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**TE FOR ECONOMIC AND POLICY STUDIES, INC.**

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**COST ANALYSIS OF  
CORRECTIONAL STANDARDS:**

**CONNECTICUT**

**NCJRS**

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**ACQUISITIONS**

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## FOREWORD

The Cost Analysis of Correctional Standards project was one component in a larger LEAA-funded effort entitled, The Correctional Standard, Accreditation Program (CSAP). Other components included a Standards Management Team (SMT) at the state level to oversee the self-evaluation and planning processes, the Commission on Accreditation for Corrections to assist in developing comprehensive plans and supervise the accreditation process, and Analogs, Inc., to evaluate the entire program.

A key assumption underlying CSAP was that technical and financial resources would provide the necessary incentive for state correctional agencies to enter an otherwise voluntary accreditation process and ultimately to implement standards developed by the profession. This approach is a marked departure from many federal initiatives which either disburse funds with few, if any, constraints attached (revenue sharing) or create elaborate regulations for determining eligibility and "acceptable" programs (categorical grants). CSAP, however, took the body of standards developed by the Commission on Accreditation for Corrections as representing a preferred corrections policy and attempted to facilitate change by providing the wherewithal to evaluate policies, procedures and operations on a comprehensive state-wide basis. An added incentive was the prospect of funds for implementation, if states showed progress toward complying with so-called "no-cost" standards during the first funding cycle.

Within this context, the principal objective of the Cost Analysis project was to estimate the cost of complying with corrections standards. This objective was consistent with prior work by the Institute for Economic and Policy Studies/Correctional Economics Center which estimated the costs of complying with standards in 45 Washington State jails and with those promulgated by the National Advisory Commission on Criminal Justice Standards and Goals. However, a unique feature of the project was the 865 standards and some 65 organization units involved. Another feature was the development of guidelines which others who entered the accreditation process could use to project standards' compliance costs. Unlike a methodology that focuses narrowly on a few standards or a limited set of compliance alternatives, this one must be applicable in a wide variety of settings and accommodate a host of different departures from accepted practices. Work is still continuing on describing the procedures used in this project so that they can be tested by others.

Results presented in this and other state reports are intended to increase the information available to policy-makers who must make the difficult choices regarding the quality of correctional services in their state. Costs, however, are only one kind of information that enters the decision-making process and often are the least important. Personal values, concern for the human condition, local politics and tradition are but a few of the considerations which temper a preference for decisions based solely on rational, economic criteria.

Billy Wayson  
Alexandria, Virginia  
December, 1979

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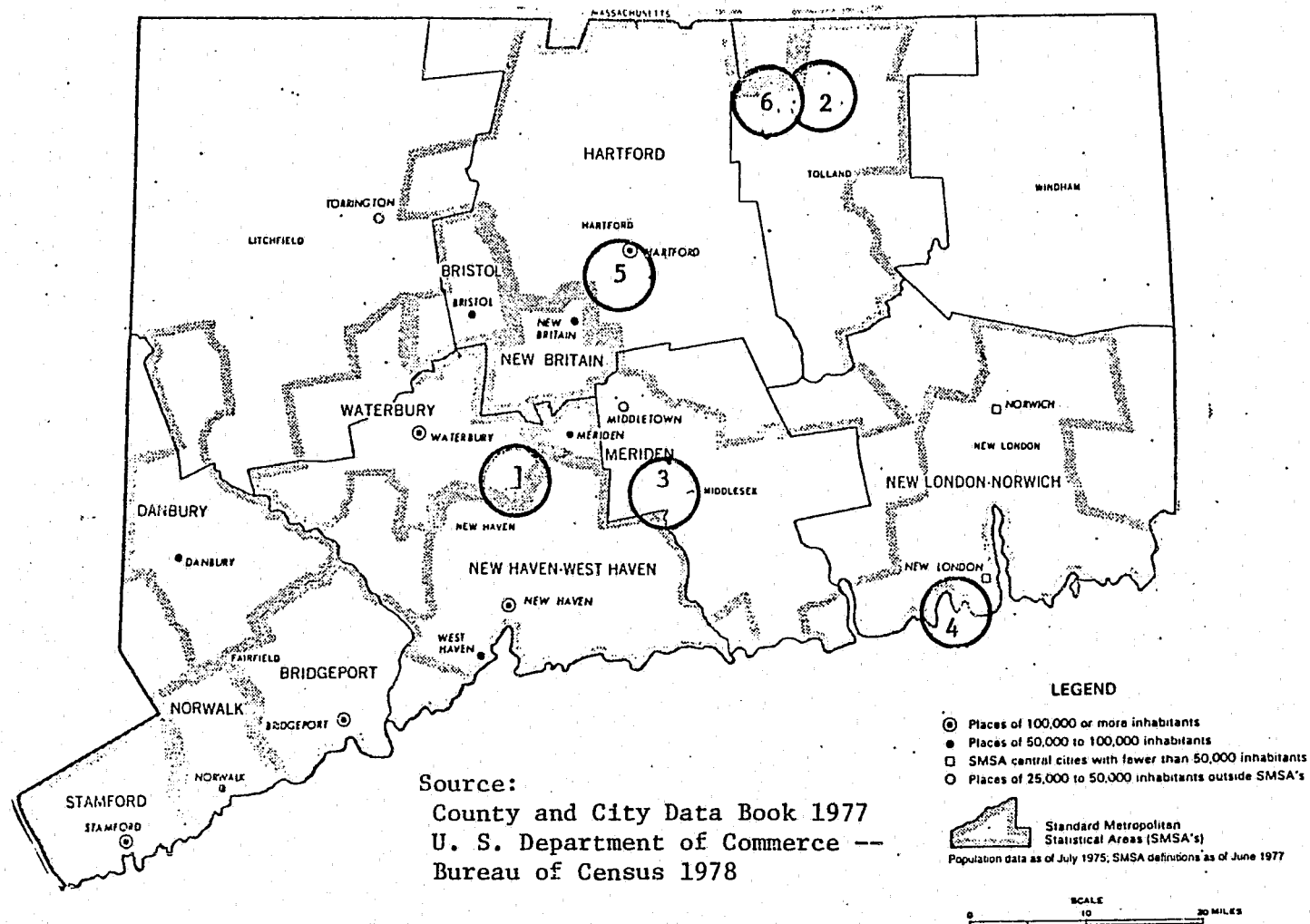


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Connecticut  
Organizational Subunits

- 1 -- CCI-Cheshire
- 2 -- CCI-Enfield
- 3 -- Connecticut Justice Academy at  
Haddam
- 4 -- CCI - Niantic
- 5 -- Parole Service Division
- 6 -- CCI-Somers



## EXECUTIVE SUMMARY

### PURPOSE OF REPORT

The purpose of this report is to present the estimated cost of complying with the Commission on Accreditation for Corrections Standards. The intended audiences are the LEAA and officials of the State of Connecticut who are involved in the decision making process regarding corrections compliance actions. Since standards address a broad range of philosophical, procedural and operational questions, resource information is considered to be only one of the considerations in choosing compliance strategies. It is strongly felt that these estimates will prove useful to those involved in the decision making processes related to the Correctional Standards Accreditation Program.

### SELF EVALUATION

The Connecticut State Accreditation Management Team (SMT) reported an overall standards compliance rate of approximately 70%.<sup>1/</sup> Parole Services reported 58% compliance; while the CCI compliance reports ranged from 75-95%. The Commission on Accreditation for Corrections (CAC) set the necessary compliance rates for system-wide accreditation through the Correctional Standards Accreditation Process (CSAP) at 90% of Essential, 80% Important and 70% Desirable weighted standards. The SMT reported 71-73-40 percent compliance for the CCIs, and 56 and 88 percent for the Essential and Important weighted standards for Parole Field Services.<sup>2/</sup>

The total compliance rates yield more policy relevant information when the distinction is made between cost related and no-cost standards.

The IEPS/CEC independently determined that approximately 60% of the CAC standards had cost potential associated with compliance. The SMT determined a considerably smaller percentage of the potential field of cost standards as

applicable to Connecticut's Correctional System involved in the CSAP (28% for CCI's and 31% for Parole Services).

#### ANALYTICAL PROCESS

At the risk of oversimplification the process employed in analyzing compliance costs for the 465 CAC Standards for Adult Correctional Institutions involved five steps. These were: 1. Categorization of standards by major function or service areas; 2. Examination of potential costs impacts; 3. Determination of data sources and data collection; 4. Determination of current rates of compliance for each facility, and 5. Application of cost estimates for the necessary improvements through a case study of each facility.

#### COMPLIANCE COST ESTIMATE

The SMT was supplied reporting forms with which they designated the cost factors associated with a particular standard. The state designated cost factors were: personnel, equipment, new facilities, renovated facilities, and additional funds. The Plans of Action (POA) for noncompliant standards submitted by the SMT indicated 19 personnel costs, 15 equipment costs, 12 new facilities, 10 renovations, and 8 additional funds. IEPS/CEC determined these amounted to a total compliance cost of approximately 2 million dollars.<sup>3/</sup> Examining the breakdown of this cost estimate one finds approximately 60% of it falling under physical plant renovations; the overall staff training requirements taking the next largest share (15%); with the remaining percentage reflecting combined program costs of personnel, equipment, supplies and additional funds.

Chapter 1 provides a discussion of the assumptions underlying the cost analysis which is critical to the reader's comprehension of the report. Chapters 2 through 7 address the individual organization units involved in the study. Finally, Chapter 8 provides an overview of the compliance costs organized around the CAC standard categories.

## NOTES

1/ This figure is based on the analysis of the Self Evaluation Reports submitted to the CAC by the SMT. Furthermore, the correctional system was specified as including only the four institutions and parole field services. The Community Correctional Centers (jails) were not considered as part of the process in the cost analysis design because jails were explicitly defined by LEAA as being beyond the purview of the CSAP study.

2/ The CAC Adult Probation and Parole Standards Manual did not designate any standards with a "desirable" weighting; only essential and important were designated.

3/ It should be borne in mind that this does not take into consideration the compliance costs associated with the physical plant standards addressed by the new construction described in the Niantic and Cheshire POAs.

## CHAPTER ONE

### INTRODUCTION

#### PURPOSE OF REPORT

The purpose of this report is to present the estimated cost of complying with the CAC standards. The intended audiences are the LEAA and officials of the State of Connecticut who are involved in the decision-making process regarding compliance with corrections' standards. Since standards address a broad range of philosophical, procedural and operational questions, resource information is considered to be only one of the considerations in choosing a compliance strategy. It is strongly felt that these estimates will prove useful to all those involved in the decision-making processes related to the CSAP.

#### SPECIAL CONSIDERATION

Connecticut's involvement in the CSAP for purposes of this cost analysis was confined to its four correctional institutions and parole field services. The Community Correctional Centers (CCCs) were not considered part of this cost analysis and the reader should bear this in mind in reviewing the cost analysis figures. LEAA excluded the six centers from the cost analysis correctional system definition since they function primarily as state administered jails, and jails were explicitly beyond the purview of the CSAP study. However, the CCCs represent a major organization correctional alternative which might significantly impact the cost of compliance actions of the CCIs and Parole Services (e.g., how the inmate population flow reduction will be handled permitting the new institutions to operate at their design capacity).

#### SYSTEM OVERVIEW

A brief financial sketch of the Connecticut Correctional System as defined in the CSAP study is provided by Table 1. The total annual expenditure level (excluding capital) for fiscal year 1978-79 was \$26.9 million.<sup>1/</sup>

The Connecticut Department of Corrections has the functional responsibility for incarcerating all sentenced felons, sentenced misdemeanants, accused persons who cannot be released while awaiting trial and the supervision of persons who have been conditionally released from the institution prior to the expiration of their sentence. To fulfill this responsibility the Department maintains the following facilities: four Connecticut Correctional Institutions (CCI's); and the Division of Parole (Adult Services).

A word or two about each facility is in order. CCI-Niantic is that State's only correctional institution for women offenders aged 18 years and over. CCI-Cheshire is the youthful offender institution for male offenders 16-21 years of age. CCI-Enfield serves as a transitional facility for inmates awaiting transfers to community based programs or pre-release centers. CCI-Somers is the state's largest correctional institution and serves as a maximum security facility. Table 2 shows the average daily population figures for each of the CCI's and the number of parolees under supervision, as well as, the admissions and terminations for fiscal year 1978-79.

#### SUMMARY OF CLIENT DATA

A description of the typical offender in the State's institutions can be arrived at by examining the modal characteristics of the various demographic variables recorded in the Department's Statistical Summary, 1978-79. These would include sex, age, ethnic group membership, marital status, education, occupation, employment at the time of arrest, residence, and prior institutionalization. Based on these factors one can conclude that the modal offender is a white male, aged 21 years, single, having less than a high school education, was an unemployed laborer at the time of his arrest, who was a native from the state and experienced prior institutionalization.

Turning to the actual figures one is better able to assess the variation in these descriptive factors. The median age of the offenders institutionalized

Table 1 : Financial Summary FY '79 Connecticut Correctional System<sup>1</sup>

Organizational Unit Security Level	Total Expenditures Excluding Capital	Subtotal	Personnel Salaries	Fringe Benefits <sup>2</sup>	Non-Personnel Operating Plant and Costs Equipment	
Commissioner's Office <sup>3</sup>	\$ 2,336,029	\$ 1,546,651 66.2%	\$ 1,250,122 53.5%	\$ 296,529 12.7%	\$ 789,378 33.8%	\$ 1,729
Cheshire (Medium)	4,563,161	3,687,035 80.8%	2,980,145 65.3%	706,890 15.5%	876,126 19.2%	10,100
Enfield (Minimum)	3,796,238	2,947,035 77.6%	2,382,020 62.7%	565,015 14.9%	849,203 22.4%	20,287
Niantic (Minimum)	2,950,466	2,438,547 82.6%	1,971,021 66.8%	467,526 15.8%	511,919 17.4%	10,894
Somers (Maximum)	11,543,607	9,219,943 79.9%	7,452,266 64.6%	1,767,677 15.3%	2,323,664 20.1%	22,305
Parole Field Services <sup>4</sup>	1,499,964	903,913 60.3%	730,612 48.7%	173,301 11.6%	596,051 39.7%	NA
Connecticut Justice Academy	264,911	202,403 76.4%	163,598 61.8%	38,805 14.6%	62,508 23.6%	-
TOTALS:	\$26,954,376	\$20,945,527	\$16,929,784	\$4,015,743	\$6,008,849	\$65,315

SOURCE: FY79 Agency Summary BR-1 forms.

NOTES: 1. Community Correctional Centers were not included in the CSAP study.

2. Fringe benefits based on state indirect rate of 23.72%.

3. These expenditures exclude Field Services which is reported separately within this table.

4. Estimated 78-79 figures, Expenditure Report Fiscal Guidelines for balance of 1978-79 FY, Office of Policy Mgmt.



TABLE 2

TABLE 2: Functional Summary of the Connecticut Correctional System (CSAP)

<u>Organizational Unit (Security Level)</u>	<u>Clients Under Supervision*</u>	<u>Age Range</u>	<u>Admissions 7/1/78- 6/30/79</u>	<u>Terminations 7/1/78- 6/30/79</u>
Cheshire (medium)	449	16-21	880	773
Enfield (minimum)	401	21 + over	604	542
Niantic (minimum)	161	18 + over	1735	1711
Somers (maximum)	1034	18 + over	1218	1124
Field Services	38706		1297	1458
Parole				

Sources: \*ADP/Parolees under supervision as reported in the Statistical Summary, FY 78-79.

Thomas De Riemer, Director, Information Systems, DOC.

was 25.84 years. The ethnic distribution was as follows: 46% White, 41% Black and 13% Puerto Rican. Their marital status was 65% single, 20% separated, divorced or widowed, and 15% married. Over half of the offenders had no dependents (55%); 20% had one dependent; just under 10% had two dependents; and the remaining 15% had between 3 and 10 dependents. Approximately 70% of the offenders received less than a high school education; 25% went only to high school; and the remaining 5% reported some post-secondary educational experience. Occupational categories show approximately 60% of the inmates were laborers, while approximately 25% had no occupational skills at all, the remaining 15% were operatives, household workers, service workers and professional and technical kindred workers. At the time of their arrest approximately 70% were unemployed; 25% were employed full-time; and the remaining 5% were either students, housewives, retired or did irregular odd jobs. Finally, 61% had seen prior institutionalization. 95% were from metropolitan Connecticut.

#### ANALYTICAL PROCESS

At the risk of oversimplification, the process employed in analyzing compliance costs for the CAC Standards involved five steps. These were:

- the categorization of standards by major function or service area
- examination of potential cost impacts
- determination of data sources and data collection
- determination of current rates of compliance for each facility
- application of cost estimates for the necessary improvements

The categorization of the standards on such a prior basis permits recognition and organization of all relevant standards. This step in the analytical process enables an agency to relate standards to its individual goals. Examination of standards for potential cost impact further involves an analysis of the degree to which the cost impact will be capable of measure-

ment and the identification of the types of cost associated with implementation by basic accounting principles. The analytical stage immerses the researcher in a maze of budgets, expenditure reports, personnel records, grant applications, special surveys and interviews, and, of course, published information, such as, annual reports and comprehensive planning documents. In the fourth stage, the purpose of using SMT Self-Evaluation Reports and Plans of Action is to estimate the additional costs associated with standard implementation within the given organization context. The last stage in the analytical process of determining the compliance costs involves the researcher in numerous interviews, site visits, and case study analysis of the various organizational subunits of the State's Department of Corrections.

#### ASSUMPTIONS

Several assumptions underlying this report should be made explicit. Foremost is the fact that this is a cross-sectional analysis of a dynamic ongoing social process. Thus, it is limited to an accurate description of how things were in the state at one point in time in the decision making process. It is obvious that this will be a source of frustration to the reader and researcher alike.

For instance, the Plans of Action were submitted in June of 1979. Since then many decisions have been made which radically change the impact of the standards on the State. The SMT has gained much skill in interpreting the CAC standards. Likewise, the general maturation of such an iterative decision making process will produce differences in the way the SMT perceives various standards and the type of compliance action they necessitate.

Where the discussion focuses in on the situation as it was defined in June, one may be able to make inferences to the new definition of the situation. Care must be exercised in making such transferences. The general methodological procedure can be readily adapted to variations of the situation. However, in

some cases the subsequent situational definition is not at all transferable, even in terms of the method of cost estimation. Careful consideration, therefore, to these changes over time needs to be taken into account in evaluating the present cost estimates.

The SMT were required to designate the CAC standards into one of two broad categories: cost or no-cost standards. There are some standards which the IEPS/CEC independently judged to involve costs (identified by the particular set of cost factors) which the SMT considered to be no cost standards. In such cases the IEPS/CEC research staff deferred to the SMT's judgment reasoning that the compliance action could be effectively conducted through a reallocation of existing resources within the system. It was further assumed that all no-cost standards were to be implemented within the first year of the CSAP study.

Still another type of assumption revolves about the cost factors themselves. The cost factors of personnel, supplies, equipment, new facilities, renovated facilities, additional funds or purchase of services are each treated in particular ways which the readers must keep in mind less they confuse the issues. For instance, whenever the personnel cost factor was indicated by the SMT, the cost estimates were calculated on the basis of the entry level for a salary group plus the State fringe benefit rate of 23.72%.<sup>2/</sup> Thus, if the POA called for three Correctional Officers to be trained as auxiliary librarians, the personnel cost estimate was based on 3 starting salaries of \$10,440 (base salary plus fringe). An example of the purchase of services cost estimate would be the amount the consultant librarian would be paid for the specific training period, or on an annual basis if the training was ongoing due to certification requirements.

This leads the discussion to the distinction between one time expenditures as opposed to ongoing costs. We treated this distinction in general terms as the

cost of achieving compliance versus that of maintaining compliance. Capital equipment or physical plant construction costs were seen as requiring one time outlay of funds. Conversely, the operating standards are usually going to involve recurrent costs to the State Correctional System. For example, training costs involve two dimensions of costs:

- annual inservice training of employees (Standards #4091 Annual Training; #4092 Direct Contact Training; and #4093 Administrative Training)
- pre-service (orientation) training as affected by differential personnel rates within the system (Standard #4090 New Employee Training)

In either case, the training costs involved will have to be met on a recurring basis. The developmental costs associated with the training program, however, are assumed to be a one time expenditure. Such overlapping of types of costs within a standard makes it difficult to neatly classify standards along this analytical distinction. Nonetheless, the distinction is a useful one which has been assumed in the cost estimates presented in this analysis. Finally, the assumption of specificity of estimates must be clearly elaborated for the reader. The cost estimates will necessarily vary in the level of specificity with which they will be presented in the analysis. They take one of these forms.

- indicating direction of impact
- indicating number of positions or equipment required by standards compliance
- actually specifying the dollar values associated with the compliance action components

The level of specificity the cost estimate will take depends to a great deal on the quality of the State's POA. For instance, when the POA neither specifies sufficient amount of detail regarding the compliance, nor are related data which support the compliance action decision made available. Likewise, when

met with the SMT's inability to provide relevant background data requested by the cost analysts either entirely or within certain time lines. The level of analysis will be seriously thwarted. This situation arose with the case of the submission of renovation plans; institutional and parole program participation figures; and to a lesser extent in the provision of basic budgetary data.

#### RANGES AND PARTITIONING COST ESTIMATES

Attempting to answer the underlying policy question of the CSAP study, namely, "What is the cost of complying with the CAC Standards?", one cannot give a definitive answer. Ironically, the reason for this is that the answer varies by the point of view of the one raising the question. While the cost analysis will yield a significant set of cost estimates, these are best interpreted in terms of ranges of expenditure. Let us examine a case in point, the training costs associated with the Comprehensive Statewide Training Program (CSTP).<sup>3/</sup> The CSTP was jointly developed by the Staff Development Division of the Department of Corrections and the Connecticut Justice Academy (CJA). If the compliance cost question is rephrased to be "What is the cost of training required by the CAC Standards?", we may see that the answer will vary along the following lines. At the institutional level training costs may well be accurately reflected in a comparatively straight forward algorithm which takes into account the number of personnel to receive training, the hours of training required, the administrative decision regarding what portion of the training time will be covered through overtime, and the rates of pay (straight and overtime) involved. Thus the answer to the compliance cost for training would be the product of these elements.

However, at the Central Office level the Staff Development Division (SDD) will be equally concerned with the effects of the CSTP on any changes in the time and travel of the Regional Training Officers assigned to the institutions. This will involve such factors as the required meetings with the Institutional Advisory Training Committees to design and schedule the training needs jointly identified at the institutions. Such costs are not likely to be considered by the institutions themselves, assuming the SDD participation as a "given" or constant in the equation.

Furthermore, the CJA and the SDD will, to some extent, share a concern for the developmental costs associated with the CSTP. This will involve still other cost factors: equipment, supplies, new personnel, and additional funds (such as, grant monies through the Connecticut Justice Commissions or Title XX funds). Clearly a much larger cost estimate will be obtained with these considerations than with the two previous approaches to the question of training costs.

