

**CORRECTIONS INFORMATION SERIES:**

**Correctional**

**Master Planning**

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## I. INTRODUCTION

During the mid-1950's, American businesses increased their reliance on formal, long-range planning systems. Such systems, sometimes referred to as strategic plans or master plans, were developed to enable corporations to efficiently commit and utilize scarce resources for the profitable production of goods and services, or to increase the likelihood of a corporation's survival in a rapidly changing environment. Marvin Bower, director of McKinsey and Company, a worldwide management consulting firm, has identified critical organizational management processes that are incorporated into such formal planning systems:

- establishment of organizational objectives;
- development of strategies for meeting objectives;
- creation of short-range or intermediate goals to move toward meeting objectives;
- formalization of organizational values, beliefs, and attitudes--a corporate philosophy;
- establishment of policies that implement the organization's philosophies;
- structuring the organization's resources;
- identification of necessary personnel, facilities, equipment, and similar resources to meet objectives and methods to secure the resources;
- establishment of standards of performance for the organization;
- creation of information systems to monitor internal and external development and activities affecting organizational performance.<sup>1</sup>

As these planning efforts became an integral part of private sector management, public administrators also began to place increasing importance on long-range planning. Correctional administrators, influenced by these management trends, were also being moved toward strategic planning, or master planning, by other factors which emerged in the 1960's and 70's. Two major factors were the changing federal role in state and local corrections and a new emphasis on reforming correctional facilities and operations.

The influence of the federal government came primarily from the Law Enforcement Assistance Administration (LEAA). LEAA, like many federal programs born in the "Great Society" era, made federal funds available to state and local units of government for specific programs, usually with stipulations, regulations, or conditions established at the federal level. Systems analysis and systems planning were particular emphases of the LEAA program. In fact, LEAA provided financial support for criminal justice planning agencies in every state and established a National Clearinghouse for Criminal Justice Planning and Architecture. Correctional master planning was both encouraged and significantly funded by LEAA. Such planning was often a condition for receiving additional grants for implementation from LEAA.

The other factor, growing pressure for correctional reform, resulted in the use of master plans as vehicles to chart the course for needed change. Pressures for reform were exerted not only from within the correctional agencies by administrators realizing the need for modernizing facilities and improving operations, but also from forces outside the agencies, including:

- increasing court intervention due to litigation involving conditions of confinement;
- public pressure on elected officials to improve corrections; and
- emergencies created by riots and disturbances within prisons.

These trends resulted in at least 34 states undertaking correctional master plans since 1970.

In November 1983 a survey was distributed by the NIC Information Center in order to collect information about state correctional master planning. Forty-four states responded to the survey, with 34 reporting master plans completed since 1970. No definition of the term "master plan" was given to guide the respondents, and, based on the responses, it is apparent that somewhat different approaches are taken to planning that is included under the category "master planning."

The following list identifies areas of ten included in master plans and indicates the number of responding states that addressed each in its plan. The number make clear which elements are nearly universally included, such as inmate population projections, as well as those that depend on the structure and mission of the Department of Corrections, such as planning for juvenile justice:

