional system.
- A job analysis of the senior parole officer position in New York.
- Planning and development of a standardized jail data collection system in Montana.

- Development of a resource guide entitled "Keys to Jail Management" for California.
- Classification training for jail personnel in New York.
- Development of an 80-hour jail training course for the Oglala Sioux Tribe in South Dakota.

(These small technical assistance grants are included in the totals given in Table 1.)

### Targeted Technical Assistance

A major focus of the Institute's policy and program development activities is the development and testing of technologies for practical application by state and local correctional agencies. Underlying these activities is the assumption that what is suc-

**TABLE 1**  
**DISTRIBUTION OF TECHNICAL ASSISTANCE AND AWARDS BY STATE**  
**FISCAL YEAR 1985**

(includes all agencies, organizations, and individuals)

State	Technical Assistance	Grants/Contracts	State	Technical Assistance	Grants/Contracts
Alabama	3	—	Nebraska	3	1
Alaska	5	2	Nevada	13	1
Arizona	23	2	New Hampshire	14	2
Arkansas	2	—	New Jersey	13	1
California	39	11	New Mexico	19	5
Colorado	64	11	New York	24	6
Connecticut	6	5	North Carolina	6	2
Delaware	1	2	North Dakota	2	1
District of Columbia	25	8	Ohio	27	3
Florida	45	2	Oklahoma	2	1
Georgia	27	1	Oregon	22	2
Hawaii	1	1	Pennsylvania	13	4
Idaho	7	—	Rhode Island	3	—
Illinois	9	1	South Carolina	18	1
Indiana	4	—	South Dakota	4	2
Iowa	19	3	Tennessee	6	1
Kansas	19	1	Texas	25	4
Kentucky	13	1	Utah	8	6
Louisiana	11	—	Vermont	13	2
Maine	8	—	Virginia	22	8
Maryland	36	11	Virgin Islands	1	—
Massachusetts	9	3	Washington	19	3
Michigan	19	2	West Virginia	1	2
Minnesota	6	7	Wisconsin	12	5
Mississippi	7	1	Wyoming	2	—
Missouri	14	5			
Montana	14	1	<b>Total</b>	<b>728</b>	<b>144</b>

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cessfully developed and implemented in one agency can often be adapted and successfully transferred to others. Policy and program activities are undertaken with technology and knowledge transfer as the end objective. Most of the program areas targeted for fiscal year 1985 integrated technical assistance, training, and information dissemination to transfer technology and encourage improvements in the corrections field.

The Institute continued and expanded programs begun in earlier years, including the Jail Area Resource Center service, the Planning of New Institutions and Prison Design and Construction programs, and the Population Management project. With the \$3 million supplemental appropriation made in late fiscal year 1984, the Institute was also able to fund a number of projects targeted toward improving classification systems for placement of offenders, providing additional training for correctional personnel, and easing the national prison and jail crowding problem.

#### **Jail Area Resource Centers**

Jails throughout the country are in need of substantial assistance in upgrading operations, programs, and services, and in bringing their facilities into compliance with constitutional requirements and national standards. Since fiscal year 1979, the Institute has awarded grants to selected jails to serve as extensions of the Jails Division in providing training, technical assistance, and information services to other jails in their geographical areas.

In fiscal year 1985, the Institute provided funding to five jails previously selected as jail area resource centers. They are the Boulder County Detention Center, Boulder, Colorado; the Contra Costa County Detention Center, Martinez, California; the Minnesota Jail Resource Center, a consortium of three jails, the State Department of Corrections, the Minnesota State Sheriffs' Association, and the State Department of Energy and Economic Development, St. Paul, Minnesota; the Montgomery County Detention Center and Pre-Release Center, Rockville, Maryland; and the New Haven Community Correctional Center, New Haven, Connecticut. All jails in the area resource center program have been accredited by the Commission on Accreditation for Corrections.

During the year, the five centers hosted 187 visits from 741 jail officials, provided on-site technical assistance at 101 locations, and conducted 114 training programs. The centers also handled 710 information requests during fiscal year 1985.

