

A REVIEW OF THE JAIL FUNCTION WITHIN
STATE UNIFIED CORRECTIONS SYSTEMS

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INTRODUCTION

The organizational structures of state correctional systems in the U.S. are very diverse. Every possible variation exists in terms of the degree of centralization and decentralization among the 50 states. In every state, a state department of corrections (DOC) has jurisdiction over all state prisons. Other corrections functions such as probation, parole, and community corrections facilities such as halfway houses, are also under DOC jurisdiction in some states. However, in others, these services may be operated by a separate agency, or overseen by the courts, or coordinated at the county level. In all but six states, jails are county operations, run at the local level by a sheriff's office or a county corrections agency or, in some places, under contract by a private firm.

This document describes the provision of jail services in the six states that have integrated state-level prison and jail systems. This type of correctional system is often described as a "state unified system." The six unified correctional systems include:

- The Alaska Department of Corrections;
- The Connecticut Department of Correction;
- The Delaware Department of Correction;
- The Hawaii Department of Public Safety;
- The Rhode Island Department of Corrections; and
- The Vermont Department of Corrections.

This report is the first study focused specifically on the jail function in state unified systems. It is based on information obtained from these six correctional agencies through: 1) DOC administrators' responses to a written survey, and 2) in-person and phone interviews with the person in each unified agency who has responsibility for managing the jail function within the state.

Part 1 of this document examines commonalities and differences in the ways the state unified correctional systems operate. A brief profile of each state's corrections system and the jail function within the system is presented in Part 2.

PART 1: OPERATION OF STATE UNIFIED CORRECTIONAL SYSTEMS

Department of Corrections' Roles in Unified Systems

In four of the six states with unified corrections systems, the DOC is a cabinet-level agency whose director or commissioner is appointed by the governor. In Hawaii, the Department of Public Safety encompasses both corrections and law enforcement. Vermont's Department of Corrections is under the Agency of Human Services.

Table 1, below, shows the corrections functions that are directly administered by the state corrections agencies in the six states with unified systems. As Table 1 makes clear, DOCs in all the states except Connecticut coordinate probation and parole services as well as prisons and jails.

The Connecticut DOC's structure is somewhat different, as probation is under the courts system, and parole, until recently operated by the DOC, is now coordinated by a separate agency. Only in Connecticut does the DOC have any responsibility for juvenile offenders who have not been waived into the adult system; the DOC in that state shares oversight of juveniles with the Judicial Department and the Department of Children, Youth, and Families.

Table 1: Correctional Functions Managed by the DOC in States with Unified Corrections Systems

	Jails	Prisons	Parole	Probation	Juvenile Corrections ¹
Alaska	4	4	4	4	
Connecticut	4	4			4
Delaware	4	4	4	4	
Hawaii	4	4			
Rhode Island	4	4	4	4	
Vermont	4	4	4	4	

¹ This column refers to juveniles who have not been waived into courts as adults.

Table 2: Correctional Facilities and Inmate Populations in State Unified Systems

	Number of State--Operated Correctional Facilities	Number of Facilities Housing Pretrial Detainees	Total Inmate Population, Dec. 31, 1996	Total Admissions, 1996
Alaska	12	9	3,228	30,131
Connecticut	20	6	14,996	26,800
Delaware	6	4	5,083	17,738
Hawaii	8	5	4,011	8,257
Rhode Island	6	1 ¹	3,249	14,856
Vermont	7	4	1,306 ²	(Not available)

¹ Female pretrial detainees are housed in a separate housing unit at the women's facility.

² Fiscal year average.

Origins of State Unified Systems

The six states with unified corrections systems can be divided into two groups: four are small states located in New England, and two are states outside the continental United States. Two of these states (Alaska and Hawaii) cover large expanses of territory, while the other four are relatively small in size. Although all six have small populations, they are not the six states with the lowest populations in the country.