Thus, one can see the training compliance costs estimate will vary by how it is approached. Each of the resulting figures can be seen as "the bottomline" cost. The way to overcome such discrepancies is by partitioning the cost estimates various ways, anticipating the policy questions with which the decision maker may be faced.

The partitioning of cost estimates can then be easily referred to by stating the range they take, from the lowest estimate associated with the institutional focus to the highest estimate associated with the Correctional System as a whole.

The ways of partitioning cost estimates are theoretically infinite. In practice the actual number is a function of what is considered a manageable number of ways to slice the economic pie and/or from how many different vantage points the question will be raised.

The CSAP cost estimates for the State of Connecticut were partitioned along the following dimensions:

- Resources in excess of the Department's current budget
- Compliance action initiated prior to the CSAP study
- Dollar value of reallocated resources, either by function, organizational unit or subunits
- Conflicting estimates as due to different interpretations of CAC standards requirements
- By CAC functional categories
- By IEPS/CEC cost factors

The latter two represent the most general application of the partitioning of cost estimates as will be observed in the following sections of this report.

#### Resources in Excess of the Departmental Budget

This approach to partitioning the cost estimate is one that speaks most directly to the policy makers concern with the CSAP's impact on the system. The overall figure compliance cost estimate would be \$27,000,000 if Cheshire construction were taken into account. Yet a much smaller figure of \$2,000,000 reflects more accurately the Department's cost of compliance on an on-going basis. The reason being the estimated capital construction expenditures for the new youthful offender facility (\$25,000,000) represents the lion's share of the total compliance cost estimate cited above.

#### Prior Compliance Action

The most notable example of an action taken by the state prior to the initiation of the CSAP which will result in bringing the state correctional system into compliance with the CAC standards involves the construction of the new youthful offender facility. The planning for this construction project, which is but the first phase of a multiple phase construction



schedule, predates the CAC standards themselves, let alone the CSAP study.

Therefore, the cost estimate associated with the new facility construction at Cheshire can be partitioned in such a way to reflect the temporal sequence of decision making. This clearly presents these cost estimates in a different light than those which are related to decisions arrived at by SMT during the CSAP study.

#### Dollar Value of Reallocated Resources

Partitioning of cost estimates may prove most difficult in the case of tracing the reallocation of resources (both human and material) within the Connecticut system among the many organizational units, subunits, and even the various functions.

Undoubtedly there were many administrative policies and procedures which have been changed or impacted upon in some way by the CAC Standards. Indeed, the majority of the SMT designated "no cost standards" fall under the categorical distinction of reallocated resource. For example, the standards which call for annual reviews of program operating procedures or function plans like training, supervision, fire/safety have all been designated as no cost standards. This implies that the time involved in this compliance action is not enough to require additional personnel, nor is the amount of time in which significant enough in relative proportion to cost out. Instead it is necessarily taken from the "slack resources" of the administrators' time. The cumulative effect of a great many of these seemingly inconsequential tasks, in the final analysis prove to be quite formidable. One can argue this point especially well if one stipulates the scheduling of their performance as all falling within a narrow time range. The resulting effect would be a very taxing administrative schedule, for instance, a year-end crunch of reviews.

In most cases, however, these dramatic effects can be minimized and the no cost decision can be accepted as an accurate one under the administrative structure of the organizational system.

In the case of the Connecticut Cost Analysis the available data obtained did not support such detailed analysis of the dollar value of reallocated administrative resources. Furthermore, with regard to the material or fiscal resources the Plans of Action did not interrelate the compliance activities in such a way as to make such a reallocation possible in all but the rarest instances, e.g. the Institutional Advisory Training Committee involvement with the CSTP, or the educational supplies and equipment costs the CJA will absorb in the development and administration of the Department's training program.

#### Conflicting Estimates

A few standards involved cost estimates which differed between those prepared by the SMT and the IEPS/CEC. The major reasons involved were: 1) the matter of interpretation of the CAC standards, and 2) different assumptions in the components for the cost estimates. An example of the first situation is the matter of "rekeying" one of the institutions. The SMT indicated a compliance cost of approximately \$80,000.<sup>4/</sup> This estimate was rejected by IEPS/CEC, but not on the basis that the technical aspects of the changing of locks and establishing newly made keys for such an old institution would not involve a cost of such proportions. Rather it was rejected solely on the grounds that the standard in question (#4174) could not be legitimately interpreted to include such an action on the part of the State. Compliance with Standard #4174, Control of Keys, was met without having new keys and locks.

This is but one example of the occurrence of conflicting estimates. Others may be found in the section on compliance cost in the respective organizational units of this report.

### Additional Basis for Partitioning Cost Estimates

The two remaining bases for partitioning cost estimates were stated as being by: 1) CAC functional categories, such as, security, sanitation, reception and overtime, library services, etc.; and 2) by IEPS/CEC cost factors. The cost factors designated by IEPS/CEC in the personnel, overtime, equipment, new facilities, renovated facilities, purchase of services and additional funds. Both of these alternative methods of partitioning the estimates will be treated in separate chapters and will be visibly displayed on summary tables found in the appendices of this report.

### SUMMARY

The methodology for Connecticut CSAP cost analysis was discussed, while such underlying assumptions, special consideration and techniques of presentation were brought to the reader's attention. These should serve to familiarize the reader with the manner in which the subsequent analysis of the POA will be presented and serve to direct one's reading to those sections of most interest to the reader. As stated earlier it is our opinion that this report will serve as an aide to the State decision makers associated with the Connecticut Standards Accreditation Program (CSAP).

## NOTES

1/ Connecticut Department of Correction, Agency Financial Summary, BR-1 Forms for fiscal year 1979.

2/ The computed fringe benefit rate figure was initially obtained through a mailed questionnaire (entitled General State Data Base) completed and returned by the accreditation manager. The figure was subsequently verified during onsite field visits during which a copy of the department's indirect cost rate proposal for the year ending June 30, 1979 was examined which contained the fringe benefit rate employed by the department. Copy obtained September 4, 1979. Correspondence from DOC, Business Manager.

3/ See Appendix VII for complete description of CSTP.

4/ POA 4174, CCI-Cheshire, June, 1979.

CHAPTER TWO  
CCI-ENFIELD

ORGANIZATIONAL UNIT DESCRIPTION<sup>1/</sup>

CCI - Enfield is Connecticut's minimum security facility for adult male offenders. Formerly the Osborn Branch of the State Prison, it now serves as a transitional institution prior to the inmates transfer to community based programs or pre-release centers. When it was first constructed it was operated with what is now CCI - Somers. In 1969 it was established as a separate institutional entity, although it retained several vital operational linkages with CCI - Somers, such as medical services; limited educational opportunities; its personnel and business managerial offices; and supplies storage services. It is located approximately 25 miles north of Hartford in the suburban community of Enfield which has a population of 47,000 <sup>2/</sup>.

The main facility rests atop a hill, enclosed by a chain-linked security perimeter fence, zoned with an electronic alarm system. The main buildings within this fence encircle an inner yard. The layout of these buildings can be identified moving clockwise from the administration building and visitor's entrance as follows: pre-release building, cottages D and E, the dormitory building, the gym/auditorium, industries, school and service unit building and finally, the kitchen/mess hall. Outside the perimeter on approximately 1,600 acres are several other shop buildings which house the microfilming, sign shop, agriculture, printing, garage, tire recapping, auto repair and general industries programs. This layout is consistent with CCI - Enfield's stated mission of establishing "viable community based programming for pre-release and varied community release alternatives that will enhance the transition of the inmate to the community", such as, work programs that reflect the outside world of work, educational and furlough release programs." <sup>3</sup>

During FY 1978-79 CCI-Enfield with a rated capacity of 403 inmates has processed 604 admissions and 542 terminations (or roughly 10 per week).<sup>4/</sup> The majority of its 401 average daily population is engaged in the industries program. CCI-Enfield also has a full complement of education and vocational training programs. The latter is designed for correctional industries jobs and usually involves on-the-job training. The professional educational staff consists of 8 professionals, vocational training staff numbers 9, while the corrections industries program holds 12 instructors and an additional 8 managerial and marketing staff positions. Other programs at CCI-Enfield include the religious, recreational and a variety of counseling programs.

#### COMPLIANCE COSTS

CCI-Enfield reported the highest percentage of compliance with the CAC institutional standards from among all the organizational units within the state. The June 1979 Plans of Action listed ten (10) cost standards and twenty-four (24) no-cost standards requiring compliance action on their part.

Eight (8) of the ten (10) noncompliant cost standards addressed by the Enfield Accreditation team were referenced to the Department of Corrections' Comprehensive Statewide Training Program (CS1P). They were: 4090, New Employee Training; 4091, Annual Training; 4092, Direct Contact

- 4090, New Employee Training
- 4091, Annual Training
- 4092, Direct Contact Personnel
- 4096, Detention Personnel
- 4098, Physical Force Techniques
- 4100, Annual Evaluation
- 4103, Reimbursement to Staff

In other words, the costs associated with the development and implementation of training the institutional personnel called for by these standards.

Connecticut Justice Academy (CJA), who jointly developed the CSTP. This convention of reporting the costs of compliance with the training standards was adopted by all the other organizational units as well and therefore the CSTP will be treated separately (see Chapter Seven).

Nevertheless, some direct costs can be allocated to Enfield's participation in the statewide training program. The CSTP specified overtime pay to correctional officers as the single direct cost involved.<sup>5/</sup> It was determined by the following general calculation:

Training Cost = #C.O.'s x #Hours Training x Average Overtime Rate  
Training Cost = 90 C.O.'s x 40 Hours x \$10/Hr./C.O.  
Training Cost = \$36,000.

IEPS/CEC's cost estimate included additional elements of turnover rate, personnel, supplies, equipment, purchase of services, and additional funds required in the development and implementation of the training program. The detailed cost estimate of the CSTP can be found in the seventh chapter of this report. Nevertheless, approximately \$36,000 of the training cost was directly attributable to the overtime cost for Enfield's Correctional Officers.

#### Emergency Plan Training

The Institutional Accreditation Team estimated that the compliance costs associated with the training of all of Enfield's employees to familiarize them with the institution's emergency plan would involve very little in the way of new resources. They specified in their Plan of Action that \$625 would be required to meet the overtime costs for 20 officers and 2 supervisors on the third shift.<sup>6/</sup> This was the only request for additional funds required, as all the other employees could receive the training during regular working hours either by reallocation or other

administrative action. The Lieutenant would not require overtime pay as he is considered within the supervisory category. The cost estimate was verified by CEC staff after obtaining information relating to the duration of the training and the salary schedule currently in effect for the correctional officers in question.<sup>7/</sup>

The Accreditation Team and the SDD stated that since the emergency action plans were specific to the institution and a standardized CSTP curriculum for this component had not yet been designed, this training would best be conducted on site (rather than await the development and full implementation of the CSTP which is slated for 1982). The training would draw on the Advisory Training Committee's designated staff/instructors and the DOC's Regional Training Officer.

#### Special Disturbance Unit

Training standard 4182, specially trained unit, calls for the provision of a unit of employees to assist in the event of disturbances at the institution. Reading the accompanying discussion of the CAC standard, one learns that this unit is to receive "special training in methods of confrontation and negotiation".<sup>8/</sup> Interviews with members of the Enfield Accreditation Team indicated that no decision had been reached as to whether or not such a group would be selected, or how to proceed with such a selection process, if it is deemed necessary. Cited as being among the factors taken under consideration are the following: 1) discussion as to the need of such a special unit given the characteristics of the institution and the training all the employees have received; 2) the ideal size of such a unit; 3) whether a single unit would suffice for the institution, or whether it would be necessary to have a unit for each shift; 4) the particular content of the special training that this group would receive



that would be different from training elements that the overall employees had received on the topic of disturbances, and, 5) whether an informal designation might not work as well given the size of the staff and inmate population.<sup>9/</sup> In sum, there is no definite course of action being planned so there is very little that can be estimated with any validity. However, one alternative to achieving compliance is explained below.

One of the Correctional Captains at Enfield had recently attended a five-day workshop on Hostage Rescue Operations, sponsored by the International Association of Chiefs of Police.<sup>10/</sup> The program elements were:

- Principles and Guidelines for Tactics
- Ballistics, Equipment, and Weapons for Tactical Operations
- Value Dilemmas in Police Response
- Response Tactics: Options and Alternatives
- Psychology and Physiology of Hostage Taker and Victim
- Negotiation Techniques
- Guidelines for Police-Media Relations in Hostage-Taking Incidents
- Rescue Operation Exercise

All these characteristics speak directly to the special training needs implied by Standard 4182. Material presented at the IACP workshop was also incorporated into the general training Enfield employees receive during their instruction on the emergency plans. Such an outside resource represents an interesting alternative example of the training costs associated with this standard.

Taken in the context of Standard 4182 specially trained unit, the costs associated with such a training program would include:

- IACP Registration Fee
- Personnel Time
- Transportation
- Subsistence

Since the location of the IACP workshop varies throughout the year, scheduling of the sessions would affect the costs of transportation

(commercial fares or mileage rate) and subsistence (per diem for meals and lodging). In this particular case, the workshop was conducted locally, (Hartford) thus minimizing the impact for these cost factors. In addition to the personnel salaries, the IACP registration fee was \$375 for non-members and \$325 for members.

Together these cost factors would account for the basic unit cost of this external training resource.

Having established this point, one is free to examine the options available to the State in coming into compliance with this standard. If the purchase of services approach to compliance is taken, such as with the IACP training experience, one can raise the question, "How many employees will undergo this training?". The estimation of the costs would be a simple matter of multiplication. However, as pointed out earlier, the Enfield Accreditation Team has made no decision in this regard.

From still another perspective, the IACP training can be looked upon as a "Training for trainers" session. In this case, not all the members of the unit would need to go through the course, but rather a representative number would be able to "bring it back" to the State (assuming they possessed the training skills to effectively convey the material that they were presented in the original training experience). This would obviously reduce the cost estimate of the compliance action.

Certainly there are other options which do not involve the purchase of service that have not been discussed. The CJA might be brought into the picture either through the existing program offerings or through the design of special curricula. Likewise, there are many other approaches of which no doubt the reader is aware.

The main point to be made here is that the compliance costs associated with the special training of the disturbance unit is likely to exceed the general emergency plan training of all the employees regardless of which course of action is taken by CCI-Enfield. That is to say, this will be so whether they be accounted for directly by the institution or whether they be accounted for indirectly by some other state agency or organizational subunit, such as the CJA or the CJC.

#### SUMMARY

The compliance cost estimate for CCI Enfield focused in on the training costs. The Accreditation Team reported no other non-compliant cost standards. Interviews and subsequent data collection efforts resulted in total compliance cost estimate of roughly \$37,000.

Table 3 displays the compliance cost estimates by the individual component cost factors identified by IEPS/CEC.

TABLE 3

## CCI-ENFIELD

Standard Weight	Description	Personnel	Overtime	Equipment	Supplies	Facilities		Purchase of Services	Additional Funds	Total
						New	Renovate			
<u>Training and Staff Development</u> <sup>a</sup>										
4090E	New Employee Training	}	36,000 <sup>b</sup>						a	36,000
4091E	Annual Training									
4092E	Direct Contact Training									
4093E	Administrative Training									
4096E	Detention Personnel Training									
4098E	Physical Force Techniques									
4100E	Annual Evaluation									
<u>Security and Control</u>										
4181E	Emergency Plan Execution								625	625
4182I	Specially Trained Unit	c								
TOTALS:			\$36,000						\$ 625	\$36,625

Source: Connecticut Accreditation Management Team (SMT) Plans of Action as of June 1, 1979

## Footnotes:

<sup>a</sup>See Comprehensive Statewide Training Program (CSTP) Table 8 for related costs.

<sup>b</sup>Overtime costs directly attributable to CCI-Enfield's 90 Correctional Officers, also reported under CSTP Table 8.

<sup>c</sup>No estimates possible since CCI-Enfield has not yet reached a decision to select disturbance unit.

## NOTES

1/ The unit descriptions have been adapted from the self-evaluation narratives submitted by the SMT to CAC, June, 1979.

2/ County, City Data Book, U.S. Bureau of Census, 1978.

3/ CCI-Enfield's Self-Evaluation Narrative, June, 1979.

4/ Figures on inmate admissions and terminations based on Thomas De Riemer, Director Information Systems, Statistical Summary FY 78-79, Department of Correction, Connecticut, 1979.

5/ See Appendix VII, last page of CSTP.

6/ POA #4181, Emergency Plan Execution, CCI-Enfield.

7/ Interviews with Regional Training Officer for CCI-Enfield and AFSCME Corrections Unit, Council #4 Agreement, July, 1977.

8/ Standard #4182, Manual of Standards for Adult Correctional Institutions, Commission on Accreditation of Corrections, Rockville, MD, 1977, p. 35.

9/ Interviews with Enfield Accreditation Team, July, 1979, follow-up telephone interviews, Sept. 1979.

10/ International Association of Chiefs of Police Workshop Information Office, Eleven Firstfield Rd., Gaithersburg, MD 20760. (800) 638-4085 Ext. 2083.

## CHAPTER THREE

### CCI-SOMERS

#### ORGANIZATIONAL UNIT DESCRIPTION

CCI, Somers is the state's maximum security facility for male felons, aged 18 years and over. Prior to 1969 it was operated in conjunction with the Osborn Branch (now CCI, Enfield) as the Connecticut State Prison. Since then, while it has emerged as a separate institutional entity, it continues to administer several important services for Enfield (see CCI, Enfield discussion for details). The institution is located in the rural community of Somers which has a population of approximately 7,300,<sup>1/</sup> and is within the northeastern part of the state within a 45-minute drive from Hartford. During FY 78-89 Somers had an ADP of 1034, with 1218 admissions and 1124<sup>2/</sup> terminations or an approximate turnover rate of 22 per week.

The facility is surrounded by a double security fence, separated by an electronic field with seven security towers strategically placed at various points along the perimeter. Among the few activities that are not confined to the physical structure of the building complex itself are the power house, sewage plant, incinerator, auto school, autobody program, auto-fleet maintenance, and outside lawn crew facilities. The building complex itself follows the telephone-pole layout characteristic of the correctional architectural design of the post-WWII period. Immediately behind the gate house is the administration building through which one can access the central corridor. To the left one gains access to seven housing blocks (averaging 88 cells, with dormitories of about 30 inmates). To the right one gains access to the institution's educational, recreational, industries, laundry and hobby areas facilities. Directly behind the administration building is the 99-bed hospital and another housing block with approximately 250 cells. Interspersed within the arrangement of buildings are several

enclosed courtyards of varying size, one of which is used for the recreation of the administrative segregation unit.

The stated mission of CCI, Somers is "to establish and ensure an environment of safety and protection for the institutional and open community... intimately integrated with the ideal that the provision of educational, vocational, and psychologically oriented programs will promote productive law-abiding dynamics within the individuals compatible with the accepted social norms". The variety of programs offered to achieve this goal include: education programs (35 member staff); counseling programs (27); special offender program (13); correctional industries programs (23); recreational program (2) and religious programs (2) and various volunteer staffed programs.

#### COMPLIANCE COSTS

CCI-Somers reported the second highest compliance rate based on the SMT Self Evaluation Report and the institution's Plans of Action. The SMT designated nine cost standards in the following CAC categories:

- Training and Staff Development
- Security and Control
- Sanitation
- Library Services

An additional eighteen non-compliant standards were designated as no cost standards. The discussion will focus on the designated cost standards.

#### COMPREHENSIVE STAFF TRAINING PLAN (CSTP)

As discussed earlier the SMT chose not to allocate the costs of compliance with the training standards to the individual institutions. Rather the CSTP was assigned the related costs of implementations. However, for the purpose of this cost analysis it is appropriate to distinguish between the developmental

costs of the CSTP and the operating program costs which are more directly tied to the institutions. The method of allocation of training costs in each case is based on the number of correctional officers at the institution who will undergo training. In the case of Somers, the maximum security institution, the number is the largest involved in the plan; namely 289 Correctional Officers.

Using an overtime rate of \$10.00 per hour for the 289 officers one can attribute approximately \$115,600 of the CSTP to this institution. This figure takes into account the following specific standards:

- 4090 -- New Employee Training
- 4091 -- Annual Training
- 4092 -- Direct Contact Training
- 4096 -- Detention Personnel Training
- 4103 -- Reimbursement of Staff

The Administrative Staff training (Standard 4093) was not included in this reallocation since the administrative personnel will not require overtime pay. Their training, as half of the Correctional Officers' training will be accomplished through schedule rearrangement on the job training, and so forth, which will not require the Department to incur any additional participant costs, such as overtime payments.

#### EMERGENCY PLAN TRAINING

Under the Security and Control category the SMT also included the Emergency Plan Training Standard (4181) under the CSTP. While Somers does have an institutional emergency plan in effect it chose to include this training requirement in the CSTP. Thus while the CSTP is being developed, Somers will continue its institutional training on the usual on the job training basis. However, once the CSTP is implemented all emergency plan training



will fall under the statewide program. For a discussion of this and other related training developmental costs the reader is directed to Chapter seven.

#### PERSONAL LAUNDRY USAGE

Standards 4249 and 4250 speak to the inmates' need for daily clothing exchange and the availability of laundry facilities for the inmates' personal use. The SMT focused in on Standard 4250 as the cost standard in this section on Sanitation. Specifically renovation, equipment and additional funds were designated as the cost factors involved in meeting standard compliance. The POA proposed the manufacture and installation of individual drying racks for the inmate cells. Thus permitting the inmates to dry hand-washed items of personal clothing in their cells without obstructing the custodial force's vision of the inmate cells. The security function was also considered in the choice of materials for the racks themselves. In conjunction with these renovated facilities the institution's commissary would also stock appropriately sized packages of laundry detergents for this type of hand laundering.

The associated cost estimates are as follows: 1) Approximately \$800 for the materials (plastics and other hardware) for the manufacture of the drying racks; 2) approximately \$1,600 for the purchase of necessary equipment, such as, special drills, bits and saws for the inmate labor crew; and 3) approximately \$5,165 for the supervision and inmate labor costs which would handle the cell renovations and installation of the drying racks. Interviews with the prison officials and appropriate plant and maintenance personnel were used to verify these estimates. The costs seem reasonable for the scope of the renovations.

#### AVAILABILITY OF LIBRARY SERVICES

The CAC Library Services standards specify the staffing levels, the volume and type of library materials available as well as the basis on which

these services will be made available to the inmates. Specifically Standard #4413 requires that prison library services be made available to inmates on a daily basis, including evenings, weekends and holidays. The SMT designated only the personnel cost factor in their POA for reaching compliance with this standard.<sup>4/</sup> The hiring of a full time librarian would result in an annual compliance cost of \$15,780 (base salary plus fringe benefit). This librarian would supplement the existing professional librarian staff at the institution. These personnel costs were verified with the Department's personnel office.