#### **Institutional Planning and Design**

Many states and localities are in the early stages of planning construction or major renovation of correctional facilities to alleviate crowding and to improve antiquated and deficient institutions. Because new facilities are a long-term and costly investment, the Institute has for the past several years been

involved in assisting jurisdictions in ensuring that their new and renovated facilities reflect the incarceration needs of the community, incorporate sound planning, meet constitutional requirements, and promote advanced design concepts. The Institute's program assists jurisdictions in total systems planning for the new facility and involves participation of key decisionmakers who have an interest in or responsibility for the correctional facility under consideration.

The program has two independent components: the Planning of New Institutions program for localities and the Prison Design and Construction program for states.

**Planning of New Institutions.** This program provided technical assistance and training to representatives of 35 local jurisdictions planning new or renovated facilities. The program was conducted in two phases: the first phase provided on-site assistance at the local level to help explore the system's capacity and needs; the second phase consisted of training at the National Academy of Corrections. The program guided the localities in such areas as meeting constitutional requirements, selecting an architect, and understanding the advantages and disadvantages of new facilities. Comprehensive assistance was provided throughout the program.

**Prison Design and Construction.** This program provided technical assistance and training to representatives of states planning new prisons or major renovations, conversions, or additions to existing prison facilities. In fiscal year 1985, five states were assisted in planning for their prison construction needs. The three-part program included training, on-site assistance, and follow-up assistance in specialized areas.

**How to Open New Institutions Transition Training.** The major emphasis in the How to Open New Institutions (HONI) program is to teach jurisdictions how to plan an orderly transition into their new facility. This includes learning to develop operational scenarios, develop policy and procedures, and schedule activities such as hiring and training staff.

Approximately 20 sites received on-site assistance for either a formal HONI program or some type of transition training in 1985. The Jails Division, through the Contra Costa County Area Resource Center, also conducted a HONI program in California for 10 jurisdictions. In October 1985, the Jails Division conducted a special issue seminar on HONI for an additional 12 jurisdictions.

**Architectural Plan Review.** The Jails Division provides design review assistance to jurisdictions designing new jails. These reviews identify areas that may have negative impacts on operations and staffing, including violations of case law and/or professional standards. In fiscal year 1985, approximately 16 jurisdictions were assisted in reviewing their architectural designs.

## Population Management Project

Jail and prison crowding continues to rank among the most critical correctional concerns. The rapid increase in jail and prison populations in many jurisdictions, court pressures to relieve crowded conditions, and continued state and local fiscal pressure to implement the least costly punishment options demand the development of more rational population management decisions. Policy groups on jail and prison crowding have been established in many states, some as the result of participation in the Institute's seminars for key decisionmakers. These policy groups are requesting information on organizing and conducting policy analysis, specific approaches for addressing crowding problems, and the results of efforts in other states.

The Population Management Project is an expansion of the joint National Institute of Corrections/Edna McConnell Clark Foundation Prison Overcrowding Project begun in fiscal year 1982, the key decisionmakers seminars, and a technical assistance program on jail crowding.

The five states currently involved in the program are Louisiana, Oregon, South Carolina, Ohio, and Tennessee. Each state received up to \$40,000 for state-level policy analysis work and receives technical assistance and training services. Three of the states are studying prisons; the other two states are looking at jails. Some of the highlights of fiscal year 1985 activities follow.

- The Louisiana Governor's Task Force on Overcrowding supported a bill to establish "capacity limits" on probation and parole caseloads.
- In May 1985, the Oregon Jail Emergency Powers Act bill was reported out of the Senate Judiciary Committee. The Oregon Prison Overcrowding Project bill, requiring the parole board to consider correctional resources in setting the parole matrix, was passed by the State Senate and was awaiting the Governor's signature.
- The South Carolina Jail Overcrowding Project bill permitting garnishment of wages in child support cases passed the State House of Representatives.

## Development of State Resources to Assist Jails

The Institute's program to develop state resources to assist jails provides start-up grants to state agencies and organizations that work to meet the long-term training and technical assistance needs of all county and municipal jails within the state.

The program seeks to stimulate the development of comprehensive statewide systems that will continue in force after federal assistance ends. More than half of the states have participated in the program since it began in 1980. A number of states have been able to maintain or even increase the delivery of

services following the initial federal grant; others have had to modify their programs.

In fiscal year 1985, six state agencies received grants under this program.

