

NATIONAL INSTITUTE OF CORRECTIONS
PRISONS DIVISION

ADVISORY BOARD HEARINGS

June, 1990

INTRODUCTION

The Advisory Board of the National Institute of Corrections (NIC) conducted two hearings on prison issues in June 1990, one in San Francisco, California, and the other in Washington, D.C. The purpose of the hearings was to elicit the views of prison administrators and practitioners on the current and emerging issues facing their agencies and suggestions regarding how NIC might assist them. NIC's Advisory Board is the policymaking body of the Institute and, with the Prisons Division staff, will use the information from the hearings for future program planning.

A total of 27 individuals participated in the hearings. They represented 21 state departments of corrections and the Federal Bureau of Prisons, as well as different geographical regions of the country, various sized systems/prisons, and a diversity of correctional managers. A list of participants is appended to this report.

At one hearing, participants were asked to address administrative issues; at the other, facilities issues. For the purpose of this summary report, all comments and suggestions on a given topic area are combined under the general headings of "Correctional Administration" and "Correctional Facilities", regardless of where they were discussed. Both recommendations and observations made by participants are included to present a comprehensive overview of the discussions. Although this report is intended to guide the NIC Advisory Board and Prisons Division, it also serves as a summary of a thoughtful discussion on the needs of prisons in our country today, as voiced by those who administer them.

CORRECTIONAL ADMINISTRATION

HUMAN RESOURCE MANAGEMENT

This broad area encompasses some of the most critical issues facing correctional administrators. Corrections continues to compete with many other employers for adequately skilled and motivated employees. The recruitment and retention of staff, as well as a reassessment of appropriate training, benefits, and programs, will assume new importance. Dealing with an increasingly diverse work force - one that will include growing numbers of women, minorities, and handicapped - will present a major challenge.

Human resource management issues were repeatedly mentioned by the hearing participants. Their suggestions and requests for assistance have been compiled into several general areas: recruitment and retention, affirmative action/equal employment opportunity, management and professional development, employee assistance programs and employee programs.

RECRUITMENT AND RETENTION

- * The sheer growth in numbers of staff to be hired and trained, necessitated by the phenomenal growth in the inmate population, will require major efforts to manage. As staff complements increase, so too must the level of sophistication in human resource management. Records will need to be computerized, methods of communication streamlined and improved, and systems and techniques developed for all personnel functions.
- * The image of corrections must be improved. The current image hinders the recruitment effort, both with individuals and with guidance counselors and others who influence career decisions.
- * Strong and proactive recruitment of women and minorities is needed. Many minorities, especially, have a strong negative bias toward corrections. Every effort must be made to make the system fair and impartial.

- * As efforts are made to bring more “non-traditional” workers into corrections, it will be important to acknowledge their different values and cultures and incorporate them into the correctional workplace as smoothly as possible.
- * Because of anticipated recruitment problems, groups of workers previously believed to be inappropriate for corrections may need to be considered- Practitioners need guidance on how to handle the former “unemployables”, such as the illiterate, the homeless, and the long-term unemployed. The development of remedial programs may be necessary.
- * The underlying causes of poor retention of employees must be examined. Bad supervision can be part of the problem, as well as inadequate orientation for new employees and inattention to the need for “seasoning” employees before they are promoted.
- * Guidance in the development of appropriate human resource policies and procedures may be needed. Negligent hiring and negligent retention may become increasingly important issues.

AFFIRMATIVE ACTION / EQUAL EMPLOYMENT OPPORTUNITIES

- * The expectation should be formalized that all department of corrections managers have the achievement of various AA/EEO goals as one of their job performance criteria.
- * Widespread educational efforts should be made regarding the abilities of the “disabled”. Strong action should be taken to dispel widely held but incorrect stereotypes.
- * The “glass ceiling” effect in corrections should be examined. Under-represented groups are often unable to advance after a certain point. Often, neither they nor representatives of “the system” can clearly identify the inhibitors.
- * Connections is still largely bound by an entrenched value system that is white-male-focused. The contributions of women and minorities are not generally valued in this system. Much education and consciousness-raising is needed. Work needs to be done with white males regarding changing workforce issues, instead of solely focusing on women and minorities trying to adjust to the status quo.
- * In addition to more women and minorities working in corrections, there will be an aging workforce. This may call for different management responses to

human resource issues.

- * Staff at all levels must receive training in cultural sensitivity and be made aware of possible issues in cross-gender supervision
- * Polarization of staff along racial lines is increasing and must be dealt with in a proactive manner.
- * As more women enter the workforce, issues regarding pregnancy will become more important. Fetal protection, worker safety, and discrimination are but three of the potential problem areas that correctional administrators must be prepared to handle. Balancing the rights to employment with safety issues will take careful management.
- * The presence of HIV-infected employees in the workplace must be addressed. The responses of other staff must be anticipated and dealt with, reasonable accommodations must be defined, potential legal issues should be contemplated, and declining-performance issues must be managed compassionately and fairly.