#### SUMMARY

The four standard categories of training, security, sanitation and library services encompass the required compliance action areas at CCI-Somers. The overall compliance cost estimate amounted to approximately \$139,000. However, approximately \$131,400 of this estimate would entail an ongoing annual compliance cost; the difference of approximately \$7,600 involves the one time renovation costs associated with the manufacture and installation of the personal laundry drying racks. The following Table summarizes these compliance costs for Somers (See Table 4).

TABLE 4

CCI-SOMERS

SUMMARY OF COST BY COST FACTORS

Standard Weight	Description	Personnel	Overtime	Equipment	Supplies	Facilities		Purchase of Services	Additional Funds	Total
						New	Renovate			
<u>Training and Staff Development</u> <sup>a</sup>										
4090E	New Employee Training		115,600 <sup>b</sup>						a	115,600
4091E	Annual Training									
4092E	Direct Contact Training									
4093E	Administrative Training									
4096E	Detention Personnel Training									
4103E	Reimbursement of Staff									
<u>Security and Control</u>										
4181E	Emergency Plan Execution		a							
<u>Sanitation</u>										
4250D	Personal Laundry Usage			1,600			800		5,165	7,565
<u>Library Services</u>										
4413E	Available Daily	15,780								15,780
TOTALS:		\$15,780	\$115,600	\$1,600			\$800		\$5,165	\$138,945

Source: Connecticut Accreditation Management Team (SMT) Plans of Action as of June 1, 1979

## Footnotes:

<sup>a</sup>See Comprehensive Statewide Training Program (CSTP) Table 8 for related costs.<sup>b</sup>Overtime costs directly attributable to CCI-Somers' 289 Correctional Officers, also reported under CSTP Table 8.

NOTES

1/ County, City Data Book, U.S. Bureau of Census, 1978.

2/ Admission and termination figures based on Statistical Summary, FY 1979, by Thomas De Riemer, Director Information Systems, Dept. of Correction, Connecticut, 1979.

3/ CCI-Somers Institutional Narrative, Self-Evaluation Report, June, 1979.

4/ The reader is referred to Chapter 8 section on library services for a more complete analysis of the cost factors associated with these standards.

## CHAPTER FOUR

### CCI - CHESHIRE

#### ORGANIZATIONAL UNIT DESCRIPTION

Formerly known as the Connecticut Reformatory, Connecticut Correctional Institution, Cheshire (CCI, Cheshire) is the state's medium security facility for youthful offenders between the ages of 16 and 21 years. CCI, Cheshire is located within the town of Cheshire, in the south central part of the state. Cheshire has a population of approximately 20,700. The institution lies directly along Route 10 and is easily accessible by automobile from major population centers such as New Haven (approximately a 20-minute drive) and Hartford (approximately 30 minutes). The site of the institution encompasses 460 acres, of which 50 acres are contained within the perimeter walls. Within these high, masonry walls one finds the administrative wing; the North Block (350 rated capacity) and South Block (102 rated capacity); the industrial, vocational and maintenance program buildings. During FY 1978-9, the average daily population of CCI, Cheshire was approximately 450; with 880 admissions and 773 terminations, resulting in an average weekly turnover of 15 inmates.<sup>1/</sup>

In the Self Evaluation Institution Narratives, Cheshire states its mission as being "providing safe and healthful custody of adjudicated youthful offenders while providing them with both internal programs and community contacts to ease assimilation upon release".<sup>2/</sup> Among its internal programs are the educational and vocational training programs, correctional industries, institution based work assignments, religious and counseling. Community contact mechanisms include volunteer staffed "Thresholds" program, Alcoholics Anonymous and the Connecticut Prison Association.

The thrust of the Cheshire programming appears to be the educational

and vocational training program which reports approximately 66% participation of the youthful offenders. The educational program is part of the Department of Corrections School District, and services its inmates through literacy programs, special education and learning disabilities coursework, adult basic education, high school, GED preparation, vocational education and post secondary training both academic college curricula and technical fields of study. The educational professional staff numbers 35 at present. The vocational educational program includes business education, carpentry, autobody repair and food services.

The industries program staff numbers 17 at present. The program encompasses a marker shop, print shop, cabinet shop, mattress shop and tool and die making area. Other assignments for inmates are the kitchen, laundry, maintenance and general institutional housekeeping crew.

#### COMPLIANCE COSTS

The SMT designated 18 cost standards and 81 no-cost standards in the Cheshire Plans of Action. CCI-Cheshire, therefore, ranked third in overall standards compliance rates among the organizational units involved in the CSAP study. The CAC functional categories which involved cost standards included:

- Training and Staff Development
- Physical Plant
- Security and Control
- Sanitation
- Reception and Orientation
- Library Services.

## ANNUAL TRAINING

Cheshire's 97 Correctional Officers will account for approximately \$38,800 in overtime pay associated with the CSTP. This training cost is required by Standards 4090-93, 4098, 4100, and 4103 (see Table 5). A complete discussion of the costs estimates associated with the CSTP is presented in chapter seven of this report.

## PHYSICAL PLANT

Cheshire is the first of the four institutions within this study to indicate noncompliance with the Physical Plant Standards. As indicated above, the present youthful offenders facility is scheduled for replacement by a new institution which is currently under construction. The new facility is designed to overcome the severe inadequacies of the existing facility which are most noticeable in the SMT's evaluation of the cell sizes (Standard 4142). The cells are not equipped with hot water, desks or adequate lighting facilities (4143); and the location of staff offices to encourage appropriate staff/inmate interaction (4145).

The construction costs of the new facility was initially indicated as amounting to \$22 million. However, the current estimate places it closer to \$25 million. While the latter figure does not reflect the authorized cost of construction, it is believed that this will be the figure which must be agreed upon once the Department applies to the State Legislature and Bond Commission. Independent construction costs estimates made by IEPS/CEC for this type of facility (adjusted for general locality) confirms the latter physical plant construction cost estimate.

However, regardless of which figure is cited, the IEPS/CEC cannot

accurately incorporate this into the cost analysis since it does not refer to an existing facility, for as indicated earlier, the LEAA/CAC accreditation policy does not consider accreditation of facilities undergoing such transitions. Therefore, IEPS/CEC was not obliged to include such future construction costs estimates within its cost analysis of the Cheshire POA. The CSAP study includes only those costs which apply to the existing system facilities.

#### SECURITY AND CONTROL

Under this general CAC Standard heading, the SMT designated five new compliant cost standards:

- Watch Towers (4153)
- Firearms Unloading (4173)
- Key Control (4174)
- Emergency Plan Execution (4181)
- Special Disturbance Unit (4182).

#### Watch Towers

The POA for Standard 4153, watch towers, indicated the present deficiencies were equipment needs rather than the location of the four towers. The SMT designated binoculars, pagers, other warning devices, and open communications other than phones as the specific deficiencies. The POA calls for the purchase of approximately 40 handheld Motorola two-way radios at a unit cost of approximately \$1,000. This, however, would be for use at the new facility which has no towers. As for the existing facility, \$4,000 is the cost estimate, assuming the existing manned-tower posts were equipped with these radio units and were able to communicate directly with the Institution's control room as well as with one another.



Thus, this cost estimate is one which conflicts with that of the SMT's due to the differing interpretations of the Standard. IEPS/CEC cannot see the communications equipment purchase as a justifiable compliance for Standard 4153 in this case since the facility in question will have no towers. While the need for such equipment to enhance the effectiveness of the security functions of the institution is not called into question, the point is that the CAC Standard 4153 makes no provision for such a general institutional requirement. The smaller cost estimate would, therefore, represent the intended compliance action's equipment cost.

#### Firearms Unloading Area

The next Security and Control Standard addressed by the SMT for Cheshire was 4173, the designation of a safe area for the unloading and reloading of firearms at the institution. The POA specified renovation and equipment costs involving the installation of a firing box of metal drum and sandbag construction. The location of the designated firearms area would be in the institution's control room. An opening in the reception room wall would have to be made to allow the installation of the firing box. The materials would cost approximately \$300 while the renovation itself would cost \$200 in labor. The \$500 estimate seemed reasonable given similar compliance actions by other states' institutions involved in the CSAP study.<sup>3/</sup>

#### Key Control

The SMT indicated that compliance with Standard 4174, specifying the institutions' policy and procedure governing control and use of keys, would involve a major undertaking. The POA called for the total re-keying of the institution. The SMT designated the cost to be approximately \$80,000

which would cover the issuance of new master keys and standardization of locks. Institutional personnel interviewed during the site visits indicated that such action was deemed necessary since the existing key control system incorporates numerous systems of keys which date back to 1910. The policy or procedural issue was not as critical to the POA as the equipment cost aspect of the suggested compliance action.

IEPS/CEC could not consider this POA as one which interpreted the Standard correctly. Therefore, it was dismissed from the cost analysis. Informally the interviews indicated that this POA was not anticipated to be realistically enacted during the remaining existence of the institution given its scheduled replacement by the new youthful offender facility. It is probable that the renovations of the existing facility as undertaken in Phase II of the new Cheshire Corrections Community construction will address this need. There are however no definite plans regarding the gutting of the existing 4-tier gallery of cells which address the issue of re-keying in the renovated facility. The intended use of the renovated facility as a correctional center (jail) will require major renovations.

#### Security-Related Training

The SMT had indicated non-compliance with two cost standards under the Security and Control section that in essence might more appropriately be discussed under the training category. Standards 4181, Emergency Plan Execution, and 4182, Special Disturbance Unit, involve training costs which were reallocated to the CSTP. However, no details were able to be provided by the SMT regarding the specific nature of Cheshire's involvement with or the nature of the security-related training components of the CSTP. Therefore, given the indeterminate nature of the POA, no cost estimate was possible.

Overall, the security standards, therefore, were estimated to involve a one-time compliance cost of approximately \$4,500 for equipment purchases.

#### SANITATION

As with most of the institutions in Connecticut, the Personal Laundry Facilities Standard (#4250) was cited as a non-compliant cost standard for Cheshire. The POA called for the purchase of five washers and dryers at an estimated cost of \$4,750. This figure was already accounted for in the overall construction cost estimate reported under the physical plant section as part of the standard furnishings cost of the construction project.

More importantly for the purpose of this report, the POA directed compliance toward the new facility rather than the existing facility. Once again, this POA cannot be considered as an appropriate one for the CSAP cost analysis study given the time frame and accreditation policy decision involving only existing facilities as opposed to their desired future counterparts.

#### RECEPTION AND ORIENTATION

Of the two Standards designated by the SMT as being non-compliant cost standards under this section of the CAC Standards Manual, only one can be considered in the cost analysis. The two standards deal with Adequate Reception Facilities (4357) and Admission Reports (4359).

##### Adequate Facilities

The SMT indicated that Cheshire's present facilities for admission reception and orientation of inmates was inadequate by the CAC Standards. The major deficiency was the inability to keep the inmates separate from the general population during the orientation reception period. The POA

referred to the new admission cottage of the facility presently under construction, which would have a working capacity of 50 new inmates. They would undergo a two-weeks orientation to the facility before being absorbed into the institutions' major population. Being referenced to the future institution necessarily eliminated the POA from the cost analysis.

#### Admission Reports

The SMT designated the summary admission reports of new inmates as being non-compliant with respect to the psychological evaluations and recreational interests profile at Cheshire. The POA 4359 proposed the acquisition of a Consultant Psychologist to perform the evaluations and other aspects of the admissions' reports.

Rather than a direct-hire of new personnel through the creation of a full time position, the SMT chose to take the Purchase of Service route instead. Based on a range of admissions of approximately 900 to 1,200 new inmates processed each year, the consultant psychologist would receive from \$15,000 to \$20,000 per year.<sup>5/</sup> The IEPS/CEC estimate for this consultant was the mean of \$17,500 and was comparable to the corresponding state personnel salary range for a "Psychologist I" position.

#### LIBRARY SERVICES

The last cost standard addressed by the SMT at Cheshire dealt with the availability of library services (#4413). The standard calls for the provision of services to inmates on a daily basis, including weekends and holidays. The POA called for the purchase of services of a consultant librarian who would train the new Correctional Treatment Officers as auxilliary librarians. The consultant's fee was designated at \$5,000. IEPS/CEC further estimated the annual compliance cost of

the three new officers to be \$32,745. They would serve as auxilliary librarians during weekends, holidays, and the daily second shift to enable more flexible operation of the library, augmenting the present librarian's hours of service. Thus, the total estimated compliance cost would be approximately \$38,000. Other than the one-time cost of the consultant librarian (\$5,000), this would entail an ongoing compliance cost.

#### SUMMARY

Examining the Cheshire Plans of Action, a total estimate of the annual compliance cost of approximately 99,000 was involved in four functional areas: training, security, reception, and library services. These involved major costs in personnel, overtime, equipment and purchases of service cost factors.

See Table 5 for a display of these cost factors and standards.

TABLE 5

CCI-CHESHIRE

SUMMARY OF COST BY COST FACTORS

Standard Weight	Description	Personnel	Overtime	Equipment	Supplies	Facilities		Purchase of Services	Additional Funds	Total
						New	Renovate			
<u>Training and Staff Development<sup>a</sup></u>										
4090E	New Employee Training	}	38,800 <sup>b</sup>						a	38,800
4091E	Annual Training									
4092E	Direct Contact Training									
4093E	Administrative Training									
4098E	Physical Force Techniques									
4100E	Annual Evaluation									
4103E	Reimbursement of Staff									
<u>Physical Plant</u>										
4142I	Cell Size	}					e			
4143E	Cell Furnishings									
4145E	Staff Accessibility									
<u>Security and Control</u>										
4153E	Watch Towers	}		4,000						4,000
4173E	Unloading Firearms			300						
4174E	Control of Keys			c						
4181E	Emergency Plan Execution									
4182I	Specially Trained Unit									
<u>Sanitation</u>										
4250D	Personal Laundry Usage			d						
<u>Reception and Orientation</u>										
4357E	Adequate Facilities					e				
4359E	Admission Reports							17,500		17,500
<u>Library Services</u>										
4413E	Available Daily	32,745						5,000		37,745
TOTALS:		\$32,745	\$38,800	\$4,300			\$200	\$22,500		\$98,545

Source: Connecticut Accreditation Management Team (SMT) Plans of Action as of June 1, 1979

## Footnotes:

<sup>a</sup>See Comprehensive Statewide Training Program (CSTP) Table 8 for related costs.<sup>b</sup>Overtime costs directly attributable to CCI-Cheshire's 97 Correctional Officers; also reported under CSTP Table 8.<sup>c</sup>The SMT indicated \$80,000 for rekeying which was not considered for the purpose of this study.<sup>d</sup>The SMT indicated \$4,750 for laundry equipment which is subsumed under the furnishings of the overall construction figure cited in Standard 4142. Therefore, it was not counted here.<sup>e</sup>No specific cost breakdown beyond the SMT's overall construction cost of \$22,000,000.

## NOTES

1/ Admission and termination figures are based on Statistical Summary FY 1979 by Thomas De Riemer, Director Information System, Department of Corrections, Connecticut, 1979.

2/ CCI-Cheshire Self Evaluation Report, Institutional Narrative, 1979.

3/ Iowa Division of Adult Corrections, POA #4173 called for the purchase of two bullet traps supplied by vendor at \$500 each.

4/ Interviews with the institution's Assistant Superintendent of Treatment, July, 1979.

5/ The range of annual admissions quoted by the Assistant Superintendent of Treatment differed somewhat from the current fiscal year's admissions which fell at the lower end of the range. However, given population projections calculated by the Department's Research Division, the 900-1200 range appears as likely a range as any estimate.

## CHAPTER FIVE

### CCI - NIAN TIC

#### 1/ ORGANIZATIONAL UNIT DESCRIPTION

CCI, Niantic (a minimum security facility) is the only adult correctional institution for women aged 16 years and over within the state. Founded in 1918 as the State Farm and Reformatory for Women, the approximately 900-acre site includes a lake and is bound on three sides by lightly wooded areas. The front of this fenceless facility is bounded by Route 156. It is located in the southeastern community of Niantic, which has a population of approximately 3,400. Connecticut Correctional Institution (CCI), Niantic is within an hour's drive from Hartford, New Haven and Bridgeport (the state's major population centers).

The physical plant is composed of fourteen buildings. The residential cottages are centrally located on the grounds with the chapel, laundry, commissary, sewing, infirmary, education buildings located within (a moderate) walking distance. The administration building is the first building to be encountered as one enters the grounds. The first residence, Davis Hall, is set back roughly a half mile beyond the administration building. Davis Hall contains a 30-bed unsentenced unit on the top floor, while its ground floor is divided into an eight-bed medical unit and an eight-bed adjustment disciplinary detention unit. The basement houses a four-cell bed security area.

The other housing units are Fenwick Hall, Faith Trumbull, Thompson Hall, and the North Building. Fenwick has a 23-bed first offender unit, an Honor Status program and a 23-bed sentenced community program. Trumbull Building contains a central kitchen as well as two cottages, each a 30-bed unit; the northside used for a behavior modification group, the south side for a



short-term offender unit. Thompson is opened only when the population warrants (such as March, 1979, when the Average Daily Population was 171). The North Building is reportedly rarely used. The average daily population for FY 1978-79 at CCI, Niantic, was 161, with 1,735 admissions and 1,711 terminations processed through the institution, or an approximate weekly turnover rate of 33 inmates.

Niantic's stated mission is "that every effort should be made to individualize its treatments program and to attempt to prepare each resident for adequate re-entry into the community".<sup>2/</sup> The program emphasis at CCI, Niantic, is educational. Classes include adult basic education, GED preparation, special education and college level courses. The vocational training includes nurse's aides, business skills, and key punch operator programs. Due to its relatively remote location and very poor public transportation service, the educational release and work release programs are provided primarily through transfers to halfway houses under contract with the DOC. The industries program is limited to data processing (i.e., key punching) contracted with the Department of Welfare. The combined industries and vocational training staff numbers 5.5 full time equivalents (FTE's), while the educational program staff has 10 FTE's, including the principal. Other programs provided are religious, counseling, recreation and, of course, the institutional, with assignments in laundry, kitchen, etc.

#### COMPLIANCE COSTS

CCI-Niantic, ranked fourth among the institutions in its rate of standards compliance. The SMT designated 41 non-compliant cost standards and 68 non-compliant no-cost standards.<sup>3/</sup> The cost standards fell under the following eleven CAC categories:

- Training and Staff Development
- Records
- Physical Plant
- Security and Control
- Special Management Inmates
- Sanitation
- Inmate Rights
- Rules and Discipline
- Library Services
- Recreation and Inmate Activities
- Release Preparation and Temporary Release.

#### COMPREHENSIVE STATE-WIDE TRAINING PLAN (CSTP)

Niantic's 67 Correctional Officers were cited by the SMT as requiring 40 hours of overtime pay to cover the training requirement. At an average overtime hourly pay rate of \$10.00, the annual compliance cost estimate for this aspect of the CSTP was approximately \$26,800. Chapter seven has more details of the related cost estimates associated with the CSTP.

#### SAFEGUARDING CASE RECORDS

The SMT indicated Niantic's case records were not in compliance with the CAC Standard (#4137) covering the safeguarding of case records from unauthorized and improper disclosure. Site visits allowed the researchers to observe the location and operation of the case records area. <sup>4/</sup> At that time, the case records were housed in file cabinets located in an open area which served as a central traffic corridor in the business section of the administration building. The POA called for renovation of the area. Interviewers indicated the renovation would include the sectioning off

of the present open space into two rooms separated by a 6-foot wide central corridor. The latter would serve as a fire egress route required by the State Fire/Life Safety Code. In addition to case records, the larger of the two rooms (approximately 600 sq. ft.) would house the institution's computer terminal, which is linked to the Department's Information System. It manages both client data and general administrative materials. The smaller of the two rooms (256 sq. ft.) will house only case records. The renovation will entail the partitioning of the open area with two-hour fire walls and doors, as well as the related fire prevention equipment (detectors, electrical alarms, etc.). The SMT indicated that the renovations would be carried out with a portion of the funds from a total security package of \$840,000. The package was submitted to the legislature for consideration in the FY 80 total budget. In interviews with the Supervisor of Plant and Maintenance at Niantic, and the Department's Engineering Services office, a figure of approximately \$240,000 was indicated as the general portion which would be allocated to the fire safety improvements of the administration building.<sup>5/</sup> However, the actual amount for the case records renovation remained indeterminate. IEPS/CEC architectural consultants estimated that this renovation would cost approximately \$30,000.<sup>6/</sup> The estimate was based on a \$35 per square foot rate which was further specified as involving the following elements:

- General Construction at \$20/sq. ft.
- Plumbing at \$ 3/sq. ft.
- HVAC at \$ 5/sq. ft.
- Fire at \$ 2/sq. ft.
- Electrical at \$ 5/sq. ft.

-----  
Total \$35/sq. ft.

## PHYSICAL PLANT

Under the CAC category of physical plant, the SMT indicated three non-compliant cost standards:

- Design Capacity (4141)
- Cell Size (4142)
- Cell Furnishing (4143)

### Design Capacity and Cell Size

Niantic's POA 4141 addressed the issue of population levels exceeding the designed capacity of the housing or program units. The Central Office indicated the rated capacity of CCI-Niantic to be 214, while the institution's officials cite 166 as the accurate figure.<sup>7/</sup> It appears as though the discrepancy is based on the differing assumptions involved: Niantic officials stating their rated capacity in terms of the personnel post coverage, while the Central Office states their capacity on the basis of the physical plant itself. In either case, the end result is that double-bunking is being practiced as the population exceeds the lower figure of rated capacity. Temporary measures have been taken to relieve some of the pressures by reopening one of the older housing units. It was described as being inadequate due to the building's furnishing materials used, for example, high amounts of glass which were repeatedly broken by inmates.

The SMT also indicated Niantic was not in compliance with Standard 4142, which states "There is one inmate per room or cell, which has a floor space of at least 60 square feet, provided inmates spend no more than 10 hours per day locked in, exclusive of counts; when confinement exceeds 10 hours per day, there are at least 80 square feet of floor space".<sup>8/</sup>

The POA for both of these standards referred to the construction of the new Women's Facility at the Cheshire Correctional Community site. The construction

schedule indicated the tentative opening of this new facility as late spring or early summer of 1984. The planning of the facility has only reached the basic design stage and the bond issue for construction has not been raised at this point. Therefore, given the fact that alternative or interim plans were neither submitted nor available when requested by the IEPS/CEC research staff, and the Plans of Action clearly fall under the LEAA cost estimate exemption criteria defined earlier, they were not included in the cost analysis.

