

# FLORIDA DEPARTMENT OF CORRECTIONS

LOUIE L. WAINWRIGHT, SECRETARY

## Research Report

EVALUATION OF UNIFORM SYSTEM OF  
INMATE CUSTODY CLASSIFICATION

Bureau of Planning,  
Research & Statistics

FEBRUARY 16, 1981

U.S. Department of Justice  
National Institute of Justice

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### EVALUATION OF UNIFORM SYSTEM OF INMATE CUSTODY CLASSIFICATION

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This project was supported by Federal Grant BL/8 sponsored by the National Institute of Corrections.

FEBRUARY 16, 1981

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SPECIAL THANKS IS GIVEN TO THE SUPERINTENDENT  
AND STAFF OF THE PILOT PROJECT FACILITIES OF  
DESOTO C.I., LAKE C.I., BROWARD C.I., NICEVILLE  
R.P., AND DOCTOR'S INLET R.P. WITHOUT THE HELP  
AND COOPERATION OF THESE PEOPLE, THIS EVALUATION  
COULD NOT HAVE BEEN MADE.

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EVALUATION OF A UNIFORM  
SYSTEM FOR  
CUSTODY CLASSIFICATION

INTRODUCTION

During FY 1979-80, the Florida Department of Corrections initiated a research program to design, develop and implement a new uniform system for inmate custody classification. Under sponsorship of the National Institute of Corrections, the classification system was pilot tested in five state correctional facilities.

This document reports the results of an effort to evaluate the pilot experimental program. The primary concerns of the evaluation were twofold:

- To assess whether or not the system met its operational goals. (For example, we needed to know if the system was acceptable to potential users).
- To evaluate the performance of the classification criteria. (Here our concern focused on custody assignments, escape attempts, assaults and other performance variables related to custody classification).

On October 1, 1979, the Department of Corrections began classifying inmates under a system of standard custody classification criteria. This is the first step toward identifying and using standard elements and practices departmentwide in four separate, but interrelated, decisions within the inmate classification process. The four context areas of classification decision-making may be described as:

- Custody Classification - Determining relative potential of an inmate for escape, violence or other disruptions of institutional routine and security based upon past and current behavior;
- Movement - Determining where, in a system of some 72 separate facilities, an inmate should be placed for effective control and for satisfying both corrections system and inmate needs;
- Needs Assessment/Program Participation Scheduling - Determining inmate needs, deficiencies, problems, goals and aptitudes and structuring a program of incarceration and pre-release activities from the range of remedial and work programs of the Department to prepare the inmate for a more potentially productive return to society; and

- \* Work Assignment - Determining where the inmate will be most productive during his incarceration period with regard to both system and inmate needs.

Obviously, these separate decisions regarding the structuring of an incarceration program for each inmate impose constraints on each other in light of limited system resources and capabilities. When inmate population strains the capacity of the system, the availability of a vacant bed will frequently determine where an inmate will be housed. Most often, Department policy directed toward keeping the inmates within a reasonable visiting distance of family will determine the range of possible institutions providing the level of security necessary to securely hold the inmate. At times, the Department or inmate needs will compromise optimum institutional assignment with regard to program placement or work availability.

Instances are not infrequent where an inmate's custody and security requirements, in light of insufficient institutional staffing, impose forced idleness or limit the opportunity to optimize inmate work productivity. As an example, failure of the Legislature to fund Department requests for personnel to supervise highway work crews limits the participation of some inmates who cannot safely perform without such supervision.

The Department is committed to examining each of the four decision areas listed above in order to identify legitimate criteria, standardize decision-making and structure the relative priority and inter-dependence of each decision within the classification system. The ultimate objective will be to develop a security plan where existing facilities will be efficiently utilized. Each facility will be programmed to house an appropriate mix of inmates by custody requirements appropriate to the security capabilities of each institution.

Further, certain educational, vocational or work programs can only be provided at certain locations limited to inmates in lower security grades. The proposed computer-assisted classification system ensure that each inmate precluded from participating in needed programs at initial higher custody levels will ultimately be provided with opportunities for movement to facilities offering such programs when custody reduction and available bed-space permits such movement.

#### SCOPE OF THIS REPORT:

This report is limited to the evaluation of the standard custody criteria used in reclassification of inmates who have been in the prison system longer than six months. A separate set of criteria used in initial custody decisions was not implemented until October of 1980, and the evaluation of that criteria will be published in a future report currently in preparation.

Section One of this report provides an overview of the classification project and a description of the problem it was designed to address. Section Two discusses the operational evaluation while Section Three contains the results of the performance evaluation. Finally, a summary of findings and conclusions, as well as proposed recommendations, can be found in the last section. The reclassification criteria used in the pilot is presented as "Exhibit A" on the following page.

EXHIBIT A

DESCRIPTION OF CRITERIA USED TO ASSIGN CUSTODY GRADES

POINT SCHEME

The proposed scoring scheme developed for use by the Department of Corrections is as follows:

CLASSIFICATION SCORE	CUSTODY GRADE
0-4	= MINIMUM
5-7	= MEDIUM
8 +	= CLOSE

Questionnaire Items:

- The inmate has been diagnosed by professional staff as:
  - Actively psychotic (not in a state of remission).....10
  - Psychotic, but in a state of remission..... 0
- The inmate is under sentence of death.....10
- The inmate received a life sentence with one or more 25 year mandatory requirements and he/she has served less than 40% of the total mandatory requirement.....10
- The inmate has escaped during the last five years:
  - From a major institution, road prison or vocational center/close custody at the time of escape.....10
  - From a close custody non-DC facility (i.e., jail).....10
  - From a major institution, road prison, or vocational center/medium custody at time of escape..... 3
  - From an other DC or non-DC facility/medium custody at time of escape..... 3
  - From a major institution, road prison, or vocational center/minimum custody at the time of escape..... 0
  - From a Community Correctional Center..... 0
  - From an other DC or non-DC facility/minimum Custody at the time of escape..... 0
- The inmate escaped during the last five years with a modus operandi that involved:
  - Violence against DC staff.....10
  - Taking a hostage of DC staff.....10
  - Weapons.....10
  - Violence against a private citizen.....10
  - Taking as hostage a private citizen.....10
  - An organized plan.....10
  - Assistance by DC Staff.....10
  - Assistance by a private citizen (accomplice).....10

\*\*\*\*\*

If the total score for Items 1-5 is less than 10, the actual score is added to the inmate's grand total. If total score for Item 1-5 is greater than 10, a maximum of 10 points is added.

\*\*\*\*\*

- The inmate's primary offense of his/her current commitment is:
  - Murder, 1st Degree..... 1
  - Murder, 2nd Degree..... 1
  - Manslaughter..... 1
  - Arson..... 1
  - Sexual Battery/Forcible Rape..... 1
  - Robbery..... 1
  - Aggravated Assault..... 1
  - Armed Burglary..... 1
  - Child Molesting..... 1
  - Escape..... 1
  - Riot..... 1
  - Strike in Correctional Institution..... 1
  - Kidnapping..... 1
  - Mayhem..... 1
  - Terrorist/Bombing Acts..... 1
  - Possession Weapon in Prison..... 1
  - Assault W/Intent to Kill..... 1
  - Shooting into a Building..... 1
  - Cruelty to Children..... 1
  - Possession of Explosives..... 1
  - Resisting an Officer..... 1
  - Murder, 3rd Degree..... 1
  - Other Violent Offenses..... 1
  - Unarmed Burglary..... 0
  - Larceny..... 0
  - Auto Theft..... 0
  - Forgery..... 0
  - Narcotics..... 0
  - Incest..... 0
  - Aggravated Battery..... 0
  - Breaking and Entering..... 0
  - Possession of a Concealed Weapon..... 0
  - Manslaughter, Auto..... 0
  - Other Non-Violent Crimes..... 0
- The inmate is under total length of sentence of:
  - Life or Death..... 2
  - 51 Years or More ..... 2
  - 21 - 50 Years..... 2
  - 11 - 20 Years..... 2
  - 7 - 10 Years..... 1
  - 6 Years..... 1
  - 5 Years..... 1
  - 4 Years..... 0
  - 3 Years..... 0
  - 2 Years..... 0
  - 1 Year..... 0

8. The inmate has served less than 20% of a definite sentence or less than 5 Years of a Life Sentence..... 1
9. His/her current offense involved intentional violence resulting in:
  - a) Death of a criminal justice official..... 1
  - b) Death of a private citizen..... 1
  - c) Personal injury of a criminal justice official..... 1
  - d) Personal injury of a private citizen..... 1
  - e) Threat to a person..... 0
  - f) Property damage..... 0
10. The inmate has a verified history involving intentional violence that resulted in:
  - a) Death of a criminal justice official..... 1
  - b) Death of a private citizen..... 1
  - c) Personal injury of a criminal justice official..... 1
  - d) Personal injury of a private citizen..... 1
  - e) Threat to a person..... 0
  - f) Property damage..... 0
11. The inmate has been sentenced consecutively to more than one three-year mandatory minimum sentence and has served less than 40% of the minimum requirement..... 1
12. It has been determined that the inmate currently has a need for one or more of the following programs:  
 MARK A if needed and available  
 MARK B if needed but not available  
 MARK C if participating  
 MARK D if not participating
  - a) Psychiatric Counseling
  - b) Psychological Counseling
  - c) Drug Counseling
  - d) AA Counseling
  - e) Academic Program
  - f) Vocational Training
  - g) Other \_\_\_\_\_  
 Explain
  - h) Other \_\_\_\_\_  
 Explain

If any item is checked in both Col. A and D, the score for Item 12 is one point.

13. With the implementation of the objective parole criteria; it is not now necessary to anticipate the inmate's release by the indicators listed in this question. Therefore, this question is no longer valid and no response should be given.
14. The inmate is more than 2 years from his earliest expected release date on a sentence of more than 5 years..... 1
 

or

 The inmate is more than 6 months from his earliest expected release date on a sentence of less than or equal to 5 years..... 1
15. Based upon his performance/evaluations during his current commitment, the inmate has one of the following behavior characteristics: If the inmate's behavior is observed, place a mark in Column A; if professionally diagnosed, Mark Column B.
  - a) Homicidal (if suspected, secure professional diagnosis)..... 4
  - b) Sadistic (if suspected, secure professional diagnosis)..... 4
  - c) Unable to handle stress..... 2
  - d) Suicidal Act (if confirmed by professional diagnosis; Note as standard projection exception & make close)..... 4
  - e) Subject to hallucination..... 2
  - f) Paranoid (if suspected, secure professional diagnosis)..... 2
  - g) Abusive..... 2
  - h) Aggressive..... 2
  - i) Deals in contraband..... 2
  - j) Uses alcohol or drugs..... 0
  - k) Non-conformist..... 0
  - l) Threatening..... 0
  - m) Masochistic (if suspected, secure professional diagnosis)..... 0
  - n) Retarded (if suspected, secure professional diagnosis)..... 0
  - o) Manipulative..... 0
  - p) Argumentative..... 0
  - q) Pliable..... 0
  - r) Lacks initiative..... 0
  - s) Low tolerance for frustration..... 0
  - t) Exhibits hostility with respect to authority..... 0
  - u) Fails to accept responsibility for his own actions..... 0
16. Institutional adjustment during the last six months has been continually less than satisfactory as evidenced by:
  - a) Has received disciplinary confinement or loss of gain time during his last period of incarceration including jail confinement..... 2
  - b) Deomonstrated lack of cooperation with institutional staff..... 2
  - c) Demonstrated maladjustment or unadaptability to institutional routine/supervison..... 2

17. Has had an unsatisfactory work rating during the last six months..... 2
18. The inmate has made use of one of the following skills in jail or the prison environment in an escape, escape attempt or assault within the last five years:
  - a) Firearms..... 4
  - b) Explosives..... 4
  - c) Incendiaries..... 4
  - d) Martial arts..... 4
  - e) Locksmith..... 4
  - f) Electronics..... 4
  - g) Weapons other than firearms..... 4
  - h) Other..... 4

\*\*\*\*\*

If total score for Items 15-18 is less than 4, the actual score is added to the inmate's grand total. If total score for Items 15-18 is greater than 4, a maximum of 4 points is added.

\*\*\*\*\*

#### STANDARD EXCEPTIONS

The Inmate Custody Grade may be determined by adding the total points from above and applying the points to the Table at the beginning of this Section.

However, if the Classification staff determined that the scored custody grade is not appropriate for an inmate, the following standard exceptions may be used:

#### Exceptional Supervision Requirement:

- a) Informant known to the inmate population
- b) Requires restraint for aggressive or assaultive behavior
- c) Requires restraint for homosexual behavior
- d) Required for personal protection
- e) Record indicates affiliations with organized crime
- f) Record indicates affiliations with political terrorists
- g) Record indicates affiliations with organized gangs
- h) Record indicates affiliations with violent activist groups

#### Has Identified Pressure Situation:

- a) Death in immediate family
- b) Serious illness in immediate family
- c) Recent divorce
- d) Recent Separation
- e) Infidelity
- f) Revelation of unknown warrants; detainers

- g) Other deterioration in family situation
- h) Financial problem
- i) Release/loss of close friend
- j) Involvement in pending investigation
- k) Parole denied
- l) Inmate status adversely affected by court action
- m) Observed state of depression-cause unknown
- n) Other inmate pressure
- o) Institutional pressure

#### The Inmate Has Outstanding Warrants Or Detainers:

- a) Other state felony sentence
- b) Federal felony sentence
- c) Florida felony adjudication pending
- d) Other state felony adjudication pending
- e) Federal felony adjudication pending
- f) Misdemeanor pending
- g) Unofficial notification
- h) U.S. Immigration & Naturalization hold

If these standard exceptions are not applicable to justify override of the criteria, then departure from the standard custody criteria may be accomplished (either by increasing or decreasing custody in relation to the criteria-recommended score) for any open-ended reason given.