MANAGEMENT AND PROFESSIONAL DEVELOPMENT

The tremendous growth of correctional systems has created a need to focus on management and professional training. Training, identified as a key factor in the productivity, efficiency, and effectiveness of correctional professionals, was seen as an ongoing need by the participants in the Advisory Board hearings.

- * Corrections will experience an increasing problem in the area of promotion as the number of supervisory vacancies continues to grow faster than people can be identified and readied to fill them. Administrators need guidance in identifying a promotable pool of workers.
- * Model training programs for promotable staff need to be developed. These might include apprenticeship programs, succession management programs, and executive development programs, which could include classroom work as well as on-the-job training via pairing with a seasoned veteran. The use of interactive video training might be explored.
- * Different models of communication with line staff need to be developed. Openness, accessibility, and “permission to make a mistake” need to be incorporated.
- * The experience of some of corrections’ best administrators should be distilled

into written form. The recounting and analysis of various incidents and scenarios would be an invaluable learning device for staff, much the same as the use of case studies in many graduate programs.

- * Innovative programs to enhance the work environment and to increase the “promotability” of staff should be studied. These could include mentorship and understudy kinds of programs as well as stipend programs for furthering staff educational opportunities (staff are aided with tuition assistance and/or reduced work loads as they pursue additional education/training).
- * Job enrichment programs should be explored for staff who may not be promotable.

EMPLOYEE ASSISTANCE PROGRAMS (EAP) ISSUES

- * It is projected that the future workforce in corrections will be more “at risk”. More employees may be identifying with the inmate value system, and increasingly large numbers of employees may have problems similar to those of the inmate population. Hopefully, most of these problems will not involve criminal behavior, but that cannot be ruled out as a possibility and correctional administrators must be prepared to deal with this issue.
- * Drug testing programs for staff should receive thought and thorough study.
- * Preventative wellness programs must be developed and supported. Participation in these programs should be encouraged.
- * More meaningful employee assistance programming must be developed. Issues of substance abuse and stress must be more effectively targeted.
- * The reassimilation of staff who have gone through employee assistance programs should be addressed in a more compassionate and effective manner.

EMPLOYEE PROGRAMS

- * Health care will be an important issue for staff. Innovative approaches to the provision of these benefits should be explored.
- * Incentive award programs should be developed.
- * Many different benefits must be explored. These include flextime; job-sharing;

child care centers and possibly facilities for the care of employees' aged parents; different work patterns; and "cafeteria-style" benefit packages.

- * NIC might provide opportunities for correctional administrators and labor relations officials to discuss common issues and concerns.
- * NIC might provide technical assistance to the correctional field in retraining staff for second careers.

PUBLIC RELATIONS / MARKETING

As departments of corrections command an increasingly large percentage of the budget, scrutiny by the legislature, the media, and the general public becomes more intense. Too often, information is presented by persons who do not have expertise in corrections (e.g., reporters, lobbyists, citizens groups). The "corrections side" of the discussion, complete with factual information and perspective, is often not communicated in a way that reaches the public or policymakers.

Practitioners at the hearings stressed the need to- present accurate information about corrections and made the following suggestions and comments.

- * Training is needed for correctional administrators in "marketing corrections: as a worthwhile career, as a viable and productive public service, and as a field in which some significant positive changes are made in individuals. Information on the basic principles (what, how, who, when, where) of developing a marketing strategy would be very helpful. Hearing participants suggested that an IPA (an employee loaned to NIC through an Intergovernmental Personnel Act contract) with expertise in public relations/marketing might be useful.
- * Strategies need to be developed and shared on the most effective methods to use in providing information to the public, as well as to state legislators and other significant groups.
- * A misconception that women are not appropriate employees for corrections has been somewhat institutionalized in that many guidance counselors and others who assist people in making career choices believe it. NIC could be helpful in disseminating information to dispel this misconception.
- * Correctional administrators need information on influencing and developing advocacy groups. Training is needed in the most effective and efficient

methods to manage groups that could be helpful, such as retired employees or victims advocates. Guidance is needed on how to develop constituency groups for corrections. Administrators might also benefit from forums in which strategies to succeed in the political arena are explored.

- * Administrators could use assistance in ensuring that the information given to the public is accurate and fair. For example, the public should have access to the true costs of confinement; a non-inflammatory discussion of crime data; an accurate description of offenders free of stereotyping; and, a common definition of recidivism free of jargon and generated by an objective analysis, not political expediency.
- * State systems would benefit from the availability of marketing models to assist in selling their “product”. Hearing participants felt that a comprehensive manual covering basic aspects of marketing would be a useful tool for correctional staff and administrators.

It is important to publicize the positive things done in corrections. NIC can assist with the development of models or a method for disseminating of this kind of information.