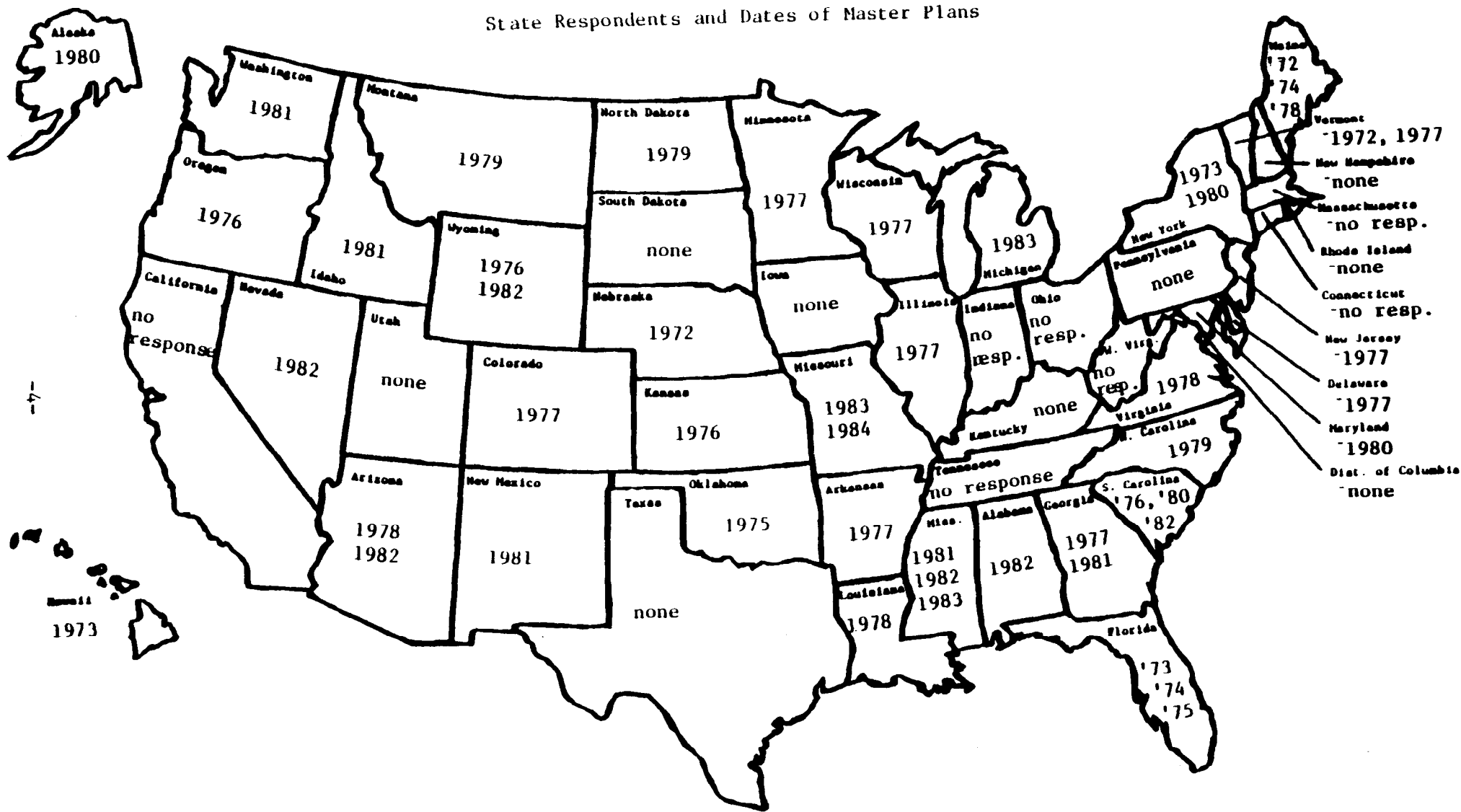
Population projections	33
Administrative structure of DOC	30
Facility design criteria	27
Criteria for offender classification	21
Legislative recommendations	26
Inmate programs	27
Training requirements	25
Interrelationship among prisons and other criminal justice components, as follows:	
jails	21
probation	31
parole	30
juvenile justice	13

Enough common elements exist, however, to make possible a definition: Essentially, master planning is a process of analyzing canprehensively the role of correctional agencies within a state criminal justice system, from that analysis defining specific goals, delineating the resources required to meet those goals, and providing a recommended course of future action.

The information on the following pages was provided by staff members of the 34 state correctional agencies that have completed master plans since 1970. Individual states' responses are not identified, but a list of persons responding to the survey and the year in which each state's last master plan was completed are included in Appendix A. The map on the following page indicates which states responded to the survey, the years in which states completed their most recent master plans, and also indicates which states have not done master plans. Further information about the experiences of states in master planning can be obtained from the contact persons listed in Appendix A.

1983 STATE CORRECTIONAL MASTER PLAN SURVEY:

State Respondents and Dates of Master Plans



## II. SURVEY RESULTS

### Initiating the Master Plan

The impetus for a state to engage in correctional systems master planning can originate from a variety of sources. Plans are precipitated by crisis situations, such as a prison riot, or because of acute pressures created by extreme overcrowding in a prison, as well as in response to a general administrative concern and interest in improved planning.

