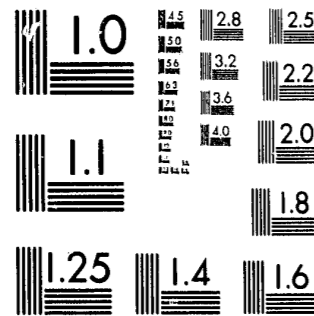


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National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
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AN EVALUATION
OF
HILLSBOROUGH COUNTY, NEW HAMPSHIRE
FOR THE
NEW HAMPSHIRE ASSOCIATION OF COUNTIES, INC.
"Coordinator for County Correctional Programs"

GRANT NUMBERS

77-I-A-2218 F07
79-A-2218 F01

PROJECT PERIOD

May 5, 1978 to June 30, 1979

JAMES CAHILL
EVALUATION SPECIALIST

NEW HAMPSHIRE GOVERNOR'S COMMISSION ON CRIME AND DELINQUENCY

May 1, 1979

Hillsborough County, NH for
New Hampshire Association of Counties, Inc.

SUB-GRANTEE

PROJECT TITLE "Coordinator for County Correctional Programs"

PROJECT DIRECTOR Hon. Peter J. Spaulding, Chairman, Hillsborough
County Commissioners

GRANT NUMBER 79-A-2218 F01; 77-I-A-2218 F07

GRANT PERIOD May 5, 1978 to June 30, 1979

GRANT BUDGET

<u>Item</u>	<u>Total</u>	<u>Fed.</u>	<u>State</u>	<u>Local</u>
Personnel Services	\$27,981 (+2)	\$25,182	\$1,401	\$1,400
Consultant Services	0	0	0	0
Travel and Subsistence	2,060	1,855	102	103
Construction and Renovation	0	0	0	0
Rental	0	0	0	0
All Other - office expense	2,150 (+1)	1,935	108	108
Indirect Costs	0	0	0	0
Total Cost	\$39,191 (+3)	\$28,972	\$1,611	\$1,611

PREVIOUS PROJECT HISTORY

<u>Grant Period</u>	<u>Total Funding</u>	<u>Fed.</u>	<u>Percentage State</u>	<u>Local</u>
June 3, 1977 to May 31, 1978 76/78-I-A-1829 F08/F01	\$30,274	90%	05%	05%
June 6, 1975 to June 30, 1977 75-A-752 H07	\$27,778	90%	05%	05%
July 1, 1972 to May 6, 1975 Discretionary 73-ED-01-0024	\$26,670	100%	0%	0%

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ACQUISITIONS

PROJECT DESCRIPTION

This project was initiated by discretionary funds in 1973 to implement a correctional master plan previously prepared for the state by the National Clearinghouse for Criminal Justice Planning and Architecture. The plan was developed on the premise that regionalization of community correctional resources would be a workable approach to building an organic county-level correctional system in the state. In view of the legal and political autonomy of the counties, the master plan approach was conceived of as not wholly feasible. Turnover among county commissioners in biennial elections was seen as a further complication. In view of the above, the Hillsborough County Commission, on behalf of the ten counties, formed a County Correctional Committee which developed the following grant objectives:

1. Develop a training program for county correctional officers sufficient to satisfy LEAA training guidelines;
2. Develop a set of standard operating procedures for the county institutions and a uniform recordkeeping system;
3. Implement a standard facility inspection procedure;
4. Further develop rehabilitative services to inmates; and
5. Develop a multi-county female facility.

At the request of Governor Thomson, a study by a correctional task force for the state Office of Comprehensive Planning was conducted. This project, funded in December, 1974 under GCCD grant 74-A-310 H05, produced a Comprehensive Correctional Plan for the state. The plan was submitted to Governor Thomson in January, 1975. Among the recommendations in this study was the continuation of the work of the Coordinator for County Correctional Programs.

The project provides a central agency to coordinate statewide development of improved correctional programs and facilities in the house of correction and jails in the ten counties. The County Correctional Coordinator

EVALUATOR: James Cahill
DATE: May 1, 1979

is responsible to the executive committee of the New Hampshire Association of Counties, Inc. Hillsborough County acts as fiscal agent for the New Hampshire Association of Counties, the subgrantee. An advisory committee of thirteen members, representing the judiciary, county government, county correctional institutions, and the GCCD staff, meets quarterly to discuss developments in the correctional field and to make recommendations with respect to the activities of the Coordinator.