- **West Virginia Supreme Court of Appeals, Charleston, West Virginia.** The grant project included development of statewide jail statistics and formats for data collection and analysis; implementation of a model jail health program; creation of a jail standards commission; and provision of at least four direct technical assistance events to jails each month.
- **New Jersey Department of Corrections, Trenton, New Jersey.** A consortium consisting of the New Jersey Department of Corrections, Rutgers State University, and the Middlesex County Department of Corrections was developed to provide local correctional systems with direct technical assistance, training, and information services. Areas of assistance included jail management and operation, planning of new facilities, jail standards, and development of policies and procedures. Training and technical assistance were also provided in the areas of mental health and managing special inmate populations.
- **Oklahoma Sheriff and Peace Officers Association, Oklahoma City, Oklahoma.** This grant continued the previous year's project which provided basic and advanced training to sheriffs, police chiefs, jail administrators, and correctional officers.
- **Minnesota Jail Resource Center, St. Paul, Minnesota.** This grant was targeted toward two objectives: (1) to assist the Minnesota Sheriff's Association in developing minimum licensing qualifications, basic and annual training requirements, and a formal training delivery system for jail personnel, and (2) to videotape staff training at three Minnesota jails for future dissemination to jails throughout the state.
- **Office of Attorney General, Division of Criminal Justice Training and Statistics, Bismark, North Dakota.** This grant provided for updating a basic 80-hour line officer training manual and instructor's manual. The manuals were originally produced under a 1982 NIC award and are also used as resource documents by other states.
- **State of Colorado, Law Enforcement and Training Academy, Golden, Colorado.** The grant project developed a comprehensive training curriculum for jail officers, based on the input of counties throughout the state. The training package reflects compliance with state standards with a focus on liability issues. Two month-long seminars were also conducted as part of the project.

### Prison Industry Assistance

Prison industries are viewed as one of the primary means of reducing inmate idleness and institutional unrest, while providing inmates with training, job experience, and responsibility. To improve and expand prison industry operations, the Institute over the past several years has provided industry managers with training to advance their managerial skills and knowledge and has sponsored the development of a manual on prison industry management. In fiscal year 1985, the Institute awarded five grants under this program to facilitate the development and implementation of improved industry management practices and programming.

### Building Capacity of Community Corrections Oversight Agencies

At present, 15 states have legislation that mandates state agency oversight of locally administered community corrections programs. The states' legislated role is to help local agencies deal more effectively with problems such as caseload management, diminishing resources, information processing, performance management, revocation practices, staff development, and subsidy mechanisms.

The Institute assists those state agencies with oversight responsibilities by providing training, information, and technical assistance to help them improve organizational effectiveness, data analysis, and coordination activities. In fiscal year 1985, five states received grants under this program.

- **Kansas:** The state's judicial agency provided training for regional probation administrators in management theory and organizational diagnosis.
- **New Mexico:** The state's oversight agency developed an evaluation mechanism to measure the effectiveness of contracted services used by local probation departments.
- **Iowa:** The state's Community Corrections Division is working with Iowa's local judicial districts to develop a common statewide system of job and salary classification in order to better utilize state aid.
- **Texas:** With the state decision to no longer fund misdemeanor probation, the Probation Commission is working with local probation departments to assist in the transition from state to local funding.
- **California:** Correctional agencies, probation departments, and sheriffs within the state formed a partnership to deal with issues of common concern, including testing the feasibility of sharing classification information on offenders as they move through the criminal justice system.

### Knowledge Transfer in Community Corrections

Implementation of organizational change often requires modification of programs and innovations developed elsewhere to meet the unique needs and requirements of an agency. To help with that adaptation, this Institute program brings together agency managers and specialists to tailor available knowledge to meet each agency's requirements and environment. This assistance was provided in three areas in fiscal year 1985.

- **Contracting for Services.** Contracting offers new and expanded options for dealing with rising costs, decreased appropriations, restricted staffing, and demands for innovative programming. As community corrections agencies show increased interest in contracting for services, this project helps managers assess the feasibility and merits of contracting for their agency.
- **Community Sanctions.** Community corrections programs are not simply alternatives to incarceration, but represent valid penalties and punishments in their own right. This project helps managers balance the dual demands of fairness and public safety by establishing specific sanctions for different categories of offenders and criteria governing the use of the sanctions, and by establishing good working relationships with other elements of the criminal justice system.
- **Supervision Strategies and Models.** At a time of scarce resources and expanding demands for services and accountability, supervision strategies are needed that provide a logical rationale for deploying agency resources, that make efficient use of staff, and that avoid providing services to offenders who do not need them. This project transfers successful programs, policies, and procedures relating to different supervision strategies, ranging from minimum contact to intensive supervision.