Responding states indicated the following reasons for having undertaken the master planning process (some states provided more than one reason):

<u>Reason</u>	<u>Number of states responding</u>
Prison overcrowding	12
Need for improved long-range planning in the system	11
Prison riot	4
Legislative request or statute	4
Other (including statutory changes in approach to juvenile offender, impact of a maximum security institution on rest of System planning, anticipated growth)	4
Federal court order	2

Note that more than one-third of respondents (12) mentioned overcrowding as at least one of the factors precipitating their state's plan. In fact, some kind of crisis (including a riot or court order), rather than a general administrative need for planning, was an impetus for the development of the plan in the majority of states.

Most of the pressure to undertake a plan comes from outside the Department of Corrections rather than originating with the internal agency administration. More than half of the respondents indicated that a court order, the governor's office, or the state legislature or state

planning agency was involved in initiating the process. In only 13 of thirty-four responding states was the Department of Corrections alone the initiator of the plan.

### Funding

For the 19 states that provided figures, the average (mean) cost of completing a master plan was \$195,000. Costs ranged from \$50,000 to \$400,000, depending on factors such as the scope of the plan, the geographical location of the state, and the size of the total inmate population. (Although states with smaller systems tended to pay less than \$200,000 for their master plans, size was not a consistent determining factor in the cost of plans.)

Funding sources include both state and federal funds. The most frequent source of funds cited was a special state appropriation (12 states). Seven states indicated that DOC operating funds supported the plan and 6 states cited federal funds. Additional sources cited included NIC, the National Clearinghouse for Criminal Justice Planning Architecture (NCCJPA), and a state crime commission. Several states received support from a combination of sources, such as federal and state appropriations, or special state appropriations along with DOC operating funds.

### Who is Responsible for Developing Master Plans

States utilize both Department of Corrections staff and external consultants in developing their corrections master plans. External consultants are involved in the process more of ten than not, according to survey responses. Twice as many states used only consultants (14) as opposed to the number using only internal staff (7). These results seem to suggest that because of the time-consuming nature of the overall planning process, most state Departments of Corrections cannot afford to release regular staff from their other duties to concentrate solely on developing the plan. However, 13 states indicated that both internal staff and external consultants were involved in preparing their master plans, indicating that internal staff are often included in the process,



especially in gathering and analyzing data that describe the present system.

External consultants chosen to develop, or participate in developing, state master plans have expertise in a variety of fields, including planning, architecture, accounting, and management. Several states used firms offering multi-disciplinary teams with combined expertise in one or more of these fields:

<u>Type of Consultant</u>	<u>Number of states utilizing</u>
Planning/Architectural Team	<b>8</b>
Planning	5
Architectural	4
Other Multi-disciplinary Team	4
Other external groups (Governor-appointed task force, CCJPA, etc.)	4
Accounting	1

Other groups outside the Department of Corrections are represented in the master planning process in nearly every state, often as a part of an advisory committee. Groups represented include legislative oversight committees or staffs, representatives of various state agencies, corrections professionals from both within and outside the state, the state planning agency (LEAA), and technical assistance consultants from national groups such as the Federal Bureau of Prisons and the National Institute of Corrections.

#### Extent of Implementation

A master plan has no utility unless it is implemented, of course. The reasons vary for a plan not being put into effect (see below), but the survey results indicate that a proportion of master planning efforts come to virtually nothing. Of the 34 respondents to the question, "To what extent has your state's master plan been implemented," four indicated that almost none of the proposed recommendations had been put into effect, and one other state indicated that the plan had been implemented "very little." Fewer than one-third of the respondents (11) said that most of the recommendations had been followed; another 13 suggested that

some had been implemented. Answers from the remaining five respondents were difficult to interpret or they suggested that the plan was too new to enable its results to be measured.