## SECTION I

### THE UNIFORM CUSTODY CLASSIFICATION PROJECT

#### 1.0 PROBLEM STATEMENT

The Florida State Legislature directed the Department of Corrections, through Proviso Language included in the 1979-81 appropriations bill, to:

".....review and document the security classification of inmates as to the criteria for each classification and number of inmates in each classification and present an institutional plan to provide adequate security for these inmates".

The Department responded to the directive by examining the classification procedures thought to be commonly accepted and widely used. This review led to the following observations:

- Informal Criteria; There was a broad range of subjective and informal criteria used by those responsible for the classification of inmates. Since there was no explicit guidance on what criteria should be applied, each classification officer usually drew upon his own training and experiences to make custody assignments.
- Ad Hoc Application of Criteria; Each classification officer used an internalized set of decision criteria that were applied on a case-by-case basis. The relative importance of the variables held by each officer was reflected in the distribution of custody grades in each caseload. This case-by-case methodology produced disparities relating to application of generally subjective criteria.
- Incomplete Offender Background Information; The quality and quantity of offender data, e.g., case, criminal history, personal and family background, available to classification teams at the time of a decision was frequently less than adequate. The information, usually in narrative form, was often incomplete, and subject to broad interpretation.
- Inconsistencies in Data Collection Procedures; Much of the offender data used by classification teams is obtained from Pre-Sentence or Post-Sentence (PSI) reports prepared by Parole and Probation Services Field Staff. However, the staff is not issued specific instructions regarding the collection of relevant offender data. Also, guidance relating to preparation of the PSI was found to be generally vague and subject to individual interpretation.

- No Decision Rules; In addition to the absence of guidelines specifying what criteria to use and when, there was also substantial uncertainty concerning how criteria should be applied. As a consequence, there was a great deal of latitude underlying the formulation of the PSI reports. Similarly, classification officers frequently interpreted custody grades, such as close and medium, quite differently from institution to institution. This interpretive freedom resulted in non-uniform decisions that were increasingly subject to objective questioning.

These characteristics resulted in a system that lacked sufficient confidence from the institutional staff. Extraneous factors, such as the availability of bed space, intervened in the decision process. The Department, in turn, has discovered it is often necessary, yet difficult, to account for many of the decisions related to assignment of custody status to inmates.

### 1.1 PROPOSED SOLUTION

The review of the informal classification practices led to the development and implementation of a more formalized and systematic classification system. It was felt that any effort in this direction needed to follow several important assumptions:

- First, although the existing system is an informal one, it does work. The Department has maintained a large inmate population with minimal assault and escape rates. To the degree the system reflects the values of the classification officers, it is based upon judgements of trained and experienced professionals;
- Second, the emphasis on individual diagnosis and treatment is a key attribute of the informal classification system and should be retained; and
- Third, the development of standard criteria and procedures should not preclude the judgement and experience of skilled professionals. The classification system should serve as an aid to the officer and not act as a hinderance.

Having made these assumptions, the Department proceeded to specify the goals for the new classification system. The goals were grouped into two categories operational goals, which referred to attributes of the classification system and performance goals, which characterized the impact of the classification process on the corrections system.

### 1.2 OPERATIONAL GOALS

- \* Reflect the values of the professional staff currently responsible for classification decisions;

- Provide a structure based upon empirical offender data that can be substantiated by records of observable events;
- Reduce the amount of narrative reporting;
- Ensure that decisions made from the uniform criteria are consistent with state-of-the-art practices;
- Provide for the routine collection of offender data that is assumed to be relevant to the assessment of risk and the assignment of custody grade. Capture and process data in a manner that will allow rigorous analysis and evaluation to determine the validity of the proposed criteria; and
- Identify and respond to changes within the inmate population relative to risk-related variables and allow for improved understanding of the classification process. Permit the identification and assimilation of new criteria based upon input provided by professional field staff.

### 1.3 PERFORMANCE GOALS

- Increase the uniformity and consistency of inmate custody classification decisions through the use of standard criteria that are uniformly weighted.
- Provide a real opportunity to determine the predictive validity of the standard criteria using data-based methods.
- Increase the efficiency and reliability of the classification process.
- Improve the documentation of the classification process providing for the clear identification of significant reasons for classification decisions.
- Provide classification officers with feedback opportunities relating to the outcome of classification decisions.

### 1.4 SYSTEM DEVELOPMENT<sup>1</sup>

The development of the inmate custody classification system involved several phases:

<sup>1</sup> A more detailed description of the classification methodology can be found in the research report "Development of an Inmate Classification System for the Florida Department of Corrections", Florida Department of Corrections, January 1979.

- Phase I - Identification of the elements of the classification decision i.e., candidate criteria.
- Phase II - Grouping the proposed criteria into related sets and determining the relative importance of each to the classification decision.
- Phase III - Formulation of a standard decision-making logic that incorporates the ranked set of elements.
- Phase IV - Mapping the decision-making logic to an assignment of standard custody grades.
- Phase V - Translating the decision-making logic into a weighted scoring scheme that maintains the integrity of the logic and results in an appropriate assignment of custody grade.
- Phase VI - Developing the user interface with the classification system by producing the required field forms.

#### 1.5 SYSTEM COMPONENTS

While numerous products were produced from the developmental effort, several key components of the system need mentioning. Many of these products were developed by a special Task Force on Inmate Classification, under the direction of the Bureau of Planning, Research and Statistics, the Adult Services Program Office, and with the assistance of consultants from Battelle Memorial Institute.<sup>2</sup>

##### PRODUCTS

- List of 43 elements identified as being significant to the custody classification decision;<sup>3</sup>
- Set of rankings associated with the decision-making variables that indicate the relative importance of the elements to the classification decision;
- Logic diagram in the form of a decision-tree that serves as an aid for assigning custody status;
- Computer software to facilitate structuring of the decision model;

<sup>2</sup>Several of the products are described further in the document "Users Manual for Inmate Custody Classification", Florida Department of Corrections, January 1979.

<sup>3</sup>Two sets of elements were developed from the universe of the original 43: one for initial custody assignment; the other for reclassification. The latter was to be applied regularly at six month intervals and whenever the offenders risk situation changed during the incarceration period.

- Weighted scheme that assigns custody grades once decision elements have been identified; and
- Field forms and classification questionnaires to provide staff with the ability to quickly determine appropriate custody grades.

#### 1.6 SYSTEM IMPLEMENTATION

Under a grant awarded by the National Institute of Corrections (NIC), the classification system was pilot tested in five correctional facilities: DeSoto Correctional Institution; Lake Correctional Institution; Niceville Road Prison; Doctor's Inlet Road Prison, and part of Broward Correctional Institution for Women.<sup>4</sup> The facilities represented large and small institutions; a full range of close, medium and minimum custody inmates; a youthful offender facility; a female facility; facilities with a high and low degree of "outside labor" requirements; and a statewide geographical distribution. In addition to the test sites, Florida's Adult Services Program Office selected three control facilities: Brevard Correctional Institution, Zephyrhills Correctional Institution, Brooksville Road Prison (in addition to the remainder of Broward Correctional Institution for women). The criteria for site selection of the pilot test and control facilities is described in the table I-1 below.

INSTITUTIONS SELECTION CRITERIA	PILOT FACILITIES					CONTROL FACILITIES			
	DESOTO CI	LAKE CI	BROWARD CI	NICEVILLE RP	DR'S INLET RP	BREVARD CI	ZEPHYR. CI	BROOKSVILLE RP	BROWARD CI
TEST/CONTROL PAIRINGS	1	2	3	4	5	C-1	C-2	C-3 & 4	C-5
GEOGRAPHIC/ADMINISTRATIVE	REGION V	REGION III	REGION IV	REGION I	REGION II	REGION III	REGION V	REGION III	REGION IV
MALE INSTITUTION	X	X		X	X	X	X	X	
FEMALE INSTITUTION			X						X
LARGE FACILITY (DESIGN CAPACITY OVER 350)	X	X				X	X		
SMALL FACILITY (LESS THAN 350)			X	X	X			X	X
YOUTHFUL OFFENDER FACILITY	X					X			
INMATES ASSIGNED OUTSIDE SECURE PERIMETER	X	X	X	X	X	X	X	X	X
FULL RANGE OF CUSTODY (MINIMUM TO CLOSE)	X	X	X	X	X	X	X	X	X
TOTAL AVERAGE POPULATION	618	411	144	59	73	736	393	69	144
TOTAL AVERAGE SAMPLE	1305					1341			

TABLE I-1

<sup>4</sup>The reclassification criteria was applied to all inmates in the test facilities except Broward Correctional Institution. At Broward the population was divided in half; one unit classified using subjective criteria, the other classified using the proposed reclassification criteria. This division was made in an attempt to isolate administrative variables that could affect data on assaults, escapes and disciplinary reports when comparing performance over time among facilities.

The average number of inmates involved in both the pilot and control population represented approximately 15% of the average 17,806 inmates assigned to major institutions and road prisons during the test period. Population in the pilot test sample represented roughly 7% of the total inmate population in major institutions and road prisons.<sup>5</sup>

Classification supervisors, superintendents and staff of the pilot institutions were trained in the use of the custody reclassification criteria in September, 1979 during a special two-day session in Ocala, Florida.

Assignment of custody levels by criteria was initiated in October, 1979. Classification teams at the pilot sites were instructed to depart from routine classification schedules and intensify review activities to ensure every inmate would be classified under the proposed criteria by January, 1980 (a normal review cycle is six months). Between January and June 1980, originally classified inmates still at the institution received a second review using the criteria according to the normal reclassification schedule. All inmates assigned to the institution after October 1, 1970 received at least one criteria-based classification action within the test period.<sup>6</sup> Reports of any modifications to custody as a result of exceptional or unscheduled reviews were reported using standard forms developed for the project.

In addition, classification reports for inmates who escaped from non-pilot facilities during the period from October, 1979 through June, 1980 were prepared by staff of the Bureau Of Planning, Research and Statistics. While these reports are limited to central office staff interpretation of data contained in the inmate's jacket and do not reflect entries that might be made by classification officers more familiar with the inmates current behavior, the collection of this information was intended to permit at least tentative analysis of variables probably related to escape behavior.

#### 1.7 SYSTEM EVALUATION

The evaluative tasks of the pilot project were to:

- Determine the general level of acceptance of the criteria by professional staff;

<sup>5</sup>The selection of this sample, while not a random one, may be considered representative for statistical purposes. Special care was taken not to extrapolate findings to the overall inmate population where such generalization might be inappropriate due to selection bias.

<sup>6</sup>A small number of inmates admitted in later weeks of the test period were not at the facilities long enough to reach the scheduled review date and were not included in the pilot project. Also, due to time constraints related to batch processing of the classification reports by June 30, 1980 a small number of prepared forms were not included in the summary statistics presented in sections of this report.

- Determine the relative effectiveness of applying the uniform criteria with respect to the Department's program of risk management associated with existing classification processes;
- Identify any constructs or procedural adjustments that might improve system performance; and
- Examine the relative benefits or liabilities of statewide implementation.

The evaluation effort, as described in the original grant application, was to determine:

"....if this proposed system is effective with respect to assessment of risk associated with escape, assaultive or disruptive behavior that a program of institutional security classification is intended to reduce or control. The relative performance of this proposed system, with respect to current informal practices, will be examined to determine if the objectives of the design have been achieved without an increase in the rate of assault, escape, or in the frequency of major disciplinary rule violations in the test facilities."

To obtain comparative data regarding changes in operational measures such as escapes, assaults, and disciplinary actions, monthly reports were obtained from control and pilot facilities during the test period. The results of these comparisons are discussed in later sections of this report.

During the test period, project staff and representatives of the National Institute of Corrections conducted on-site visits to each test site. These visits allowed project staff to observe application of the criteria during classification team meetings with the inmates, to identify and discuss any problems involved with either the procedures, the use of the criteria or the data forms; and to obtain comments and recommendations from the field staff.

A questionnaire was developed for use by the observers as the site visits were carried out. The questions included:

- Does the presiding officer exhibit a comprehensive knowledge and understanding of the meaning and purpose of the items presented on the classification questionnaire?
- Does the team have sufficient information (documented) to support the awarding of points on the questionnaire used at the team meeting?
- Is this the first classification action for this inmate using the criteria?
- Does the officer discuss the meaning of the point system with the inmate as appropriate regarding the inmate's prior experience with the criteria?

- Is the contribution of each team member and other institutional staff reports regarding the completion of the classification questionnaire explained to the inmate at the team meeting?
- Are differences in responses and questionnaire scores between those of this team meeting and any previous team meeting brought to the inmate's attention? Are the implications of behavioral changes and passage of time pointed out to the inmates?
- Are the implications of the score as it relates to the inmate's custody grade, privileges, etc. made clear to the inmate?
- Is the general tone of the classification meeting constructive and objective?
- Is the team using criteria external to and/or inconsistent with weighted values?
- Is the final classification decision logical and consistent with professionally accepted standards reflected in the criteria?

The results of the evaluation effort are discussed in the following section of this report. The balance of this report also further describes the pilot project; the data gathered during the course of the pilot program; recommendations for improved system performance; recommendations regarding statewide implementation; and an overall assessment of the potential impact of adopting the classification criteria system on the Department of Corrections.

## SECTION II

### OPERATIONAL EVALUATION: THE IMPACT OF IMPLEMENTATION OF OBJECTIVE CUSTODY CRITERIA ON THE CLASSIFICATION PROCESS

#### 2.0 OPERATIONAL OBJECTIVES

During the course of the pilot project, an assessment was made of the custody criteria and its impact on the classification activities conducted by the institutional staff. This assessment was related to several aspects of operational performance, including:

- the consistency of objective criteria with time-tested professional custody assignment practices of professional staff, forms testing and validation of data collection instruments (Section 2.1);
- the interface of criteria with the "classification team concept" utilized by the Department (Section 2.2);
- the general level of acceptance of the criteria by the institutional staff (Section 2.3); and
- the relative frequency of departure from the criteria for cause and the sufficiency of documentation for examining possible modifications to the system to improve operational efficiency and effectiveness (Section 2.4).

Each of these issues is discussed below with respect to activities conducted and data produced during the pilot project.