Correctional systems also need an internal marketing system. If practitioners do not have a positive perception of corrections, it is unlikely that one can be fostered for the general public.

ORGANIZATIONAL DEVELOPMENT

With the rapid expansion of prison systems has come renewed recognition of the need for efficiency and economy in the organization. Participants identified both the correctional organization and various facets of its operation as areas in which examination is important and necessary.

- * Develop models of reorganization. These should include decentralization (including regionalization) of the organization and centralization of prison operations (including prison complexes). With the models, NIC should study the impact of the various strategies on community involvement, staffing, cost containment, etc. The responsiveness of various organizational models to constituent concerns should be of specific interest (i.e., are regional offices more responsive to community groups than Central Office? Does

regionalization separate decision-makers from the political “center” and therefore lessen their influence with legislators, etc.?).

- * Examination of the tenets of corrections and the organization to determine their continuing validity and applicability would be helpful as the leaders face decisions affecting the organization.
- * In an effort to become more effective and efficient, the organization’s leadership should develop greater peripheral vision, learning from counterparts in the private and public sectors.
- * Development of internal and external audit (evaluation) systems would enable the organization to engage in constructive self-criticism and proactively address deficiencies.
- * Develop models for roster management that recognize the critical staffing issues (costs and staff shortages) that will increasingly impact the organization.
- * Measure the impact of legislation on the growth and operation of the organization. It was recommended that impact studies become part of all corrections department legislative responses/initiatives.
- * Systemic issues for managing women offenders could be explored; i.e., the concept of a Women’s Division might be worthwhile to develop and implement.
- * provide technical assistance in the area of Change Management; i.e., identify the stages that organizations experience when undergoing rapid growth. Emphasis should be given to the need for training and re-training staff on an ongoing basis.

COST CONTAINMENT

Numerous specific areas in which strategies for cost containment need to be developed were discussed by the participants. Although many of these are included elsewhere as issues to be studied, they are also listed below because of the impact related costs can have on the system.

- * Health care costs are of great concern, particularly the potential expense of AIDS treatment. The applicability of insurance health coverage limits to the

extent of health care provided by corrections departments should be studied.

- * Food Service and other institution operations could benefit from private sector technology. Technological advances in these areas should be routinely shared for the purpose of incorporation into correctional planning and reduction in costs.
- * Strategies of risk management should be developed to reduce organizational costs due to inmate legal challenges and unnecessary/inappropriate staff costs (unemployment compensation fraud, etc.).
- * Studies of roster management will enable the organization to deploy the workforce in a more cost-effective manner.
- * Refinement of objective classification systems based upon review of the impact of objective criteria may result in redefinition of risk and less reliance on high-cost, high- security cells. Important issues to be resolved include determining if each criterion should have the same significance, and the same degree of impact on the ultimate classification as at the time the system was developed.
- * Methods for sharing community and institution resources should be studied. Linkages with colleges, universities, medical facilities, and numerous other community agencies have many potentially useful benefits.
- * Improvement and expansion of management information systems could be helpful in cost containment. Descriptions of software in use in other correctional organizations, other agencies, or available “off the shelf” would help corrections departments develop effective information systems at lower cost.
- * Assistance in identifying and accessing grant monies, as well as training in grant proposal writing specifically applicable to corrections would enable correctional organizations to take better advantage of funding sources.

PRISON SYSTEM PLANNING

Many agencies are experiencing rapid growth and a need for restructuring due to crowding, changing inmate profiles, aging institutions, and other factors. Managing growth and change in a manner that addresses the numerous factors dictating this

change, that recognizes relevant forces and issues that shape the correctional environment, and that prepares the prison system to meet the demands of the future is a complex challenge that requires system planning.

Issues suggested to NIC as necessary components in system planning and with which assistance is needed follow.

- * Development of a prison system master plan that projects the system's future needs and presents a development plan and proactive strategies to meet those needs and remain ahead of the "growth curve".
- * Definition and/or clarification of the mission, vision, and values of the organization that form the foundation upon which decisions are made and the system develops.
- * Evaluation of population projection methodologies to determine if they remain appropriate.
- * Study of the changing inmate profile and the special program and care needs represented in current and future populations. Particular attention should be given to the impact of drug abuse and increasing diversion of the mentally ill to correctional programs.
- * Evaluation of inmate programs and identification of programs and methods that are effective and efficient. Replacement or modification of ineffective and inefficient programs and methodologies should be a key component in system planning.
- * Development of "what if" scenarios/models that enable administrators to project the probable impact on the system of specific legislation, policy changes, or public opinion. This is particularly important with regard to intermediate sanctions, alternative sanctions, special programs such as boot camps, and early release programs. Should they fail or be cut back, what consequence will that have for the system and to what degree should this be considered in planning?
- * Consideration of potential shifts of emphasis or focus driven by changing inmate needs, politics, public opinion, or other forces. Thought should be given to what lengths the system should go in attempting to anticipate such shifts and make accommodations in planning.
- * Evaluation of privatization and contracting for services and the conditions under which systems have found this approach satisfactory or unsatisfactory.