#### Cell Furnishing

Niantic's POA 4143 Cell Furnishing described the existing deficiency as 150 cells requiring individual toilet facilities. The POA went on to suggest a renovation cost of \$45,000 for the 150 units. While the costs may not be very great relatively speaking, Engineering Services indicated that there was very little that could be realistically undertaken by way of such renovations with the existing facility, especially in light of the fact that the facility is slated to be sold when the new women's institution at Cheshire is completed. Coupled with the general trend of the Department's institutional budgets and the general decline in the economy, one would tend to rule out the renovations suggested by POA 4143.

IEPS/CEC would indicate, however, that the \$45,000 renovation cost factor would be the absolute minimum cost of this compliance action as it will undoubtedly run into additional expenses associated with the installation contingencies. Since these have been left in the indeterminate status by the Department, the \$45,000 figure will have to suffice with the qualification that it represents the lower limit of an undefined range.

#### SECURITY AND CONTROL

The standards addressing the issues of perimeter security; outside surveillance; control center key; tool and toxic material control; emergency

plan execution; disturbance units; emergency power generation, and inmate control were all designated as non-compliant cost standards by the SMT for Niantic. The Plans of Action for the first three standards were not included in the cost analysis because they referred to the new women's institution as their compliance action. As explained earlier, they were considered "non-response" compliance actions for the purpose of the CSAP study and, therefore, exempted.

#### Key, Tool and Toxic Material Control

Niantic's compliance actions for Standards 4174 through 4176, were interrelated in a logical manner by the SMT. The SMT called for one renovation fund request of \$750. The POA for 4174 addressed the issue of key control by specifying \$150 for the purchase of material and equipment to construct a keyboard for the facility. According to the POA for 4175 and 4176, the remaining \$600 would go toward the purchase of materials for the renovation of a garage area into a multipurpose storage and tool crib. The renovated area would provide a secure place for both the tools and the flammable, toxic and caustic substances used by the institution's plant and maintenance work crews. Through interviews with Niantic's Supervisor of Plant and Maintenance, it was learned that similar storage units had recently been constructed at the facility and several served to verify the cost estimate of the proposed renovation. <sup>9/</sup>

#### Emergency Plans and Disturbance Units

Standard 4181 calls for the training of all institutional personnel in the execution of written emergency plans for the institution. The next CAC Standard, 4182, calls for another policy and procedure to provide for the special training of a unit of employees to assist in the event

of disturbances. The SMT attributed both of the non-compliant standards to the CSTP. However, Niantic was not able to specify its involvement in these aspects of the CSTP, but the general information on compliance costs for these standards can be found in Chapter seven.

#### Emergency Power Generation

POA 4185 had addressed the generation of emergency power compliance action with reference to the new women's facility. However, when IEPS/CEC staff had requested whether or not an interim compliance action was planned, it was learned that such a plan did exist. The Supervisor of Plant and Maintenance indicated that plans were submitted to the Central Office for the purchase of an emergency power backup generator and the construction of a building to house the generator. The equipment and installation costs were updated and a figure of \$100,000 was determined to be a reasonable cost estimate by the industry sources contacted.<sup>10/</sup>

Specifically, the equipment involved a 400 KVA diesel powered generator (\$45-50,000) and a 30 KVA diesel powered generator (\$11,000) and the remainder going for the installation of these auxilliary power plants.

#### Inmate Control

The last standard addressed by the SMT under the Security and Control section is #4187, which states, "no inmate or group of inmates is to be given control or authority over other inmates".<sup>11/</sup> Within the medical unit of the women's facility, the post coverage shortage creates a de facto situation in which the inmates working as nurse's aides actually assume control over other inmates entering or leaving the medical unit. The resultant security problems are obviously one of the situations CAC was trying to eliminate through Standard 4187, Inmate Control.

The POA specifies the need for three Correctional Officers to be detailed to the medical unit security post coverage. The overall annual cost estimate for such a compliance action was determined to be approximately \$44,830, which includes the fringe benefit rate.

#### SPECIAL MANAGEMENT INMATES

Three standards under the Special Management Inmates category were addressed by the SMT as non-compliant cost standards: 4204, Non-Isolated Segregation; 4214, Hygienic Living Conditions, and 4216, Legal Materials. The POA for the first referred to the new facility and, therefore, was not considered within this report. For reasons which will become apparent shortly, the POA 4214, Hygienic Living Conditions, was grouped with POA 4252, Hair Care Services, and will be discussed under the Sanitation Section which immediately follows.

Finally, POA 4216 proposes the purchase of a microfilm reader to enable the special management inmates to have access to the institution's law library. The latter is entirely recorded on microfilm. The SMT indicated the cost of purchasing another microfilm reader was \$500. This is based on the adjustment of the last purchase order for an identical unit the previous year. IEPS/CEC accepted this as a reasonable cost estimate for this compliance action.

#### SANITATION

Three Sanitation Standards (4246, 4250, and 4252) were identified by the SMT as having compliance cost implications at Niantic.

The Special Clothing Standard (#4246) called for providing appropriate work clothes to inmates assigned to various work details within the institution. The SMT designated an additional funds cost factor of



\$4,160 for a uniform laundry supply service for kitchen workers. The cost of the service was verified.

#### Personal Laundry Usage

In order to comply with the Personal Laundry Usage Standard (#4250) requirement that, "In addition to its central laundry facility, the institution should have available facilities to permit inmates to wash personal clothing"; <sup>12/</sup> the POA cited the installation of six washer and dryer units. <sup>13/</sup> The estimated equipment cost was figured at just under \$6,000.

#### Hair Care Services

The CAC requires the institutions to provide facilities so that inmates can obtain hair care services on a regular basis. Given the fact that Niantic is the State's women's institution, compliance action with this Standard would involve a hairdresser. POA 4252 cites the need to fill a "Hairdresser I" position and provide the necessary equipment implied by this Standard. The salon equipment includes a sink, hair dryers, chair and related equipment. The cost estimates received by the Niantic Business Office were within the \$2,000 range. <sup>14/</sup>

Coupled with the annual salary and benefit schedule (\$14,350), the total estimated cost of compliance was \$16,350.

#### Healthful Environment

Niantic was the only institution cited by the SMT as being non-compliant with the Healthful Environment Standard (#4287). The specific deficiencies dealt with the institution's lack of compliance with state and federal fire and life safety codes and the practice of double-bunking. The POA calls for the expenditure of two sets of funds. The first involves \$610,000 in appropriated funds which have been earmarked

for the initial renovation work to bring the main residential units into compliance with the State Fire and Life-Safety codes. This includes the installation of new fire doors, additional points of egress, fire stair towers, and related fire alarm/detection devices. The second expenditure involves an additional request for funds to complete the fire and life-safety renovations. Together the renovations were cited as requiring approximately \$1,210,000.

#### RULES AND DISCIPLINE

Under the Inmate Rules and Discipline section of the CAC Manual of Standards, the Commission has required "all personnel who deal with inmates receive sufficient training so that they are thoroughly familiar with the rules of inmate conduct, the sanctions available, and the rationale for the rules".<sup>15/</sup> The Niantic POA 4313 states that this in-service training requirement will be fulfilled as part of the Comprehensive State-wide Training Plan (CTAP). Since the CSTP has not been developed at this point, no cost estimate is possible for the indicated compliance action. However, chapter seven does address the general cost estimates associated with the CSTP.

#### LIBRARY SERVICES

Seven of ten Library Services Standards were designated as non-compliant cost standards for Niantic. The provisions involved were:

- Comprehensiveness of Services (4409)
- Supervision of Staff (4412)
- Availability of Services (4413)
- Determination of Personnel Requirements (4414)
- Determination of Inmate Service Needs (4415)

- Functional Design and Appearance of Library (4416)
- Minimum Services (4417)
- Interlibrary Loan Participation (4418)

In order to comply with these standards, the SMT indicated the need for a full time Librarian and an Assistant Librarian. The overall annual compliance costs for these personnel positions were determined as \$15,780 and \$9,045 respectively. These librarians would then be able to fulfill the related policy and procedural requirements of the CAC Library Standards. For a discussion of the cost implications of the latter the reader is referred to library section in chapter eight.

#### RECREATION AND INMATE ACTIVITIES

With respect to the Recreation and Inmate Activities section requirements, Niantic submitted three Plans of Action to overcome this non-compliance with the following standards:

- 4419, Comprehensive Recreation Program
- 4425, Recreation Personnel
- 4428, Resources for Activities

The first of this subset of non-compliant cost standards specified the need to provide a comprehensive recreational program that included leisure activities "comparable with those available in the community", so that inmates may express their talents and "pursue their recreational preferences."<sup>16/</sup>

The second dealt with the need for a "systematic approach to determine the personnel requirements for the recreational program to insure inmates access to staff and services".<sup>17/</sup> The third, and last standard in the subset identified by the SMT, addressed the effectiveness of the remote activities program, specifying an approach to determine the personnel and financial

requirements needed to support the inmate activities in question.

The SMT interrelated these three Plans of Action through personnel and additional fund requests. The POA designated a full-time Recreation Worker would be hired to coordinate the activities and to administer the disposition of the initial \$5,000 recreational activities fund budget request. The latter would be used, according to the POA, for renovation to provide a craftsroom, purchase recreation equipment, and also for the purchase of services from community recreation providers.<sup>18/</sup> The Recreational Worker would first have to design a systematic survey for determining the inmates' needs and/or recreational preferences. The annual compliance cost including fringe benefits for the recreation position was estimated at approximately \$14,000.

#### RELEASE PREPARATION AND TEMPORARY RELEASE

The last non-compliant cost standard cited by the SMT dealt with Niantic's Release Program Housing. Standard 4454 states, "Written policy and procedures require that inmates participating in a work or study release program are housed apart from the other inmates".<sup>19/</sup> The POA indicated that no accommodations would be made at the existing facility; rather, the separate release program housing would be incorporated into the design of the new women's facility at Cheshire. Such a POA was considered a non-response and not included in the cost analysis. As stated earlier in this chapter, the plans for the new women's facility have not been finalized; nor were any of the Department personnel contacted able to specify details regarding the operations of programs at the scheduled facility. This rendered the POA as indeterminate.

#### SUMMARY

The total compliance cost estimate for the Niantic Plans of Action was determined to be approximately \$1.5 million. This cost was disproportionately

distributed across the CAC categories of: Training and Staff Development; Records Safeguarding; Security and Control; Special Management Inmates; Sanitation; Healthful Environment; Rules and Discipline; Library Services, and the Recreation and Inmate Activity Standard categories.

It should be noted that the Niantic Physical Plant, Release Preparation and Temporary Release, and the largest part of its Security and Control compliance actions reported by the SMT, were not included in the cost estimation due to the POA reference to a non-existing facility tentatively scheduled for the year 1984. This date is well beyond the scope of the CSAP study.

The following table displays the summary of compliance cost estimates by cost factors identified by IEPS/CEC (See Table 6).

TABLE 6  
CCI-NIANTIC

SUMMARY OF COST BY COST FACTORS

Standard Weight	Description	Personnel	Overtime	Equipment	Supplies	Facilities		Purchase of Services	Additional Funds	Total
						New	Renovate			
<u>Training and Staff Development</u> <sup>a</sup>										
4090E	New Employee Training		26,800 <sup>b</sup>						b	26,800.
4091E	Annual Training									
4092E	Direct Contact Training									
4093E	Administrative Training									
4096E	Detention Personnel Training									
4098E	Physical Force Techniques									
4100E	Annual Evaluation									
4103E	Reimbursement of Staff									
<u>Records</u>										
4137E	Safeguard Case Records						30,000			39,000
<u>Physical Plant</u>										
4141E	Design Capacity					c				
4142I	Cell Size					c				
4143E	Cell Furnishings						45,000			45,000
<u>Security and Control</u>										
4151E	Secure Perimeter					c				
4152E	Surveillance Outside					c				
4158E	Control Center					c				
4174E	Control of Keys			150						150
4175E	Control of Tools						600			600
4176E	Toxic Materials						g			
4181E	Emergency Plan Execution	a								
4182E	Specially Trained Unit									
4185E	Emergency Power									
4187E	Inmate Control									
		44,830		100,000		c				144,830
<u>Special Management Inmates</u>										
4204E	Non-Isolated Segregation					c				
4214E	Hygienic Living Conditions	f	f	f						
4216E	Legal Materials			500						500
Sub-Totals:		44,830	\$26,800	\$100,650			\$285,600			\$247,880

TABLE 6

SUMMARY OF COST BY COST FACTORS (CONTINUED)

Standard Weight	Description	Personnel	Overtime	Equipment	Supplies	Facilities		Purchase of	Additional	Total
						New	Renovate	Services	Funds	
	Sub-Totals:	44,830	33,200	100,650			285,600			247,880
<u>Sanitation</u>										
4246E	Special Clothing							4,160		4,160
4250D	Personal Laundry Usage			5,700						5,700
4252I	Hair Care Services	14,350		2,000						16,350
<u>Inmate Rights</u>										
4287E	Healthful Environment						1,210,000			1,210,000
<u>Rules and Discipline</u>										
4313E	Personnel Training	a								
<u>Library Services</u>										
4409E	Library Services Provided	24,825 <sup>d</sup>								24,825
4412E	Supervising Staff Member									
4413E	Available Daily									
4414E	Library Personnel									
4415E	Determine Needs									
4417E	Minimum Provisions									
4418E	Interlibrary Loan									
<u>Recreation and Inmate Activities</u>										
4419E	Comprehensive Program	14,105								19,105
4425E	Recreation Personnel		e			e		e	5,000	
4428E	Resources of Activities									
<u>Release Preparation and Temporary Release</u>										
4454I	Work Housing					c				
	TOTALS:	\$98,110	\$33,200	\$108,350			\$1,495,600	\$4,160	\$5,000	\$1,528,020

Source: Connecticut Accreditation Management Team (SMT) Plans of Action as of June 1, 1979.

## Footnotes:

<sup>a</sup>See Comprehensive Statewide Training Program (CSTP) Table 8 for related costs.<sup>b</sup>Overtime costs directly attributable to CCI-Niantic's 67 Correctional Officers; also reported under CSTP Table 8.<sup>c</sup>The POA did not refer to the present facility and therefore was not considered in the analysis.<sup>d</sup>Library standards' personnel costs in the individual POA references were most appropriately assigned to Standard 4413. Referred to as a group standard.<sup>e</sup>Specific needs not available; see standard 4419.<sup>f</sup>This is another grouped standard where the costs were assigned to Standard 4252.<sup>g</sup>The SMT indicated this was considered a grouped standard, the cost assigned to Standard 4175.

## NOTES

- 1/ As stated earlier the organizational unit descriptions are adapted from the institutional narratives of the self evaluation reports submitted to the Commission on Accreditation for Corrections, June, 1979.
- 2/ Self Evaluation Report Narratives, 1979.
- 3/ See Appendix II
- 4/ Site visits were conducted in March and July of 1979.
- 5/ This included a series of personal and telephone interviews conducted during late summer and fall of 1979.
- 6/ Federman Construction Consultants, Inc., NYC/NY.
- 7/ Figures cited were obtained during interviews with Deputy Superintendent Niantic and Central Office Staff July, 1979.
- 8/ Manual of Standards for Adult Correctional Institutions, Commission on Accreditation for Corrections, Rockville, MD, 1977, p. 27.
- 9/ On site and follow-up telephone interviews were conducted between July and October of 1979.
- 10/ Pensky GM Power, Inc., Lodi, NJ.
- 11/ Manual for Standards for Adult Correctional Institutions, Commission on Accreditation for Corrections, Rockville, MD, 1977, p. 36.
- 12/ Manual of Standards for Adult Correctional Institutions, Commission on Accreditation, Rockville, MD, 1977, p. 48.
- 13/ The estimate is based on figures quoted by Modern Electric, New London, CT, for sixteen-pound heavy duty washers and dryers.
- 14/ Beauty salon equipment costs supplied by United Beauty Supply, Inc., Bridgeport, CT.
- 15/ Standard 4413, p. 60.
- 16/ Standard 4419, p. 80.
- 17/ Standard 4425, p. 81.
- 18/ The specific nature of these recreational expenditures are of course dependent upon the results of the inmates recreational needs assessment. Therefore, it is quite possible that the Crafts Room renovation may not be called for in the near future. Rather the limited funds be directed toward other objects of expenditures within the recreation program priorities.
- 19/ Manual . . . , p. 86.



CHAPTER SIX  
PAROLE FIELD SERVICES

ORGANIZATIONAL UNIT DESCRIPTION

The Division of Parole was established by legislation in 1968 with all adult correctional facilities and adult parole services under its jurisdiction. The Parole Board is an administratively autonomous body outside the Department of Correction but is attached to it fiscally. The Division was given responsibility for supporting and maintaining a parole services staff which would provide supervision and ancillary services for those paroled by the Board.

The Central Office is located in Hartford. The eight counties of the State are served by three district officers located in the State's three major metropolitan areas -- Hartford, New Haven, and Bridgeport. Also two sub-offices are operated at Waterbury and New London. All offices are located on major public transportation routes and all have space adequate for private meetings between client and staff.

The Parole Division has a staff of 36, with 5 located at the Central Office and an average of 10 in each district office. By comparison the national average is 12 employees per district office.<sup>1/</sup> The parole officers and supervisory staff have an average of 15 years professional experience. As reported earlier in the system overview the Parole Field Services Division's annual expenditure for salaries and related benefits amounts to approximately \$500,000; with other expenses amounting to \$250,000 per year.<sup>2/</sup>

There were approximately 1400 parolees under active supervision during FY 1979.<sup>3/</sup> At this time the average parole officer case load is approximately 80 parolees.

In the face of legislative debate regarding determinate sentencing and fiscal restraint, we are told by the Self Report Narratives that the Division attempts to hold firm to its stated mission:

The primary goal of parole services is the protection of the community. Parole staff intervention should be initiated prior to the client's release from the institution...based on the concepts of differential supervision and of the ultimate self sufficiency of the parole achieved through progressively reduced levels of supervision. Since the success of parole intervention can be affected by the receptivity or resistance of the public, the parole division should actively seek to educate and sensitize the community.

#### COMPLIANCE COSTS

The Division of Parole had an overall CAC standards' compliance rating of approximately 50 percent.<sup>4/</sup> While most of the standards' compliance actions reported the SMT involved strengthening and/or committing to writing existing practices, eleven were designated as cost standards. The SMT was unable to provide sufficient details for the majority of these compliance actions, stating that such information was impossible to supply until such time as a series of needs assessments were performed. Moreover, in all but a few cases the SMT was unable to supply adequate descriptions of the components of the needs assessment mechanism which would be used. Given the general indeterminate nature of Parole's Plans of Action, the IEPS/CAC effort to conduct the cost analysis was severely thwarted. In all but a few isolated cases it was impossible to estimate the cost of compliance vis-a-vis the non-compliant standards. The three non-compliant cost standards which were presented in enough detail to permit some preliminary cost estimations were:

- 3022 Administrative Manual
- 3060 Clerical Support
- 3126 Special Case Services

### Administrative Manual

CAC Standard 3022 states the agency administrator is responsible for developing and maintaining an administrative manual, which includes policies, procedures, rules and regulations of the agency and is available to all staff. The Chief of Parole Services has written that while the importance of such a manual has long been recognized, "In all honesty, however, it has taken the accreditation process to provide the additional incentive for action" upon this objective. The POA cites a Prison Industries cost range of \$300 -- \$500 for the printing of 30 parole manuals. No specifics were available as to the number of pages involved or as to the type of binding which could be utilized. The completion date for this compliance action was given as June, 1980.

### Clerical Support

In order to comply with the CAC requirement of providing the clerical support needed to accomplish its stated goals, the SMT indicated the need for hiring two typists (at the Hartford District Office) and equipping them with desks, typewriters and the necessary office supplies. The annual personnel compliance cost estimate was just over \$9,000 per typist; while the POA figures for the office equipment and supplies were considered reasonable costs. Thus the total compliance cost for POA 3060 was approximately \$19,000.

### Special Case Services

Standard 3126 calls for the provision of special case services and their annual review for offenders with specific types of problems (e.g., alcohol, drug abuse, etc.). The POA submitted by the SMT indicated that a pilot program with additional funds amounting to \$5,000 for the purchase of services should be set aside for a regional coordinator to administer the special case services. The coordinator's annual personnel salary was estimated \$16,370; thus raising the annual compliance cost estimate to approximately \$21,400.

### INDETERMINATE PLANS OF ACTION

The remaining noncompliant cost standards involved Plans of Action which were either vaguely defined or indicated that no plan could be determined until a needs assessment had been conducted. In the latter cases, there was very little data available even on the needs assessment mechanism.<sup>6/</sup> No cost estimates could be determined with:

- 3016 Goals Training
- 3066 Training and Education
- 3067 In-Service Education Program
- 3102 Assess Personnel Needs
- 3104 Relevant Research Activities
- 3107 Public Safety
- 3132 Financial Assistance

As the SMT works more closely with the parole staff one would assume the necessary data would become available in the near future.

### SUMMARY

Three cost estimates totalling approximately \$41,000 annually were discussed. The majority of the Parole Plans of Action were inconclusive or required needs assessment which were not able to be specified at this time. Table 7, Summary of Costs by Cost Factors displays the cost estimates for the non-compliant cost standards.

TABLE 7

## PAROLE SERVICES DIVISION

SUMMARY OF COST BY COST FACTORS

Standard Weight		Personnel	Overtime <sup>d</sup>	Equipment	Supplies	Facilities		Purchase of Services	Additional Funds	Total
						New	Renovate			
<u>Administration, Organization and Management</u>										
3016E	Goals Training	a								
3022E	Administrative Manual								500	500
<u>Personnel</u>										
3060E	Clerical Support	18,090		760	100					18,950
3066E	Training and Education	a								
3067I	In-Service Education Programs	a								
<u>Planning and Coordination</u>										
3102I	Assess Personnel Needs	c								
<u>Research</u>										
3104E	Relevant Research Activities	b								
3107I	Public Safety	b								
<u>Supervision: Probation and Parole Agencies</u>										
3126E	Special Case Services	16,370						5,000		21,370
3132	Financial Assistance	c								
TOTALS:		\$34,460		\$760	\$100			\$5,000	\$500	\$40,820

Source: Connecticut Accreditation Management Team (SMT) Plans of Action as of June 1, 1979

## Footnotes:

<sup>a</sup>See Comprehensive Statewide Training Program (CSTP) Table 8 for related costs.

<sup>b</sup>No cost estimate possible until a program is designed.

<sup>c</sup>No cost estimate possible until needs assessment is conducted.

<sup>d</sup>No overtime figure calculated as personnel reallocation will be used in Parole Staff training.

## NOTES

1/ State and Local Probation and Parole Systems, U.S. Dept Justice, No. SD-P-1 National Criminal Justice Information and Statistical Service, February 1978.

2/ See Chapter one, Table 1 Financial Summary FY 1979, p. 1.

3/ Statistical Summary, FY 78-79, Thomas De Riemer, Director, Information Systems, 1979.