A variety of reasons prompted legislatures in these states to organize their corrections systems as a unified structure:

- Rhode Island, the first to establish a unified system, abolished its county--level approach in 1956 as a means to save money by centralizing many aspects of corrections.
- Alaska's unified system evolved naturally when Alaska became a state in 1959. Previously territorial correctional facilities became state jails or prisons.
- Vermont moved to a unified system in the mid--1970s, in part to eliminate unneeded bureaucracies.
- Connecticut made the change in 1967 to achieve more efficiency in corrections and to encourage professionalism.
- Hawaii's decision in the late '70s was prompted by a belief that a unified system would facilitate its treatment and rehabilitation philosophy.

- Delaware's jails have always been operated at the state level; originally, the Health and Social Services Division ran jails. When the Department of Corrections became a separate agency in 1969, jails were transferred to its jurisdiction.

Inmate Populations

Table 2, page 4, shows the number of correctional facilities in each state and the number of these facilities that house pretrial detainees. As Table 2 makes clear, the inmate populations of correctional facilities in these states—including both pretrial detainees and sentenced inmates—are relatively small. Connecticut has the largest population of incarcerated individuals; it also has the largest citizen population among these states. Vermont's confined population is the smallest, in part because of its philosophy of advocating incarceration of only the most serious, especially violent, offenders.

The Jail Function

All six of the unified systems house the following categories of detainees/offenders in state correctional facilities:

- Post--arraignment, pretrial detainees;
- Sentenced offenders with “jail sentences,” however these are defined by the state; and
- Sentenced offenders with “prison sentences,” however these are defined by the state.

In addition, Alaska houses U.S. Immigration and Naturalization Service (INS) detainees and non--criminal protective holds in state correctional facilities. Vermont also holds Federal detainees and U.S. Bureau of Prisons pre--release populations in its jails. Hawaii's jails also hold sentenced felons who are on community service or work furlough programs. These are inmates who are on minimum or community custody and have been moved to these facilities during the last 24 months of their sentence or tentative parole date.

Facilities for pretrial detainees. The Rhode Island and Connecticut DOCs house pretrial detainees in separate facilities from sentenced offenders. Rhode Island's single jail facility, the Intake Service Center, houses all pre--trial detainees and functions as the central intake point for the system.

The Vermont DOC houses pretrial and sentenced populations together. The other three DOCs (in Alaska, Delaware, and Hawaii) house pretrial detainees in the same facilities as sentenced inmates, but in separate units.

Table 3: Distinctions Between Jail and Prison Populations

	Intake Processing		Classification		Institutional Programming		Community--Based Programs	
	Same	Distinct	Same	Distinct	Same	Distinct	Same	Distinct
Alaska	4			4	4 ¹			4 ²
Connecticut	4		4		4		4	
Delaware	4		4		4		4	
Hawaii		4		4		4		4
Rhode Island	4		4			4		4
Vermont	4			4		4 ³	4	

¹ Institutional programming is the same for jail and prison populations except that long--term employment and treatment are reserved for sentenced inmates.

² Community--based programming is based on legal status and classification.

³ Offenders with longer sentences have a larger selection of programs because of longer time to serve.

Responsibility for pre-arraignment arrestees. Responsibility for housing pre-arraignment inmates varies among and within these states. For example, arrestees are held in several different types of facilities in Connecticut. In some parts of the state, they are held prior to arraignment in county lock-ups run by police departments or sheriffs and are transferred to DOC facilities within 48 hours. In other regions, arrestees are taken directly to a state-run facility. In Delaware and Vermont, arrestees are taken immediately to state-run facilities. Rhode Island's Intake Service Center houses arrestees prior to arraignment.

Because of geographical factors, arrestees in Alaska and Hawaii are often held prior to arraignment in local holding cells, from which they are later transferred to state-run facilities.