- * Study of the potential for the various parts of the criminal justice system to jointly plan and develop strategies for improving service delivery.
- * Study and identify model inmate transportation systems that provide sufficient structure and flexibility to meet the recurring and emergency needs of the growing system.
- * Assist in the assessment of prison system facilities, such as the development of a model that determines useful life of facilities and equipment, and preventive maintenance schedules.
- * Study of internal administrative remedies that can address institutional crowding. Examples might include:
 1. alternatives to full incarceration of parole violators, with particular attention to technical violations;
 2. objective parole criteria;
 3. structured parole processes;
 4. targeted case management by which parole plans, family interventions, and program planning are individualized and address specific deficiencies that will limit parole success.
- * Analysis of future operational costs associated with population growth and opening of new institutions, and identification of cost containment strategies in anticipation of funding difficulties.
- * Consideration of the impact on institution operations of an apparent increase in polarization along racial lines, particularly in urban areas. This polarization and consequent conflict are seen among both inmates and staff and could have serious operational consequences if not addressed.

LEGAL ISSUES

Society in general is becoming increasingly litigious, and legal issues are more complex and time-consuming to manage. The field of corrections is extremely vulnerable to litigation and must take a proactive role in ensuring that the rights of

offenders are balanced with the rights and interests of society. Legal issues involving the rights and responsibilities of staff could be an area of critical emphasis in the 1990s.

To respond to the pressures and demands generated by legal issues, hearing participants felt that NIC could be helpful in the following areas.

- * Not all departments of correction manage their legal services in the same manner. Some states rely on the assistance of staff from the Attorney General's office; other states have an in-house legal department. Models of the organizational structure and operational policies of these different legal service systems would be helpful to practitioners in assessing the effectiveness of their particular legal apparatus.
- * Training for legal staff in the area of corrections would be helpful. To best serve the needs of a department, the lawyers need to understand basic information regarding a department/facility's capacity, abilities, mission, structure, procedures, and policies.
- * Correctional administrators and staff need legal training to most effectively manage their legal personnel and the legal issues faced by their departments. A very basic introduction, including an overview of relevant court cases and a discussion of how legal decisions are made, would be helpful. Staff need to understand the legal history behind their departmental policies and procedures.
- * A networking or clearinghouse system for correctional legal staff would allow timely and useful information exchange.
- * Legal staff need to be trained in the basic correctional landmark cases and be regularly kept informed of cases, settlements, etc. that occur.
- * An emerging issue is the identification and treatment of the mentally ill offender. This is seen as an area ripe for litigation as the numbers of these offenders and the severity of their dysfunctions increase.
- * Increasing numbers of women entering employment in corrections bring a range of potential legal issues such as equal protection and parity, pregnancy concerns, same-sex supervision and, inmates' rights to privacy.
- * Bona Fide Occupational Qualification considerations may become an issue as the pool of potential employees is expanded and may be an area for NIC-sponsored research.

- * Health care malpractice and related issues should be studied.
- * It would be helpful to practitioners to engage in discussion and education in how to handle consent decrees, i.e., negotiating the scope of consent decrees and how to terminate some of the older ones with which administrators have been dealing for many years.
- * Methods of litigation cost-containment should be shared.
- * Issues regarding parity in programs and services for female offenders may require further study.
- * In response to the suggestion of an NIC Advisory Board member, interest was expressed in the possibility of instituting a small internal legal office at NIC. Staff could identify and share information on all legal cases, processes, and consent decrees, and provide technical assistance to the field.

MANAGEMENT INFORMATION SYSTEMS

In managing increasing work loads and a diverse inmate population, it is imperative that correctional organizations increase their capabilities to gather, interpret, and share information.

The changes and choices confronting corrections managers have resulted in considerable importance being placed on both inmate and organizational Management Information Systems as a tool in decisionmaking. Recognizing that accurate and meaningful information provides a guide for weighing alternatives, developing sound programs, and improving existing ones, practitioners made the following suggestions on how NIC might be of assistance.

- * Efforts should be made to identify and describe model software packages that have been developed in correctional agencies or in the private sector. Sharing such information would enable many agencies without the expertise and resources required to “start from scratch” to upgrade their information systems.
- * Department managers need assistance in selecting and monitoring hardware and software vendors.

- * A guide detailing methods for using management information systems for executive decisionmaking might be useful.
- * Assistance is needed in determining how to maximize the utility of a management information system in processing and coordinating data throughout large systems.
- * Keeping the management information system secure, current, and manageable was identified as a possible area in which NIC may be able to provide training and technical assistance.
- * Assistance is sought to support a management information system network where local, state, and federal law enforcement systems develop the capability to share data and information.