The objective of the project as presently constituted is to provide for the continuance of a coordinated approach in developing and implementing county correctional programs which are designed to

- 1) improve the quality of facilities and services in the county correctional institution;
- 2) meet LEAA-established Part "E" compliance requirements; and
- 3) address the standards of the American Correctional Association for adult local detention facilities.

The Coordinator is presently charged with administering a number of projects which serve county correctional institutions generally; three major projects are or have been funded by GCCD grants -- correctional personnel training, the Uniform Recordkeeping and Reporting System, and a multi-county drug and alcohol treatment program for inmates in Rockingham, Strafford, Hillsborough, and Merrimack counties. Other projects undertaken by the office generally serve one or more of the following functions:

- 1) Develop and strengthen correctional rehabilitative services and programs utilizing community-based resources wherever possible;
- 2) Serve as a clearing house for information pertinent to criminal justice and corrections professionals.
- 3) Provide, or arrange to have provided, technical assistance to individual county correctional facilities on an "as requested" basis.

The grant funds support the employment of the Coordinator and a secretary and approximately \$2,000 in office operating expenses. Henry Krebs has held the position of Coordinator since January, 1978 when he replaced Roderick O'Connor, who assumed a position with the National Association of Counties in Washington, D.C. Prior to his association with the New Hampshire Association of Counties, Mr. Krebs held a staff position with GCCD. Patricia Brent serves as secretary.

The office activities during the grant period immediately prior are reported, and the project favorably evaluated, in a report submitted by Mr. Phoenix of this office on April 26, 1978.

The three major projects noted above are or have been supported by the following related grants:

76-I-E-2007 F10	Development of a manual of operating procedures for the county houses of correction and jails.
76-I-E-2229 F10	Development of a The Uniform Recordkeeping and Reporting System (URRS) for the county houses of correction and jails.
79-E-2423 F04; 76/77/78-I-A-2009 F07/06/04	Pre-service, in-service, management, and rehabilitative training for county correctional personnel.
76/77-I-A/E 2043 F09/08	Alcohol and drug treatment program for inmates in Strafford, Rockingham, Hillsborough, and Merrimack Counties.

The grant for correctional personnel training supports the position of Fred Johnson as a correctional training administrator in Mr. Krebs' office. For a short period of time during 1978, a CETA grant (Comprehensive Employment and Training Act) supported the employment of Judith Webster, who was responsible for conducting the research and assembling materials for the URRS and its complementary project, the Manual of Operating Procedures.

A monitoring report of the multi-county drug and alcohol treatment program was completed by Mr. Phoenix in September, 1978. Evaluations of the training program for correctional personnel were completed by Mr. Clark of this office

in June, 1978 and by the writer in November, 1978.

PROJECT OPERATION

This evaluation will address activities of the calendar year 1978 and the first quarter of 1979.

Correctional Personnel Training

This program has been accelerated to make training available to as many correctional officers, counselors, and administrators as possible, in compliance with requirements set forth in LEAA Guideline M4100.F, Chap. 3 Para. 53(c)(4). This particular guideline requires projects and programs to improve the recruiting, organization, training, and education of correctional personnel. The training program administered by the Coordinator's office provides the following training:

84 hours	Basic (pre-service) training for correctional line personnel at entry or within the first year of service.
40 hours	Annual refresher (in-service) training for line personnel after first year of service.
40 hours	Annual in-service training for supervisory and administrative personnel.
40 hours	Annual in-service training for rehabilitation personnel.

The following chart represents officers completing training during the calendar year 1978 and the two preceding years.

	<u>1976</u>	<u>1977</u>	<u>1978</u>
Pre-service training	57	23	65
In-service training	16	38	112

During the one year period comprehended by the renewal grant for the training program, commencing February 1, 1979, the following training is to be provided:

Two 84-hour pre-service training programs for approximately 60 line personnel. As of November 14, 1978, 44 full-time and 16 part-time officers had not received pre-service or basic training.

Three 14-hour in-service training programs for approximately 90 line personnel. The 14 hours will be provided by the Coordinator's office in central locations in the same manner as the in-service training has been conducted in the past. Each facility, with technical assistance from the Coordinator's office and GCCD, will provide the remaining 26 hours of in-service training 'in-house', to meet the 40-hour session total to satisfy the LEAA Guidelines cited above.

One 14-hour in-service program for administrative and managerial staff members, combined with at least 26 hours of training to be supplied by the Law Enforcement Education Program (LEEP), the National Institute of Corrections, the New Hampshire Police Standards and Training Council, and available community resource agencies. This training will be provided for at least 20 persons.