Factors cited as limiting the implementation of plans--whether wholly or in part--should be of interest to states currently involved in or anticipating involvement in the planning process. While efforts were made to accomplish those management processes identified by Bower (see page 1), other forces were sometimes at work within the environment of correctional departments which affected the implementation of the master plans:

- ° Shifts in public attitudes and policies. Some of the master plans were developed during the period of public support for offender programming, community-based corrections, and other treatment or rehabilitation-oriented approaches to corrections. Projections based on those attitudes and policies became obsolete with shifts in attitudes and sentencing policies toward more conservative and punitive approaches.
- ° Changes in governmental administration. Unlike the private sector, correctional and other public agencies cannot always maintain continuity of leadership. Frequent changes of correctional administrators or governors result in lack of support or "ownership" of master plans developed in previous administrations and a tendency to redirect correctional departments toward programs more closely identified with new leadership.
- ° Dependence of correctional agencies on legislatures and governors to support plans. Some correctional agencies found, after completing their master plans, that support for the recommended changes was not forthcoming from either governors or legislatures. The agencies did not have enough political power to attract support for implementing plans. The agencies were also competing for limited public resources and could not always secure funding necessary to implement recommendations even when support existed.
- ° Lack of internal agency support for the master plan. For various reasons, adequate internal support for the correctional master plans does not always exist. This is due, at times, to perceptions by correctional personnel of being forced by outside sources or by temporary emergencies to engage in planning, with no genuine support for long-range planning within the agencies.

### Evaluation of State Correctional Master Plans

The survey included three questions designed to obtain additional information about the degree to which master plans have been useful to states beyond their obvious function of charting a course for corrections in a state. Responses to these questions were as follows:

- Is the master plan used to monitor progress in corrections in your state?

Yes: 15

No: 15

- Has the master plan been useful in influencing decisions related to budgeting for corrections in your state?

Yes: 26

No: 8

- Has the master plan been used in responding to court cases?

Yes: 12

No: 19

Obviously, master plans have been especially useful in the legislative budget-setting process, where they provide specific plans and directions to substantiate budget requests. Plans have been important, as well, in keeping track of corrections' progress within a state, but are less often used to back up states' defenses in court cases related to corrections.

Despite the factors that have limited the implementation of master plans, more respondents tended to be positive than negative in their overall evaluations of their state's plan. Of 34 respondents, 22 were either positive or mildly positive in their evaluation of the master plan's usefulness. Negative evaluations were expressed by 10 respondents, and 2 provided comments that were balanced or impossible to categorize as either negative or positive.

### III. CONCLUSION

The survey responses from state correctional personnel in agencies involved in master plans reveal a wide range of planning approaches. Agencies have initiated master plans for different reasons, integrated various components of criminal justice in the correctional master plan, and received the final master planning product with mixed reviews. These differences have led to questions by some as to the efficacy of conducting master plans for correctional agencies. But others argue that strategic or master planning is essential during the current era of record inmate populations and huge capital investments.

Reactions by correctional practitioners to master planning projects during the past decade indicate that master plans should be approached with special attention to three recommendations:

1. Establish a broad base of input and involvement in the master plan.
2. Utilize a multi-disciplinary focus in developing the master plan.
3. Use the master plan as the starting point for a continuing management tool, to be refined and modified in providing organizational direction.

**1. Establish a broad base of input and involvement in the master plan.**

As indicated in several responses, the success of the master plans was restricted by lack of support from key power brokers or by changes of leadership. Expanding participation in the master plan to include the judicial and legislative branches, as well as the correctional agency and other executive branch units, has several advantages. First, that involvement provides a broader base of information from which to assess the role of corrections and anticipate the level of support needed for future change. It also increases the chances of "ownership" in, or identification with, the master plan by a broader base of policy makers. If the master plan is too closely identified with one leader or one administration, support for the plan usually disappears if that administration changes.

2. Utilize a multi-disciplinary focus in developing the master plan.

The master plan should also analyze the organization and project its future through the perspectives of different disciplines. Fred Moyer, past director of the National Clearinghouse for Criminal Justice Planning and Architecture and currently president of Moyer and Associates, Chicago, Illinois, has been involved in 13 master planning projects. Moyer recommends the use of a planning team that reflects the following backgrounds and disciplines :

- Public policy analysis
- Behavior sciences
- Data collection and analysis
- Systems analysis
- Criminal justice planning
- Corrections practitioners
- Architects

Such a team, according to Moyer, provides the balance and experience necessary to complete a comprehensive master plan. But he also points out that in addition to incorporating these disciplines in a single process, the dynamics of the team must be such that one individual discipline does not dominate the others.