ETHICS

Participants expressed concern that ethics in the workplace has not received the attention necessary and that it will become increasingly important that ethics be addressed with staff. Recommendations made by participants follow.

- * Develop an orientation / training manual that addresses ethics issues of concern in correctional employment. A very preliminary list includes:
 - Condemned row: how do personal values relate to professional duties, etc.?
 - Cross-gender searches: sensitivity to privacy, dignity, and security.
 - Right to privacy: confidentiality issues concerning staff and inmates, etc.
 - Staff attitudes in a hostile work environment: Is the inmate an enemy? Is the employer friend or enemy, etc.?
 - Conflict of interest involvements, ethical use of agency property, and similar issues must be explored.

- * provide technical assistance to correctional managers in establishing and/or implementing a comprehensive system for conducting audits and investigations.

INTERACTION WITH ACADEMIC RESEARCH

It was suggested that the academic community has not affected corrections in a practical, positive manner and that it has more to offer than has been demonstrated. Working in concert, correctional practitioners and academicians, could conduct research that would provide insight, understanding, and direction.

Many areas need to be researched, but the following suggestions were specifically offered.

- * An understanding of family crime patterns could be helpful in planning and programming in many areas of corrections.
- * Literature describing and addressing the particular needs of women offenders is limited in scope, quality, and quantity. The nature of those needs should be described and appropriate program designs offered, with parity in programming being an important consideration.
- * Research is needed on sentencing practices and the effectiveness of certain types of sentences.

CORRECTIONAL FACILITIES

TECHNOLOGY

In an effort to increase the efficiency, effectiveness, and economy of prison management and operations, officials are reviewing technology that has potential application in the correctional environment. The following issues were identified by hearing participants.

- * Assistance is needed in the evaluation of new technology. Technology is expanding in many areas, including electronic monitoring, drug detection systems, health care, and waste management. Correctional officials often lack the expertise and resources to determine the applicability and reliability of these systems.
- * Computer technology is becoming increasingly complex. Assistance in the evaluation, selection, and application of computer technology, as well as in the development of computer security, is needed.
- * A clearinghouse of correctional technology would be helpful to provides access to new technological developments and information concerning the utility of various technological applications. It should also update as new technology becomes available.

WOMEN OFFENDERS

Concern was expressed that the needs of women inmates are not being adequately addressed. The number and proportion of women is increasing in most systems, and the courts and advocacy groups are demanding that greater attention be given to their needs. The small number of women, relative to that of male inmates, places programs for women offenders at a disadvantage in competing for resources. Courts have not found that a lack of resources is an acceptable reason for lack of service or programs.

Participants offered the following recommendations.

- * Study and/or sharing of information about special problems, special programs, and special facilities for women inmates is imperative.
- * Develop special staff training that addresses the needs of women inmates.
- * Study the 14th Amendment (equal protection), rights of women offenders, and the parity issue.
- * Add more consultants familiar with women offender issues to the NIC consultant roster.
- * Develop more programs that address women offender issues/needs, including pre-/post-natal care, parenting, and parent-child programs.
- * A study should be initiated to identify reasonable and appropriate non-traditional sanctions and alternatives to incarceration for women offenders.
- * The appropriateness, effectiveness, and operation of facilities housing both men and women is of growing concern as jurisdictions seek to address the housing and program needs of the women offender population.

CORRECTIONAL INDUSTRIES

Correctional industries administrators are expected to provide meaningful work for an increasing number of inmates, often more workers than are needed. Also mandated to be profitable, or at least self-sustaining, most industries programs are struggling with conflicting goals. These competing pressures on correctional industries managers should be examined and addressed.

Recommendations by participants follow.

- * Evaluate the primary goals and objectives of industries programs and establish appropriate and realistic expectations. Attention should be given to the often-conflicting expectations concerning inmate idleness and industries profitability.

- * Development of industries staff skills in areas related to costing/pricing, marketing and sales, and staff and inmate worker supervision should be a continuing objective of NIC.
- * Facilitate the development and implementation of Training, industries, and Education (TIE) programs for inmates.
- * Establish a corrections industries clearinghouse to explore unique and innovative programs.
- * Explore the development of a partnership between public and private sector industries to secure increased private sector involvement.

SPECIAL NEEDS INMATES

The proportion of inmates having special care or custody needs is increasing. Many prisons do not provide programs to adequately meet the needs of the mentally retarded, learning disabled, mentally ill, sex offender, geriatric, and other inmates with special needs. Increasingly, the inadequacy of generic treatment programs in addressing special needs is being recognized. Specialized staff and facilities, cost containment, disruption of the “normal” population, and community expectations and protection are among the issues that should be addressed.

Hearing participants presented the following needs and concerns.