Distinctions Between Jail and Prison Populations

All six DOCs keep separate data on jail and prison populations, but they define these populations in somewhat different ways:

- The Connecticut and Delaware DOCs distinguish between jail and prison populations in terms of the length of sentence. Sentences of one year or less are considered jail sentences; those over one year are considered prison sentences.
- Vermont's system defines its population in terms of time to serve, which is determined through the classification process, rather than in terms of the original sentence. Offenders whose case plan projects that they may serve one year or less are held in regional correctional facilities, while those expected to serve more than one year are sent to central facilities.
- The Hawaii Department of Public Safety distinguishes between jail and prison populations in terms of the legal status of the offense, that is, on the basis of whether they have been convicted of a misdemeanor (jail) or a felony (prison).
- The Alaska DOC uses both legal status and sentence length, separating offenders in most state-owned and --operated facilities principally on the basis of their legal status but also relying on sentence length in some cases. Custody is determined based on inmate classification and program needs.
- The Rhode Island system, on the other hand, distinguishes simply between “sentenced” and “pretrial” offenders. The DOC has designated a single facility to hold pretrial detainees. Offenders with both short- and long-term sentences are held in the state's five other facilities.

Table 3, page 6, indicates the aspects of their corrections operations in which these states treat jail and prison populations differently. As the table makes clear, Hawaii's DOC tends to make the sharpest distinction between jail and prison populations in terms of its policies, while DOCs in Connecticut and Delaware tend to treat both groups the same in terms of intake processing, classification, and institutional and community-based programs.

“Jail” Facilities

While some of the unified corrections systems clearly specify which of their correctional facilities serve as jails, others have multi--purpose facilities that house pre--arrest, detention, and prison populations:

- The Connecticut DOC has designated six facilities to serve primarily as intake facilities for unsentenced offenders.
- Vermont's jail facilities are called “regional correctional facilities,” while “state correctional facilities” are more like prisons. Each DOC facility has a clearly defined role.
- Delaware's facilities are all multi--purpose facilities. Each houses a mix of populations, but some are more like jails and others more like prisons.
- The Hawaii DOC has five jail facilities, which house pretrial detainees and misdemeanor offenders. In addition, these jails also house sentenced felons who have come from other facilities to serve the last 24 months of their sentences in community service or work furlough programs.
- The Rhode Island DOC has designated a single facility, the Intake Service Center, as the state's only jail facility. It houses pretrial detainees, newly sentenced inmates that are being classified to the sentenced facilities, and all inmates under protective custody.
- In the Alaska DOC, the geography of the state, with its widely dispersed populations, requires many facilities to be multi--use.

Staffing

In all six DOCs, facility staff are assigned to work with both jail and prison populations rather than with one type of offender population. The DOCs in Alaska, Connecticut, and Vermont provide specific staff training on the jail function.

Advantages and Limitations of State Unified Corrections Systems

Advantages. In interviews with DOC administrators in the states with unified systems, administrators cited the following advantages of unified corrections systems over county jail systems:

- Corrections administrators can directly influence decisions made by state legislatures. While county jail administrators tend to be completely dependent on decisions made at the state level, in a unified system there is no “dumping” on the local level.
- Resources can be evenly distributed throughout the state. In most states, some jurisdictions are wealthier than others, which influences the extent of resources available for local cor-

rections services. A unified corrections system relies on direct funding from the state and allocates funds appropriately to counties or other jurisdictions around the state.

- Economies of scale are possible. Cost savings result from centralizing many functions, programs, and purchases.
- Leadership flows from the governor to the commissioner of corrections, creating consistency. All branches of government can work together.
- State oversight provides better quality control and improves public safety. In contrast, some county jails are well run; others are not.
- There is increased professionalism because those in a unified system are not elected.
- Needs can be examined system--wide by judges, the legislature, and the governor.

Limitations. Administrators in the unified systems identified the following as ways in which unified corrections structures may be less effective than county jail systems:

- Counties can sometimes make things happen more quickly. In state systems, practices sometimes get entrenched and there may be less flexibility.
- Even with state--level administration, it is important—and sometimes difficult—to respond to the needs of the communities in which jails are located.
- All jail resources must come from the state; there is no support from local revenues.
- State systems sometimes suffer from in--breeding, or a lack of new leadership, within the corrections agency.

PART 2: PROFILES OF STATE UNIFIED CORRECTIONS SYSTEMS

ALASKA DEPARTMENT OF CORRECTIONS

Background and Agency Organization

When Alaska became a state in 1959, the territorial correctional facilities became jails or prisons operated under the state system. Some small outlying facilities, originally known as local territorial jails, joined the state system a few years later.