#### 2.1 CONSISTENCY OF CRITERIA WITH EXISTING METHODS: FORMS TESTING

Prior to initiating data collection in the pilot facilities, Central Office staff collected data from 100 inmate records selected at random. Criteria was applied and custody grades were assigned based on the accumulated point totals for each inmate (0-4 points, minimum; 5-7 points, medium; 8 or more points, close). In 80 of the 100 cases sampled, the custody grade awarded was consistent with the latest custody grade reported in the inmate jacket. In the twenty records where a different grade was awarded by criteria most cases (18) were "borderline", that is, one point (plus or minus) would have resulted in consistent custody assignment. In most of these cases (13), the custody grade was reduced by criteria.

This test was primarily intended to insure that the proposed forms did not require data that was not available from current reports. There were some questions on the form that required first-hand knowledge of the inmate's current situation and behavior that were not available from Central Office files. This information, available to the classification officer from local reports and frequent contact with the inmate, would generally serve to add points to the Central Office score. Further, the professional judgmental factors involved in the review and modification of the score-based custody grade for exception were not available. Therefore, it was not expected that this survey would precisely reflect the level of acceptance of the criteria by the classification staff.

In completing this sample, some cross-checking was done to determine the probable validity of the forms. In 15 cases, staff prepared duplicate forms on the same inmate to determine if scoring results were consistent when forms were completed by different staff. In 14 of the 15 sample cases, the scores by different staff resulted in consistent custody assignments. (There was some variation in actual point totals, generally related to variations in staff interpretations of narrative reports and variation in familiarity and experience with the content and meaning of the inmate records).

In addition to this sample, individual members of the Task Force were given forms and instructions for form preparation. They were requested to reclassify six cases from each of their actual caseloads, selecting those cases that, in their opinion, would most likely (in light of some initial healthy skepticism) "stump the form". This request indicated a desire for the selection to encompass a range of close, medium and minimum cases. A subsequent meeting was held in Tallahassee to review the results. The results of this meeting indicated a high correspondence with existing custody assignment when compared to the criteria-based result. Further, staff reported that most cases which resulted in a change of custody either: 1) reflected true exceptions for other factors not included in the standard, or 2) resulted (in their professional judgment) in a more appropriate custody assignment due to factors that had been overlooked by more subjective review.

## 2.2 INTERGRATION OF THE OBJECTIVE CUSTODY CRITERIA WITH CLASSIFICATION ACTIVITIES WITHIN THE "PROFESSIONAL TEAM CONCEPT"

Based on the documentation of site visits to each of the pilot facilities during the test period, the results of the observation questionnaire (described in Section 1.7 above) reflected the following:

### ● Staff Understanding and Acceptance

Overall, the classification staffs were following the criteria in an objective manner and formulating decisions in a logical and consistent fashion. Staff understood the criteria and

were willing and able to explain it to the inmates. However, some inconsistency existed in the uniformity and thoroughness in explaining the meaning of questions and the significance of the point system to the inmates. Differences between the current application of the criteria and past applications were frequently neglected, thus the opportunity to show the inmate how his behavior was hurting or aiding his score and subsequent custody assignment.

### ● Availability of Supporting Data

In establishing which custody status is appropriate to the inmate, there was some difficulty noted in obtaining the necessary supporting documentation from the institutional reports (work assignments, quarters, programs etc.). The available reports provided the classification teams routine information about the inmate but seldom provided sufficient detail. Generally, these reports were presented by the Classification Officer and reviewed with the inmate. At one large institution, the reports were presented by different Team members, thereby actively involving them in the meeting in a very positive way.

### ● Institutional Staff Input

The non-classification team members did not contribute significantly during the team meetings to any great degree, except at one institution where each team member had specific duties to perform. Most teams allowed the Classification Officer to present all the input, lead the discussion, and generally direct the meetings.

### ● Inmate Acceptance

Since all inmates in the institutions had been classified at least once with the criteria, the Classification staffs were polled during the visits on inmate acceptance and understanding of the project. The general consensus was that, as long as the project criteria favorably affected the inmate's custody grade, the inmates liked it; when it went against them, the inmate did not like it.

There was noted a lack of understanding by some inmates as to what the project was supposed to accomplish and how it would affect them. This lack of understanding was determined to be a result of an administrative decision at some of the test sites to delay thorough explanation of the project to the inmates until a decision is reached as to whether it will be implemented statewide or not. The project was generally explained to most of the inmates but this explanation was



done primarily on an individual basis at the team meetings. The lack of uniform briefing provided for a high incidence of inmate misunderstanding and a broad variety of interpretation of project purposes. It was expressed in all facilities that once decision about statewide implementation is made, the project would be thoroughly explained to the inmate population.

- Variation in Implementation

There was some variation noted among the Road Prison test sites relative to the application of the criteria. At one facility, Niceville, the Classification Supervisor was not willing to override the custody grade subjectively assigned by the staff of the sending institution at the time an inmate was transferred to the Road Prison, even when the criteria score indicated that custody should be reduced. Other Road Prison staffs were following the criteria guidelines, usually without exception, regardless of custody assignments made by sending institutions. This variation clearly was reflected in the data collected and will be discussed further in later section of this report.

- Perceived Benefits by Staff

The institutions using the criteria were strongly supportive of statewide implementation. The use of common criteria and definitions was perceived as providing desirable tools to ensure consistency from institution to institution as well as improved documentation of classification decisions.

## 2.3 DEGREE OF ACCEPTANCE OF THE CRITERIA BY CLASSIFICATION STAFF

During the test period, there were 2,630 classification reports processed. This number includes:

- 384 inmates who were classified once and released or transferred to a non-pilot facility during the test period.
- 407 inmates who were classified only once during the test period.
- 852 inmates who were classified under the criteria system at least twice (137 had more than two reports due to unscheduled reviews reflecting change in risk status during the reporting period).

As of June 30, 1980\*, 1,648 inmates had been classified under the proposed custody criteria.

A summary of inmate custody classification data from the pilot institutions (using the last report if more than one per inmate) for the 1,648 inmates classified indicated the following:

- MINIMUM - 596 (36.1% OF TOTAL)
- MEDIUM - 492 (29.9% OF TOTAL)
- CLOSE - 560 (34.0% OF TOTAL)
- A total of 1,167 (70.8%) were classified within the criteria (no exceptions made), resulting in the distribution of custody grades shown below:
- A total of 481 (29.2%) were classified by exception;
  - 343 (20.8%) were exceptions to increase custody derived by applying criteria.
  - 138 (8.4%) were exceptions to reduce custody derived by criteria.

Profiles (see Appendix A at the end of this report) were developed for several categories of inmates:

- Close Custody Within Criteria
- Medium Custody Within Criteria
- Minimum Custody Within Criteria
- Exceptions To Increase Custody
- Exceptions To Reduce Custody

Careful examination of these profiles indicates a logical continuity of custody assignment achieved through the use of standard criteria. The results of this study indicate an extremely high (approximately 71%) level of acceptance of the criteria and the resulting distribution of custody grades by institutional staff in accordance with professional standards of judgment currently in use. Where exceptions were used, the overall distribution of such exceptions (skewed significantly toward increased custody assignment) indicates that the institutional staff believes the criteria to be too "liberal", with respect to current practices.

\*Some small number of inmates admitted in later weeks of the test period were not at the facilities long enough to reach the scheduled review date and were not included in the pilot project. Also, because of time constraints related to batch processing of the classification reports by June 30, 1980, some small number of reports that were prepared were not included in the summary statistics presented in this report.

2.4 FREQUENCY OF DEPARTURE FROM THE CRITERIA/SUFFICIENTLY OF DOCUMENTATION  
TO SUPPORT RECOMMENDED MODIFICATIONS

The discussion of frequent causes for exceptional classification actions and the related data tables presented below are divided into two parts; reasons to increase custody and reasons to reduce custody relative to that indicated by the criteria. The data tables reflecting both increase and reduction show the results of this analysis for each of the test sites and for the entire sample of pilot facilities.

2.5 SUMMARY OF EXCEPTIONS TO INCREASE CUSTODY

Of a total of 481 exceptions reported during the period from October, 1979 through June 30, 1980, 343 (71.9%) resulted in an increase in custody beyond that recommended by the criteria.

The most frequently stated reasons for increased custody by exception during the report period are summarized below from the tables presented on the following pages.

- The largest group (23.9%) of these exceptions involved cases where staff believed that the "inmate needed more time to be observed at this facility before custody is reduced" (Item #10 on the Table).

This exception, in part, reflects a problem associated with pilot testing in only a few facilities as well as not implementing the initial classification criteria simultaneously. Some inmates admitted to the test facilities had only recently been committed to the custody of the Department. Under the proposed system of classification, these offenders would have been assigned custody under the more conservative initial criteria and retained that assigned grade for six months before review under the reclassification scheme. During the pilot test, inmates were reviewed upon their arrival using the reclassification criteria.

In addition, other inmates transferred to the test sites had been classified either higher or lower than criteria-based grades under subjective criteria used by the staff at the sending facilities. Some staff at the receiving test facilities were reluctant to override the subjective judgment of their colleagues on the basis of untested criteria. It is assumed that this type of exception will decline in use if uniform criteria is adopted statewide. This assumption is predicted on two factors:

- 1) Inmates will not be reduced in custody simply to facilitate transfer to other institutions as is sometimes done under current practices. Scored variables preclude such adjustments unless reduction



CROSS-TABULATION OF REASONS FOR  
INCREASING CUSTODY BY EXCEPTION  
-ALL PILOT FACILITIES-

TABLE II-1

#'s Below Heavy Line  
Indicates Total Response  
For Numbered Item.

ALL PILOT FACILITIES																																												
FREQUENCY OF EXCEPTIONAL CLASSIFICATION ACTIONS																																												
COMBINED RESPONSES																																												
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42		
1. Was c, scored min, made med	42	6	3			1			1	16	2	3			1		1	2																										
2. Outstanding warrants/detainers	46		3			1			2	3	2	2	1	2				1	1																									
3. Not enough time served sentence		41	2						1	3	9	1	1					1																										
4. Recent parole, prob., MCR violator			35							5	10							8																										
5. Recent Escape, walk away from med				10						1																																		
6. Recent Escape, failure at CCC					18					4	1							2	1	2																								
7. Management Prob.Inst.Adj.(transfer, fight)							24	2	1		1	1	1		1			2	1	2																								
8. Inmate threatened to escape							10																																					
9. Multiple Disciplinary Report								23	2																																			
10. Need more facility/custody time									82	1	5	4	4	1				2		2																								
11. No PPRD or current release date										34	1							6	2	1																								
12. PPRD between 0-2 years away											15							1																										
13. PPRD between 2-5 years away												15						3	1	1																								
14. PPRD over 5 years away													15					1																										
15. Unsatisfactory Program participation														12																														
16. Not eligible for parole or Judge maintained jurisdiction															3			1		1																								
17. Incomplete file																9																												
18. Sent. structure, multiple offense, Life																	29																											
19. #10 Elaboration																		16	4	2																								
20. # 9 Elaboration																			18																									
21. Victim handicap/seriousness offense																				4																								
22. Poor inst. adjustment																					22																							
23. Extensive prior arrest record																				9	1																							
24. Sex offense																					6																							
25. Used reclass on initial																																												
26. Insufficient info. on file																																												
27. Psychological problem																																												
28. Offender age																																												
29. Multiple Juvenile convictions																																												
30. Request new PSY. report																																												
31. Extensive/Escape history																																												
32. 3 year Mandatory Minimum																																												
33. Suicide Attempt																																												
34. Soliciting female employee																																												
35. Orignl. charge reduced plea bargain																																												
36. Chronic alcohol/drug problem/possession.																																												
37. DR for possession escape paraph.																																												
38. 20% not enough time served, 3 on 15, etc.																																												
39. Seriousness offense/nature offense																																												
40. Leave request denied/escape likely																																												
41. Age victim																																												
42. Inmate request/protection																																												

TABLE 11-2

CROSS-TABULATION OF REASONS FOR  
INCREASING CUSTODY BY EXCEPTION  
BROWARD CORRECTIONAL INSTITUTION  
FREQUENCY OF EXCEPTIONAL CLASSIFICATION ACTIONS

#'s Below Heavy Line  
Indicates Total Response  
For Numbered Item.

1. Was e, scored min, made med																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																													
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TABLE II-3

CROSS-TABULATION OF REASONS FOR  
INCREASING CUSTODY BY EXCEPTION

#'s Below Heavy Line  
Indicates Total Response  
For Numbered Item.

DOCTOR'S INLET ROAD PRISON																																										
FREQUENCY OF EXCEPTIONAL CLASSIFICATION ACTIONS																																										
COMBINED RESPONSES																																										
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
1. Was c. scored min, made med	3							1			1	1																														
2. Outstanding warrants/detainers																																										
3. Not enough time served sentence			8	1							3	1																														
4. Recent parole, prob., MCR violator				3														2						1																		
5. Recent Escape, walk away from med																																										
6. Recent Escape, failure at CCC																																										
7. Management Prob.Inst.Adj(transfer,fight)							1																																			
8. Inmate threatened to escape																																										
9. Multiple Disciplinary Report																																										
10. Need more facility/custody time																																										
11. No PPRD or current release date																																										
12. PPRD between 0-2 years away											5																															
13. PPRD between 2-5 years away												1																														
14. PPRD over 5 years away													1																													
15. Unsatisfactory Program participation																																										
16. Not eligible for parole or Judge maintained jurisdiction																																										
17. Incomplete file																																										
18. Sent. structure, multiple offense, Life																																										
19. #10 Elaboration																																										
20. # 9 Elaboration																																										
21. Victim handicap/seriousness offense																																										
22. Poor inst. adjustment																																										
23. Extensive prior arrest record																																										
24. Sex offense																																										
25. Used reclass on initial																																										
26. Insufficient info. on file																																										
27. Psychological problem																																										
28. Offender age																																										
29. Multiple Juvenile convictions																																										
30. Request new PSY. report																																										
31. Extensive/Escape history																																										

CROSS-TABULATION OF REASONS FOR  
INCREASING CUSTODY BY EXCEPTION  
DeSOTO CORRECTIONAL INSTITUTION  
FREQUENCY OF EXCEPTIONAL CLASSIFICATION ACTIONS

TABLE II-4

#'s Below Heavy Line  
Indicates Total Response  
For Numbered Item.