- * An understanding of behavior related to drug-induced brain damage is necessary, not only because of the increasing numbers of such inmates, but, because of the probable, future impact on society (and the correctional system) of prenatal brain damage caused by parental drug abuse. As a consequence of this phenomenon, it is postulated that corrections departments may encounter a “new generation” assaultive/aggressive offender for whom current control or treatment modalities are inappropriate and ineffective.
- * The institutional population is aging, with significant numbers of inmates serving life without parole sentences. Special services, programs, and facilities that may be required in managing the older inmate should be explored. Program efforts should include coping skills for those with long sentences or without hope of parole and options that prevent premature debilitation.

- * Access by disabled inmates to programs was identified as an emerging issue. Although physical access within institutions is often addressed, parity of programs with those for able inmates is not always provided.
- * Development of a comprehensive approach to inmates with AIDS-related illnesses that provides a continuation of services in the community, hospice services, and consideration of the issues related to “compassionate legislation” is necessary. With the aging of the population, long sentences, and AIDS, a program is needed that addresses dying and death in prison
- * Strategies are needed for addressing communicable diseases, which are increasing in number, variety, and complexity.
- * Because of the changing inmate profile, better methods of behavior prediction, behavioral descriptions, and training are needed to prepare staff to deal with unfamiliar needs, personalities, and behavioral types.
- * Examination of the program needs of the mentally ill, emotionally disturbed, developmentally disabled, and drug-damaged offenders is a concern. Services to these inmates consume a disproportionate share of resources, and the services typically available are neither adequate nor appropriate to the need. Because of their disruptive conduct, the mentally ill are often inappropriately housed in a segregated setting that exacerbates the disruptive conduct and worsens their mental or emotional condition.
- * The use of specialized, program-based housing in meeting the specific needs of special needs inmates could be explored, including its efficacy as a treatment tool and its feasibility in crowded prison systems.
- * Development of methodology and/or instruments through which special needs inmates can be more readily identified is becoming increasingly important.
- * Strategies should be developed for working with inmates who may have a dual diagnosis and/or multiple needs and disabilities.
- * Identify treatment programs that have been found, through formal evaluation, to be successful with target groups of offenders.

INMATE PROGRAMS

It has become increasingly difficult to provide adequate programs for inmates. Prison populations have risen sharply, but program resources have not increased commensurately. Although the different needs of women offenders and special populations are recognized in many jurisdictions, often little more than “basic” programs for the “normal” population are being provided. Prison officials struggle to meet the many, often-conflicting needs presented with the resources and expertise they have.

Hearing participants made the following comments and suggestions.

- * Only a small percentage of inmates identified by correctional systems as having significant substance abuse histories receive any form of treatment services. Technical assistance was specifically requested to expand drug treatment programs, acquire needed training, and coordinate agencies’ involvement in drug intervention efforts.
- * The typical inmate is described as being poor, unskilled, unemployed or underemployed, and educationally deficient. It was suggested that NIC continue to provide technical assistance to states to improve literacy, ABE/GED, bi-lingual education, social education, and pre-release programs. It was also suggested that a study be conducted concerning the impact and value of post-secondary education.
- * Correctional programming for long-term inmates has commanded attention since new sentencing laws have resulted in the confinement of large numbers of such inmates. The development and implementation of innovative programs to meet the motivational, social, academic, vocational, recreational, and work assignment needs of long-term inmates should be explored.
- * To provide inmates with reasonable and equitable opportunities to pursue individual religious beliefs and practices, assistance is needed in establishing non-intrusive guidelines that would permit free worship while preventing disruptive inmates from using “religious” activity as a front for illicit activities e.g., gang activity.
- * Greater attention should be given to the development of community linkages that will provide effective transitional programming.

PRISON SECURITY

As the crowding of correctional institutions increases, corrections officials are experiencing greater difficulty in maintaining a secure, safe, and productive environment for staff and inmates. Prison gangs and disruptive groups continue to present a major problem. Officials are becoming increasingly aware of the potential threats to institution security posed by disruptive groups outside the institution as well as those within.

Participants at the Advisory Board hearing made the following recommendations.

- * Continue technical assistance and training in the area of emergency preparedness and response systems.
- * NIC should establish a clearinghouse that provides information on effective disturbance control models.
- * Explore the issue of inmate gangs' use of religious groups to mask their illicit and - disruptive activity.
- * Information and strategies associated with the penetration of security from outside the perimeter should be provided.
- * Develop staff training in hostage negotiation that relates to the correctional setting.
- * Facilitate the sharing of information and provide training regarding issues related to a continuum of the use of force.
- * Provide technical assistance, training, and clearinghouse services in the area of disturbance control.

DEATH ROW MANAGEMENT

The increasing number of inmates under sentence of death presents unique management concerns for correctional administrators. Meeting the social, emotional, physical, and spiritual needs of condemned inmates while attending to the safety,

security, and orderly operation of the institution is difficult. Recognizing and addressing the emotional needs of staff assigned to work with the condemned and meeting the needs of inmates' families, the media, and fellow inmates creates additional pressures for the corrections manager.