The state's corrections system is very mixed, in part because the geography of Alaska requires many facilities to be multi-use. Jail and prison functions are combined, with little organizational distinction between them. The Division of Institutions supervises both jails and prisons.

There is little support for corrections from local revenues. Much of Alaska remains a wilderness and most of its lands generate few taxes. As state oil revenues surged in the 1970s, the state assumed or expanded its responsibilities to encompass many functions historically funded by local governments. The correctional system, inherited from the federal government at statehood in 1959, expanded substantially during the oil boom, but there has been little expansion since oil prices plateaued in the late 1980s.

There are 12 state-run facilities, a small state prison farm, and 15 jails run under contracts with outlying municipalities and boroughs. In 1995, as a result of recommendations of a governor's task force on community jails, responsibility for the jails was transferred from the Department of Public Safety to the Department of Corrections. The jails provide correctional services in the more remote locations of the state. The DOC has been working in partnership with the facilities in the transition between the department and provision of services through contract.

Alaska also contracts for 250 private beds in Arizona and, because the state did not originally have a maximum-security facility, it also contracts for 40 beds in the Federal Prison System. Ten other individuals are being held around the U.S., most through the Interstate Compact.

The Jail Function

State correctional facilities house the following:

- Pre-arraignment detainees;

- Post--arraignment, pretrial detainees;
- Sentenced offenders with both short and long sentences; and
- INS detainees and non--criminal protective holds.

In some cases, these diverse populations are housed in separate units within the same facilities.

Persons arrested for or found guilty of violations of city or borough ordinances are sometimes held in state facilities. State facilities also hold those being processed for revocation of parole or probation and those being held pending trial on federal charges.

Jail and prison inmates are treated the same in terms of intake processing and institutional programming. The exception is that sentenced inmates have different opportunities for long--term employment and treatment programs.

Alaska jail and prison inmates are treated differently in their classification and in opportunities for community programs:

- Differences in classification are based on legal status and time remaining until release or discharge, which are factored into the inmate's overall classification.
- Jail and prison inmates have different opportunities for community--based programming based on their legal status and classification.

Unique Characteristics of the Alaska System

- The system's most significant characteristic is the geographic isolation of facilities within the state. Great expanses and the absence of road systems present some special challenges to the management of the Alaska correctional system.
- Although the state is geographically large, its population is small, which contributes to close communication between agencies and departments.
- The DOC is looking forward to working with NIC and the Office of Justice Programs in developing a plan for a comprehensive criminal justice system.

Contact for additional information: Elizabeth Robson, Assistant Director, Alaska Department of Corrections; (907) 269--7407.

CONNECTICUT DEPARTMENT OF CORRECTION

Background and Agency Organization

The state adopted a unified corrections system in 1967. Prior to that, sheriffs had always had responsibility for transportation and court supervision but had not run jails. The change was made to achieve more efficiency in corrections and to encourage professionalism. Two years ago parole supervision was separated from the DOC.

The Commissioner of Correction is a cabinet-level appointee by the governor. The Deputy Commissioner for Operations is responsible for all 20 DOC facilities, as well as for community services, fiscal management, engineering services, and food services for the agency.

State facilities hold offenders with short and long sentences and persons being processed for revocation of parole or probation. They sometimes hold those arrested for violations of local ordinances, those found guilty of local ordinances, and those being held pending trial on federal charges.

The Jail Function

The state system includes 20 state-operated correctional facilities, six of which house pretrial detainees. The Connecticut DOC houses pretrial detainees in separate facilities from sentenced offenders and also in the same facilities with sentenced offenders, but in separate units.

Arrestees are held in several different types of facilities in Connecticut. In some parts of the state, they are held prior to arraignment in county lock-ups run by police departments or sheriffs. They are transferred to a DOC intake facility within 48 hours.

Jail and prison inmates are treated the same in terms of intake processing, classification, and institutional and community-based programming.