Assembling teams to complete master plans has been handled in a variety of ways by states. Seven have used “in-house” agency staff, while 26 states used consultant staff exclusively or in combination with agency staff. Advantages associated with using agency personnel include:

- cost savings;
- greater familiarity with the organization; and
- more internal support for the plan.

But arguments for the use of outside consultants maintain that consultants are:

- neutral and objective regarding the organization and its role in the criminal justice system;
- experienced with master planning projects; and
- able to propose actions or changes too controversial or risky for agency staff or administrators.

### 3. Use of the master plan as a starting point for a continuing management tool.

Alan Kalmanoff, executive director for the Institute for Law and Policy Planning, Oakland, California, has participated in five correctional master plan projects . He warns that correctional agencies should not view a master plan as a one-time product, but part of an ongoing management process. Policy shifts and leadership changes, combined with the fact that projecting the future is not a perfected science, require agencies to recognize that, at any single point in time, all the answers to questions about the future are not available. A planning system must follow the master plan that provides for regular review of the plan to accommodate unanticipated changes inside or outside the organization. Even as increments of the master plan are implemented, the impact of those incremental changes may require fine-tuning of the master plan.

The experiences of correctional administrators with master plans reveal that the projects can be costly, controversial, and sometimes ineffective. For the same reasons businesses began to do long-range planning in the '50s, corrections agencies are finding it necessary to do so now. Facing many of the problems associated with rapid growth in a changing environment, corrections itself has become a big business.

State expenditures for corrections in 1982 were \$6.1 billion, representing a rate of growth double that of other state expenditures. While total state expenditures tripled over the 12-year period from 1970 to 1982, expenditures for corrections (not including capital expenditures) increased six times.<sup>2</sup> As state correctional agencies learn more about master planning and understand better how to avoid its typical pitfalls, the long-range planning process has the potential to help them respond to the problems created by such unprecedented growth.

The National Institute of Corrections can provide support for agencies interested in master planning. State correctional agencies seeking technical assistance should contact:

NIC Prisons Division  
320 First Street, N.W.  
Washington, D.C. 20534  
**(202) 724-8300**

Local jail agencies can request technical assistance from:

NIC Jail Center  
1790 30th Street, Suite 140  
Boulder, Colorado 80301  
**(303) 497-6700**

Probation or parole agencies seeking technical assistance should contact:

NIC Community Corrections Division  
320 First Street, N.W.  
Washington, D.C. **20534**  
**(202) 724-799s**

Additional materials relating to strategic planning, as well as examples of master plans, are available from the NIC Information Center. Appendix B is a list of examples of state master plans available from the NIC Information Center.

APPENDIX A



STATE CORRECTIONAL MASTER PLANS

Survey Respondents and Dates of Master Plans  
NIC Information Center  
January 1984

Alabama (1982)

Roger Littleton, Administrative Analyst  
Alabama Department of Corrections  
501 Adams Avenue  
Montgomery, AL 36130

Alaska (1980)

Kermit Humphries, Community Corrections Planner  
Adult Corrections Agency  
Pouch T  
Juneau, AK 99811

Arizona (1978, 1982)

Susan Hancock, Planning Manager  
Arizona Department of Corrections  
321 W. Indian School  
Phoenix, AZ 85013

Arkansas (1977)

Marcia White, Planning Specialist  
Research, Planning & Management Services  
P. O. Box 8707  
Pine Bluff, AR 71611

Colorado (1977)

Tom Crago, Director of Research  
Colorado Department of Corrections  
Springs Office Park, North Bldg.  
2860 S. Circle Dr., Suite 2200  
Colorado Springs, CO 80906

Delaware (1977)

William Post, Planner  
Delaware Department of Corrections  
80 Monrovia Ave.  
Smyrna, DE 19977

District of Columbia (none)

Mary Oakey, Program Analyst  
District of Columbia Department of Corrections  
1923 Vermont Ave., N.W.  
Washington, DC 20001

Florida (1973, 1974, 1975)