Indicates Total Response For Numbered Item.		DeSOTO CORRECTIONAL INSTITUTION FREQUENCY OF EXCEPTIONAL CLASSIFICATION ACTIONS																																										
		COMBINED RESPONSES																																										
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
1.	Was c. scored min. made med	23	4									13	1				1	1												1								1						
2.	Outstanding warrants/detainers	23									2		1	1					1	1												1									2	1		
3.	Not enough time served sentence		11								1	2													1			1			1			2							2			
4.	Recent parole, prob., MCR violator			2				1												1																								
5.	Recent Escape, walk away from med				7						1			1																								1						
6.	Recent Escape, failure at CCC					5																																						
7.	Management Prob.Inst.Adj.(transfer, fight)						16	2									1											2	1	1				1										
8.	Inmate threatened to escape							3																																				
9.	Multiple Disciplinary Report								4								2																											
10.	Need more facility/custody time									52			2	3	3	1			2		1		1				1	1	1	2	1			2							3		1	
11.	No PPRD or current release date										8									1																						1		
12.	PPRD between 0-2 years away											6								1																								
13.	PPRD between 2-5 years away												10								3		1																					
14.	PPRD over 5 years away													11						1					2					1											3		1	
15.	Unsatisfactory Program participation														11										1																			
16.	Not eligible for parole or Judge maintained jurisdiction															2				1																								
17.	Incomplete file																	9																										
18.	Sent. structure, multiple offense, Life																		13																									
19.	#10 Elaboration																				10	2																			1		1	
20.	# 9 Elaboration																					16																						
21.	Victim handicap/seriousness offense																																											
22.	Poor inst. adjustment																																											
23.	Extensive prior arrest record																																											
24.	Sex offense																																											
25.	Used reclass on initial																																											
26.	Insufficient info. on file																																											
27.	Psychological problem																																											
28.	Offender age																																											
29.	Multiple Juvenile convictions																																											
30.	Request new PSY. report																																											
31.	Extensive/Escape history																																											
32.	3 year Mandatory Minimum																																											

10000 11-3

1. Was c,scored min,made med 12 2
2. Outstanding warrants/detainers 21
3. Not enough time served sentence
4. Recent parole, prob., MCR violator
5. Recent Escape, walk away from med
6. Recent Escape, failure at CCC
7. Management Prob.Inst.Adj(transfer,fight)
8. Inmate threatened to escape
9. Multiple Disciplinary Report
10. Need more facility/custody time
11. No PPRD or current release date
12. PPRD between 0-2 years away
13. PPRD between 2-5 years away
14. PPRD over 5 years away
15. Unsatisfactory Program participation
16. Not eligible for parole or Judge mainta
17. Incomplete file  
jurisdiction
18. Sent. structure, multiple offense, Life
19. #10 Elaboration
20. # 9 Elaboration
21. Victim handicap/seriousness offense
22. Poor inst. adjustment
23. Extensive prior arrest record
24. Sex offense
25. Used reclass on initial
26. Insufficient info. on file
27. Psychological problem
28. Offender age
29. Multiple Juvenile convictions
30. Request new PSY. report
31. Extensive/Escape history
32. 3 year Mandatory Minimum
33. Suicide Attempt
34. Soliciting female employee
35. Original charge reduced plea bargain
36. Chronic alcohol/drug problem/possession.
37. DR for possession escape paraph.
38. 20% not enough time served, 3 on 15, etc.
39. Seriousness offense/nature offense
40. Leave request denied/escape likely
41. Age victim
42. Inmate request/protection

[illegible]

CROSS-TABULATION OF REASONS FOR  
INCREASING CUSTODY BY EXCEPTION

TABLE II-6

#1's Below Heavy Line  
Indicates Total Response  
For Numbered Item.

NICEVILLE ROAD PRISON																																												
FREQUENCY OF EXCEPTIONAL CLASSIFICATION ACTIONS																																												
COMBINED RESPONSES																																												
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42		
1. Was c.s.cored min, made med	4								1	2	1	1	2																															
2. Outstanding warrants/detainers		2				1				1	1	2																																
3. Not enough time served sentence			4						1		1																																	
4. Recent parole, prob. MCR violator				6						3	1																																	
5. Recent Escape, walk away from med					0																																							
6. Recent Escape, failure at CCC						7					1	1	1																															
7. Management Prob.Inst.Adj(transfer, fight)							4					1																																
8. Inmate threatened to escape																																												
9. Multiple Disciplinary Report								7	2			1																																
10. Need more facility/custody time									2	1	3	1	1																															
11. No PPRD or current release date										4	1																																	
12. PPRD between 0-2 years away											7																																	
13. PPRD between 2-5 years away												2																																
14. PPRD over 5 years away													1																															
15. Unsatisfactory Program participation																																												
16. Not eligible for parole or Judge maintained jurisdiction																																												
17. Incomplete file																																												
18. Sent. structure, multiple offense, Life																																												
19. #10 Elaboration																				5	2																							
20. # 9 Elaboration																					2																							
21. Victim handicap/seriousness offense																																												
22. Poor inst. adjustment																																												
23. Extensive prior arrest record																																												
24. Sex offense																																												
25. Used reclass on initial																																												
26. Insufficient info. on file																																												
27. Psychological problem																																												
28. Offender age																																												
29. Multiple Juvenile convictions																																												
30. Request new PSY. report																																												
31. Extensive/Escape history																																												
32. 3 year Mandatory Minimum																																												
33. Suicide Attempt																																												
34. Soliciting female employee																																												
35. Originl. charge reduced plea bargain																																												
36. Chronic alcohol/drug problem/possession.																																												
37. IE for possession escape paraph.																																												
38. 20% not enough time served, 3 on 15, etc.																																												

in custody is for documented and verifiable cause on exception. Receiving institutions will have greater understanding of the reasons for custody assignment by criteria when the system is applied statewide. Review by the receiving facility will reflect greater consistency among facilities than is now the case once all facilities are using the same criteria.

- 2) Staff will have greater confidence in custody grades indicated by the criteria when the system has been time-tested and proves its reliability.

- A significant number of exceptional increases (12.2%) involved cases where "the inmate has not been observed in medium custody for sufficient time to warrant further custody reduction"; (Item #1 on the tables). This exception was generally used in cases where the application of criteria to an inmate in close custody resulted in a score of 0-4 points indicating minimum custody. Since current practices generally require an inmate to prove himself capable of assuming gradually increasing levels of responsibility, the staff was reluctant, in some 42 cases, to accept the indication of the criteria without some precaution. Generally, these offenders were reduced to minimum when a second report was prepared within six months.

The use of exception for this reason is likely to decline as inmates are scored initially by standard criteria. The current practice of conservatively assigning close custody to most inmates on intake until they establish themselves as reliable, reduced-custody risks will progressively diminish. Therefore, there will be a few cases in the future where inmates will be in close custody not assigned by criteria or justified and documented by exception.

- Twenty-five (7.3%) of the reasons for exception reflected that not enough weight was given to the scores of inmates who had served less than 20% of sentences generally longer than 15 years (Item #38 on the tables).
- An additional 11.9% of these exceptions were directly related to not enough time served on the inmates' sentences (Item #3). A number of these cases were offenders serving concurrent sentences for multiple or chronic criminal activities that seemed to imply to the staff a greater risk for violence or escape (Item #18). Some of these inmates were serving multiple life sentences and were truly exceptionally violent inmates.
- An additional thirty-four (9.9%) of the exceptions to increase custody involved cases that did not have either a presumptive parole release date or a current gain-time-based release computation (Item #11 on the table). Many of these cases were parole

or probation violators or inmates returned to major institutions for violation of work release regulations at a Community Correctional Center. Improved computer-based gain-time calculations and on-line access to terminals at institutions should serve to reduce the frequency of such exceptions in the future.

- Eighteen more (about 5.3%) of the exceptions reflected on extensive escape history (Item #31 on the tables) and another 6.7% were cases where the inmates had multiple major disciplinary actions within a six-month period. (Item #9 on the Table).
- A substantial number of cases (a total of about 18.4% in combined Items #4, 5 and 6) involved a recent violation of probation, parole or work release status. In some of these cases, it appears that this recent breach of trust was viewed in combination with additional pending felony sanctions and or one or more escapes over five years old.

## 2.6 SUMMARY OF EXCEPTIONS TO REDUCE CUSTODY

Of the total 481 exceptions, 138 (or 28.8%) were made to reduce custody below the levels recommended by the criteria score. The reasons given for this reduction are presented on the tables found on the following pages. The most frequent justification for reduction included:

- Override for cases where the inmate had been successfully functioning for a considerable period of time before criteria was applied in a custody grade below that assigned by the criteria. Such reasons accounted for 69.6% of the justification to reduce custody by exception.
- Override of serious/violent offense and/or length of sentence variables where the inmate had established a relatively long period of exemplary institutional behavior and was not considered an escape or assault risk. This type of exception was related in 34.8% of the cases where custody was reduced.
- Override of score for incarceration related to impending release by parole criteria (34.1%). With application of the Objective Parole Criteria (which does not consider prison staff custody assessment in determining parole release eligibility) some inmates in medium and close custody were given Presumptive Parole Release Dates (PPRD's) within the next six-months to one-year period from the date of classification. Since these inmates were aware that their parole was conditional on good behavior, the staff believed in certain of these cases, that custody grade could be reduced.
- Override of scores caused by disciplinary actions where staff believed that the infraction was not a relatively serious violation, or that the inmate had a lengthy prior institutional record of



CROSS-TABULATION OF REASONS FOR  
DECREASE IN CUSTODY BY EXCEPTION  
ALL INSTITUTIONS COMBINED

TABLE II-7

#'s Below Heavy Line  
Indicates Total Response  
for numbered item

1. Was minimum, scored medium, assigned minimum
2. Scored Close, assigned medium
3. Scored Medium Made minimum
4. Scored Close, Made medium
5. Scored Close, assigned minimum
6. Was minimum, scored close, assigned minimum
7. Functioning satisfactorily at minimum
8. Functioning satisfactorily at medium
9. PPRD in less than 2 years
10. PPRD in less than 1½ years
11. PPRD in less than 1 year
12. PPRD in less than 6 months
13. Good institutional adjustment
14. Not an escape risk
15. Good Program participation
16. Override of scores due to disciplinary reports
17. Override of prior escape points
18. Override by Superintendent

COMBINED RESPONSES																	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
62						39		1	2	4	4	4	32	11	5		
	32						15		1		6	1	6	2	6		1
		26						3	1	4	7	13	10	1			1
			8					3	1	1	1	1		1			
				2							1	1		1			
					6	1			1		1	1	2			1	
						41			2		3		18	9			
							17				5		1	1	3		
								9				3	3				
									6		1	3	1	2			
										9		1	2		1		
											23	3	6	2	1		
												27	8	4	2		
													48	3	3		
														18	1		
															10		
																1	
																	3

CROSS-TABULATION OF REASONS FOR  
DECREASE IN CUSTODY BY EXCEPTION  
BROWARD CORRECTIONAL INSTITUTION

TABLE II-8

#'s Below Heavy Line  
Indicates Total Response  
for numbered item

1. Was minimum, scored medium, assigned minimum
2. Scored Close, assigned medium
3. Scored Medium Made minimum
4. Scored Close, Made medium
5. Scored Close, assigned minimum
6. Was minimum, scored close, assigned minimum
7. Functioning satisfactorily at minimum
8. Functioning satisfactorily at medium
9. PPRD in less than 2 years
10. PPRD in less than 1½ years
11. PPRD in less than 1 year
12. PPRD in less than 6 months
13. Good institutional adjustment
14. Not an escape risk
15. Good Program participation
16. Override of scores due to disciplinary reports
17. Override of prior escape points
18. Override by Superintendent

[illegible]

CROSS-TABULATION OF REASONS FOR  
DECREASE IN CUSTODY BY EXCEPTION  
DOCTOR'S INLET ROAD PRISON

TABLE II-9

#'s Below Heavy Line  
Indicates Total Response  
for numbered item

1. Was minimum, scored medium, assigned minimum
2. Scored Close, assigned medium
3. Scored Medium Made minimum
4. Scored Close, Made medium
5. Scored Close, assigned minimum
6. Was minimum, scored close, assigned minimum
7. Functioning satisfactorily at minimum
8. Functioning satisfactorily at medium
9. PPRD in less than 2 years
10. PPRD in less than 1½ years
11. PPRD in less than 1 year
12. PPRD in less than 6 months
13. Good institutional adjustment
14. Not an escape risk
15. Good Program participation
16. Override of scores due to disciplinary reports
17. Override of prior escape points
18. Override by Superintendent

COMBINED RESPONSES																	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
13						12			1			1	3	8	1		
		1															
						1	1		1								
						13			1			3	7				
							1										
								1				1		1			
												2		2	1		
													3	1			
														9	1		
															1		

CROSS-TABULATION OF REASONS FOR  
DECREASE IN CUSTODY BY EXCEPTION  
DeSOTO CORRECTIONAL INSTITUTION

TABLE II-10

#'s Below Heavy Line  
Indicates Total Response  
for numbered item

1. Was minimum, scored medium, assigned minimum
2. Scored Close, assigned medium
3. Scored Medium Made minimum
4. Scored Close, Made medium
5. Scored Close, assigned minimum
6. Was minimum, scored close, assigned minimum
7. Functioning satisfactorily at minimum
8. Functioning satisfactorily at medium
9. PPRD in less than 2 years
10. PPRD in less than 1½ years
11. PPRD in less than 1 year
12. PPRD in less than 6 months
13. Good institutional adjustment
14. Not an escape risk
15. Good Program participation
16. Override of scores due to disciplinary reports
17. Override of prior escape points
18. Override by Superintendent