Community services emphasize providing support services for offenders throughout the system, including after discharge. Halfway houses currently hold about 600 offenders, and another 1,200 offenders are under transitional supervision. These are offenders whose maximum sentence was less than two years; after they serve 50 percent of the prison sentence, they are placed in transitional supervision in the community. While in the community, they receive programs provided under contract with the DOC, including counseling, job placement, and vocational training.

Unique Characteristics of the Connecticut System

- The Connecticut DOC is best known for its program addressing gangs. The program evolved as a result of violence and rioting in the early 1990s. The department solved the problem with its innovative program, which has won a national award and has served as a model for gang programs in about 25 other states.
- The DOC is currently restructuring community service through a Community Treatment and Enforcement Unit. Patrol officers will be responsible for enforcing curfews, ensuring that offenders are where they are supposed to be.
- The Department of Correction also has a reputation within the state for efficient operations. In the past two years, the agency has returned \$107 million to the state.

Contact for additional information: Peter Matos, Deputy Commissioner, Connecticut Department of Correction; (860) 692--7486.

DELAWARE DEPARTMENT OF CORRECTION

Background and Agency Organization

All corrections functions were transferred from Delaware's Health and Social Services Division to a new Department of Correction in 1969–70. One reason behind Delaware's adoption of a unified state corrections system is that there are only three counties in the state.

The DOC defines inmate populations based on length of stay. The jail population consists of those with sentences of one year or less; the prison population consists of inmates sentenced to more than one year.

The Chief of the Prisons Bureau administers Delaware's jails. Other responsibilities include prisons, courts and transportation, prison industries, education, classification, and a reception and diagnostic unit.

The Jail Function

State--operated multipurpose facilities house all populations, including pre--arrest and pretrial detainees, as well as those sentenced to one year or less and to more than one year. These populations are housed in separate units within the same facilities.

State inmate populations include parole and probation violators and sometimes those awaiting trial on federal charges. All six state facilities have a mix of populations, but some are more like jails and others more like prisons. The Multipurpose Criminal Justice Facility, for example, holds offenders from the Wilmington area. It has the smallest proportion of prison inmates and the largest detention population, while the Delaware Correctional Institution has the highest percentage of those with prison sentences. The Women's Correctional Institution holds all female detainees and sentenced inmates.

Jail and prison inmates are processed differently or have different program opportunities in the following areas:

- Intake processing;
- Classification;
- Institutional programming; and
- Community--based programming.

Those serving jail time in Delaware contributed a total of 160,000 hours to community services projects during FY97, equal to approximately \$800,000 worth of services. The DOC wants to expand the community service program. As offenders' time in jails is not long enough to provide programs, the department's philosophy is to make the jail experience rather harsh to discourage further offenses and to create opportunities for offenders to contribute to the community.

Unique Characteristics of the Delaware System

- The Delaware corrections system is known for its drug treatment programs, which use a therapeutic community model, not only within institutions but also in community corrections settings. The DOC's treatment program emphasizes a continuum of care approach from incarceration through community corrections through aftercare.
- Delaware passed a truth-in-sentencing statute requiring offenders to serve 90 percent of their sentences in prison. One result was the abolition of parole release, which had the unexpected effect of involving the parole board in hearing pleas for sentence modifications. This has enabled the DOC to release someone who is benefitting from treatment to the community where treatment can be continued.
- The Delaware DOC is adept at using data to influence policy decisions. For example, by showing that over the past 11 years, there has been an average increase of 250 offenders a year, the DOC has encouraged legislators to examine the consequences of decisions that result in higher rates of incarceration.

Contact for additional information: Paul Howard, Chief, Bureau of Prisons, Delaware Department of Correction; (302) 739--5601.

HAWAII DEPARTMENT OF PUBLIC SAFETY

Background and Agency Administration

Hawaii had county jails until 1978-'79. The change to a unified corrections system was prompted by recommendations in a Master Plan for Hawaii Corrections that was developed by an ad hoc state committee and external consultants. At that time, the terms "rehabilitation," "diversion," and "community corrections" were most often used to describe the purposes of corrections in the state. A unified system was recommended as the best way to pursue these goals.