4/ See Appendix II.

5/ Self Evaluation Report Narrative, 1979.

6/ Extended correspondence during the months of July-October between the Chief of Parole Services and IEPS/CEC Staff sought to clarify the ambiguous elements of the Parole Plans of Action.

## CHAPTER SEVEN

### COMPREHENSIVE STATEWIDE TRAINING PLAN

#### ORGANIZATIONAL UNIT DESCRIPTION

The CSTP was the joint product of the Department's Staff and Development Division (SDD) and the Connecticut Justice Academy (CJA). These two entities combined their talents to address the CAC standards training requirements. It should be emphasized that the training needs specified by the CAC were not confined to the seventeen (17) standards listed under the Training and Staff Development section of the manuals. Rather, training requirements were specified by the CAC in many sections throughout the manual.

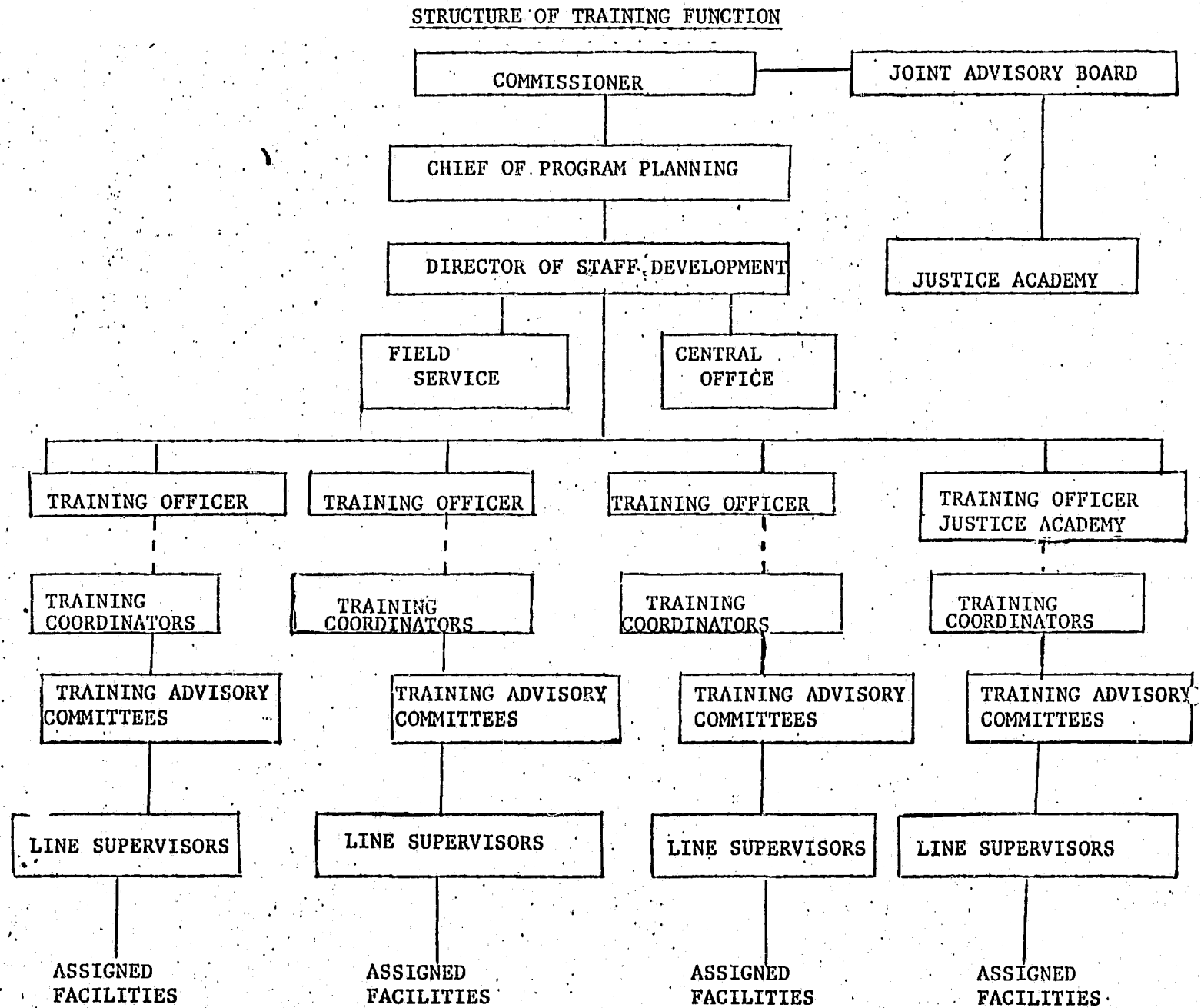
The CSTP, obviously, is not one of the state's Correctional System organizational units per se. However, throughout the CSAP study whenever the organizational units addressed the Training and Staff Development Standards their POA made reference to the CSTP. Therefore, for the purposes of the CSAP compliance cost analysis, the CSTP was considered as a single analytical organizational unit of the Connecticut Correctional System.

By examining the characteristics of the two formal structures which developed the CSTP one can better comprehend the strengths and weaknesses of the State's proposed compliance action. Furthermore, the cost estimate breakdown presentation will be more readily understood. The following organizational chart represents the offices and their position in the chain of command associated with the CSTP training function. (See Figure 2).

#### CONNECTICUT JUSTICE ACADEMY

The CJA was established as a centralized training facility which would provide orientation and in-service training for more than four thousand employees in the state's justice system. The Academy's organizational design made it

FIGURE 2





possible for the staff to plan with the supporting agencies, training representatives, programs which encompass the needs for personnel at all levels within management and line staff.

The CJA's key resources are its printing and media capabilities. These are backed by curriculum development capabilities, a multimedia library, and of course, the physical facilities to conduct group pre-service and in-service training. Specifically, the CJA will assist the training staff in the development, implementation and evaluation of orientation training for already hired employees as well as the annual in-service training for all current personnel of the agency.

The Academy's staff development library has over 3000 volumes and 120 periodicals available while its audio-visual materials and equipment are valued in excess of \$100,000. The CJA publication services will produce and distribute the CSTP staff development materials. Finally, the CJA facility is equipped with a variety of training rooms (lecture halls to individual small group meeting rooms), as well as, its own on-site kitchen and dining facilities to accommodate the trainees during their stay at the facility.

#### STAFF DEVELOPMENT DIVISION

Referring once again to the organizational chart (see Figure 2) we can note that the heads of primary organizational units are held responsible for the training of employees under his or her supervision. Determination of training needs is based upon a knowledge of what training can accomplish, of operating problems that can be met through training, and a group or individuals who are in need of training.

The training division personnel are responsible for providing staff assistance to operating officials in analyzing training needs, in planning and organizations, in developing or locating training materials and in conducting and evaluating training programs.

The five goals of the Staff Development Division are to provide:

- a centralized orientation program for all new employees except clerical, contractual or part-time employees and employees who are hired at pay group 20 or above.
- in-service training for correctional officers and line staff involved in a direct counseling capacity.
- management training for personnel who have supervisory responsibilities.
- special training programs requested by department heads to meet specific needs not covered in the orientation, in-service, or management training categories.
- counseling and assistance for employees who desire to further their education.<sup>2/</sup>

These organizational goals were addressed by the CSTP in a special effort to comply with the standards on staff training and development found in the CAC manuals for Adult Correctional Institutions, Adult Probation and Parole Field Services and Adult Local Detention Facilities.<sup>3/</sup>

#### CSTP COMPLIANCE TIMETABLE

The comprehensive statewide training plan was the vehicle by which the CJA and the SDD sought to achieve compliance with approximately three dozen training requirements set forth in the three CAC Standards manuals mentioned earlier. The joint planning and implementation effort of the two groups (CJA and SDD) is in essence the POA for these standards as perceived from a total system perspective, i.e., one that applies to all facilities, divisions and units within the State Corrections System. It is described as "a three-year plan that will result in full compliance with all training and staff development standards...It will provide systematic, standardized, department-wide training for all employees and will

include quantity measurement (hours of training) and quality measurement (effect of training on performance)." <sup>4/</sup> The compliance timetable presented was as follows:

- 'inventory and assessment of all job classes to determine job duties and responsibilities (2/80)
- 'development of additional orientation and the redesign of the first years training system. Phase I - (10/80)
- 'development of in-service training system for contact, non-contact personnel and management employees. Phase II - (9/82)
- 'complete compliance with all accreditation training standards (9/83) <sup>5/</sup>

Once having described the organizational components which together are analytically considered another organizational unit of the correctional system; their respective goals and responsibilities viz-a-viz the POA; and the compliance timetable, we can turn to the analysis of the compliance costs of the CSTP.

#### COMPLIANCE COSTS

One of more than three dozen standards addressed by the CSTP, only eleven were considered noncompliant cost standards. The cost factors designated by the SMT, as elaborated upon in interviews with representatives of the SDD and CJA, will be discussed in relation to one of three impact areas of the CSTP: development costs, program costs and participant costs.

#### Developmental Cost

The second task of the CSTP specifies the submission of a grant to obtain the necessary personnel to give the Department the capability to design the curriculum and effective media presentations for the training program. The grant was submitted to the Connecticut Justice Commission, the State's planning agency. The

**CONTINUED**

**1 OF 2**

grant fund requests were earmarked for three personnel positions (given here with their proposed starting annual salaries plus fringe benefits):

- 1) Curriculum Specialist (\$20,745)
- 2) Media Production Technician (\$14,735)
- 3) Stenographer II (\$9,950)

Interviews with the directors of the SDD and CJA provided additional information regarding the allocation of these new personnel vis-a-vis the CSTP<sup>6/</sup>. Both the Curriculum Specialist and the Stenographer would be assigned to CSTP full time while the Media Production Technician would allocate half of his time to the CSTP and the other half to the general operation of the CJA medial library services. Having the Media Technician work half time enables the CJA's Media Specialist to devote all of his time to the CSTP. Furthermore, the CJA Director would be allocating 50% of his time to the CSTP development activities. Therefore, the total development cost of the CJA will be approximately \$45,500. The Director and his four training officers will be working on the CSTP development in conjunction with the four Institutional Advisory Training Committees (IATC) in identifying the specific training needs, designing their content and scheduling the training programs for each of the organizational sites. The IATC's composition varied with the institution; however, the representative average hourly cost was calculated for each committee. The committees and their hourly rates are:

*Cheshire	\$90
*Somers	\$75
*Niantic	\$60
*Enfield	\$37

The combined institutional hourly rate was \$262 per hour. It was further assumed

that the committees would meet for:

the required quarterly meetings (2 hours each) = 8 hours

two follow-up meetings to finalize quarterly

plans (2 hours each) = 16 hours

a contingency meeting due to disturbance of

other meetings (2 hours) = 8 hours

These assumptions concerning the frequency of IATC's meetings results in an annual total of 32 hours. Taking into account the combined hourly rate, this estimated annual cost of the IATC's development work would be approximately \$8,400.

The Director of SDD will give 100% of his time to the CSTP which adds another \$20,000 to the total. Thus, the overall cost estimate for the development would be approximately \$74,000.

#### Program Costs

The program costs associated with the CSTP are more difficult to determine since the CJA and the SDD have not yet reached a point where they can accurately describe the various program elements. However, the principal cost factors associated with this phase of the CSTP will be considered as personnel, equipment and purchase of services. Interviews with the Media Specialist, Business Manager and Director of the CJA, as well as, the Director of the SDD, indicate the following costs are anticipated. Thirty percent of the CJA support staff (the areas of food services, print shop, media library services, etc.) will be associated with the CSTP. This represents a personnel cost of approximately \$16,000 annually on the part of CJA's participation within the CSTP program.<sup>7/</sup> As for the equipment costs, the interviews resulted in information which indicated that half of the CJA's annual equipment budget or \$5,000 will be associated with the CSTP during the first phase. During the second phase it is expected to increase to 100% of the budget. The purchase of service cost factor is accounted for by the CJA's

professional service fee expenditures. Such expenditures are currently budgeted at \$10,000 per year and supplemented by Title XX funds. Interviews indicated that the CSTP would on occasion demand the use of professional services. Among those discussed were: 1) instructors for special courses, 2) experts to conduct seminars or workshops in various specialities, and, 3) commercial media production services. The latter would be likely to occur only in those situations which the CJA media production capability would be considered inadequate for the task at hand. Nevertheless, given the current market prices for a media package production, even one such purchase of service expenditure would exhaust the allocations for this budget category.<sup>8/</sup> The Director stated that other sources would be tapped in such a situation, notably Title XX training funds.

One therefore can conclude the program costs of the CSTP would be approximately \$31,000 at a minimum. The full program costs, however, remain indeterminate until more of the details of the curriculum have been established. For example, the CSTP must decide which topics are most effectively presented in the form of self instruction media presentations and those which will require up front instruction/training. Still another consideration is the extent to which the specific Instructional Advisory Training Committees will actively support the CSTP.

One CSTP program element which has been specified by the SMT was the firearms qualification program. The cost estimate supplied by the SDD indicates the following parameters: three classes of firearms, ammunition, range fees, and targets.<sup>9/</sup> The cost estimates are for:

38 caliber revolver	\$15 per person
12 guage shotgun	\$15 per person
M1 carbine	\$18 per person

The SDD Director indicated that they anticipated a maximum figure of 700 qualifications in both the revolver and shotgun, and 300 in the M1 carbine for a

total cost of approximately \$26,400. These cost estimates were accepted as reasonable figures given the knowledge that for the revolver and shotgun categories the number of officers cited represents about 80 per cent of the correctional officers, and that they currently make use of their own range for many of their officers.

At the time of the writing of this report no further program specification had been reported. Therefore, the total cost estimate presented here for the program costs are but the lower end of an indeterminate range of actual program compliance costs.

#### Participation Costs

The third impact area of the CSTP for the purposes of this analysis is that of the trainee participation costs encountered by the Department. The issue of reimbursement of all staff for additional time spent in training, or for replacement personnel when training occurs on the job, were considered "Essential" by the CAC.<sup>10/</sup> This brings into the discussion the cost factor designated in the state POA as additional funds. Each of the institutional staff with direct and continuing contact with inmates requires overtime pay to meet the 160 hour first year training requirement and the 80 hour continuing in-service training requirement.

The SMT presented one set of figures while IEPS/CEC used another approach. In the case of CCI, Niantic 67 Correctional Officers would require overtime which would amount to a participation cost of \$26,800. CCI, Enfield would require an additional \$36,000 for its 90 Correctional Officers. CCI, Cheshire, with its 97 Correctional Officers would require \$38,800; while the 289 Correctional Officers at CCI, Somers would require \$115,600 in overtime pay. The additional funds requested by the SMT for the overtime payments come to \$217,200. These figures



are based on an average hourly overtime rate of pay of \$10.

IEPS/CEC on the other hand used a somewhat different method to estimate overtime participation costs. The approach can best be presented by showing computation formula and noting the assumptions made.

Net Training Hours Required = Pre-service Training + Inservice Training  
For Correctional Officers

$$= [(160 - T_1) R] + [(80 - T_2) I]$$

where :  $T_1$  = # hours pre-service training currently provided = 140 hrs.

$T_2$  = # hours inservice training currently provided = 21.55 hrs.

$R$  = # new recruits to fill mandatory posts = 59 see back

$I$  = # mandatory positions less turnover for these posts (Inservice) = 480

$$\text{Net Training Hours Required} = [(160-140) 59] + [(80 - 21.55)480]$$

$$= [(20)59] + [(58.45)480]$$

$$= 1180 \text{ hrs.} + 28,056 \text{ hrs.}$$

Conditional Assumptions:

- a) Only 50% of the Inservice hours requires overtime pay (14,028 hrs.) @ \$10/hr.
- b) Pre-service posts still require overtime coverage although they were not included in the calculation of the CSTP.

Therefore,

$$\text{Net Training Compliance Cost} = \$ 11,800 \text{ Preservice} + \$140,280 \text{ Inservice}$$

$$= \$152,080$$

PAROLE FIELD SERVICES

While the CSTP was designed to the system-wide training needs, little has been done to involve the Parole Division. To date the training effort in the Department of Corrections has been directed toward the institutions' correctional officers. With such a historical backdrop it was not surprising to learn in interviews with the developers of

the CSTP that Parole Field Services had not participated in its planning, especially in terms of the specific program needs of the Parole Field Service personnel. . Therefore, there is very little that can be included in considerations made by the cost analysis team.

#### SUMMARY

In sum, the total compliance cost estimate for the deficient cost related training standards was determined to be approximately \$342,000. This cost is associated with the specific subset of cost standards displayed in the summary table which follows. (See Table 8).

TABLE 8  
COMPREHENSIVE STATEWIDE TRAINING PROGRAM (CSTP)

SUMMARY OF COST BY COST FACTORS

Standard Weight	Description	Personnel	Overtime	Equipment	Supplies	New Facilities Renovate	Purchase of Services	Additional Funds	Total
<u>Training and Staff Development</u>									
3016	Goals Training								
3067/4088E	Training Supervision	90,000 <sup>a</sup>		10,000	6,000		10,000 <sup>d</sup>	48,000 <sup>c</sup>	164,000
3065/4090E	New Employee Training								
3066/4091E	Annual Training		152,080 <sup>b</sup>		26,400				178,480
4092E	Direct Contact Training								
4093E	Administrative Training								
3068/4103E	Reimbursement of Staff								
TOTALS:		\$90,000	\$152,080	\$10,000	\$32,400		\$10,000	\$48,000	\$342,480

Source: Connecticut Accreditation Management Team (SMT) Plans of Action as of June 1, 1979

Footnotes:

<sup>a</sup>The figure is based on calculations which take into account the percentage of work time allocated to the CSTP by Connecticut Justice Academy staff as obtained in interview with CJA Director and Institutional Advisory Training Committees participation.

<sup>b</sup>Overall overtime payment to Correctional Officers at the four institutions. See specific institution for more detailed breakdown of this cost item.

<sup>c</sup>Amount of additional funds requested in a grant submitted by CJA to the Connecticut Justice Commission. An indeterminate amount of Title XX funds might also be involved.

<sup>d</sup>The CJA's professional services budget category for FY 80 was used as the surrogate cost estimator.

## NOTES

- 1/ See Appendix VII for complete text of CSTP.
- 2/ Policies and Procedures, Staff Development Division, Connecticut Department of Correction, August 1979, no pagination.
- 3/ As explained earlier in the report the parameters of the CSAP exclude consideration of the Adult Local Detention Facilities.
- 4/ CSTP, May 1979.
- 5/ CSTP, May 1979.
- 6/ The interviews included both personal interviews and follow-up telephone interviews. July-October, 1979.
- 7/ Based on CJA Expenditure and Budget figures for FY 1979-80 and FY 1980-81.
- 8/ American Society for Training and Development, 1 Dupont Circle NW, Washington, DC
- 9/ Correspondence dated September 25, 1979.
- 10/ Standard 4103, Manual for Adult Correctional Institutions, CAC, Rockville, MD, 1977: 20.
- 11/ See CSTP, Appendix III.

## CHAPTER EIGHT

### COMPLIANCE COST ESTIMATES BY CAC CATEGORIES

#### PARTITIONING OF COST ESTIMATES

As previously indicated the partitioning of cost estimates may occur along any lines the analyst finds useful. In this case the CAC categories served as the basis for the partitioning. Eleven of the categories were designated by the SMT as containing noncompliant cost standards. These were:

- Training and Staff Development
- Records
- Physical Plant
- Security and Control
- Special Management Inmates
- Sanitation
- Inmate Rights
- Reception and Orientation
- Library Services
- Recreation
- Release Preparation and Temporary Release

The SMT was able to indicate the cost factors by selecting among the following list of types of resources required for achieving compliance: personnel; equipment or supplies; new facilities; renovation of facilities; and additional funds. Each of these will be discussed within this section.

#### Training and Staff Development

The Connecticut SMT submitted as their plan of action for their deficient training standards a Comprehensive Statewide Training Plan (CSTP) to which the individual institutions referred in their plan of action reports. The CSTP was jointly prepared by the Department's Staff Development Division (SDD) and the Connecticut Justice Academy (CJA). Adult Correctional Institution Standards addressed by the CSTP were 4088, 4089, 4090-93, 4096-9, 4100, 4103, 4181-2, 4271 and 4313. A smaller sub-set of these standards were designated as cost standards by the SMT. The Parole Field Services Standards addressed were 3065, 3066, 3068 and 3016. The cost factors designated by the

state management team as elaborated in interviews with the representatives of the SDD and the CJA,<sup>1/</sup> will be discussed in relation to one of the three impact areas of the CSTP: development costs, program costs and participant costs.

#### Development Costs

The second task in the CSTP plan of action specifies the submission of a grant to obtain the necessary personnel to give the Department (through the CJA) the capability to design the curriculum and effective media presentations for the training program. Cited within this grant submitted to the Connecticut Justice Commission (CJC), the state planning agency, are three new personnel positions: Curriculum Specialist, Media Production Technician, and Stenographer (II).<sup>2/</sup>

The Curriculum Specialist was scheduled to have a starting salary of \$16,768. The Media Production Technician had an initial salary of \$11,909; while the Stenographer (II) had an initial salary of \$8,042. The interviews with the CJA Director and the Director of the Department's SDD provided the additional information regarding the allocation of these new personnel vis-a-vis the CSTP required for the cost analysis. The Curriculum Specialist and the Stenographer would be assigned full time to the CSTP development while the media production technician would allocate half of his time to the CSTP and the other half to the general operation of the CJA media library services. This allocation of the new media technician would enable the existing media specialist to devote all of his time to the CSTP project development. Furthermore, it was learned that the CJA director would be allocating 50 percent of his time to the CSTP development activities.<sup>3/</sup>

In addition to the CJA staff, the Department's SDD (with its director and four Training Officers) will be working in conjunction with the four Institutional Advisory Training Committees (IATC) in designing and scheduling the content of the CSTP (# Hrs) (Average IATC Cost/Hr) = IATC Cost Estimate = \$8400). Therefore, one can conclude that the development costs associated with the CSTP will entail approximately \$74,000 in personnel costs.<sup>4/</sup>

#### Program Costs

The program costs associated with the CSTP are more difficult to determine since the CJA and the SDD have not yet reached a point where they can accurately describe the various program elements. However, the principal cost factors associated with this phase of the CSTP will be considered as personnel, equipment and purchase of services. Interviews<sup>5/</sup> with the Media Specialist, Business Manager and Director of the CJA, as well as, the Director of the SDD, indicate the following costs are anticipated. Thirty percent of the CJA support staff (the areas of food services, print shop, media library services, etc.) will be associated with the CSTP. This represents a personnel cost of approximately \$16,000 annually on the part of CJA's participation within the CSTP program.<sup>6/</sup> As for the equipment costs, the interviews resulted in information which indicated that half of the CJA's annual equipment budget or \$5,000 will be associated with the CSTP during the first phase. During the second phase it is expected to increase to 100% of the budget. The purchase of service cost factor is accounted for by the CJA's professional service fee expenditures. Such expenditures currently are budgeted at \$10,000 per year and are supplemented by Title XX funds. Interviews indicated that the CSTP would demand the use of professional services. Among those discussed were: 1) instructors for special courses, 2) experts to conduct seminars or workshops in various

specialities, and 3) commercial media production services. The latter would be likely to occur only in those situations which the CJA media production capability would be considered inadequate for the task at hand. Nevertheless, given the current market prices for a media package production, even one such purchase of service expenditure would exhaust the allocations for this budget category. The Director states that other sources would be tapped in such a situation, notably Title XX training funds.