COMBINED RESPONSES																	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
16						11			1	1	3	4					
	24						13		1		5	1	3	1	4		1
		10						2		3	3	3	1				
			6					3		1	1	1					
				1										1			
					4					1	1	2					
						12			1		2		3				
							15				5		1		2		
								6					1	1			
									2		1			1			
										5							
											14	1	2				
												8					
													10		2		
														2			
															4		
																	2

CROSS-TABULATION OF REASONS FOR  
DECREASE IN CUSTODY BY EXCEPTION  
LAKE CORRECTIONAL INSTITUTION

TABLE II-11

#'s Below Heavy Line  
Indicates Total Response  
for numbered item

1. Was minimum, scored medium, assigned minimum
2. Scored Close, assigned medium
3. Scored Medium Made minimum
4. Scored Close, Made medium
5. Scored Close, assigned minimum
6. Was minimum, scored close, assigned minimum
7. Functioning satisfactorily at minimum
8. Functioning satisfactorily at medium
9. PPRD in less than 2 years
10. PPRD in less than 1½ years
11. PPRD in less than 1 year
12. PPRD in less than 6 months
13. Good institutional adjustment
14. Not an escape risk
15. Good Program participation
16. Override of scores due to disciplinary reports
17. Override of prior escape points
18. Override by Superintendent

COMBINED RESPONSES																	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
19						10		1		2		2	16	2	2		
		12								1	1	3	6	7	1		1
			1														
						10							10	1			
								1				1	1				
									1			1					
										3			1		1		
											4	1	2	2			
												10	6	2			
													22	2			
														5			
															2		
																	1

CROSS-TABULATION OF REASONS FOR  
DECREASE IN CUSTODY BY EXCEPTION  
NICEVILLE ROAD PRISON

TABLE II-12

#'s Below Heavy Line  
Indicate Total Response  
for numbered item

- 1. Was minimum, scored medium, assigned minimum
- 2. Scored Close, assigned medium
- 3. Scored Medium Made minimum
- 4. Scored Close, Made medium
- 5. Scored Close, assigned minimum
- 6. Was minimum, scored close, assigned minimum
- 7. Functioning satisfactorily at minimum
- 8. Functioning satisfactorily at medium
- 9. PPRD in less than 2 years
- 10. PPRD in less than 1½ years
- 11. PPRD in less than 1 year
- 12. PPRD in less than 6 months
- 13. Good institutional adjustment
- 14. Not an escape risk
- 15. Good Program participation
- 16. Override of scores due to disciplinary reports
- 17. Override of prior escape points
- 18. Override by Superintendent

COMBINED RESPONSES																	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
12					6						1		8	1	2		
	7					2					1		3	1	2		
		1					1					1	1				
				1							1	1					
					1											1	
						6							2	1			
							2							1	1		
								1				1	1				
									1				1				
											3	1	1		1		
												2	1			1	
													12			1	
														2			
															3		
																1	

good behavior, or that such violation did not indicate the need for increased custody adjustment. This group of cases accounted for 7.3% of the reductions.

- Override of escape points (00.7%) of the exceptions to reduce where generally the staff believed the inmate had matured or otherwise modified his behavior and was not currently considered an escape.

Project staff reviewed the exceptions recapped above with the purpose of identifying changes in the criteria or in the point scheme that would reduce the frequency of exceptional actions without creating new ones. Section IV (the last Section of this report) provides recommendations formulated from a detailed analysis of the effects of alternative point schemes and minor question modifications suggested by the exceptions during the test period.

2.7 DETAILED ANALYSIS OF EXCEPTIONS FROM THE VARIOUS PILOT FACILITIES

The table below provides a more refined picture of the user acceptance during the pilot project by institution.

TABLE II-13

FACILITY	# CLASSIFIED*	WITHIN CRITERIA		EXCEPTION TO INCREASE CUSTODY		EXCEPTION TO DECREASE CUSTODY	
		#	%	#	%	#	%
DeSoto CI	764	503	65.9	195	25.5	66	8.6
Lake CI	518	420	81.1	65	12.5	33	6.4
Broward CI	144	106	73.6	32	22.2	6	4.2
Niceville RP	135	81	60.0	36	26.7	18	13.3
Doctor's Inlet RP	87	57	65.6	15	17.2	45	17.2
Statewide Totals	1648	1167	70.81	343	20.81	138	8.37

\*Count based upon last recorded action where multiple reports were submitted.

In reviewing documentation submitted regarding exceptional actions, it was noted that DeSoto C.I. accounted for 46.4% of the pilot sample and contributed 195 out of 343 (56.9%) of the exceptions to increase custody. Further, a longitudinal review of the DeSoto C.I. data for inmates who received multiple reports during the pilot project indicated that:

- There were forty-five (45) cases where exceptions were made to increase custody on reports filed supsequent to an earlier action where no exception had been made. This would indicate that the score derived by criteria was considered not restrictive enough in these cases to keep inmates at a desired higher custody long enough.

- On the other hand, there were nineteen (19) cases where second or subsequent reports involved exceptions to decrease custody in cases where previous reports have been made requiring no exception. In these cases, staff apparently felt that the criteria score was too high to allow reduction in custody as fast as staff felt was appropriate.
- There were fifty-six (56) cases reported by staff at DeSoto C.I. where custody was increased by exception on earlier reports, only to have later classification actions reported without exceptions being made. In many of these cases (14), the inmate was in close, scored minimum by the criteria, and was assigned medium custody by exception. This reflects an unwillingness of the staff to accept the custody grade indicated by the criteria score until the inmate was observed in reduced custody for a period. In all of these fourteen (14) cases, subsequent reports (generally prepared within four (4) months of the exceptional action to increase) reflected acceptance of the custody grade originally suggested by the criteria. In all, there were 39 of the 56 cases (69.6%) where the original custody grade suggested by the criteria was assigned without exception on subsequent reports within an average of 3.4 months.

In seventeen (17) of the fifty-six (56) cases described above, reports submitted after the exceptional action to increase custody reflected increases in scores (and custody) to the levels assigned by exception. This indication that the criteria "underclassified" inmates in these seventeen cases.

- In seventeen (17) other cases where custody was reduced by exception upon application of the criteria early in the pilot project period, later reports reflected acceptance of the custody grade originally indicated by the criteria score. In thirteen (13) of these cases (76.5%) the custody grade awarded was the same or lower than the grade assigned earlier by exception.

In the remaining four (4) of these cases, the reduction proved not to be justified in light of subsequent scores which were accepted without exception. In a typical profile of these cases, the inmate scored close, was reduced to medium by exception, assaulted another inmate and received additional points upon reclassification and was assigned close custody without exception.

Generally, with the relatively small data sample collected to date, it is difficult to be objectively formulate inferences regarding the legitimacy of professional override as opposed to recommending management intervention or increased control of exceptions apparently not sufficiently justified. It does not appear that some subjective classification practices related to what appears to be unnecessary "overclassification" will continue

until staff develops greater confidence in the reliability of the classification criteria as it proves itself over time. However, the incidence of such exceptions is so infrequent as to not, in the opinion of project staff, represent a significant problem to statewide implementation.

Based upon the differences in acceptance of the criteria among the institutions that is illustrated in Table II-13, it is possible to operate within an 80% range of custody assignment without exception and expect no adverse operational impact.



### SECTION III

#### PERFORMANCE EVALUATION: THE IMPACT OF IMPLEMENTATION OF THE CLASSIFICATION CRITERIA UPON PILOT AND CONTROL INSTITUTION FUNCTIONS

##### 3.0 PERFORMANCE OBJECTIVES

In this performance evaluation we are primarily interested in how the implementation of the classification criteria affected the major institutions of Broward C.I., Lake C.I., and DeSoto C.I.<sup>1</sup> in relation to those variables most concerned with the safety of the public, staff and inmates; escapes, assaults and major disciplinary infractions. In order to accomplish this, we compared the performance of the pilot institutions with a set of control facilities; the major ones being Brevard C.I. and Zephyrhill C.I. To be as thorough as possible, the differences and similarities over a one-year time frame (October of 1979 through September of 1980) were examined between the pilot and control groups. Previous year's performances were compared in order to get a clear picture of any change within each variable that might be related to implementation of the custody criteria. The pilot road prisons of Doctor's Inlet and Niceville Road Prison and the control Road Prison of Brooksville (because of limited data) will be examined only in relationship to escapes.

This Section will be broken down into five parts which are briefly outlined as follows:

- 3.1 Custody Grades: Redistribution of custody resulting from criteria application and the effect (if any) of a shift in the assignment of custody grades upon the system as a whole and the reasons for the shifts in distribution of custody.
- 3.2 Escape Behavior: A comparison between pilot and control institutions; a profile of escapes and a review of the escapee in relationship to predictability resulting from the criteria's effectiveness.
- 3.3 Assaultive Behavior: Assault behavior in each institution for the pilot year and over time; a comparison between the pilot and control groups and the importance of a reduced custody shifts and reduced assault behavior.

<sup>1</sup> Road Prisons were included in the pilot project but data was not available from the Superintendents Monthly Reports on assaults or DR's for single Road Prisons.

- 3.4 Institutional Discipline: Major disciplinary infractions (involving loss of gain-time and/or administrative confinement) in each institution for the pilot year and over-time; a comparison between the pilot and control groups and the importance of a reduced custody shift and few major DR's.

- 3.5 Confounding Variables: A look at some other explanations in regard to escapes, assaults and major disciplinary reports.

##### 3.0.1 BASIC PREMISES OF THE DEPARTMENT

While examination has been made of custody classification data related to inmates who escape, who exhibit assaultive behavior and who receive major disciplinary sanctions, this evaluation should not be regarded as an attempt to predict these relatively low base-rate behaviors. The authors believe that it is not possible to predict human behavior with any certainty within the current state-of-the-art.

This Department is committed to the concept of "risk management". It attempts to reduce and minimize the threat of escape, assault and violations of the Rules of Prohibitive Conduct. This is accomplished by increasing levels of supervision and control over inmates who appear to present the greatest risk to the public, other inmates and to the institutional staff under the risk management concept. Inmates who, by their past record of disciplinary, violent or escape action, have demonstrated a tendency toward aberrant behavior are assigned relatively high levels of supervision and control. Less control is afforded to those who have exhibited indications of proper adjustment. Behavior reflecting a willingness to assume greater personal responsibility and modification of poor past behavior are rewarded by reductions in custody commensurate with professional staff assessment regarding probable regression or continued favorable adjustment.

Custody grades reflect Department-wide policy with regards to perceived risk. The basis for assignment of custody grades is dependent upon how much security is required to supervise an individual under all circumstances within and outside the physical control of corrections system. The Department of Corrections guidelines for security of inmates of the various custody grades are as follows:

Close: The inmate shall be held within the confines of an armed perimeter of an institution. Upon being outside of his assigned institution perimeter, the inmate shall be under armed supervision and may be subject to use of restraining devices as prescribed in the "Rules of the Department of Corrections", Chapter 33-3.066(2).

Medium: The inmate shall be held within the confines of a secure perimeter of an institution. Upon being outside of his assigned institution, the inmate shall be within sight and sound of a correctional officer/supervisor at all times.

Minimum: The inmate may be assigned to an institution or facility not having a secure perimeter. Upon being outside his assigned institution shall receive periodic checks from a correctional officer/supervisor.

These three grades present a very clear cut distribution of security levels needed for every individual in the corrections system. They control not only the freedom of the inmates but the priorities of the corrections systems for the allocation of scarce resources. This is why proper custody classification and the implementation of a new custody criteria are of such a vital interest to all concerned.

It should be noted, however, that additional designations may be appropriate within these general custody categories with regard to special supervision and/or management requirements. An inmate who is suicidal for example, may require more than routine armed control. Such inmates may be designated as "exceptional supervision" or "special management" cases indicating the need for continuous visual monitoring. Death Row inmates present special custody and security requirements within the institution that are beyond normal "close" custody needs.

It should be further noted that "close custody" applied to an institution indicates that it is capable of providing adequate security for all grades up to, and including, close custody. This does not indicate that only close custody inmates should be housed in such an institution. In fact, modern penal practices recognize the hazards associated with the concentration of large numbers of inmates characterized by those variables indicating the need for close custody. An institution without the modernizing influence of lesser custody to inmates cannot function. The analogy of putting all the "bad apples in one basket", in this case, would clearly not be proper correctional practices.

### 3.1 IMPLEMENTATION OF THE CUSTODY CRITERIA UPON CUSTODY DISTRIBUTION

The proper assignment of custody grades upon inmates entering the system and/or being reviewed is of prime importance to both the inmates and the Department. For the inmates, it provides the proper level of program assignments such as work assignments, institutional placement and degrees of freedom. For the Department, it not only helps in program development but provides the prime guidelines for "risk management". Since society cannot keep everyone either confined in a cell or within the perimeter walls of an institution for life, regardless of the seriousness of their crimes, the classification system provides a means of handling this problem. It is essential because it provides the system a means to grade a person according to its needs and allows staff to act appropriately in the interest of protecting society.

The assignment of "close", "medium", and "minimum" custody grades is the prime means of protecting staff and the public. Those in close custody are determined to pose the greater threat to security and, therefore, require the most secure environment while those in minimum require the least supervision. With unlimited resources, it might be possible to keep everyone in prison under constant lock-down, thus providing the most secure situation. While this might prevent all but the most desperate of escapes, such policy may not serve either the long-term interests of the inmate or the public.

The data analyzed consists of the inmates classified at five major institutions; DeSoto C.I., Broward C.I., Lake C.I., Zephyrhills C.I. and Brevard C.I. The three pilot institutions are DeSoto, Lake and Broward and the control institutions are Brevard and Zephyrhills. Four time frames are used; two prior time frames at May, 1979 and September, 1979, representing the custody breakdown before implementation of the custody criteria and two during the program, at June, 1980, and December, 1980. These last three dates provide data breakdowns approximately the beginning of the pilot, nine months later and fifteen months after the start. These represent a check on the system over time. The data itself is a breakdown of the custody grades assigned to the inmates of those institutions at that particular time. For close, medium and minimum custody during these periods see Table III-1.