The fact that Hawaii consists of several islands has a significant effect on transportation of offenders. As each county has its own circuit court, it is sometimes necessary to fly offenders from the main facility at Oahu to be sentenced and then to fly them again to wherever they will serve their sentences. Some islands have police holding cells that hold offenders prior to arraignment, which also results in having to transport offenders.

A unified system is seen as especially appropriate in Hawaii because it eliminates potential inequities. The state is still developing its corrections system, and a statewide system evens out the resources available throughout the state. The Administrator of the DOC's Institutions Division is in charge of jails and all other correctional facilities.

The Jail Function

Hawaii distinguishes between inmate populations on the basis of legal status. Those with misdemeanor sentences are considered jail inmates, and offenders with felony sentences are considered prison inmates.

The following categories of offenders may be housed in state correctional facilities:

- Pre--arraignment detainees, although they are sometimes housed temporarily in local holding cells;
- Post--arraignment, pretrial detainees; and
- Sentenced offenders, with both long and short sentences.

State facilities hold probation and parole violators as well as those pending trial on federal charges.

Pretrial detainees and offenders with jail sentences are housed in separate units within the same correctional centers. A separate facility, the Women's Community Correctional Center, holds women misdemeanor and felony offenders and pre--trial detainees. The Halawa Correctional Fa-

cility is the primary facility for male sentenced felons. The state's five jail facilities also house sentenced felons who have come from other facilities to serve community service or work furlough programs. These felons must be minimum or community custody and in the last 24 months of their sentences or prior to their tentative parole dates. Those in work furlough are under the jurisdiction of the Paroling Authority.

In Hawaii, jail and prison inmates receive different treatment or have different program opportunities in the following areas:

- Intake processing;
- Classification;
- Institutional programming; and
- Community--based programming.

Unique Characteristics of the Hawaii System

- The inmate population in Hawaii is spiraling out of control. Correctional facilities in the state were designed to hold a maximum of 2,200 but are actually holding close to 4,000. Because of crowded conditions, many inmates are being transferred to Texas, which has come to be jokingly referred to as Hawaii's "second largest facility." Most offenders sent to Texas facilities have been convicted of nonviolent offenses; 64 females are also being held in Texas.
- Crowded conditions are making it difficult to implement the state's correctional philosophy, which emphasizes treatment. The new director, who was previously the prosecutor for the city and county of Honolulu, is reluctant to release anyone who has not received treatment. His emphasis is on education, vocational training, and treatment. The current parole board also is treatment--oriented. The problem is that there is no room to hold these offenders.

Contact for additional information: Clayton Frank, Division Administrator, Hawaii Department of Public Safety; (808) 587--1258.

RHODE ISLAND DEPARTMENT OF CORRECTIONS

Background and Agency Administration

Rhode Island's is the oldest state unified corrections system in the country. The county system was eliminated in 1956 as a cost--saving measure. In its early years, the state correctional system was under the Department of Social and Rehabilitative Services. The Department of Corrections was created as an independent agency in 1972.

A unified system is a practical approach to the management of pretrial detainees and sentenced inmates in the state of Rhode Island, which is geographically smaller than many counties in the U.S. and has a population of just under one million. Its unified system places all offenders under one agency, from the "jail" through probation and parole. There are resulting cost savings in centralizing many purchases as well as other aspects of operations.

Information on individuals and populations is readily available, and intelligence within the unified system is current and easily shared. All facilities within the system share a common management philosophy and policy base.

The Warden of Rhode Island's Intake Service Center is responsible for all jail operations.

The Jail Function

The state's only jail facility is the Intake Service Center, which was built in 1983 as a separate facility for pretrial detainees and newly sentenced inmates who are being classified to the sentenced facilities. In 1991, an addition increased the facility's capacity from 168 to 1,100 beds. The DOC's protective custody inmates are also housed at the Intake Service Center. All other sentenced inmates are housed in one of the department's five other facilities. Within the Intake Facility, pretrial and newly sentenced populations are housed separately.