Robert Roesch, Planning Administrator  
Florida Department of Corrections  
1311 Winewood Blvd.  
Tallahassee, FL 32301

Georgia (1977, 1981)

Anita Stewart, Director of Planning  
Offender Rehabilitation, Planning Section  
2 Martin Luther King Sr. Drive  
East Tower, Room 852  
Atlanta, GA 30334

Hawaii (1973)

Kendrick Wong, Executive Director  
Hawaii Intake Service Centers  
2199 Kamehameha Highway  
Honolulu, HI 96819

Idaho (1981)

Al Murphy, Director  
Idaho Department of Corrections  
State House Mail  
Boise, ID 83707

Illinois (1977)

Nola Joyce, Manager  
Planning & Research Unit  
Illinois Department of Corrections  
1301 Concordia Ct.  
Springfield, IL 62702

Iowa (none)

Rick McClintil, Program Planner  
Iowa Department of Corrections  
Suite 250 Jewett Bldg.  
Tenth and Grand  
Des Moines, IA 50309

Kansas (1976)

Carry Kemp, Director of Research & Evaluation  
Kansas Department of Corrections  
700 Jackson St.  
Topeka, KS 66603

Kentucky (none)

Denise Riggs, Principal Planner Corrections Cabinet  
Administrative Services, Planning & Evaluation Branch  
State Office Bldg., Fifth Floor  
Frankfort, KY 40601

Louisiana (1978)

Michael Haley, Assistant to the Secretary  
Louisiana Department of Corrections  
Box 44304  
Baton Rouge, LA 70804

Maine (1972,1974,1978)

Michael Molloy, Director of Correctional Programs  
State of Maine Department of Corrections  
400 State Office Bldg., Station 111  
Augusta, ME 04333

Maryland (1980)

Bruce Stout, Executive Assistant  
Division of Corrections  
6314 Windsor Mill Rd.  
**Baltimore**, MD 21207

Michigan (1983)

Gail Light, Public Information  
Michigan Department of Corrections  
P. O. Box 30003  
Lansing, MI 48909

Minnesota (1977)

Daniel O'Brien, Assistant to the Commissioner  
Minnesota Department of Corrections  
430 Metro Square Bldg.  
St. Paul, MN 55101

Mississippi (1981,1982,1983)

W. Scott Fulton, Director, Systems Development  
Mississippi Department of Corrections  
723 N. President St.  
Jackson, MS 39202

Missouri (1983,1984)

Lee Roy Black, Director  
Missouri Department of Corrections and Human Resources  
2729 Plaza Dr.  
Jefferson City, MO 65101

State Correctional Master Plans  
Page Four

Montana (1979)

Daniel D. Russell, Administrator  
Division of Corrections  
1539 11th Ave.  
Helena, MT 59620

Nebraska (1972)

Dan Crieptrog, Planning Administrator  
Nebraska Department of Corrections  
P. O. Box 94661  
Lincoln, NE 68509

Nevada (1982)

Vernon Housewright, Director  
Nevada Department of Prisons  
Box 607  
Carson City, NV 89701

New Hampshire (none)

N. E. Pishon, Deputy Warden  
New Hampshire State Prison  
P. O. Box 14  
Concord, NH 03301

New Jersey (1977)

John P. Zerillo, Assistant Commissioner for Policy & Planning  
New Jersey Department of Corrections  
**Box 7387**  
Trenton, NJ 08628

New Mexico (1981)

Michael Francke, Secretary  
Corrections Department  
113 Washington Ave.  
Santa Fe, NM 87501

New York (1973,1980)

Frank Tracy, Director  
Program Planning Research & Evaluation  
New York State Department of Correctional Services  
State Campus Bldg. 2  
Albany, NY 12226

North Carolina (1979)

Ken Parker, Manager, Research & Planning  
North Carolina Department of Corrections  
831 W. Morgan St.  
Raleigh, NC 27603

North Dakota (1979)

Al Lick, Director of Institutions  
Tenth Floor, State Capitol Bldg.  
Bismarck, ND 58505

Oklahoma (1975)

Bob Faulkner, Senior Case Manager  
Department of Corrections  
3400 N. Eastern  
Oklahoma City, OK 73136

Oregon (1976)