The data is analyzed according to what the implementation impact at each institution was and a comparison between pilot and control groups.

#### 3.1.1 PILOT INSTITUTIONS\*\*

- Lake C.I. reduced the proportion of close custody inmates averaging 8.9% between the original count of May of 1979, and December of 1980. Prior to the criteria's implementation in September of 1979, a shift toward the center (an increase in medium custody of 8.2%) was recorded; close custody decreased 2.1% (constant), and minimum custody declined 6.1%. These shifts reflected a generally conservative attitude of the classification staff that was typical of most corrections facilities during this period. It is also reflective of the changes in composition of the status inmate population in custody (assuming reasonably constant classification policies in effect during this time).

The final custody distribution shown on the table, reflects both changes in the distribution of inmates at Lake C.I. caused by institutional adjustments and shifts associated with the implementation of the proposed custody criteria; 34.9% in close custody (down 4.2%), medium custody at 36.4% stable and minimum at 28.7% (up 4.9%), from the pre-criteria period of September, 1979.

- DeSoto C.I. had the highest close custody rate, because of the mission of that facility. It is here that the criteria had the greatest impact. In September, 1979, a 3.8% reduction in close

\*\* Averaging across the two time periods (before and after implementation of the criteria) was done, wherever possible, to give a more accurate picture of the impact of the criteria's implementation and help account for extraneous variables which could cause unexplained shifts in custody grade populations and thus proportions.

TABLE III-1

## REDUCED CUSTODY COMPARISON

## PILOT INSTITUTIONS

## LAKE CORRECTIONAL INSTITUTION

CUSTODY TYPE	BEFORE CRITERIA				AFTER CRITERIA			
	5/79		9/79		6/80*		12/80	
	#	%	#	%	#	%	#	%
MINIMUM	129	29.9	96	23.8	110	40.7	125	28.7
MEDIUM	125	28.9	149	37.1	86	31.9	158	36.4
CLOSE	178	41.2	157	39.1	74	27.8	152	34.9

\*124 admissions not classified under criteria.

NOTE: A reduction of 33 close custody inmates by a population adjustment occurred in May, 1980.

## DESOTO CORRECTIONAL INSTITUTION

CUSTODY TYPE	BEFORE CRITERIA				AFTER CRITERIA			
	5/79		9/79		6/80		12/80	
	#	%	#	%	#	%	#	%
MINIMUM	54	9.3	48	8.3	75	11.6	75	11.8
MEDIUM	145	25.2	173	30.0	168	26.0	193	30.3
CLOSE	377	65.5	356	61.7	404	62.4	369	57.9

## BROWARD CORRECTIONAL INSTITUTION

CUSTODY TYPE	BEFORE CRITERIA				AFTER CRITERIA			
	Total Population		Total Population		PILOT GRP.		Total Pop.	
	5/79	9/79	5/79	9/79	6/80	12/80	6/80	12/80
	#	%	#	%	#	%	#	%
	19	6.5	37	13.6	28	26.2	39	13.7
	104	35.6	80	29.4	62	24.3	62	21.8
CLOSE	169	57.9	155	57.0	53*	49.5	183	64.4
							97*	67.4
							198	68.0

\*This upward swing was caused by a population adjustment.  
\* 177 not classified by criteria.

Some consideration should be given, when considering adoption of point changes, to the data presented in Table II-13. This data indicates that much of the departure to increase custody is attributed to the actions and policies of DeSoto C.I. (since most of these actions were contributed by that institution). Recognizing that much of the outcomes of the pilot project reflects the action of the largest facility to a greater extent than others, the decision to modify the point scheme by Test Case VIII criteria is, in essence, an acceptance of the relatively conservative philosophy of DeSoto staff for Department-wide implementation.

This is of some concern, in that Lake C.I. was able to function within the existing pilot tested criteria in over 80% of the cases reviewed. To adopt the higher point values suggested in Test Case VIII, may simply shift some of DeSoto's work (to justify exceptions to increase) to Lake C.I. where need will be created for additional administrative action to justify increased reductions.

On the other hand, since there is more "risk" associated with exceptions to reduce custody, institutions like Lake may chose simply to take the easier, less risky course of staying within the criteria and leaving borderline inmates in higher-than-necessary custody grades.

Test Case I, no change, was highest for those scored within the guidelines of the criteria, 70.8%, but had the fourth highest rate of increase in custody by exception, 20.8%. However, it is felt at this time that by allowing for time to take its course, two important factors will come into play; a better and more proficient understanding and trust of the new classification criteria. These two elements will within a reasonably short time reduce the increase in custody to exception and the percentage those scored within the guidelines will increase proportionately.

The advantage we have right now of using the "no change" (original criteria) is that it has been successfully tested and has met or exceeded the guidelines established prior to implementation. Before implementing any changes, two questions should be addressed. "Will any modification to the existing criteria be significant enough to warrant the potential costs associated with the change?" and, "Has the original plan been implemented long enough to get a true distribution?" The answers to these questions are especially significant to the corrections system where one change impacts so many people at such a high cost.

custody was recorded from May, 1979 and a 1% decrease in minimum custody, a pattern of change similar to Lake C.I. emerged where medium custody had the greatest gain. In June, 1980, the close custody group was 3.1% lower than in May, 1979, but minimum custody had gained in numbers over both the initial and pre-criteria period. By June, 1980, a slight increase took place over September, 1979, figure (.7%) in close custody. It must be noted that a 12.1% increase in population took place during this period, from 577 in September of 1980 to 647 in June, 1980. However, the decline in number and percentage of close custody inmates continued despite the population increase and by December, 1980, the percentage of close custody inmates was 7.6% less than the May of 1979 period. The shift continued toward medium custody but the percentage of minimum grades, up 2.5% from the May of 1979 period, stabilized. It was only .2% higher than the June period. This represents an important step in the redistribution process at DeSoto and, if the population composition process remains constant, future distributions will remain the same.

- At Broward C.I. where only one-half of the inmates were classified according to the criteria, from May, 1979 through December, 1980, the reduction in the number and percentage of close custody inmates continued. However, the greatest impact was upon medium and minimum grades; medium custody dropped (11.3%) and minimum gained (19.7%) over the May of 1979 period. In June, 1980, 49.5% of those classified by the criteria were assigned close custody, a reduction of (8.4%) over the May, 1979 period.

The greatest gain was, in June 1980, in minimum custody 12.6% over September, 1979 and averaging 9.4%. During December of 1980, a population adjustment was made which skewed the sample. Although Broward C.I. had a significant initial decrease of close custody inmates upon initiation of the classification criteria by June, 1980, it is important to note that the distribution filtered more toward minimum custody which is, all in probability is more reflective of Broward's population. Where Broward differs significantly is in the increases of minimum graded inmates, in May, 1979, they represented only 6.5% of the population, by June, 1980, they increased to 26.2%. It is difficult to determine if the criteria implementation was the only source that influences this change but a definite shift is occurring within this grade.

3.1.2 CONTROL GROUP

- Zephyrhills, during the same period from May, 1979, through December, 1980, experienced shifts within each grade but overall increases were recorded in the number and percentage of close custody inmates averaging 3.5%. The greatest change during the report period

TABLE III-2

REDUCED CUSTODY COMPARISON

CONTROL INSTITUTIONS

ZEPHYRHILLS CORRECTIONAL INSTITUTION

CUSTODY TYPE	BEFORE CRITERIA				AFTER CRITERIA			
	5/79		9/79		6/80		12/80	
	#	%	#	%	#	%	#	%
MINIMUM	128	38.7	122	32.1	102	27.2	82	20.9
MEDIUM	83	25.1	138	36.3	137	36.6	162	41.0
CLOSE	120	36.3	120	31.6	135	36.7	151	38.2

BREVARD CORRECTIONAL INSTITUTION

CUSTODY TYPE	BEFORE CRITERIA				AFTER CRITERIA			
	5/79		9/79		6/80		12/80	
	#	%	#	%	#	%	#	%
MINIMUM	57	8.2	59	8.2	*		112	14.8
MEDIUM	343	49.4	342	49.0			312	41.2
CLOSE	295	42.4	297	42.7	327	42.7	333	44.0

\*Information not available

occurred in the medium and minimum grades which fluctuated 11 to 20 percent. Although, the number of close custody inmates did vary slightly during the September, 1979 period 4.7% downward), this grade remained fairly constant, averaging around 36.0% of the population. Thus indicating that this institution has been functioning at its normal level regarding inmate classification.

- Brevard C.I. also had a slight increase in the number and percentage of close custody inmates 1.6% from May, 1979 through December, 1980. However, Brevard represents the most consistent institution regarding custody distribution at all levels. The only major shift occurs during December of 1980, which average 8% reduction in medium custody inmates; a 1.4% increase in close custody inmates and an 6.6% increase in minimum custody inmates. The percentage of close custody inmates remained unaffected for the entire time at Brevard. Again, we would say that this institution was functioning normally regarding inmate classification.

### 3.1.3 COMPARISON BETWEEN THREE MAJOR PILOT AND CONTROL INSTITUTIONS

In comparison, the non-pilot institutions (Zephyrhills and Brevard) see Table III-2, the custody classification grade of close custody rose slightly over the same period of time. This led to slight but proportionate reductions in the grades of medium and minimum. These increases and decreases were not significant enough to reflect any real shift in custody distribution within these institutions over the test period. It can thus be concluded that these institutions with respect to custody distribution remained the same during this period and that classification process remained consistent with previous policies.

Although the amount of reduction in close custody grade varies in the pilot group from institution to institution, a consistent pattern of reduced custody grades in the pilot facilities demonstrated both a high level of user acceptance and a more efficient distribution of custody grades with implementation of the criteria. If these results are translated to the entire system similar patterns and results should occur within varying degrees for each Department of Corrections institution.

The degree of reduction for each institution would be expected to vary according to compatibility of criteria application with current subjective classification practices and the inmate population mix at each facility. This implies that custody classification would not, and should not, become a tool for the routinization of a vital part of the security program; the correct degree of security is assigned for each inmate and not to facilitate a general easing of custody grades simply to achieve some predetermined distribution. The reduction of close custody assignment resulting from the new classification criteria reflects a system generating an orderly process of evaluation which could be characterized (with some exceptions) as having logic, form and parity.

A reduced distribution of custody grades yields benefits for the entire corrections systems:

- First, over-classification is reduced enhancing operational efficiency. Appropriate reductions are insured as the inmate retires his sentence (assuming appropriate institutional behavior).
- Second, it permits more inmates to be utilized for projects which require reduced security requirements thus reducing costs for institutional labor needs.
- Third, inmate rehabilitation efforts are afforded some assistance by:
  - a) increasing the level of expectation for inmate performance;
  - b) increasing levels of responsibility;
  - c) providing inmates with exposure to a greater variety of people and experiences than would be possible with greater confinement;
  - d) reducing shock associated with post-release adjustment.

It is important to realize that while reductions in the number of close custody inmates in some institutions is going to be less significant than others, the system will be operating at a higher level of efficiency overall.

### 3.2 IMPLEMENTATION OF THE CUSTODY CRITERIA UPON ESCAPE BEHAVIOR

Because the escapee represents the most widely perceived threat to society, analysis of inmate escape behavior is of prime importance to the classification program. Analysis of data collected during the test period indicates that inmate escape behavior correlates directly with reduction in the level of control and supervision. This follows the logical assumption that most inmates value freedom had a significant number will take the opportunity to escape if provided the opportunity. However, some inmates will not flee from custody given the same opportunity.

The scheme of custody criteria developed within the concept of "risk management" assumes that the situation of the inmate, in terms of his prior escape behavior, offense severity, length of prison sentence, and time served relative to remaining time under sentence are directly correlated to the probability of inmate escape.

It is further assumed that those inmates who rationally assess their status continually weigh the option of planned or unplanned flight in terms of personal gain from escape against the sanctions, penalties, and risks associated with detection and capture. In this regard, longer sentences combined with relatively small amounts of time invested on a sentence indicate increased escape probability. Long periods of time to probable release dates are presumed to tip the judgemental scales toward escape behavior in the vast majority of cases.

Time intervals incorporated into the criteria relative to prior escape acts are intended both to ensure that the judgmental factors of aging and maturing (which may have an impact on the escape decision) are incorporated into the custody assignment. This provides the inmate with the opportunity to demonstrate that he has become more responsible over a reasonable period of time since his previous escape.

The custody criteria above will probably not immediately reduce the number of escapes experienced by the Department. Few security systems are capable of totally eliminating escape behavior. The costs associated with providing supervision and control required to achieve that objective are prohibitive. There are likely always to be escapes by desperate inmates who are intent on subverting the security measures imposed, regardless of their custody grade.

The primary objective of this development of classification criteria is to provide for an objective custody and supervision assignment that, while probably not significantly reducing the number of escapes, minimizes the involvement in escapes of relatively more violent offenders who are serving long sentences and who are likely to be more desperate in an escape attempt. The concern of risk management provides for allocation of scarce staff resources for control and supervision of those perceived to present the greatest threat to security. Those who will escape under the proposed classification system are more likely to be burglars and thieves serving sentences of five years or less, and generally within six months of their expected release rather than murderers and rapists who have served less than twenty percent of sentences of ten years or longer.

The Department of Corrections provides some type of security for over 20,000 inmates. The task of escape control in such a wide variety of security settings does not allow for 100% effectiveness, regardless of the type of change implemented. However, classification is the life's blood of the Department's security system and any changes in this process will raise questions about its escape rate. Regardless of the facts (a low base-rate behavior), the subject of escape, correctly or incorrectly, is probably the single most emotional issue when any operational change occurs. This is especially important when a change in the classification process is linked to changes in custody grade distribution.

The data analyzed in this section reflects the number of escapes that occurred during a five-year period from October, 1976 through September, 1980. This data is further broken down into calendar years, beginning in October and ending in September, see Table III-3. Because the n size is so small for each institution, a general comparison will be done between the pilot and control institutions.