Particular issues raised by participants pertaining to death row management follow.

- ★ Examine issues related to stress and trauma experienced by individuals closely associated with an execution (i.e., prison staff, the inmate's family, other inmates, and witnesses).
- * Consider the impact on staff who participate in an execution, recognizing that all staff have feelings about capital punishment and some may not personally support it.
- * Study the various management considerations and procedures important in carrying out executions.
- * Conduct a study of the legal issues related to the management of death row and carrying out executions.
- * Identify issues and strategies that are important in the management of inmate/family relationships, including contact while the inmate is on death row and immediately preceding the execution.
- * Develop a training curriculum for staff who work on deathrow or will participate in an execution. The training should be ongoing, and consider pre- and post-execution issues and involvements. Such training should include post-execution analysis and a stress/trauma program.
- * Develop and disseminate a video tape based on real experiences of staff and witnesses who were participants in an execution.
- * Establish selection and orientation guidelines and management strategies for working with witnesses of executions.

STRESS AND PRE- / POST TRAUMA PROGRAMS

The potential for corrections personnel to face violence and other traumatic experiences is very real. When staff are exposed to events that are traumatic and/or life threatening, they may experience immediate and inevitable psychological consequences. While the short-term psychological results of trauma cannot be prevented, effective pre-/post-trauma programs may prevent long-term, debilitating symptoms.

It was suggested that NIC expand its current efforts in this area to include assistance in the following areas.

- * Special emphasis should be given to post-traumatic stress related to critical incidents such as an execution, riot, hostage situation, staff or inmate homicide, including assistance in developing strategies for addressing the needs of staff who have experienced traumatic incidents.
- * Legal issues related to liability for on-the-job stress.
- * Complete the stress survey instrument developed for a Special Issues Seminar and make it available to all departments of corrections.
- * Increase the number of Chronic and Traumatic Stress seminars offered.
- * Explore the issue of stress and its relationship to staff turnover.

CORRECTIONAL ENVIRONMENT

Significant attention was given to issues related to the environment in which inmates live and employees spend many of their waking hours. These had to do with both the physical environment and the social/relational climate of the institution, specifically regarding the creation of a non-hostile environment. Recommendations follow.

- * Employees need more information about their rights and the resources available to them in countering various types of harassment. Training for supervisors to help them address harassment needs to be provided.

Institutional staff and administrators need assistance in developing a multi-cultural environment that allows differences to exist without discrimination or harassment.

- * Training and assistance are needed in institutions in developing cultural and gender sensitivity that recognizes differences without ascribing a positive or negative value. Such sensitivity might lead to prohibitions of sexually or culturally offensive displays such as nudity and pornography, or embarrassing, suggestive, or inflammatory cartoons/caricatures.
- ★ Experienced staff must accept responsibility for integration of new employees who are members of under-represented groups. It is not appropriate to place the full responsibility on the new worker for assimilation into the workplace, nor should the new worker have to make all of the accommodations of values, sensitivities, etc.
- * Physical conditions of institutions should be viewed from the perspective of humaneness and efforts should be made to provide humane conditions.
- * Attention should be given to management of institutions in an environmentally sound manner.

DESIGN AND CONSTRUCTION

As the number of persons incarcerated grows, the renovation of existing facilities and the design and construction of new facilities become an increasingly important and costly responsibility of correctional administrators. Adding to the dimension and complexity of the issue is the bewildering array of materials and technologies from which to choose. Managing a multi-million dollar building program requires an enhanced level of sophistication and expertise.

To that end, practitioners suggested that NIC might be of assistance in the following areas.

- * Training is needed for program staff and correctional administrators to make them more aware of the issues in design and construction of new facilities. Staff need to be trained in asking the right questions at the right time (i.e. what are the critical points and/or phases in a project and when should change orders be used?)

- * Audit systems should be in place during construction. NIC can be helpful **in** the provision of examples and models that state systems could use.
- * Modular units are relatively new, and there may be problems with them in the future. A thorough (non-vendor) discussion of the advantages and disadvantages of modular units, including their repair and replacement costs over time, would be helpful.
- * More information needs to be generated about the life expectancy and anticipated problems with fast-track prison construction.
- * Computation of the real cost of construction as a solution to the crime problem is an issue to be addressed. The costs of staffing, operating, and maintaining these new facilities (or renovations) need to be factored in. Special examination needs to be directed to the modular, fast-track institutions that often experience inordinately high up-keep costs. How practitioners can best estimate these “real” costs and what strategies are effective in presenting those costs to legislators and the public would be useful.
- * Preventative maintenance and the life-cycle cost of equipment and physical plants are critically important areas that have often been neglected. Models and systems could be developed or good programs already in use could be made available. Development of model software programs might be helpful.
- * There is a need to gather and disseminate information concerning materials that can stand the test of time and to develop basic standards and criteria for materials for use in correctional facilities. New building and maintenance technologies should be inventoried and rated and information disseminated.
- * It would be helpful to have a check list of critical factors, timetables, and other relevant data for managers to use as they work with architects and engineers on construction / renovation projects.
- * A focus area could be the development of administrative strategies/responses to deal with ‘less expensive’ alternatives to sound construction offered by vendors to legislators.
- * The development of a guide or manual that provides opportunity to share experiences, both successes and failures, would be helpful. Information covered could include discussion of materials used in construction/renovation and descriptions of prototypes.