One 14-hour in-service program for treatment and rehabilitation personnel, augmented by at least 26 hours of training supplied by outside sources in the same manner as training provided for administrative and managerial personnel, for a maximum of ten persons.

During the calendar year 1978, 7,476 man-hours of direct training were provided.

Four-county drug and alcohol program

Mr. Krebs serves as project director of the drug and alcohol treatment program shared by the four southern counties of Hillsborough, Merrimack, Rockingham, and Strafford. Senior Psychiatric Social Worker J. Jason Sibulkin, two substance abuse counselors, and a secretary make up the project staff and operate from headquarters in the Strafford County Justice Building. (Strafford County acts as fiscal agent for the grant.) One counselor does casework in Rockingham and Strafford counties; the other covers Merrimack and Hillsborough counties. Mr. Sibulkin carries a caseload in all four counties. The project was originally conceived as a pilot project for one year, to be funded for three additional years with GCCD assistance, and to be turned over to the counties during the fifth year of operation.

The four-county project is designed to carry out the requirements of LEAA Guideline M 4100.1F Chap. 3 Para. 53(c)(7) for narcotic and alcoholism treatment in correctional institutions.

The initial 'pilot' year was funded at a level of \$56,201 on a split grant basis following Full Commission approval on December 2, 1977 for a period ending December 31, 1978. An adjustment made on June 14, 1978 extended the project through June 30, 1979. Second year funding at the 90-5-5 level is expected. A monitoring report submitted by Mr. Phoenix on September 6, 1978 indicates that the project began its operation successfully. The project became fully operational on July 5, 1978. Since that time, approximately 300 inmates have been served and more than 1,800 counselling contacts have been made. A typical month's work involving 59 open and active cases is summarized in the following statistics:

13	Initial consultation of one hour or more
174	Consultations of one hour or more
319	Consultations of less than one hour
16	Placement interviews
27	Outreach or follow-up cases.

As of March 9, 1979, the following inmate transfers or post-release placements had been made:

Hope House, Boston (Alcohol rehabilitation)	5
Tirrel House, Manchester (Alcohol rehabilitation)	7
Marathon House, Dublin (Drug rehabilitation)	2
Veteran's Administration hospitals	5
State Hospital, Concord	6
Employment	6

Of these 30 inmates, one is presently in incarceration and one is AWOL (absent without leave) from a rehabilitation program.

A separate GCCD evaluation of this project is currently underway.

Uniform Recordkeeping and Reporting System
Manual of Operating Procedures

These two integrated projects address two major needs of the county correctional institutions: the development of a system for the

efficient and accurate collection and reporting of information necessary for management and planning purposes; and the development of a manual which discusses issues and proper procedure in matters such as mail censorship, visitation and telephone privileges, search and seizure, medical and social services, and disciplinary procedure. Development of the manual is not yet complete. However, as of January 1, 1979, all ten counties began using the Uniform Recordkeeping and Reporting System after a "dry run" in the last quarter of 1978. At the time of this writing, quarterly reports on inmate population, programs and services, and staff training for the period ending March 31, 1979 are being returned to the Coordinator.

Members of the staffs of the county institutions and of GCCD participated in the design of the system and the forms for collection of information. The forms were printed in the inmate print shop in Rockingham County. The following is a listing of the forms in use in all counties as of January 1, 1979, with a brief explanation of the purpose and use of each form:

1. Detainee Request: This form is used by an officer holding a person in his custody to request that the person be detained at the county jail to await court action. This is known also as a "24-hour" request. This form also records the detainee's request to notify others of his detention.
2. Intake Form: This is a two-page form for collection of personal information on each person admitted to the institution. The incoming person's photograph is affixed to the first page.
3. Inmate Property Receipt: This form allows the person completing it to inventory all personal property and clothing that an incoming inmate brings into the institution, for purposes of accounting for all property held by the institution during the incoming person's confinement and to prevent loss.