One then can conclude the program costs dimension of the CSTP would be approximately \$31,000 at a minimum. The full program costs, however, remain indeterminable until more of the details of the curriculum have been established. For example, the CSTP must decide which topics are most effectively presented in the form of self instruction media presentations and those which will require up front instruction/training. Still another consideration is the extent to which the specific Institutional Advisory Training Committees will actively support the CSTP.

#### Participation Costs

The third impact area of the CSTP for the purposes of this analysis is that of the trainee participation costs encountered by the Department. The issue of reimbursement of all staff for additional time spent in training, or for replacement personnel when training occurs on the job were considered "Essential" by the CAC.<sup>7/</sup> This brings into the discussion the cost factor designated in the state POA as additional funds. Each of the institutional staff with direct and continuing contact with inmates requires overtime pay to meet the 160 hour first year training requirement.



The SMT presented one set of figures while IEPS used another approach. In the case of CCI-Niantic, 67 Correctional Officers would require overtime which would amount to a participation cost of \$26,800. CCI-Enfield would require an additional \$36,000 for its 90 Correctional Officers. CCI-Cheshire, with its 97 Correctional Officers would require \$38,800; while the 289 Correctional Officers at CCI-Somers would require \$115,600 in overtime pay. The additional funds required by the SMT overtime payments come to \$217,200. These figures are based on an average hourly overtime rate of pay of \$10.<sup>8/</sup>

IEPS/CEC on the other hand used a somewhat different method to estimate overtime participation costs. The approach can best be presented by showing computation formula and noting the assumptions made.

Net Training Hours Required = Pre-service Training + Inservice Training  
For Correctional Officers

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where:  $T_1$  = # hours pre-service training currently provided = 140 hrs.

$T_2$  = # hours inservice training currently provided = 21.55 hrs.

$R$  = # new recruits to fill mandatory posts = 59

$I$  = # mandatory positions less turnover for these posts(Inservice)=480

$$\text{Net Training Hours Required} = [(160-140) 59] + [(80 - 21.55)480]$$

$$= [(20)59] + [(58.45)480]$$

$$= 1180 \text{ hrs.} + 28,056 \text{ hrs.}$$

Conditional Assumptions:

- Only 50% of the Inservice hours requires overtime pay (14,028 hrs. at \$10/hr.)
- Pre-service posts still require overtime coverage although they were not included in the calculation of the CSTP.

Therefore,

$\begin{aligned} \text{Net Training Compliance Cost} &= \$11,800 \text{ Preservice} + \$140,280 \text{ Inservice} \\ &= \$152,080 \end{aligned}$
--

In sum, the total compliance cost estimate for the deficient cost related training standards was determined to be approximately \$342,000. This cost is associated with the specific subset of cost standards: 4088 which calls for a coordinated training program with qualified supervisory personnel; 4090-2 which specifies the pre-service, first year, and continuing inservice training requirements for all correctional employees; 4103 which specifies there be provisions and adequate budgetary funds to cover overtime and/or replacement personnel resulting from the required training program.

#### RECORDS

CCI-Niantic was the only one of the four institutions in Connecticut to indicate that standard 4137 was a cost standard. The CAC standard calls for the safeguarding of case records from unauthorized and improper disclosure. The SMT indicated that part of a total security package of \$830,000 submitted to the legislature for consideration in the FY 80-81 budget, was to be allocated to the renovation of the existing facilities at the institution. In a series of interviews with the institutional Supervisor of Plant and Maintenance, it was learned that approximately \$240,000 of the total figure in the security budget package submitted to the legislature was ear-marked for the renovation of the administration building and the records safeguarding provision.<sup>9/</sup> Currently the case records are housed in file cabinets located in an open area which serves as a general traffic corridor in the business section of the administrative building. Specific plans of the renovation had been submitted to the Engineering Services division and have been approved prior to their submission to the legislature. The plans called for the sectioning off of this common area into separate rooms in which the case records would be kept in accordance with the CAC standards. No other cost factors were designated

by the CCI-Niantic POA. It is possible that once the renovated office space has been completed additional budget requests may be made for new filing cabinets or computer record storage equipment. At this time no such requests have been indicated or discussed by state sources.

In sum, the total compliance cost designated by the State POA for Records standard was \$240,000.

#### PHYSICAL PLANT

Two of the CCI's indicated non-compliant cost standards within the CAC category of Physical Plant. There were CCI-Cheshire and CCI-Niantic. The standards specified in the Plans of Action were 4141 which prohibits the institution's population from exceeding the design capacity of the facility; 4142 which specifies one inmate per room or cell occupancy and which sets forth the minimum square footage requirements based on the time spent within the space; 4143 which indicates the provisions required in the individual rooms or cells such as toilet facilities, lighting levels, circulation rates, furnishings, etc.; and 4145 which specifies the accessibility of the staff offices and the need to minimize physical barriers which reduce staff/inmate interaction. Each of these will be discussed in turn, indicating the facilities to which it applies as reported in the POA.

CCI-Niantic reported non-compliance with standard 4141, citing that at times they must exceed the rated capacity of their facility.<sup>10/</sup> In an effort to temporarily relieve this pressure on the institution they are currently double bunking and have re-opened one of the older buildings.<sup>11/</sup> The Niantic Accreditation Task Force also indicated that 4142 was not being met by the facility in that the room size was sub-standard and there was periodically

double bunking. Finally, Niantic's rooms do not have individual toilet facilities as required by standard 4143. Compliance action for the first two standards given was the construction of the entirely new facility which would replace the existing CCI-Niantic.

The facility planned is the new Women's Institution at the Cheshire Corrections Community. The construction schedule indicated the tentative opening of this new facility as the late spring or early summer of 1984. The preliminary and basic design work has been done, but the bond issue has not even been raised at this point.<sup>12/</sup> In short, it may be premature to arrive at cost estimates for the new facility. Moreover, given the time frame of the present Accreditation project, the 1984 facility does not constitute a means of compliance. The major point to be made in this discussion, however, is that since the Plans of Action call for the construction of a new facility which is scheduled well beyond the scope of the Accreditation (CSAP) project, the cost analysis would have absolutely no relevance for CSAP project. Therefore, as a matter of policy, standards were not analyzed in the case of any institution when they fell out of the scope of time for the CSAP project.

Standard 4143 was also indicated as a deficient cost standard for CCI-Niantic. The compliance cost factor designated in the POA was renovation. One hundred and fifty individual toilet units were to be installed in the existing rooms at a cost of approximately \$45,000.<sup>13/</sup>

CCI-Cheshire is the other institution which cited cost standard deficiencies in the CAC functional area of Physical Plant. The Plans of Action for Standards 4142, 4143 and 4145 all designated a new facility as the mode of compliance. A new facility is currently under construction at the land adjacent to the existing CCI-Cheshire. This land was formerly the agricultural fields of the institution's farm work program. The new youthful

offender facility will have a rated capacity of 20% less than the existing one (449 to 360 inmates).<sup>14/</sup> The facility will be constructed at a total cost of 22 million dollars.

The construction costs of the new facility were initially indicated as amounting to \$22 million. However, the current estimate places it closer to \$25 million. While the latter figure does not reflect the authorized cost of construction, it is believed that this will be the figure which will most likely be agreed upon when, as interviews indicated, the Department applies to the State Legislature and Bond Commission. Independent construction costs estimates made by IEPS/CEC for this type of facility (adjusted for general locality) confirms the latter physical plant construction cost estimate.<sup>15/</sup>

However, regardless of which figure is cited, the IESP/CEC cannot, as a matter of policy, incorporate this into the cost analysis. This is because the POA does not refer to an existing facility, for as indicated earlier, the LEAA/CAC accreditation policy does not consider accreditation of facilities undergoing such transitions. Therefore, IEPS/CAC was not obliged to include such future construction costs estimates within its cost analysis of the Cheshire POA. The CSAP study includes only those costs which apply to the existing system facilities.

In sum, the total compliance cost for the deficient Physical Plant standards is estimated to be approximately \$45,000.

#### SECURITY AND CONTROL

As one might expect the security standards were the ones shown the most concern by the Accreditation Task Force, i.e., the deficiencies were most often referenced as cost standards. Standards 4151-3, 4158, 4173-6, 4185, 4187 were cited by either CCI-Enfield, CCI-Niantic, or CCI-Cheshire. Standard 4151 which specifies that the institution's perimeter is secured by

appropriate means was cited as a deficient cost standard by CCI-Niantic. The state-designated cost factor of compliance was the construction of the new facility at Cheshire Corrections Community. As indicated earlier in the discussion, such a reference is considered a "non-response" for the purpose of the cost analysis.<sup>16/</sup>

Standard 4152, which specifies the surveillance measures of the land adjacent to the perimeter of the institution; 4158 which specifies the issue of the limited access to the control center; and 4185, which specifies the institution has equipment necessary to maintain essential lights, power and communication in an emergency, were all designated as requiring a new facility also.

This is not to imply that CCI-Niantic designated only this one cost factor in its Physical Plant Plans of Action. Quite the contrary, in discussing standards 4174 through 4176 the Plans of Action specify equipment and renovation as designated cost factors involved in the compliance action. The Plans of Action interrelate these three standards in a logical manner. The issues of key and tool control and safety storage of toxic, flammable and caustic substances are tied together through the fund request. Approximately \$150 of the \$750 cited in the Plan of Action of 4175 will be used to purchase material and equipment to construct a keyboard for the facility. Six hundred dollars (\$600) will be used for the purchase of materials and equipment to renovate the garage area and construct a multi-purpose tool storage crib. The crib will provide a secure place for both the tools and the flammable, toxic and caustic materials. The funds are essentially for insulation material, sheet rock and other hardware. As the supervisor of plant and maintenance of the institution reported in conversation with a member of the CEC staff, the renovation requires approximately 300 hours to complete. Similar units have

been constructed in the paint shop and carpentry shop at the institution.

For Standard 4187 CCI, Niantic designated personnel as the cost factor associated with security compliance. Three correctional officers were specified for the medical unit security post. The overall cost (salary and fringe rate) for these officers amounts to \$44,830.

CCI-Cheshire's accreditation task force designated equipment and renovation as the cost factors associated with the security standards' compliance actions. Their first reference was to Standard 4153 for which they specified the need for \$4,000 of communications equipment to increase the effectiveness of the security function of the watch towers.

The Plans of Action for Standard 4173 addressed both equipment and renovation costs of complying with the provision of having a designated area for the safe unloading and reloading of firearms. According to the superintendent of the institution the renovation and equipment will cost approximately \$500. This <sup>17/</sup> seemed to be a reasonable estimate.

In discussing Standard 4174, the issue of key control, CCI-Cheshire's task force indicated that the institution was planning to undergo complete re-keying of the institution at the cost of approximately \$80,000. This estimate was not considered in the cost analysis as it was not seen as being required by the CAC standards.

Finally, CCI-Enfield designated the additional fund cost factor in reference to the Security Standard 4181, emergency plan training of personnel. This expenditure was earmarked for the overtime payment of the 23 correctional officers on the institution's third shift which amounted to \$625.

In sum, the Security standards compliance costs were estimated to be approximately \$51,000.

### SPECIAL MANAGEMENT INMATES

Three Special Management Inmate standards were designated as having either personnel, equipment or new facility cost factors associated with the necessary compliance activity as outlined in the State's Plans of Action. The three standards were all cited by CCI-Niantic.

The first of the set of standards, 4204, dealt with disciplinary detention and administrative segregation rooms being situated so that inmates assigned to them can converse with others and be observed by the staff members. The Plan of Action designated that the new facility cost factor was the mode of compliance. Once again this is a reference to the 1984 facility and no cost estimate would be considered for it in this analysis. The second of the Management set, 4212, which provides inmates in the administrative segregation or disciplinary detention the same hygienic living conditions as the general inmate population. The institutional task force at Niantic singled out the hair care service as the specific element cited in the text of the standard as the source of their non-compliance. To comply with it they designated a personnel cost factor. The position specified Hairdresser I was also cross-referenced to Plan of Action for 4254. The latter standard was used by the institution to justify the need for this additional personnel position.<sup>18/</sup> Therefore, for the purposes of this analysis the hairdresser personnel cost will not be allocated to the Special Management Inmates category. Rather, it will be addressed in the discussion of the Sanitation category.<sup>19/</sup>

The last standard of the Management set is 4216, which provides inmates access to legal materials even while in disciplinary detention or administrative segregation. The compliance action specified here involved an equipment cost factor of \$500 for a microfilm reader to enable the inmate to use the law



library of the facility which is entirely recorded on microfilm. Staffing and security reasons would not permit inmates access to the library's present microfilm reader.

In sum, the total compliance cost associated with the Special Management Inmate standards category was determined to be \$500.

#### SANITATION

The Sanitation standards category involved four different cost standards: 4246, 4249, 4250 and 4252. The first of this set, 4246, dealt with the issue of providing special clothing to inmates assigned to specific work details.

CCI-Niantic designated an additional funds cost factor in the amount of \$4,160 for a uniform laundry supply service for their kitchen workers.

The second standard of this Sanitation set, 4249, specifying the need for daily exchange of clothing for all inmates was addressed by CCI-Somers. CCI-Somers designated an equipment cost factor of \$1,600 for drills, bits and saws for the manufacture and installation of special drying racks for the inmates cells. This plan was drawn up in conjunction with the plan of action for standard 4250. These racks would allow the inmates to dry handwashed items of personal clothing in their cells rather than submit them to the institution's regularly scheduled facility. The state designated cost factors for standard 4250 were Renovation, amounting to \$800, and \$5,165 in additional funds for prisoner labor on the installation of these drying racks.

CCI-Cheshire approached the same standard with a different plan of action. The Cheshire task force designated the equipment cost factor for standard 4250. They proposed installing a washer and dryer in each of the cottage units of the new facility. This amounted to a \$4,750 expenditure. However, Engineering Services has informed IEPS/CEC staff that this will

not be incurred as an additional expenditure.<sup>20/</sup> Rather the cost of these personal laundry facilities will be part of the furnishing the overall \$22 million construction cost of the new youthful offender institution replacing the existing CCI-Cheshire. Thus, these figures are not included in the totals for the sanitation standard compliance costs.

CCI-Niantic's Plan of Action for the personal laundry standard (4250) also employed the installation of six washer and dryer units at an estimated cost of \$5,700.

The last sanitation standard to be addressed by the states POA was standard 4252, which states "There are hair care services available to inmates." CCI-Niantic approached this need by designating the personnel and equipment cost factors. Specifically, they cited the need for a "Hair-dresser I" position. This is the personal equipment encountered earlier in the discussion of standard 4214 under the Special Management Inmate category. The overall compliance cost associated with the salary and fringe benefit of this position was determined to be \$14,350. The POA also goes on to cite the related sanitation salon equipment (sink, dryers, chair, etc.) at \$2,000.

In sum, the total compliance cost for the sanitation standards was estimated to be approximately \$23,700.

#### Inmate Rights

The Connecticut SMT designated only one standard as being a non-compliance cost standard. It was Standard 4287, which specifies a list of minimum criteria for providing inmates with a healthful environment. The standard addresses the need for clean and orderly surroundings; single cell occupancy (or closely supervised dormitories); toilet, bathing, hand washing and laundry facilities; lighting; ventilation; heating; compliance with all

state and federal fire and safety regulations; and nutritionally adequate diet; clean, fitting and seasonal clothing. The SMT designated the Renovation cost factor at Niantic in order to overcome the current need for double bunking and making three residential buildings comply with the State and Federal fire and safety regulations. The Plan of Action calls for the expenditure of \$610,000 in appropriated funds to make the initial fire and safety renovations to bring the structures into compliance with the fire and safety codes. Besides these funds, an additional \$600,000 to complete the fire and safety regulation renovations on all but one of the remaining residential buildings has been requested. <sup>21/</sup> Thus, the Inmates Rights category entails approximately \$1,210,000 for renovations.

#### RECEPTION AND ORIENTATION

Two standards within the CAC functional category of Reception and Orientation of inmates were designated as non-compliant cost standards. Both cases of non-compliance were cited by the CCI, Cheshire accreditation task force. The plan of action for Standard 4357 cites the state-designated cost factor new facilities. The standard calls for adequate facilities being provided for reception activities. The new facility (now under construction) will meet the requirement of this standard. No effort was made to separate those compliance costs allocated to this area of the new facility. Rather, it was sub-sumed under the general \$22,000,000 construction cost discussed in the Physical Plant section.

The second Plan of Action discussed under the Reception and Orientation category was CCI, Cheshire's plan Standard 4359 for providing psychological evaluations of all the new admissions as well as the identification of their recreational interest. The task force designated the purchase of

service of a consulting psychologist at an average annual cost of approximately \$17,500. <sup>22/</sup>

In sum, the total cost estimate associated with the Reception and Orientation category is \$17,500.

#### LIBRARY SERVICES

The CAC functional category of Library Services was designated as having several non-compliant cost standards. All but one institution cited library service as a source of non-compliance. While the designated cost factor of personnel was the only factor chosen by the institutions, there were variations in the compliance actions specified.

CCI-Niantic referred standards 4409 and 4413 through 4418 as being non-compliant cost standards. Standard 4409 specified the provision of comprehensive library services. Standard 4413 specified library services be made available daily. Standard 4414, specified a systematic approach to determine the personnel requirements for library services to insure inmates access to library staff and services. Standard 4415 specified a systematic approach to determining the library service needs of the inmate population. Standard 4416 specified the functional design and appearance of the library. Standard 4417 specified the minimum services to be provided. Finally, Standard 4418 specified the need for the institution's participation in inter-library loan programs.

The Niantic accreditation task force designated the personnel cost factor as the mode of compliance with all these standards. They specified the need for two positions: 1) a full time Librarian at an overall annual cost of \$15,780, and 2) an Assistant Librarian at an overall annual cost of \$9,045.

Standard 4413 required library services be made available to inmates on a daily basis, including evenings, weekends and holidays. CCI-Somers

designated only one new personnel position, a full time Librarian, as its compliance action. This resulted in an annual compliance cost of \$15,780. CCI-Cheshire, however, designated three new personnel positions, a Consultant Librarian and two Correctional Treatment Officers. The Consultant Librarian would conduct the training of the selected Correctional Treatment Officers who would then serve as auxiliary librarians. The consultant fee would amount to \$5,000, while the combined annual salary and fringe benefits of the two Treatment Officers would amount to \$32,745.

Aside from personnel costs, the SMT did not identify any additional cost factors when addressing the CAC Library Service Standards. Examination of the POA's reveals the new librarians will have the immediate task of planning library services based on systematic needs assessments and overall materials acquisitions for their institutions libraries. In an effort to address the related cost factors of facility space, equipment, supplies and materials the following cost estimate guidelines are provided (See Table 9). They present a range of cost estimates based on institutional populations. The book acquisitions include a mix of reference, non-fiction, fiction, hardback and paper. Shelving estimates are adjusted to accommodate various mixed collections. These estimates were developed in conjunction with the Colorado Department of Corrections. The figures were not included in the compliance cost estimate, however, in as much as there was no way of specifying the extent of non-compliance in each facility. Rather these estimates are provided for future reference by the institutions librarians.

In sum, the Library Services category held the clearest example of alternative compliance actions to a single set of standards. Each is tailored to the specific needs of the situation of the institution in question. The total compliance cost was estimated to be approximately \$78,000 annually.

TABLE 9

## LIBRARY SERVICES COST ESTIMATES BY POPULATION LEVELS

	<sup>1/</sup> Inmate Populations Level								
	100	101-199	200-299	300-399	400-499	500-599	600-699	700-799	800-899
<sup>2/</sup> Books	37,521	56,282	93,803	131,324	150,084	153,211	159,464	165,718	171,971
<sup>3/</sup> Magazines	1,749	2,186	2,623	3,060	3,499	3,936	4,373	4,810	5,247
<sup>4/</sup> Newspapers	1,749	2,186	2,623	3,060	3,499	3,936	4,373	4,810	5,247
<sup>5/</sup> Filmstrips	1,749	2,186	2,623	3,060	3,499	3,936	4,373	4,810	5,247
<sup>6/</sup> Equipment	2,628	2,842	2,945	4,033	4,397	6,555	7,023	7,755	8,174
<sup>7/</sup> Shelving	3,823	5,733	9,555	13,377	15,288	15,607	16,244	16,881	17,518
Total	60,022	81,344	123,227	166,095	187,569	209,703	213,562	225,558	233,304
<sup>8/</sup> Space (Sq. Ft.)	(900)	(1,000)	(1,125)	(1,250)	(1,400)	(1,500)	(1,600)	(1,700)	(1,800)
<sup>9/</sup> Annual Maintenance	3,927	5,846	9,643	13,438	15,358	15,715	16,384	17,053	17,722

Source: In conjunction with Colorado Department of Corrections, 1979

<sup>1/</sup> All estimates except first are made for midpoint of population.

<sup>2/</sup> 1978 dollars; 30 books/resident; mix of reference, fiction, non-fiction, hardback & paperback

<sup>3/</sup> 20-40 titles under 500 population, up to 80

<sup>4/</sup> 3 - 6 titles under 500 population, up to 10

<sup>5/</sup> 25-50 titles under 500 population, up to 100; includes cassettes/discs & 16 mm films

<sup>6/</sup> Highsmith 1978/79 Catalog; based on 100% utilization rate by population; includes staff furnishings

<sup>7/</sup> Based on 21 linear ft/books; paperback racks

<sup>8/</sup> 900-1400 Sq. Ft. under 500 population up to 1950

<sup>9/</sup> Should include replacement book costs plus subscriptions (estimated here at 10% of books, magazines, newspapers, films)

### Recreation and Inmate Activities

Three Recreational and Inmate Activities standards were referenced as non-compliant cost standards. These were Standards 4419, 4425 and 4428. All three involve only one of the four institutions, CCI-Niantic.

Standard 4419 specifies a comprehensive recreational program, comparable to that available in the surrounding community. The task force designated four cost factors as being necessary in order to comply with this standard. These were the cost factors of personnel, equipment, renovation facilities, and additional funds. Under the personnel cost factor, a full time recreation worker was designated at an overall annual cost of \$14,105. The additional fund factor specified the amount of \$5,000 which would be re-allocated at a later date to provide for contractual purchase of recreation services in the surrounding community; to purchase recreational equipment as determined necessary by the results of the compliance with Standard 4425 and 4428; and finally, to renovate an area for use as a crafts room if the need for this is found.