TABLE III-3

MAJOR INSTITUTIONS

	10/76-9/77	10/77-9/78	10/78-9/79	10/79-9/80
BROWARD	0	0	0	0
DESOTO	11	4	1	9
LAKE	15	14	5	20
BREVARD	4	1	5	9
ZEPHYRHILLS	11*	7	7	14

\*Number of escapes for Oct., Nov., Dec., Jan. were not available.

PILOT ROAD PRISONS

	10/76-9/77	10/77-9/78	10/78-9/79	10/79-9/80
DOCTOR'S INLET	*	9	14	7
NICEVILLE		1	6	18
BROOKSVILLE		2	17	8

\*Data not available

3.2.1 COMPARING PILOT AND CONTROL INSTITUTION ESCAPES

There is no apparent pattern for escape rates at any of the institutions over the four years from October, 1976 through September, 1980. Of the pilot institutions, Broward had no change; Doctor's Inlet Road Prison had a decrease; while DeSoto and Lake had increases in escapes for the pilot year. In the control institutions, both Zephyrhills and Brevard had increases in escapes while Brooksville Road Prison had a decrease of escapes for the same time period. The only consistent performers over the entire time are Broward which hasn't ever had an escape and Niceville Road Prison which has been increasing the number of escapes since 1977. However, the rest of the institutions, pilot and control, major and road prisons, have varied drastically from one year to another. This leads to the conclusion that the implementation of the custody criteria had no impact on escape rates. The numbers indicate that the pilot institutions are performing on the same level as the control institutions when it comes to escape behavior. Conversely, the control institutions are doing no better than the pilot group; two-out-of-three control facilities have increases in the number of escapes while only three-out-of-five have shown increases in the pilot group.

3.2.2 REDUCED CUSTODY SHIFT AND ESCAPE

The implementation of the custody criteria produced an important shift in the distribution of custody grades as discussed previously in the custody section. Reduction in custody, as a result of the implementation



of the classification criteria, did not produce a negative effect upon the pilot institutions with regard to escape. Since, there no differences between the pilot and control groups when compared, the added effect of having a shift in the custody-grade levels away from close custody implies that, under these circumstances, the pilot institutions fared better than the control institutions.

### 3.3.3 WHO ESCAPES? CATCH 22

The fact that inmates escape and are going to continue escaping does not surprise anyone dealing in corrections. The important question is who is escaping and are they the people a system can tolerate? In a sample of escapes taken from October, 1979 through June, 1980 (n=161) the following provides an overview of who is escaping:

- 88.1% are under minimum or medium custody
- 83.1% white
- 89.1% had no prior escapes
- 71.3% had no prior felony
- 12.1% had one prior felony
- 61.5% are non-youthful offenders
- 58.4% had non-violent offenses

Looking at the above figures, it becomes apparent that those who are escaping are those which the system was most willing to let go. When an inmate reaches a certain level in the custody scheme, for a variety of reasons, he or she is given more opportunity to escape. Thus, escape behavior becomes a function of this opportunity. Because our objectives are not total lock-up we have a built in "Catch 22". From the facts above, generally the better inmate is the one who is more likely to escape. We cannot change this without some drastic policy change. In a profile of those who escaped from the pilot institutions for the same time period, only two inmates were under close custody at the time of their escape. Both were under secure supervision and had made a covert attempt to escape. Of the other 93.1%, all but one were on work detail where supervision was minimal, if there was any at all.<sup>1</sup> There is no indication from individual files that a change in the custody grade would have altered the escape behavior exhibited during the test period. The application of the custody criteria did not reduce any inmate's custody that posed a threat upon society. The two close-custody persons who escaped from the pilot facilities should have been graded close, and one because of his extensive history of disciplinary reports, possible should have been transferred to another higher security institution. (See Table III-4).

<sup>1</sup>Because the legislature elected not to provide funds requested for staff to supervise inmate road crews, such work details are under control of D.O.T. staff. Under this highly undesirable situation, inmates have been abandoned and have had to call the institution to be picked up from work sites, inmates have been allowed to become intoxicated, and inmates have been allowed to escape.

TABLE 111-4

PILOT INSTITUTIONS ESCAPEE PROFILE

from October 1979 through June, 1980

CUSTODY GRADE	ENTRY AGE	SEX	RACE	INSTITUTION OF ESCAPE	ESCAPE CONDITION	DATE OF ADMISSIONS	DATE OF ESCAPE	DATE PPRD GIVEN	PPRD
Close	46	M	W	Lake	Secure	11-78	10-79	8/79	None given
Minimum	31	M	W	Lake	Work Squad	10-79	4-80	2-80	12-81
Medium	33	M	B	Lake	Work Squad	6-78	2-80	11-79	9-89
Minimum	26	M	W	Niceville Road Pr.	Work Squad	12-78	5-80	5-80	5-81
Minimum	27	M	B	Lake	Work Squad	10-79	4-80	3-80	None given
Medium	19	M	B	Niceville Road Pr.	Work Squad	6-73	4-80	3-79	9-83
Medium	25	M	W	Lake	Work Squad	9-78	4-80	4-79	5-81
Medium	19	M	W	Lake	Work Squad	6-73	5-80	9-79	2-84
Medium	23	M	W	Drs Inlet Road Pr.	Work Squad	9-76	12-79	6-80	11-80
Minimum	26	M	W	Niceville Road Pr.	Work Squad	7-75	5-80	5-79	5-80
Minimum	38	M	B	Lake	Work Squad	3-79	12-79	None	given
Medium	19	M	W	Drs Inlet Road Pr.	Work Squad	8-78	2-80	9-79	10-80
Close	24	M	W	Lake	Secure	12-77	6-80	12-79	7-81
Minimum	18	M	W	Drs Inlet Road Pr.	No Details	8-77	1-80	8-79	None given
Minimum	23	M	B	Lake	Work Squad	10-77	5-80	2-80	8-80
Medium	38	M	B	Lake	Work Squad	5-79	2-80	None	given
Minimum	26	M	B	Lake	Work Squad	6-78	5-80	10-79	3-81
Medium	28	M	W	Drs Inlet Road Pr.	Work Squad	2-80	2-80	12-79	2-85
Medium	20	M	W	Niceville	Secure	5-79	6-80	8-79	3-87
Minimum	26	M	W	Lake	Work Squad	9-72	5-80	2-80	5-81
Medium	25	M	B	Drs Inlet Road Pr.	Work Squad	6-79	3-80	6-80	8-83



Because escape behavior is such a low base-rate behavior, the ability to formulate a predictive model in the past has been difficult. With the increases in uniformity and consistency in inmate custody classification decisions through the use of standard criteria, a predictive model may eventually be possible. By removing a host of routine subjective decisions from the classification officer, a set of variables established by the criteria will assist in establishing a formula for improved prediction of escape behavior. This will also allow the officer to devote more time to any specific aspect or problem which will affect an inmate's behavior and, therefore, classification. The experience of the trained classification officer cannot be discounted in any model affecting escape.

### 3.3 IMPLEMENTATION OF THE CUSTODY CRITERIA AND ASSAULT BEHAVIOR

Assaultive behavior by inmates upon correction officers and other inmates has been and will continue to be, a problem within the corrections system. Because of the seriousness of such behavior and its' continuing threat to the safety of the staff and inmates, it will always be an element of greatest concern. The new classification criteria cannot eliminate this behavior because it does not change the structure within which this behavior occurs.

Custody classification, with respect to the management of assaultive behavior, serves to identify those inmates who, by their current behavior have demonstrated the need for closer supervision and control. It serves as a signal to staff to be in an alerted state of awareness. Because of a commitment to programmed activities, proper custody assignment can result in greater focus and direction for inmates who require it. Conversely, inmates who demonstrate proper non-assaultive behavior and who accept greater levels of personal responsibility are not going to be "over-controlled". This helps, to a varying degree, to reduce some negative aspects of being institutionalized.

However, proper assignment of custody does not necessarily mean that those in minimum custody will not commit an assault or that all assaultive behavior will only be committed by close custody inmates. Assaultive behavior, like escapes, occur with such low frequency that it would be extremely difficult to identify and generalize all the characteristics of an assaultive typology. Simply changing custody labels won't change the inmate or directly modify his/her propensity toward assaultive behavior. Hopefully, the correction system provides enough positive incentives associated with reduced custody to help the inmate choose proper non-assaultive behavior.

The implementation of the new custody criteria has not had an adverse effect upon the assault rate within the correction system. In a review of the number of assaults upon inmates and staff, a six-year trend analysis was done. The data was organized into January to December calendar years. (See Tables III-8, III-9, III-10).

This breakdown of the assault data will allow a comparison to take place which shows the impact that the custody criteria had during the pilot year as compared to previous years on both the pilot and control major institutions. It is further broken down into assaults upon staff by inmates and assaults upon inmates by inmates. The following is the result of the analysis for each institution and between pilot and control groups. In Tables III-5, III-6, III-7, complete breakdowns of assaults are given. Table III-5 contains the total number of assaults; Table III-6 contains the assaults by inmates upon staff and Table III-7 has the number of assaults by inmates upon inmates. (The year is broken down into October through November segments).

### 3.3.1 PILOT INSTITUTIONS

At Broward there was an overall decrease in the total number of assaults from 1979 and 1978 of 24% and 42.4% respectively, averaging 33.2%. This breaks down into a 64.4% average decrease of assaults by inmates upon inmates over the two previous years. However, assaults upon staff increased dramatically over the three-year period 825%. This increase can be attributed to the fact that any increase is going to be significant if compared to an n size of one or two for previous years.

DeSoto's overall assault picture is very positive and the test period, 1979-80, offers the lowest ever assault rate, down 50.7% from the average for the previous five years and 20.3% from 1978-79. Thus, the criteria has not affected the trend of reduced assaults at DeSoto. The same reduced assault-rate pattern is occurring with regard to assault by inmates upon staff with last year being the exception (up 100%), in the previous years of 1977, 1976 and 1975, there were more assaults upon staff than during the pilot year. However, assaults upon inmates by inmates declined at an average of 55%. It will be difficult to determine if this downward trend will continue. It is important that the impact of the classification criteria has not changed the trend upward.

At Lake C.I., overall assaults decreased during 1980 from the three previous years by 30%. The fifteen to twenty-five assaults per year seem more in line with the current trend than the two and four assaults for the 1975-76 periods. This is assumed to be more of a function of changes in the process of reporting assaults than in any actual change in the frequency of occurrences. Assaults upon staff continue to be in the zero-to-one range while assaults upon other inmates make up the rest of the total number.

### 3.3.2 CONTROL INSTITUTIONS

Brevard continued to have a high rate of assaults during the test year of 1980 with a slight reduction of 7.6% from the previous year. Assaults upon staff, however, rose slightly from the previous year, seven to ten. There seems to be a slight rising trend at Brevard of assaults by inmates upon staff. Conversely, assaults by inmates upon inmates is leveling from a high of seventy-seven during 1977 to sixty-three in 1980.

TABLE III-6  
ASSAULTS BY INMATES UPON OFFICERS

PILOT INSTITUTIONS	YEARS					
	80	79	78	77	76	75
Broward	11	2	1	*	*	*
DeSoto	18	9	15	39	20	29
Lake	1	0	0	1	0	0
CONTROL INSTITUTIONS						
Brevard	10	7	15	5	4*	*
Zephyrhills	0	0	0	1	*	*

TABLE III-7  
ASSAULTS BY INMATES ON INMATES

PILOT INSTITUTIONS	YEARS					
	80	79	78	77	76	75
Broward	8	23	22	*	*	*
DeSoto	33	55	77	94	110	122
Lake	14	20	20	24	2	*
CONTROL INSTITUTIONS						
Brevard	63	72	57	77	23	*
Zephyrhills	14	3	1	4	*	*

TABLE III-5  
TOTAL NUMBER OF ASSAULTS  
BY INMATES UPON STAFF AND OTHER INMATES

PILOT INSTITUTIONS	YEARS					
	80	79	78	77	76	75
Broward	19	25	33	*	*	*
DeSoto	51	64	92	133	130	151
Lake	15	20	29	35	2	4
CONTROL INSTITUTIONS						
Brevard	73	79	72	83	27*	*
Zephyrhills	14	3	1	5	*	*