4. Release of Custody: This form is used when a law enforcement officer takes an inmate from the custody of the county institution to transport him or her to court appearances or to take him or her to another jurisdiction.
5. Release of Information Consent Form: This form is used by an inmate to authorize the release of information to specific agencies or persons for limited purposes.
6. Request for Information Request Form: This form is similar to the release form described above, except that it is used by inmates solely to authorize the transfer of information from one county institution to another.
7. Work Request: This form is used by inmates not required to work while in jail to request work within the county institution or on the county farm.
8. Incident Report: This form is used to make a record of any incident, such as a breach of discipline or an emergency, in which inmates, staff members, or others are involved.
9. Two-Thirds Release Form: This form is a certificate stating that the named inmate has been lawfully released for good behavior while confined. It is a permit for release fully effective under the New Hampshire sentencing laws.
10. Statistical and Management Information Reporting Forms: These forms are used for the collection of data on the movement of inmates through the institution, the participation of inmates in various services and programs, and the participation of the staff in required training. (All on a quarterly reporting schedule) A daily population report form gathers daily figures on inmates released, admitted, and remaining in the institution and the names of those temporarily released and returning. They are listed below:

A. Quarterly Inmate Report

Name; booking number; sex; birth date; marital status; number of dependents; religious preference; occupation; aptitude; interests; educational level; offenses; sentence; participation in programs; number of days served; dates of admission and departure, all recorded in concise matrix form.

B. Program Report (Quarterly)

Records all inmates participating in each program offered (Alcohol and drug program; educational and vocational training; work or study release; personal counselling, etc.), with space for notations on the length of participation, and remarks on progress in individual cases.

C. Staff Training Report (Quarterly)

This form records participation by staff members in the required training program for correctional personnel offered by the NHAC.

D. Daily Population Report

This is essentially a population accounting form which records all movement of inmates in or out of the institution.

The use of the statistical reporting forms described above has simplified the process of collecting statistical data on the workloads and other operations in the several county institutions. It is expected that the new and improved data collection system will not only enhance the quality of information needed for monitoring and evaluation purposes, but will also make appropriate data readily available in formats useful to planners at all levels. Examination of the information thus far returned indicates that the URRS is operating smoothly, and that it has met with the wide approval of the county correctional administrations.

Other Activities

The three projects described above are ongoing projects which have been in operation for some time. Other projects related to improvement in county correctional facilities and programs, some of a shorter duration, comprise the remainder of the Coordinator's workload.

With the technical assistance of the Coordinator, the following LEAA grants for facilities construction and renovation, awarded during 1978, are currently being administered.

Hillsborough County -- A \$300,000 grant awarded on June 21, 1978, augmented by a grant made by the Economic Development Administration, will fund the construction of facilities for 40 additional male inmates.

Rockingham County -- A grant of \$300,000 towards the cost of construction of a new facility with a proposed capacity of 141 was awarded August 7, 1978.

Coos County -- A grant of \$150,000 for renovation of a facility to hold 41 inmates was awarded on September 20, 1978.

The proposed new construction is expected to meet current guidelines and specifications prescribed in modern correctional practice.

Mr. Krebs has testified at several hearings during the present legislative session on bills related to county government and corrections, and he will participate in the work of a newly-formed subcommittee of the Judicial Planning Committee to study reform of the statutes covering county correctional institutions in the state. The suggested redrafting and recodification is a response to obsolete, duplicative, and contradictory portions of New Hampshire R.S.A. 619, 629, 623, and 651. The committee is expected to be organized after the May GCCD meeting. It is also proposed that the work of this subcommittee should include research into reform of the bail system to minimize unnecessary and often costly pre-trial incarceration.

The Coordinator's office is also studying the feasibility of establishment of a central facility for incarceration of females in the state, or in the alternative, improvement and cooperative use of the present female facilities in

Belknap, Grafton, and Rockingham counties. The latter plan would establish a "regional" system, with Grafton County serving the northern counties, Belknap the central part of the state, and Rockingham, the southern counties.

Bulk purchases of equipment and supplies for county institutions is also being studied as a way of using scale economics to reduce costs. Joint ventures in other areas have become more realistic possibilities recently, supported by the apparent success of the four-county (multi-county) drug and alcohol project.

CONCLUSIONS AND RECOMMENDATIONS

This project has demonstrated superior progress during the most recent grant period, building upon the successes noted in the evaluation of one year ago. The Coordinator for County Correctional Programs serves the essential function of providing for many of the common needs of the institution for ten politically autonomous counties. Fundamental to the development of the coordinated approach thus far taken has been the introduction of "ownership" interest for the counties in the projects in which they participate. It has been demonstrated that improvements in the correctional process are functions directly of the participants' stakes in the common outcome, and that coordination and competent technical assistance can contribute substantially to cost-effective and advantageous results in the face of pressures for improvement.

The writer concludes by recommending renewal funding for this project consistent with commission policy.

END