- * The successful management of renovation projects is an area where guidance could be provided.
- * Information and strategies should be developed concerning the management of departments/facilities in an ecologically sound manner.
- * As unlikely as it may seem right now, down-sizing of departments of correction maybe an issue in the future. This should be considered as new facilities are being designed.

PRISON ARCHITECTURAL DESIGN

With the current and projected increase in the prison population, correctional administrators are planning and constructing new prisons or making major renovations, conversions, or additions to existing prison facilities at an unprecedented rate. Prison construction should be designed to meet the needs of the proposed population.

Hearing participants noted the following.

- * There is a need for proto-typical designs for prisons for states to use in planning new correctional facilities.
- * Program needs should be a major factor in designing correctional facilities. Assistance is needed in designing prisons which accommodate educationa&ocational programs and correctional industries, as well as programs designed for the special needs population.
- * Assistance was requested in establishing a process for site selection.
- * Assistance is needed to understand design issues for facilities which will house women offenders.

CLASSIFICATION

Many correctional agencies have implemented objective classification as a basis for making critical management and public safety decisions. However, in accommodating crowding, political pressures, increasing numbers of special needs inmates, and other

concerns, classification systems may have become less capable of addressing the specific needs of inmates and most efficiently using resources.

Participants suggested that NIC continue to support classification efforts thusly.

- * Provide support in the implementation and evaluation of objective classification systems through technical assistance.
- * Support research and provide assistance in refining classification instruments so that they are more discriminating in identifying inmates, especially those with special needs.
- * Expand classification to include greater use of inmate profile systems in identifying hard-core and violent offenders as well as those best suited for community-based programs.
- * Participate in the development of a classification system that considers the profile and needs of the women offender and reflects custody and security considerations of that group.

OLDER / GERIATRIC INMATES

Due to an increase in the number of elderly prisoners, correctional administrators are confronted with providing expensive, specialized care and a broader range of programs. Prison operations are impacted as the need for surveillance to avoid victimization grows, increased availability of health care services is demanded, a more sedentary type of leisure time activity is needed, and physical access to service and program areas becomes more critical.

Issues raised by participants pertaining to the care and custody of the older/geriatric inmate included:

- * Assistance in determining the functional levels of older prisoners.
- * Establish programming for older prisoners including education; job/work assignments; programs to meet social, psychological and physical needs; and, release planning.

- * Hospice models should be explored for applicability in meeting the needs of correctional systems in providing care and supervision of elderly prisoners.
- * Assistance in addressing issues of death and dying is needed.

HEALTHCARE

While the courts have established inmates' rights to adequate medical care, many prison systems have had difficulty in providing and maintaining a continuity of health care service because of limited resources and an increase in demands on the corrections system.

In the area of correctional health care, practitioners made the following recommendations.

- * Conduct a study of the impact on prison health care systems of AIDS patients and issues related to inmates who have babies with AIDS.
- * Conduct a study of the impact of the geriatric inmate population on the correctional health care system to include hospice models that provide intermediate and skilled nursing to meet physical, psychological, and social needs.
- * Provide training for professional corrections health care providers.
- * Address issues relative to establishing a basic level of medical care in correctional systems.

BOOT CAMPS

To interrupt criminal activities and provide an alternative to traditional and crowded prisons, some states have endorsed the use of intensive correctional custody with a military-style orientation, sometimes referred to as "shock incarceration" or "boot camps".

Practitioners at the hearing stressed the need for NIC to address these issues.

- * Research and evaluate the impact of boot camps on prison crowding, prison costs, and/or recidivism.
- ★ Provide technical assistance in the development of offender follow-up and support services.
- * Provide clearinghouse services.

VOLUNTEER PROGRAMS

Volunteers are being recruited in most corrections systems for various types of activities in the correctional setting. When properly oriented a volunteer can be a valuable addition within the prison environment.

Issues raised pertaining to this area include.

- * Different programs should be explored, including those that involve tutors, interns, and retirees.
- * Explore methods of recruiting and using volunteers from colleges as interns in prison operations and programs.
- ★ Develop strategies that more effectively link connections with the community and enlist the services of volunteers.
- * Explore ways in which correctional departments can provide services to the community.

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San Francisco, California
Correctional Administration

Friday, June 1, 1990

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