### The Impact of Sentencing on Community Corrections

A long-standing and frequently expressed concern of community corrections practitioners deals with the independence of the judiciary and the perception that the conditions imposed by sentencing orders often given insufficient consideration to realistic program options available to the community corrections program administrator. This is countered by some members of the judiciary who feel that the legislative and executive branches of government create criminal codes, sentencing guidelines, and community corrections programs without the involvement and perspective of the judiciary.

Fiscal year 1985 was the first year of a two-year effort designed to encourage collaborative efforts between judges and community corrections administrators. The program sought to confront the relationship existing between sentencing practices and the delivery of community programs, including split sentencing, residen-

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tial placement, work release, community service, and victim assistance. Training provided for teams of judges and probation administrators focused on sentencing philosophies, using a range of community-based sanctions, forecasting, and future trends in corrections.

#### **District of Columbia's Lorton Reformatory Study**

In fiscal year 1984, Congress added \$300,000 to the Institute's budget to finance a study of the District of Columbia's prison complex located in Lorton, Virginia. The study was to cover capping the Lorton prison population and the feasibility of building new facilities in the District. Planning for the study began in fiscal year 1985.

### **Policy/Program Development and Evaluation**

Policy formulation, research, and evaluation are among the Institute's functional responsibilities. To these legislatively mandated activities has been added the concept of program development—the use of policy formulation and research to develop, evaluate, and test solutions to some of the overriding problems facing corrections. The Institute directs its efforts toward solving problems of immediate concern and importance to the corrections field, rather than toward theoretical research.

The policy and program development activities for fiscal year 1985 included five major themes:

- Testing of a previously developed model to improve the effectiveness of community corrections, in Colorado, Delaware, and Vermont.
- Analysis of current types of financial assistance and/or subsidies to local community corrections programs.
- Development of a comprehensive manual on managing crowded facilities.
- Development of a comprehensive manual on prison security.
- Development of a design guide for small jails, based on analysis and documentation of successful planning, design, and construction.

Underlying much of the Institute's work in these areas is the belief that no rigid set of answers can prove valid for all jurisdictions. Instead, the projects attempt to develop a spectrum of feasible solutions, based on sound policy, that can be adapted to individual agencies and jurisdictions throughout the country.

#### **Improving the Effectiveness of Community Corrections**

At National Institute of Corrections Advisory Board hearings, practitioners continue to call for a redefinition and clarification of

the mission and goals of community corrections in light of recent trends in the criminal justice system. The current lack of public support and understanding of community corrections is, in large part, fostered by the field's own inability to articulate clearly just what community corrections is and ought to be.

In fiscal year 1983, the Institute sponsored development of a position paper that explored definitional issues and outlined the essential elements of an effective and efficient community corrections program. In the following fiscal year, the ideas contained in that paper were further developed, refined, and tested. In fiscal year 1985, the Institute worked in collaboration with selected agencies to further define the concepts, translate them into programs, policies, and procedures, and, finally, to assess their utility in practice.

#### **Community Corrections Financial Subsidy Study**

Fifteen states currently have or are implementing community corrections acts or probation subsidy programs at a collective cost of more than \$200 million annually in state tax dollars. While the success or failure of these policies is often debated, no assessment of the programs, their operations, and their impact has been available.

In fiscal year 1984, the Institute funded a one-year study to compile information on the various community correction acts and probation subsidy programs. During fiscal year 1985, an analysis of the results and impacts of the programs identified in the study was initiated.

The outcome analysis studied the failure or success of both policy and process. The results of this analysis will enable state legislators and correctional practitioners to make informed decisions regarding future legislation and funding priorities.

#### **Management of Crowded Institutions**

Institutional crowding is the major problem facing correctional systems today. Wardens must manage continuing increases in their institutional populations on a day-to-day basis, usually without additional resources. Housing, food, sanitation, and staff/inmate safety are issues that must be dealt with both in the short run and over extended periods of time. Institutional crowding affects inmate classification, programs, staffing, security operations, budgets, and the public's perception of its safety.