In sum, the Recreation and Inmate Activities standards referenced in the Plans of Action amount to a total compliance cost estimate of approximately \$19,000.

### Release Preparation and Temporary Release

CCI-Niantic was the only institution to reference a standard from this CAC category. The Plan of Action for Standard 4454, which specified separate housing for inmates on work or study release programs, designated the new facility cost factor. Following the policy set down earlier in this report no discussion will be made of this facility since its tentative construction date of 1984 is well beyond the scope of the accreditation project.

## SUMMARY

The state-designated compliant cost factors of personnel, equipment, new and renovated facilities and additional funds for the department of corrections for correctional institutions amounts to an estimated grand total of approximately \$2,041,000. (See Table 10) This reflects, in rank order the physical plant renovations at CCI-Niantic; the overall staff training costs; new personnel for various programmatic functions specified by the CAC standards; and miscellaneous equipment costs related to these standards.

Placing the CAC's standard categories in rank order of their estimated annual compliance cost, one finds the following arrangement:

1. Physical Plant/Inmate Rights (Fire and life safety codes renovations) - \$1,255,000
2. Training and Staff Development - \$342,000
3. Records - \$240,000
4. Library Services - \$78,000
5. Security and Control - \$51,000
6. Sanitation - \$24,000
7. Recreation and Inmate Activities - \$20,000
8. Recreation and Orientation - \$18,000
9. Special Management Inmates - \$500



TABLE 10  
CONNECTICUT

CAC STANDARD CATEGORY BY COST FACTORS

<u>CAC Standards Category</u>	<u>Personnel</u>	<u>Overtime</u>	<u>Equipment</u>	<u>Supplies</u>	<u>Facilities</u>		<u>Purchase of</u>	<u>Additional</u>	<u>Total</u>
					<u>New</u>	<u>Renovate</u>	<u>Services</u>	<u>Funds</u>	
Training	90,000	152,080	10,000	32,400			10,000	48,000	342,480
Records						240,000			240,000
Physical Plant						45,000			45,000
Security	44,830	625	4,450						49,905
Special Inmates			500						500
Sanitation	14,350	14,050				800		9,325	38,525
Inmate Rights						1,210,000			1,210,000
Reception	17,500								17,500
Library Services	78,350								78,350
Recreation	14,105							5,000	19,105
Release									
Subtotal	259,135	166,755	14,950	32,400		1,495,800	10,000	62,325	
Grand Total									2,041,365

## NOTES

- 1/ Based on information gathered during tandem interviews with Thomas White, Director, CJA, and Frank Fersch, Director, SDD conducted on July 12, 1979 at Haddam, Connecticut.
- 2/ CJA submitted grant to CJC, June 1979.
- 3/ Based on information gathered during interview with Thomas White, Director, CJA, July 12, 1979.
- 4/ This estimate is based on the time and salary figures provided by the state for the Institutional Advisory Training Committees and the SDD staff.
- 5/ Based on information gathered during followup telephone interviews with CJA staff and SDD Director, July, 1979.
- 6/ Calculated as a straight 30% of the CJA personnel budget category for FY 1980.
- 7/ Note the standard weight assigned by CAC to Standard 4103 in Manual of Standards for Adult Correctional Institutions, page 20.
- 8/ See CSTP in Appendix III.
- 9/ Based on telephone interviews with Mr. Edward Graveline, Supervisor Plant and Maintenance, CCI-Niantic during July and August, 1979.
- 10/ The Central Office and CCI-Niantic do not agree on the rated capacity of the institution. The Central Office figure is 214 while the institution claims 166 to be the correct figure.
- 11/ Based on interview with Charlene Perkins, Deputy Superintendent, CCI-Niantic, July, 1979.
- 12/ Telephone interview with Engineering Services, DOC, July 1979.
- 13/ Telephone interview with Mr. E. Graveline, Supervisor, Plant and Maintenance, August, 1979.

- 14/ Rated capacities supplied through State Accreditation Manager's office.
- 15/ Until such time as detailed plans with the engineering construction design specifications are obtained little can be done to estimate the cost of each standard by even general measures such as by program area, utilities, or even a square footage basis.
- 16/ See discussion of Standard 4141 above.
- 17/ Other CSAP states have reported similar cost estimates for this method of compliance with this standard.
- 18/ Robert Foson, CAC, indicated acquisition of such personnel was entirely consistent with the Commission's interpretation of the standard.
- 19/ See discussion of Standard 4252 below.
- 20/ Based on telephone interview data with Ray Corrigan, Chief, Engineering Services, DOC, July 1979.
- 21/ The specific portion of the \$840,000 budget request was supplied through Mr Graveline, Supervisor, Plant and Maintenance, CCI-Niantic.
- 22/ The POA specified a consultant professional services fee range of \$15,000-\$20,000 annually.

APPENDICES

APPENDIX I

# SUMMARY OF CAPITAL DEFICIENCIES - CONNECTICUT

(Source: Plans of Action, June 1, 1979)

<u>STANDARD</u>	<u>Enfield</u>	<u>Somers</u>	<u>Cheshire</u>	<u>Niantic</u>
<u>Training</u>				
4090 New Employee Training	C*	C	C	C
4091 Annual Training	C	C	C	C
4092 Direct Contact Training	C	C	C	C
<u>Records</u>				
4137 Safeguard Case Records				R
<u>Physical Plant</u>				
4141 Design Capacity				NC
4142 Cell Size		C	NC	NC
4143 Cell Furnishings			NC	RC
4145 Staff Accessibility			NC	
<u>Security</u>				
4151 Secure Perimeter				C
4152 Surveillance Outside				N
4153 Watch Towers			C	
4158 Control Center				NC
4173 Unloading Firearms			RC	C
4175 Control of Tools				R
4176 Toxic Materials				RC
4185 Emergency Power				N
<u>Special Mgmt. Inmates</u>				
4204 Non-Isolated Segregation				NC
<u>Sanitation</u>				
4250 Personal Laundry Usage			RC	

\*"N" designates standards where the state indicated new construction is required for compliance; "R", where renovations are necessary. Standards potentially requiring capital (C) were selected by IEPS staff.

# SUMMARY OF CAPITAL DEFICIENCIES - CONNECTICUT

(Source: Plans of Action, June 1, 1979)

<u>STANDARD</u>	<u>Enfield</u>	<u>Somer's</u>	<u>Cheshire</u>	<u>Niantic</u>
<u>Medical</u>				
4277 Psychotic Facilities			C	
<u>Inmate Rights</u>				
4283 Legal Assistance			C	
4287 Healthful Environment				RC
<u>Reception</u>				
4357 Adequate Facilities			NC	
4361 List of Personal Property				C
<u>Recreation</u>				
4419 Comprehensive Program			C	RC
4420 Athletic & Cultural			C	
<u>Release</u>				
4445 Preparation Program				NC

APPENDIX II



CCI - ENFIELD  
NONCOMPLIANCE STANDARDS  
June 14, 1979

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COST

4090E  
4091E  
4092E  
4093E  
4096E  
4098E  
4100E  
4103E  
4181E  
4183I

4009E  
4030I  
4060E  
4080E  
4087E  
4127E  
4129I  
4150E  
4154E  
4170E

NO COST

4171E  
4180E  
4183E  
4188E  
4192E  
4228E  
4232E  
4290E  
4292E  
4359E

4410E  
4450E  
4459E  
4462E

CCI - SOMERS

NONCOMPLIANCE STANDARDS

June 14, 1979

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COST

4090E  
4091E  
4092E  
4093E  
4096E  
4103E  
4181E  
4250D  
4413E

NO COST

4009E  
4030I  
4060E  
4080E  
4127E  
4129I  
4150E  
4177E  
4180E  
4249E

4290E  
4292E  
4367E  
4386E  
4410E  
4457E  
4462E  
4463E

## CCI - CHESHIRE

## NONCOMPLIANCE STANDARDS

June 14, 1979

COST

4090E  
4091E  
4092E  
4093E  
4098E  
4100E  
4103E  
4142I  
4143E  
4145E

4153E  
4173E  
4174E  
4181E  
4182I  
4250D  
4357E  
4359E

4009E  
4016E  
4022I  
4060E  
4080E  
4087E  
4105E  
4112I  
4127E  
4129I

4150E  
4154E  
4155E  
4162E  
4163E  
4164E  
4165E  
4166E  
4168E  
4169E

4171E  
4175E  
4176E  
4178E  
4180E  
4181E  
4182E  
4183E  
4184E  
4187E

4190E  
4194E  
4205E  
4207E  
4209E  
4211E  
4212E  
4214E  
4215E  
4220E

NO COST

4222E  
4227E  
4228E  
4232E  
4234E  
4241E  
4245E  
4246E  
4247E  
4248E

4259E  
4268E  
4272E  
4275E  
4277E  
4278E  
4283E  
4284E  
4290E  
4292E

4293E  
4320E  
4342E  
4349I  
4351E  
4352E  
4354E  
4355D  
4358E  
4360E

4363E  
4364E  
4366E  
4367E  
4369I  
4370E  
4373E  
4379I  
4389I  
4410E

4413E  
4414E  
4419E  
4420E  
4423I  
4425E  
4426E  
4427E  
4429E  
4433E

4436E  
4439I  
4442I  
4443E  
4448D  
4457E  
4460E  
4462E  
4463E

CCI - NIAITIC

NONCOMPLIANCE STANDARDS

June 14, 1979

<u>COST</u>		<u>NO COST</u>	
4090E	4060E	4233E	4432E
4091E	4080E	4234E	4442I
4092E	4087E	4241E	4445E
4093E	4112I	4247E	4457E
4096E	4127E	4248E	4460E
4098E	4129I	4259E	4462E
4100E	4163E	4262E	4463E
4103E	4164E	4263E	4464I
4137E	4168E	4268E	
4141E	4169E	4272E	
4142I	4173E	4275E	
4143E	4178E	4278E	
4151E	4180E	4290E	
4152E	4183E	4292E	
4158E	4186E	4352E	
4174E	4194E	4356E	
4175E	4203I	4358E	
4176E	4205E	4359E	
4181E	4207E	4360E	
4182I	4212E	4361E	
4185E	4213E	4363E	
4187E	4215E	4364E	
4204E	4218E	4366E	
4214E	4220E	4367E	
4216E	4221E	4369I	
4246E	4222E	4370E	
4250D	4227E	4373E	
4252I	4228E	4410E	
4287E	4230E	4423I	
4313E	4232E	4426E	
4409E			
4412E			
4413E			
4414E			
4415E			
4417I			
4418E			
4419E			
4425E			
4428E			
4454I			

# DIVISION OF PAROLE

June 14, 1979

## COST

3016E  
3022E  
3060E  
3066E  
3067I  
3102I  
3104E  
3107I  
3126E  
3132E

3001E  
3008E  
3009I  
3011I  
3014E  
3015E  
3017E  
3019E  
3020E  
3021E

3023E  
3024I  
3026E  
3027E  
3032I  
3033E  
3035E  
3036I  
3037E  
3039I

3071E  
3085I  
3086E  
3087E  
3088E  
3090E  
3092I  
3093E  
3095E

## NO COST

3096E  
3097E  
3098E  
3099E  
3101I  
3105I  
3110I  
3112E  
3113E  
3114E

3115E  
3116E  
3117E  
3118I  
3119I  
3120E  
3121E  
3123E  
3124I  
3125I

3127E  
3128E  
3133E  
3134I  
3135E  
3136E  
3137E  
3143I  
3144E  
3146E

3147E  
3148I  
3149E  
3150E  
3151E  
3152E  
3153I  
3158E  
3159E  
3161I

3163E  
3164E  
3165E  
3166E  
3167E  
3169I  
3172I  
3173I  
3174E  
3175I

3177I

APPENDIX III

CONNECTICUT DEPARTMENT OF CORRECTION  
COMPLIANCE PLAN FOR THE COMMISSION ON ACCREDITATION STANDARDS  
ON STAFF DEVELOPMENT AND TRAINING

ADULT CORRECTIONAL INSTITUTIONS  
ADULT LOCAL DETENTION FACILITIES  
ADULT PAROLE FIELD SERVICES

MAY -- 1979

THOMAS F. WHITE  
DIRECTOR  
CONNECTICUT JUSTICE ACADEMY  
DEPARTMENT OF CORRECTION  
CONNECTICUT

FRANK FERSCH  
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CONNECTICUT

## Introduction

The Connecticut Department of Correction operates four major institutions, six centers (former county jails), a central office, and a number of field service units. Staff training, for the most part, has responded primarily to the needs of the correctional officer, first in a concentrated departmental orientation, and then in an in-service program formulated by the training advisory committee at the facility to which the officer is assigned. This has resulted in a somewhat fragmented approach to training which does not address the needs of all employees. The need for a system-wide "Master Plan" has become evident.

The Connecticut Department of Correction has applied for accreditation of its adult correctional facilities and its Division of Parole. Each of the three appropriate manuals includes standards on staff training and development. While similarity among the standards suggests an agency-wide training system, it is difficult to envision the system from reading the separate standards. In addition, the Connecticut Department of Correction has one training department for all its facilities, divisions, and units. Given this structure, it would be difficult to fit the pieces together if the standards and facilities were treated separately.

This plan of action has been designed from a total system perspective and applies to all facilities, divisions and units. It is a three-year plan that will result in full compliance with all training and staff development standards. It will provide systematic, standardized, department-wide training for all employees and will include quantity measurement (hours of training) and quality measurement (effect of training on performance).

The specific standards addressed in this plan of action are:

1. Manual of Standards for Adult Probation and Parole Field Services.  
Standards Addressed: 3065, 3066, 3068, 3016, 3067.
2. Manual of Standards for Adult Correctional Institutions.  
Standards Addressed: 4088, 4089, 4090, 4091, 4092, 4093, 4096, 4097, 4098, 4099, 4100, 4103, 4181, 4182, 4271, and 4313.
3. Manual of Standards for Adult Local Detention Facilities.  
Standards Addressed: 5069, 5070, 5071, 5072, 5073, 5074, 5077, 5078, 5079, 5081, 5171, 5172, 5173, 5178, 5229, 5258, and 5288.



## Cost

The compliance master plan is designed so that facilities may request the funds in two parts, half for FY 1981 and half for FY 1982.

Cost estimates are based on the following assumptions:

1. Only correction officers need to be paid over their 35-hour work week to be available for the required number of hours training. All other staff can be made available by schedule rearrangement, et cetera.
2. Twenty hours of the required 80 hours of in-service training for correctional officers can be accomplished by formalized on-the-job training and 20 hours can be accomplished by schedule rearrangement, et cetera, but the remaining 40 hours can be accomplished only by release time from the job.
3. \$10.00 per hour represents a realistic, average overtime figure for correctional officers.

NOTE: The only cost included is departmental "out-of-pocket" overtime costs. Developmental costs (for which a federal grant is being sought) and indirect costs are not included.

Estimated costs per institution to supply the additional 40 hours of training are as follows:

Somers -- 289 correctional officers X 40 hours = 11,560 man-hours X \$10/hour =  
\$115,600

Enfield -- 90 correctional officers X 40 hours = 3,600 man-hours X \$10/hour =  
\$ 36,000

Cheshire -- 97 correctional officers X 40 hours = 3,880 man-hours X \$10/hour =  
\$ 38,800

Niantic -- 67 correctional officers X 40 hours = 2,680 man-hours X \$10/hour =  
\$ 26,800

Hartford -- 87 correctional officers X 40 hours = 3,480 man-hours X \$10/hour =  
\$ 34,800

Bridgeport -- 88 correctional officers X 40 hours = 3,520 man-hours X \$10/hour =  
\$ 35,200

New Haven -- 73 correctional officers X 40 hours = 2,920 man-hours X \$10/hour =  
\$ 29,200

Litchfield -- 13 correctional officers X 40 hours = 520 man-hours X \$10/hour =  
\$ 5,200

Montville -- 28 correctional officers X 40 hours = 1,120 man-hours X \$10/hour =  
\$ 11,200

Brooklyn -- 18 correctional officers X 40 hours = 720 man-hours X \$10/hour =  
\$ 7,200

TOTAL : \$340,000

# CONNECTICUT DEPARTMENT OF CORRECTION

## ACCREDITATION STANDARDS COMPLIANCE PLAN TRAINING AND STAFF DEVELOPMENT

	TASKS	DESIGNATED STAFF	PERSON. HOURS	DATE STARTED	DATE COMPLETED
1.	<p>Establish written policy and procedures to comply with the following standards.</p> <p><u>NOTE:</u> These policies will be implemented at the appropriate point in the compliance time table.</p> <p>(A) Standards 4088, 4089, 5069 -- Training programs supervised by qualified trained employee.</p> <p>(B) Standards 3065, 4090, 4092, 5071 -- Training hours during first year employment:</p> <p><u>Non-contact Personnel:</u> 80 hours with a minimum of 40 prior to job assignment.</p> <p><u>Contact Personnel:</u> 160 hours with a minimum of 40 prior to job assignment.</p> <p>(C) Standards 3066, 4091, 4092, 5072, 5073 -- In-service training hours after first year of employment:</p> <p><u>Non-contact Personnel:</u> 40 hours per year</p> <p><u>Contact Personnel:</u> 80 hours per year</p> <p>(D) Standards 4093, 5074 -- In-service training hours for managerial personnel:</p> <p>80 hours per year, 40 hours of which must cover management and supervisory principles and procedures.</p>	<p>Frank Fersch Tom White</p>	<p>16 hrs.</p>	<p>6/1/79</p>	<p>7/1/79</p>

CONNECTICUT DEPARTMENT OF CORRECTION

2.

ACCREDITATION STANDARDS COMPLIANCE PLAN  
TRAINING AND STAFF DEVELOPMENT

	TASKS	DESIGNATED STAFF	PERSON HOURS	DATE STARTED	DATE COMPLETED
	(E) Standards 3068, 4099 -- Employees encouraged to con- tinue education.				
2.	Write federal grant application to be submitted to the Connecticut Justice Commission to fund a Curriculum Specialist, Media Technician and a Steno to aid in developing training programs to meet Accreditation Standards.	Frank Fersch Tom White	4 hrs.	5/11/79	5/30/79
3.	Develop a listing of all agency job classes with the number of incumbents in each class and location of job assignment.	Frank Fersch Tom White	24 hrs.	7/1/79	7/20/79
4.	Review all job classes to iden- tify contact and non-contact employees as defined by the Commission on Accreditation for Corrections.	Frank Fersch	4 hrs.	7/23/79	8/1/79
5.	Conduct a job task inventory on all job classes and assignments to determine job duties and responsibilities.	Frank Fersch Tom White Harvey Fields Frank Dennis William Gimignani Dick Tedford	120 hrs.	8/1/79	2/1/80
	* * *				
	DEVELOPMENT OF ORIENTATION AND FIRST YEAR TRAINING SYSTEM				
6.	Design a department-wide orientation training program for all new employees. Standards Addressed: 5071, 3065, 4090, 3016	Curriculum Specialist Media Production Technician Dave Lewis Harvey Fields Frank Fersch	240 hrs.	11/1/79	1/1/80

## CONNECTICUT DEPARTMENT OF CORRECTION

3.

ACCREDITATION STANDARDS COMPLIANCE PLAN  
TRAINING AND STAFF DEVELOPMENT

	TASKS	DESIGNATED STAFF	PERSON HOURS	DATE STARTED	DATE COMPLETED
7.	Design additional training to orient all employees to their institution or division to meet Accreditation Standards. Standards Addressed: 4090, 5071, 3065, 3016.	Curriculum Specialist Frank Fersch Harvey Fields Frank Dennis William Gimignani Dick Tedford	320 hrs.	1/1/80	3/1/80
8.	Design additional orientation training to the specific job assignment (duties, responsibilities, tasks) for all new employees. Standards Addressed: 4090, 5071, 3065, 3016	Frank Fersch Tom White Harvey Fields Frank Dennis William Gimignani Dick Tedford Curriculum Specialist	800 hrs.	3/1/80	6/1/80
9.	Implement 40 hours of orientation training prior to job assignment for all newly hired employees. Standards Addressed: 4090, 5071, 3065, 3016	Harvey Fields Dick Tedford Frank Dennis William Gimignani		9/1/80	continual
10.	Redesign the present first year training program for all contact employees to meet Accreditation Standards. Standards Addressed: 4092, 4181, 4271, 4313, 5071, 5073, 5078, 5079, 5171, 5172, 5173, 5178, 5229, 5258, 5288, 3065, 3016.	Frank Fersch Frank Dennis	200 hrs.	8/1/79	7/1/80
11.	Implement additional 120 hour first year training curriculum for all contact employees. Standards Addressed: 4092, 4098, 4181, 4271, 4313, 5071, 5073, 5078, 5079, 5171, 5172, 5173, 5178, 5229, 5258, 5288, 3065, 3016.	Harvey Fields Frank Dennis William Gimignani Dick Tedford		10/1/80	continual

CONNECTICUT DEPARTMENT OF CORRECTION

4.

ACCREDITATION STANDARDS COMPLIANCE PLAN  
TRAINING AND STAFF DEVELOPMENT

	TASKS	DESIGNATED STAFF	PERSON HOURS	DATE STARTED	DATE COMPLETED
12.	Write agency budget request to be submitted for Governor's approval to State Legislative Appropriations Committee to provide funds for paying overtime to allow correctional officers to attend training programs. Standards Addressed: 4103, 5081.	Business Manager Institutional Business Officers		6/1/80	8/1/80
13.	Design additional first year training curriculum for all non-contact employees to meet Accreditation Standards. Standards Addressed: 4090, 5071, 4181, 5229.	Curriculum Specialist Frank Fersch Tom White	700 hrs.	9/1/80	12/1/80
4.	Implement additional 40 hours first year training curriculum for all non-contact employees. Standards Addressed: 4090, 5071, 5229, 4181.	Harvey Fields Dick Tedford Frank Dennis William Gimignani		1/1/81	continual
	* * *				
	DEVELOPMENT OF IN-SERVICE TRAINING SYSTEM				
5.	Examine the completed task inventory (See #5) to determine overlaps in needed job skills and knowledge of the various job classes and assignments.	Curriculum Specialist Frank Fersch Tom White	120 hrs.	7/1/80	9/1/80
6.	Design in-service training curriculum for all agency non-contact employees. Standards Addressed: 4091, 5072, 3066, 4100, 4181, 5229	Curriculum Specialist Frank Fersch Tom White	400 hrs.	10/1/80	3/1/81

CONNECTICUT DEPARTMENT OF CORRECTION

5.