O. R. Chambers, Executive Assistant  
Oregon Corrections Division  
2575 Center St., NE  
Salem, OR 97310

Pennsylvania (none)

W. Scott Thornsley, Chief, Planning & Development  
Pennsylvania Bureau of Correction  
P. O. Box 598  
Camp Hill, PA 17011

Rhode Island (none)

Anthony Ventetuolo, Jr., Assistant to the Director  
Department of Corrections  
75 Howard Ave.  
Cranston, RI 02920

South Carolina (1976,1980,1982)

Jerry Edwards, Planner  
S. C. Department of Corrections  
P. O. Box 21787  
Columbia, SC 29221

South Dakota (none)

Clyde Hagen, Administrative Assistant  
South Dakota Penitentiary  
Box 911  
Sioux Falls, SD 57117-0911

Texas (none)

Charles L. Smith, Chief, Operations and Statistical Analysis  
Management Services  
P. O. Box 99  
Huntsville, TX 77340

Utah (none)

Roger Pray, Senior Research Analyst  
Utah State Division of Corrections  
State Capitol Bldg., Room 147  
Salt Lake City, UT 84114

Vermont (1972,1977)

John Perry, Director of Planning  
Vermont Department of Corrections  
102 S. Main St.  
Waterbury, VT 05676

Virginia (1978)

Curtis Hollins, Manager, Planning & Policy Development  
Department of Corrections  
P. O. Box 26963  
Richmond, VA 23261

Washington (1981)

W. L. Kautzky, Director  
Division of Prisons  
Department of Corrections  
P. O. Box 9699, Mail Stop FN 61  
Olympia, WA 98504

Wisconsin (1977)

June Gengler, Chief, Facilities Planning  
Wisconsin Division of Corrections  
Box 7925  
Madison, WI 53707

Wyoming (1976,1982)

Anthony Malovich, State Corrections Administrator  
Wyoming Board of Charities & Reform  
Barrett Bldg.  
Cheyenne, WY 82002

APPENDIX B

CORRECTIONAL MASTER PLANNING

State Correctional Master Plan Holdings  
NIC Information Center  
January 1984

- Alabama  
Facilities Requirement Master Plan  
Justice Systems, Inc.  
Rosser White Hobbs Davidson McClellan  
Kelly, Inc.  
April 1982
- Alaska  
Alaska Corrections Master Plan  
Moyer Associates, Inc.  
1979
- State of Alaska Criminal Justice Plan  
Criminal Justice Planning Agency  
1978
- Idaho  
Master Plan  
Idaho Department of Corrections  
April 1982
- Illinois  
Man Services Data Report, Vol. III  
Illinois Department of Corrections  
1 - 1983
- Mississippi  
Five-Year Master Plan  
The Ross & Co.  
January 1976
- Virginia  
Year Plan  
Virginia Board of Probation & Parole
- Nebraska  
Nebraska Criminal Justice Plan  
Commission on Law Enforcement &  
Criminal Justice  
1979
- Nevada  
Nevada Corrections Master Plan  
National Clearinghouse for Criminal  
Justice Planning 6 Architecture  
1975
- New Mexico  
1981 Corrections Master Plan  
Arthur Young, Inc.  
December 1980
- Appendix A  
October 1982
- North Dakota  
North Dakota Correctional System/  
Facilities Study  
The Ehrenkrantz Group, P.C.  
Engineers-Architects, P.C.  
American Institute of Criminal Justice  
Ned Benton  
(no date)
- Ohio  
Unified Correctional Master Plan  
Prototype Incorporated  
July 1979



Oklahoma

Oklahoma Corrections Master Plan  
National Clearinghouse for Criminal  
Justice Planning & Architecture,  
University of Illinois,  
Urbana/Champaign  
1975

Oregon

Oregon Corrections Master Plan  
Governor's Task Force on Corrections  
December 1976

Tennessee

Correction Plan for the 80's  
Tennessee Department of Correction  
January 1983

Utah

Juvenile Justice Masterplan (Draft)  
Moyer Associates, Inc.  
January 1981

Washington

Master Plan: Adult Corrections  
Washington Department of Social and  
Health Services  
December 1979