In fiscal year 1985, the Institute funded the development of a comprehensive guide that addresses the issues related to institutional crowding. Directed toward prison administrators who must manage the daily operations of crowded prisons, the guide included a survey and analysis of the impact of crowding on prisons; the legal decisions affecting the management of crowded institutions; management, administrative, legal, and programmatic

options; and recommendations for policies, programs, and resources needed to meet problems created by crowding.

### **Prison Security**

Security is the basis of institutional management and should be the cornerstone of any correctional system. It provides the framework through which inmate services are delivered, order is maintained, and public safety is assured. In fiscal year 1985, the Institute funded development of a comprehensive manual on prison security to be used by central office and prison security managers. The manual provides, among other information, model policies and procedures; a discussion of security controls for keys, tools, drugs, and firearms; a review of classification procedures and legal issues that affect security; and guidelines for developing emergency security procedures.

### **Model Architectural Plans for Small Jails**

Over the past 10 years, court decisions, jail standards, crowding, and the need for more inmate programming have had an impact on jail architecture and construction. Various programs by the Institute and other federal agencies that studied aspects of these problems as they relate to jail architecture have had some impact on jail design and construction. However, little coordinated research was available on what worked and what did not.

An Institute-funded survey of jails constructed over a recent 10-year period focused on smaller jails and examined the planning process, architectural design, and construction methods, as well as overall operational efficiency and compliance with standards. The next phase of the effort will be funded in fiscal year 1986. The focus of that phase will be on the development of a design guide for the construction of jails for 50 or fewer inmates. The guide will be useful both to professional planners and architects and to noncorrectional public officials and others involved in local jail planning, design, and construction.

### **Clearinghouse**

Correctional practitioners work in a field of rapidly changing standards, programs, policies, and techniques where the need for practical and accurate information is often immediate. Similarly, correctional agencies, commissions, and task forces require the most current and comprehensive information available as they develop new and better approaches to correctional issues.

The Institute seeks to meet this need for information in a variety of ways. The NIC Information Center serves as a clearinghouse for the correctional field by collecting and disseminating information on a variety of topics. In addition to this direct information service, numerous documents of broad applicability are prepared as part of the Institute's research and policy/program development activities.

### **NIC Information Center**

Currently located in Boulder, Colorado, near the National Academy of Corrections and the Jails Division, the NIC Information Center functions as the base for information collection and dissemination for the Institute. Its goal is to serve as a responsive resource for accurate information on the nation's correctional programs, policies, practices, and standards.

Correctional professionals throughout the country call or write for information regarding all areas of corrections—jails, prisons, probation, parole, and community-based programs. In fiscal year 1985, the Center answered more than 6,500 requests for information from nearly 4,400 federal, state, and local practitioners, policymakers, and judicial officials.

Since its creation in 1980, the Information Center has assembled a unique collection of corrections information and materials. In the 1985 fiscal year, the Center processed or recatalogued more than 2,000 publications into its collection. The Center cooperates with all other government clearinghouses, can access data collections and information resources across the nation through computerized information retrieval, and maintains direct access to the National Criminal Justice Reference Service.

The Information Center works closely with the National Academy of Corrections by providing training support for Academy seminars. In fiscal year 1985, the Center continued to develop and distribute a *Quarterly Correctional Summary*, which contains continuously updated corrections information provided by each state department of corrections and the Federal Bureau of Prisons.

### **Institute Publications**

Each year the Institute's policy/program development and research activities generate numerous materials on high-priority subjects. In fiscal year 1985, the Institute published, funded, and/or distributed a variety of reports and manuals that are being used in training and technical assistance activities and are available to the field. Among them were:

- *A Directory of Programs Serving Families of Offenders*
- *Developing and Managing Part-Time Trainers*
- *New Generation Jails: An Innovative Approach to an Age-Old Problem*
- *Adult Female Offenders and Institutional Programs—State of the Art Analysis*
- *Development of Jail Industries*
- *Alternative Dispute Resolution Mechanisms*
- *Designs for Contemporary Correctional Facilities*
- *Private Sector Operation of a Correctional Institution*
- *Evaluation of Pre-Manufactured Housing for Correctional Purposes*
- *Female Classification: An Examination of the Issues*
- *Sourcebook on the Mentally Disordered Prisoner.*

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