ACCREDITATION STANDARDS COMPLIANCE PLAN  
TRAINING AND STAFF DEVELOPMENT

	TASKS	DESIGNATED STAFF	PERSON HOURS	DATE STARTED	DATE COMPLETED
17.	Design in-service training curriculum for all agency correctional officers. Standards Addressed: 4092, 5073, 4096, 4097, 4098, 4100, 5072, 5077, 5078, 5079, 4181, 4182, 5229, 5258, 5171, 5172, 5173, 5178, 4271, 4313.	Frank Fersch Dick Tedford Harvey Fields Frank Dennis William Gimignani	800 hrs.	9/1/80	7/1/81
18.	Design in-service training curriculum for all agency contact employees other than the correctional officer class. Standards Addressed: 4092, 5073, 4096, 4100, 5072, 5078, 4181, 5229, 5171, 5172, 5173, 5178, 4313, 3066, 3067.	Curriculum Specialist Frank Fersch Tom White	250 hrs.	4/1/81	7/1/81
19.	Design management and supervision in-service training curriculum for all agency managerial personnel. Standards Addressed: 4093, 5074, 3066, 4100.	Frank Fersch Tom White	180 hrs.	4/1/81	7/1/81
20.	Write agency budget request to be submitted for approval to Governor and State Legislative Appropriations Committee to provide increased funds for paying overtime to correctional officers who attend training programs. Standards Addressed: 4103, 5081.	Business Manager Institutional Business Officers		6/1/81	8/1/81
21.	Implement Phase One of the in-service training curriculum which will consist of a minimum of 20 hours of training per year of all non-contact employees and 40 hours per year for all contact employees and managerial employees.	Frank Fersch William Gimignani Dick Tedford Harvey Fields Frank Dennis		9/1/81	continual

CONNECTICUT DEPARTMENT OF CORRECTION

ACCREDITATION STANDARDS COMPLIANCE PLAN  
TRAINING AND STAFF DEVELOPMENT

	TASKS	DESIGNATED STAFF	PERSON HOURS	DATE STARTED	DATE COMPLETED
22.	Implement Phase Two of the in-service training curriculum which will consist of a minimum of 40 hours of training per year for all non-contact employees and 80 hours per year for all contact and managerial employees.	Frank Fersch William Gimignani Dick Tedford Harvey Fields Frank Dennis		9/1/82	continual
23.	Complete compliance with all training and staff development Accreditation Standards.				9/1/83

APPENDIX IV



COST OF ADDITIONAL PERSONNEL FOR CCI-SOMERS

<u>CAC STANDARD CATEGORY &amp; NUMBER</u>	<u>POSITION CLASS/TITLE</u>	<u>NUMBER OF POSITIONS</u>	<u>STATUS</u> <sup>a</sup>	<u>BASE SALARY</u>	<u>FRINGE BENEFITS</u> <sup>b</sup>	<u>TOTAL</u>
<u>Library Services</u> 4413	Librarian	1	FT	\$12,753	\$3,025	<u>\$15,778</u>
					TOTAL	\$15,778

Source: State Management Team Plans Of Action Report as of June 1, 1979.

a / Status FT = Full-time position.

b / Based on a state rate of 23.72%.

COST OF ADDITIONAL PERSONNEL FOR CCI-CHESHIRE

<u>CAC STANDARD CATEGORY &amp; NUMBER</u>	<u>POSITION CLASS/TITLE</u>	<u>NUMBER OF POSITIONS</u>	<u>STATUS</u> <sup>a</sup>	<u>BASE SALARY</u>	<u>FRINGE BENEFITS</u> <sup>b</sup>	<u>TOTAL</u>
<u>Library Services</u> 4413	Correctional Treatment Officer	2	FT	\$13,233	\$3138.87	<u>\$32,743.74</u>
					TOTAL	<u>\$32,743.74</u>

Source: State Management Team Plans of Action Report as of June 1, 1979.

a/ Status FT = Full-time position

b/ Based on a state rate of 23.72%.

COST OF ADDITIONAL PERSONNEL FOR CCI-NIANTIC

<u>CAC STANDARD CATEGORY &amp; NUMBER</u>	<u>POSITION CLASS/TITLE</u>	<u>NUMBER OF POSITIONS</u>	<u>STATUS</u> <sup>a</sup>	<u>BASE SALARY</u>	<u>FRINGE BENEFITS</u> <sup>b</sup>	<u>TOTAL</u>
<u>Security and Control</u> 4187	Correctional Officer	3	FT	\$12,012	\$2,849	\$44,583
<u>Special Management Inmates</u> 4214						
<u>Sanitation, Safety, and Hygiene</u> 4252	Hairdresser I	1	FT	\$11,600	\$2,750	\$14,350
<u>Library Services</u> 4409, 4413-4418	Librarian	1	FT	\$12,753	\$3,025	\$15,778
4413	Library Assistant	1	FT	\$7,312	\$1,734	\$9,046
<u>Recreation and Inmate Activities</u> 4419, 4425, 4428	Recreation Worker	1	FT	\$11,400	\$2,705	\$14,105
					TOTAL	\$97,862

Source: State Management Team Plans of Action Report as of June 1, 1979.

a / Status FT = Full-time position

b / Based on a state rate of 23.72%.

# COST OF ADDITIONAL PERSONNEL FOR THE COMPREHENSIVE STATE TRAINING PROGRAM

<u>CAC STANDARD CATEGORY &amp; NUMBER</u>	<u>POSITION CLASS/TITLE</u>	<u>NUMBER OF POSITIONS</u>	<u>STATUS</u> <sup>a</sup>	<u>BASE SALARY</u>	<u>FRINGE BENEFITS</u> <sup>b</sup>	<u>TOTAL</u>
<u>Training and Staff Development</u> 4088	Curriculum Specialist	1	FT	\$16,768	\$3,977	\$20,745
	Media Production Technician	1	FT <sup>c</sup>	\$ 5,954.50	\$1,415.50	\$7,370
	Stenographer II	1	FT	\$8,042	\$1,908	<u>\$9,950</u>
					TOTAL	\$38,065

Source: State Management Team Plans of Action Report as of June 1, 1979.

a/ Status FT = Full-time position

b/ Fringe Benefit based on state rate of 23.72% of base salary.

c/ Interviews indicated the media production technician would devote 50% of his time toward CSTP. Therefore, only half of the related personnel cost these figures represent.

# COST OF ADDITIONAL PERSONNEL FOR DIVISION OF PAROLE SERVICES

<u>CAC STANDARD CATEGORY &amp; NUMBER</u>	<u>POSITION CLASS/TITLE</u>	<u>NUMBER OF POSITIONS</u>	<u>STATUS</u> <sup>a</sup>	<u>BASE SALARY</u>	<u>FRINGE</u> <sup>b</sup> <u>BENEFITS</u>	<u>TOTAL</u>
<u>Personnel</u> 3060	Typist	2	FT	\$7,312	\$1,734	\$18,092
<u>Supervision:</u> <u>Probation and Parole</u> 3126	Coordinator	1	FT	\$13,233	\$3,137	\$16,370
					<b>TOTAL</b>	\$34,462

Source: State Management Team Plans of Action Report as of June 1, 1979.

a / Status FT = Full-time position.

b / Based on a state rate of 23.72%.

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APPENDIX V -

## Adult Correctional Institution Standards Categories

<u>Abbreviation</u>	<u>Title</u>
Administration	Administration, Organization and Management
Fiscal	Fiscal Management
Personnel	Personnel
Training	Training and Staff Development
Planning	Planning and Coordination
Management & Information	Management Information Systems
Research	Research and Evaluation
Records	Records
Physical Plant	Physical Plant
Security	Security and Control
Supervision	Supervision of Inmates
Special Management Inmates	Special Management Inmates
Food Services	Food Services
Sanitation	Sanitation, Safety and Hygiene
Medical	Medical and Health Care Services
Rights	Inmate Rights
Rules	Inmate Rules and Discipline
Mail & Visiting	Mail and Visiting
Reception	Reception and Orientation
Money and Property Control	Inmate Money and Property Control
Classification	Classification
Work Programs	Inmate Work Programs
Ed. and Voc. Training	Educational and Vocational Training

Adult Correctional Institution Standards Categories (cont'd)

<u>Abbreviation</u>	<u>Title</u>
Library	Library Services
Recreation	Recreation and Inmate Activities
Religious	Religious Services
Social Services	Social Services and Counseling
Release	Release Preparation and Temporary Release
Citizen Involvement	Citizen Involvement and Volunteers



APPENDIX VI

## Standards Descriptions --- Adult Institutions

### Administration, Organization and Management

4001	Establishment
4002	Philosophy & Goals
4003	One Executive Officer
4004	Policy Formulation
4005	Administrative Manual
4006	Administrative Subunits
4007	Channels of Communication
4008	Mission Description
4009	Operations Manual
4010	Monitor Operations
4011	Program Analysis
4012	Annual Goal Formulation
4013	Legal Assistance
4014	Quarterly Report
4015	Monthly Meetings
4016	System of Communication
4017	Constructive Programs
4018	Community Agencies
4019	Courts and Parole
4020	Legislative Cooperation
4021	Internship Program
4022	College Consultation
4023	Public Information
4024	Media Access
4025	Comprehensive Report
4026	Association Membership
4027	Employee-Management

### Fiscal Management

4028	One Fiscal Officer
4029	Fiscal Authority
4030	Fiscal Officer
4031	Bonded Employees
4032	Inmate Welfare Fund
4033	Community Services
4034	Budget Request
4035	Budget Responsibility
4036	Justifying Budget Request
4037	Monitor Expenditures
4038	Budget Revisions
4039	Budget Hearings
4040	Space Requirements
4041	Accounting System
4042	Annual Review
4043	Accounting Procedures
4044	Secure Monies

Fiscal Management (cont'd)

4045	Reports of Monies
4046	Checks and Vouchers
4047	Property Inventory
4048	Stores Inventory Control
4049	Personnel Records & Payroll
4050	Purchase of Supplies
4051	Audits
4052	Insurance Coverage
4053	Commissary
4054	Commissary Controls

Personnel

4055	Employment and Promotion
4056	Annual Policy Review
4057	Manual Requirements
4058	Manual Availability
4059	Education Substitutes
4060	Affirmative Action Program
4061	Affirmative Action Implementation
4062	Equal Employment Opportunities
4063	Direct Contact Personnel Requirements
4064	Reexamine Assigned Positions
4065	Personnel Record
4066	Confidentiality of Records
4067	Challenge File Information
4068	Staff Grievance Procedure
4069	Executive Officer Appointment
4070	Executive Officer Specifications
4071	Executive Officer Qualifications
4072	Executive Officer Term
4073	Probationary Term
4074	Permanent Status
4075	Performance Review
4076	Department Head Qualifications
4077	Paraprofessionals
4078	Employment of Ex-offenders
4079	Equal Treatment
4080	Competitive Salary Levels
4081	Employment From Outside
4082	Merit Pay Increases
4083	Solicitation of Suggestions
4084	Reimbursement of Expenses
4085	Administrative Leave
4086	Code of Ethics
4087	Confidentiality of Information

Training and Staff Development

4088	Training Supervision
4089	Training of Trainers
4090	New Employee Training

### Training and Staff Development cont'd

4091	Annual Training
4092	Direct Contact Training
4093	Administrative Training
4094	Advisory Training Committee
4095	Committee Responsibilities
4096	Detention Personnel Training
4097	Weaponry Training
4098	Physical Force Techniques
4099	Continuing Education
4100	Annual Evaluation
4101	Library Services
4102	Space and Equipment
4103	Reimbursement of Staff
4104	Public and Private Agencies

### Planning and Coordination

4105	Range of Plans
4106	Long Range Plans
4107	Executive Officer Responsibility
4108	Monitor Progress
4109	Interrelated Functions
4110	Personnel, Space and Equipment
4111	Manpower, Planning
4112	Federal, State and Regional

### Management Information Systems

4113	Information Retrieval
4114	Review All Aspects
4115	Thorough Procedure
4116	Regular Reports
4117	Identify Needs
4118	Security of System
4119	Other Agencies
4120	Evaluation Criteria
4121	Inmate Classifications
4122	Population Summaries

### Research and Evaluation

4123	Research Activities
4124	Operational Personnel
4125	Outside Professionals
4126	Design Review
4127	Medical Experiments
4128	Private Agency Support
4129	Use of Findings

### Records

4130	Case Records Management
4131	Case History
4132	One Master File
4133	Daily Report
4134	Case Record Requirements
4135	Identify Contents
4136	Master File Kept Current
4137	Safeguard Case Records
4138	Information Release
4139	Information Release Form

### Physical Plant

4140	Decentralized Units
4141	Design Capacity
4142	Cell Size
4143	Cell Furnishings
4144	Dormitory Requirements
4145	Staff Accessibility
4146	Preventive Maintenance
4147	Proximity of Population Center
4148	Dormitory Usage
4149	Number in Facility

### Security and Control

4150	Security Manual
4151	Secure Perimeter
4152	Surveillance Outside
4153	Watch Towers
4154	Armed Employee Assignments
4155	Outside Armed Supervision
4156	Sally Ports
4157	Designated Points for Traffic
4158	Control Center
4159	Inmate Count
4160	Temporary Absences
4161	Regulation of Movement
4162	Security Device Maintenance
4163	Searches for Contraband
4164	Policy for Searches
4165	Control of Firearms
4166	Condition of Security Equipment
4167	Issued Weapons
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APPENDIX VI

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Supervision - Parole Agencies Only

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APPENDIX VIII

## Glossary of Terms

Administrative Segregation - Used as close supervision when it is necessary to segregate certain inmates from the general population, for relatively extensive periods of time, to assure the safety and security of the institution and for the protection of the inmates or others.

Adult Correctional Institution - A confinement facility, usually under state or federal auspices, which has custodial authority over adults sentenced to confinement for more than one year.

Agency - The unit of a governing authority which has direct responsibility for the execution of a corrections program, including the implementation of policy as set by the governing authority.

Appropriation/Appropriated Funds - Enacted by Congress which sets up a federal program or agency either indefinitely or for a given period of time.

Authorization/Authorized Position - Basic substantive legislation/Full time equivalent position for which funding is approved by the legislature.

Average Daily Population - Refers to the population of inmates at a particular facility or within an entire correctional system. This figure takes into account both new admissions and releases, and, therefore, is generally higher than the inmate population at a given point in time. It is best derived by summing the population over some time period (month, year) then dividing by the appropriate number of days.

Camp/Ranch/Farm - Any of several types of similar confinement facilities, usually in a rural location, which contains adults convicted of a felony or a misdemeanor.

Capital Costs - Refers to costs for alterations to physical plant required for standards' compliance; may be renovation or construction of new facilities.

Correctional Facility - A building, or part thereof, set of buildings, or area enclosing a set of buildings or structures, operated by a government agency for the custody and/or treatment of adjudicated, and committed persons, or persons subject to criminal proceedings.

### CEC Cost Factors, including:

Personnel Time - (minor) The new activities mandated by this standard will require additional staff time of less than one-half person year.

(major) The new activities mandated by this standard will require additional staff time of one-half person year or more.

Supplies - (minor) Less than \$100 per year. (major) \$100 per year or more.

Equipment - Office, security, communications, or other equipment is required to comply with the standard.

CEC Cost Factors, including: (cont'd)

Space/Facilities - Will require either new construction or the renovation of existing facilities.

Purchase of Services - Contracting for services rendered.

Chief Executive Officer - The person in charge of the institution or agency, usually called the Warden, Superintendent, or Director.

Classification - A process for determining the needs and requirements of those for whom confinement has been ordered, and for assigning them to housing units and programs according to their needs and existing resources.

Compliance - When an organizational unit meets a particular standard or set of standards.

Cost Allocation - Derivation of compliance costs associated with a particular standard, especially when a single resource is distributed among several standards.

Cost Analysis - The process whereby standards' compliance costs are derived; includes cost allocation, assessment of resource requirements and inclusion of all associated costs.

Criminal Justice Agency - Any government agency or subunit of which the principal activities consist of the prevention, detection, and investigation of crime; the apprehension, detention, and prosecution of alleged offenders; the confinement or official correctional supervision of accused or convicted persons, or the administrative or technical support of the above functions.

Criminal Justice System Costs - Direct outlays for, or the imputed value of goods and services provided by agencies, organizations or by individuals.

Deficiency - Exists when a facility, organizational unit, program, or procedure does not meet a particular standard. In this case, a change must be made in the current level of operations in order to comply with the standard.

Disciplinary Detention - Confinement of an inmate to an individual cell, separated from the general population, as a result of a hearing before impartial hearing officer(s), in which the inmate has been found to have committed a rule(s) violation(s).

Discounting - Expressing the dollar value of future costs or benefits in today's terms. Permits, e.g., comparisons when benefits occur in the future but costs are incurred now.

Documentation Preparation - The agency complies with the standard, but lacks documentation to support compliance.

Extent of Non-Compliance - The degree to which a facility does not meet the minimum requirements of a standard ranging from meeting some of the requirements (partial non-compliance) to meeting none of the prescribed conditions (total non-compliance).

External Costs - Direct outlays for, or the imputed value of, goods and services provided by all agencies, organizations, or individuals external to the criminal justice system.

Facility - The actual physical setting in which a program or agency functions.

Field Services - See Parole Agency.

Fringe Benefit Costs - Allowances and services provided to employees as compensation in addition to regular wages and salaries. For the purposes of this study, the definition includes retirement (state), FICA, health insurance, life insurance, disability insurance, unemployment insurance, workmen's compensation, vacation days allowance, holiday allowance, clothing and food.

Full Time Equivalent(FTE) - The number of personnel or employees that are required to carry out a particular function, or 'cover' a particular post. For example, two half-time employees are equivalent to one full-time staff; or 4.5 FTE's are required to cover a particular post (based on three shifts times seven days a week).

Governing Authority - For public/government agencies, this is the administrative department or division to whom the agency reports; it is the policy-setting body. For private agencies, this is the board of directors or board of trustees which sets policy.

Halfway House - A residential facility located in the community which provides early release opportunities for inmates and similar services to pre-trial and pre-sentence clients, probationers, parolees, ex-offenders and out-clients.

Hearing - A proceeding in which arguments, witnesses or evidence are heard by a judicial officer or administrative body.

Hidden Costs - Costs that are not easily identifiable, since they are not listed in the obvious category, e.g., indirect costs or costs incurred by another state agency for accounting.

Indirect Costs - Generally costs associated with but not directly attributable to a particular activity. Manufacturing or administrative overhead, or accounting services occur in addition to direct costs such as labor, capital and raw materials.

Information System - The concepts, personnel, and supporting technology for the collection, organization, and delivery of information for administrative use.

Major Rule Violation - Punishable by sanctions such as confinement to quarters, placement in more secure housing, transfer to another institution, loss of job, loss of "good time", or any change that would affect time of release or discharge.

Marginal Cost - Refers to the increment or change in total costs occasioned by a change in output. The marginal cost of increasing the inmate population is only the food, clothing and other additional services those individuals require; generally less than average cost but may be equal or more.

Minor Rule Violation - Punishable by sanctions such as reprimand, loss of commissary, entertainment or recreation privileges, restitution, or extra duty.

New Procedures - No procedure exists, as required by the standard, or existing procedure(s) requires modification to comply with the standard.

No Cost Standard - Requires no allocation of resources (expenditures) to achieve and maintain compliance.

Obligation - Contracts and other binding commitments made federal agencies pay out money for products, services, or other purposes. Obligations incurred may not be larger than budget authority.

Operating Costs - This category includes all those costs necessary to operate an organizational unit other than personal services, fringe, and capital costs.

Opportunity Costs - A measure of the cost that results from the fact that when one activity is undertaken another activity must be foregone.

Organizational Unit/Sub-unit - A subset of a larger organization, such as a correctional facility within a state Department of Corrections.

Out-Client - Offenders, alcoholics, drug abusers, mentally disabled and other community residents who reside at a place other than a residential facility, but who receive services offered by the program.

Parent Agency - The administrative department or division to whom the institution reports; it is the policy-setting body.

Parole Agency - An agency which may or may not include a parole authority, and of which the principal functions are the supervision of adults placed on parole.

Parole Authority - The decision-making body which has the responsibility to grant, deny or revoke parole.

Partition of Cost Estimates - This phrase is used to differentiate between the various estimates based on several factors, such as budgetary purposes, decision criteria, reallocated resources or conflicting documentation.

Plans of Action - Developed by the Commission, these are the primary instruments utilized by the states to assess their status, determine their resource needs and develop a timetable for compliance in the standards accreditation process.

Policy - A definite, stated course or method of action which guides and determines present and future decisions and activities.

Pre-Release Center - A residential facility which provides early release opportunities in the community for inmates allowing them to work, receive training, or pursue educational objectives before final release to the community.

Program - The plan or system through which a correctional agency works to meet its goals; often requiring a distinct physical setting.

Program Changes - This category on the plan of action means that a change in current level or kind of program activity is required by the standard in order to comply.



Protective Custody - That portion of an adult correctional institution, whereby inmates are voluntarily segregated from the general population since there is possible threat of harm to them.

Sally Port - A square or rectangular enclosure situated in the perimeter wall or fence of the institution, containing gates or doors at both ends, only one of which opens at a time.

Security - The degree of restriction of inmate movement within a correctional facility, usually divided into maximum, medium and minimum levels.

Serious Incident - A situation involving an inmate, employee or visitor including occurrence of an injury requiring medical attention or containing an imminent threat to institution security and/or safety.

Special Management Inmates - Inmates whose behavior presents a serious threat to the safety and security of the institution, the inmate, the staff or the general inmate population.

Special Needs Inmates - Inmates whose mental and/or physical condition require special handling and treatment by staff.

Standard Weight - Essential, important and desirable designations given to each of the CAC standards. In order for a state to acquire accreditation 90% of the essential standards must be attained, 80% of the important and 60% of the desirable.

State Designated Cost Factors, including: (See CEC Cost Factors)

Equipment - (See CEC Cost Factors) This category includes not only equipment, but supplies as well.

New Facilities - Where it has been determined that construction of new facilities will be necessary in order to meet standards.

Renovated Facilities - In the case where renovation of existing facilities will be necessary to comply with standards.

Additional Funds - Any financial resources not already included in the above items, e.g., purchase of services, etc.

Surrogate Measure - In research terms, an indicator used as a substitute or proxy for the item which one originally intended to measure, i.e., a secondary source of data when the primary data source is unavailable. For example, if there is no prior history for a particular work program in one state, similar capital/operating cost figures may be obtained from another state program already in existence.

Training - A method of enhancing the performance of personnel, including such activities as management seminars and instructional workshops on management information, research and evaluation data.

Turnover Rate - The ratio of terminated employees to the total number employed for a specified period of time.

Work Release - A formal arrangement, sanctioned by law, whereby an inmate is permitted to leave confinement to maintain approved and regular employment in the community, returning to custody during non-working hours.

Written Policy - No policy exists, as required by the standard, or existing policy requires updating or modifying to comply with the standard.