Rhode Island houses the following categories of detainees/offenders in state facilities:

- Those arrested for violations of local ordinances;
- Those found guilty of local ordinances; and
- Those being processed for revocation of parole or probation.

Those being held pending trial on federal charges sometimes are also housed in state facilities.

Because the state operates a single intake facility, all incoming offenders are handled initially through the same process and all go through the same classification system. The classification system takes the sentence into account when determining custody level and programming.

Jail detainees and prison inmates have different opportunities for institutional and community--based programming.

Unique Characteristics of the Rhode Island System

- Rhode Island is currently considering the privatization of some facility functions, including medical care, food services, and commissary operation. However, there are no plans to privatize any of the facilities as a whole. One privately run facility located in the state houses federal detainees and inmates from jails in Massachusetts.
- At one time, 10 percent of Rhode Island's inmate population was in protective custody, in part because there was no system for determining who belonged in that classification. The revised classification system requires an inmate's appearance before a review board prior to placement in protective custody, which has brought the proportion in protective custody to below 3 percent.

Contact for additional information: Albert Gardner, Warden, Intake Service Center, Rhode Island Department of Corrections; (401) 464--3801; fax (401) 464--1404.

VERMONT DEPARTMENT OF CORRECTIONS

Background and Agency Organization

Vermont's prison system dates from the 18th century; it is the oldest in the country. Until 1975, there were still county jails in the state. The unified system was partly a result of an arrangement the state made with the U.S. Bureau of Prisons to hold 40 of the toughest state inmates under contract. The state rolled everything under one administrative umbrella, in order to both facilitate the state's agreement with the Bureau of Prisons and act on a "Yankee impulse" to eliminate bureaucratic levels. Vermont was small enough that all stakeholders were assembled in a room to make the decision.

The state's corrections facilities house pre-arraignment and pretrial detainees, offenders with both short and long sentences, and federal prisoners either awaiting trial or on pre-release. Pretrial detainees and sentenced inmates are housed together, with assignments based on "time to serve," which is determined by classification.

The Director of Security and Supervision is responsible for all risk control strategies across the state system, serving as the in-department expert on standards of supervision. The director fills this role both for institutions and community supervision services (i.e., parole, probation, and intermediate sanctions) throughout the state.

The Jail Function

Vermont has four regional correctional facilities, essentially jails in that they are the only facilities in which law enforcement may house detainees. There is one regional facility in each quadrant of the state. Three state correctional facilities called "central facilities" function more like prisons. Central facilities are closed facilities in that inmates can only be transferred to them from regional facilities.

Each facility in the state has a clearly defined role. However, facility roles are flexible. With a shift in offender needs or availability of resources, the roles can change. For example, the state recently built a new facility, enabling the DOC to rethink the role of each facility. The new facility was defined as a "central" facility, thus holding offenders with more than one year to serve. Regional facilities, which until recently held those with fewer than two years to serve, will now hold those expected to serve one year or less.

Regional correctional facilities hold pre-arraignment and pretrial detainees. They also hold U.S. Marshals Service prisoners awaiting federal trial or sentencing and Federal Bureau of Prisons inmates being placed on community re-integration.

Jail and prison inmates have different programmatic opportunities because offenders with a longer time to serve have a larger selection of programs. Jails tend to be used for incapacitation of offenders, with the understanding that programming will occur in the field and in the central facilities.

Unique Characteristics of the Vermont System

- Vermont is known for its managed care approach to corrections as well as its emphasis on restorative justice. The DOC focuses on identifying and responding to offenders' criminogenic needs, risk factors, and prognoses. Programs use a cognitive self-change approach designed to change criminal behaviors. Offender typologies are matched to specific interventions and are targeted, for example, for sex offenders, violent offenders, domestic violence, property offenders, and rule violators.
- Like the Delaware corrections agency, the Vermont DOC collects and uses data extensively to influence state policy decisions affecting offenders and the department.

Contact for additional information: Michael O'Malley, Director of Security and Supervision, Vermont Department of Corrections; (802) 241--2383; fax (802) 241--2377.