TIME TREND OF ASSAULTS

TABLE III-8

ASSAULT BY MONTH: JANUARY 1974 - DECEMBER, 1976

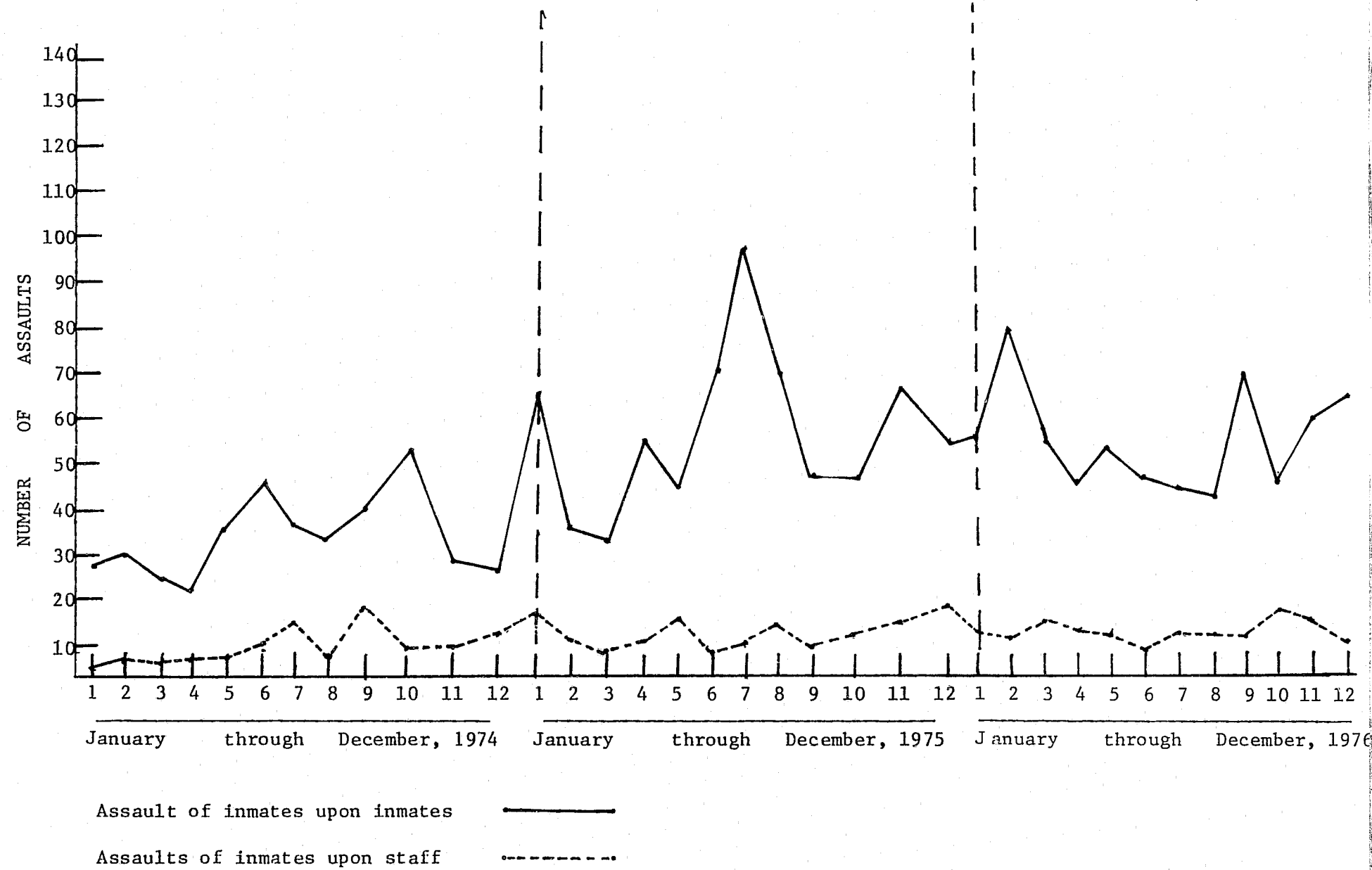


TABLE III-9

TIME TREND OF ASSAULTS

ASSAULT BY MONTH: JANUARY 1977 - DECEMBER, 1978

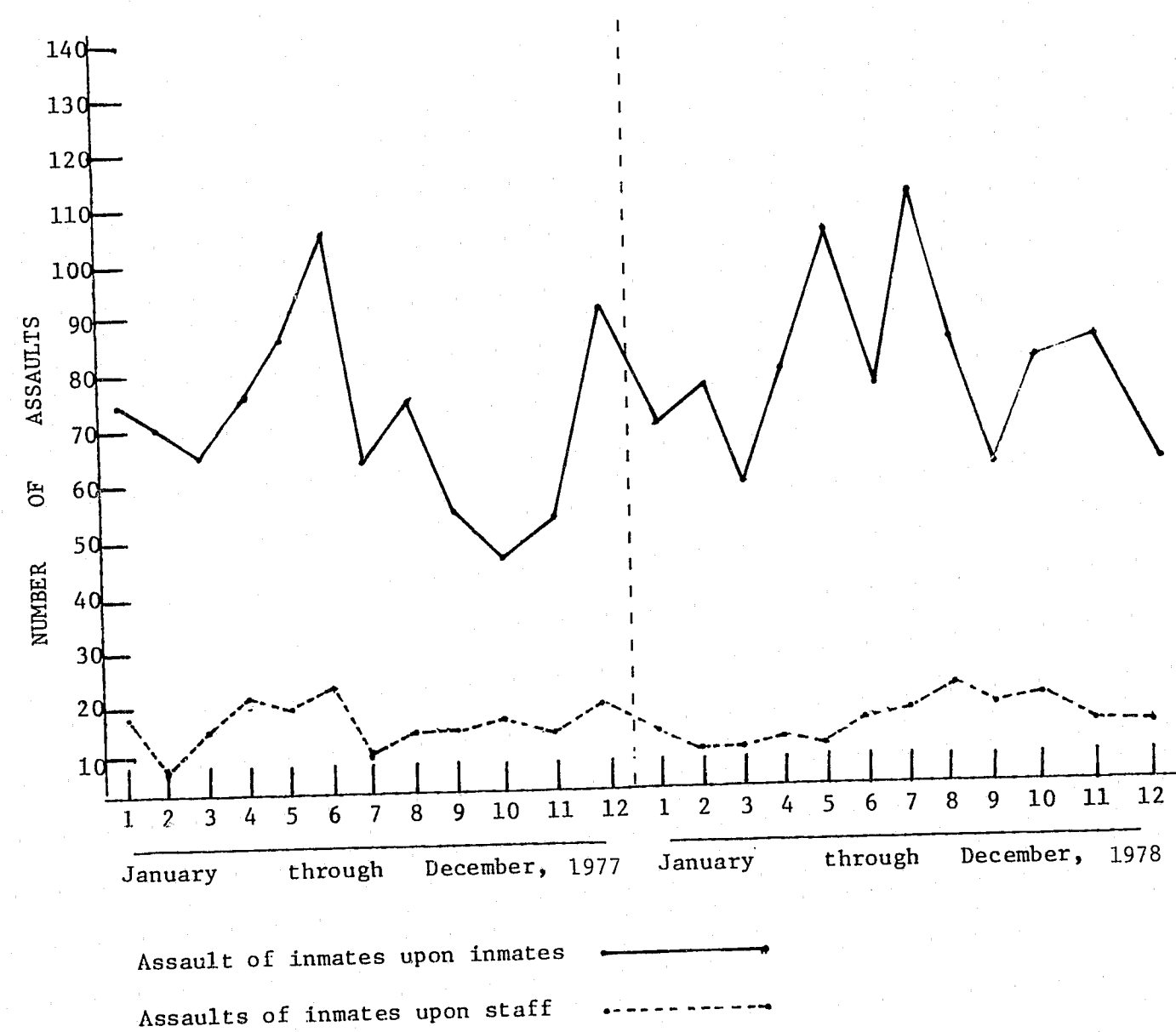
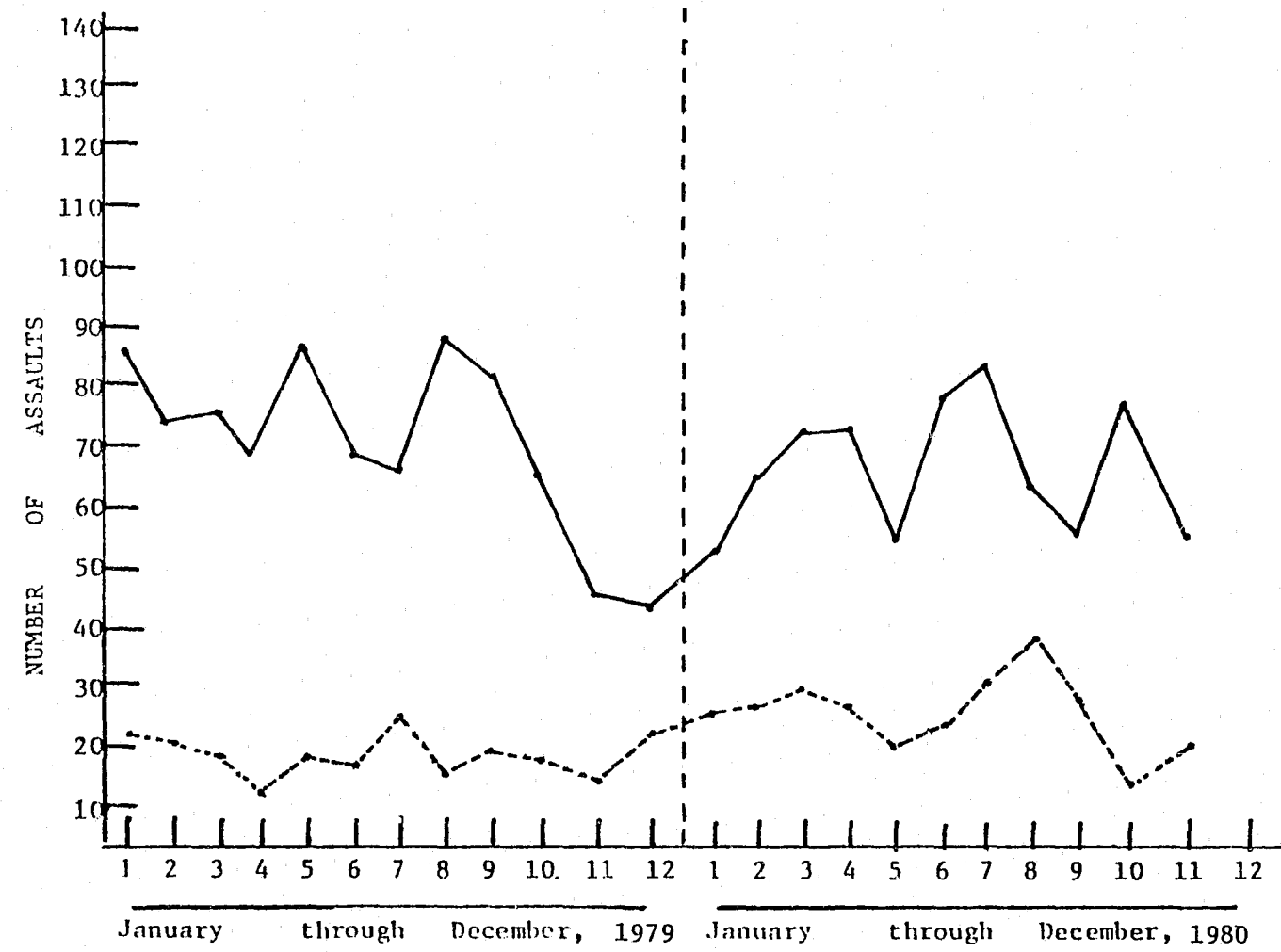


TABLE III-10

TIME TREND OF ASSAULTS

ASSAULT BY MONTH: JANUARY 1979 - NOVEMBER, 1980



Assault of inmates upon inmates —————

Assaults of inmates upon staff - - - - -

Zephyrhills in 1980 had their highest ever total assaults, fourteen; during the previous three years the average was only three. This institution does not have an assault problem when it comes to assaults upon staff. It continues to have all of its' assaults by inmates upon inmates.

### 3.3.3 COMPARISON

During the year 1980, the test year, the pilot institutions had an overall decrease in assaults averaging 23.1%. In comparison, the control institutions had only a slight decrease at Brevard, 7.6% and, because of its small n size, a large increase at Zephyrhills, 466%; from three to fourteen. Except for Broward the pilot institutions remained at the same level or reduced the rate of assaults upon staff; while in the control group a slight rise occurred at Brevard while Zephyrhills remained constant. Assaults upon other inmates at the pilot institutions declined on the average 45%; while at the control institution a skewed increase occurs because of Zephyrhills of 227.2%. Because of the small n sizes at Lake C.I. and Zephyrhills C.I. in relation to assaults by inmates upon staff, it is difficult to determine their meaning. The important point is that no change occurred at Lake C.I. once the criteria was administered.

### 3.3.4 REDUCED CUSTODY AND ASSAULTS: A BONUS SITUATION

The fact that the pilot institutions have shown an overall decrease in the number of assaults by inmates upon staff and inmates is enhanced by the fact that an overall reduction in custody levels took place at those institutions. The classification criteria fulfilled its original goals of not having a negative impact upon assaults and because of reduced custody levels added greater strength to the correlation between assignment of proper custody classification, objective custody criteria and better operational efficiency.

The concern that a shift in custody would cause the wrong people to be in less secure situations and therefore more of a threat to the staff and other inmates will always be the concern of the Department in its "risk management" effort. The above findings, however, should help quell those concerns. As noted earlier, assaults are always going to take place, it is the nature of the system, but the implementation of the custody criteria has proven not only to be "non-negative" but a positive step in the corrections' system.

### 3.4 IMPACT OF CUSTODY CRITERIA IMPLEMENTATION OF INSTITUTIONAL DISCIPLINE

Due to the nature of corrections systems, maintenance of proper discipline is critical to institutional operations. The staff must prescribe and enforce rules of conduct in order to maintain effective control and provide protection for inmates and staff within concentrations of potentially violent individuals being held against their will. Discipline problems

are inevitable in a system whose primary function is to protect the public by regulating the activities of literally thousands (20,240 as of November, 1980) of convicted criminals.

Custody classification, with respect to management of disciplinary problems, serves to identify those inmates who, by their current behavior, have demonstrated the need for closer staff supervision and control. Because of a commitment to involve the inmate population in productive programming activities, rather than letting each offender sit in a cell twenty-four hours each day, proper custody assignments can result in more appropriate direction and focus of staff attention to those inmates who require it. Conversely, inmates who can accept greater levels of personal responsibility are not "over-controlled", thereby reducing to some extent the negative aspects of "institutionalization". In an environment of scarce staff resources, this becomes very important.

Proper assignment of custody, however, does not necessarily mean that those in minimum custody will not commit serious rule violations or that close custody inmates will be responsible for all rule infractions or that one can totally change the inmate's disciplinary behavior simply by increasing or reducing custody. Changing custody labels do not change the inmate or necessarily modify his/her propensity toward aberrant behavior. Hopefully, the system provides positive incentives for the inmate to trade proper behavior for privileges and responsibilities associated with reduced custody. However, there are many extraneous factors, not addressed in this report, that relate to the frequency of violations of the Department's Rules of Prohibited Conduct.

During the pilot project period, data was collected from the test and control facilities. The data consists of: 1) frequency of disciplinary actions, and 2) the number of disciplinary actions that resulted in the loss of gain time and for a term of disciplinary confinement imposed through the administrative hearing process. This is compared across four time periods from October to September for the years from 1976 to 1980. The results of that data are in Table III-11. For a detailed trend analysis of DR's and major DR's for each institution see Tables III-12 through III-16. This analysis will be reviewed in three stages, the impact of the classification criteria upon the frequency of disciplinary reports (DR's) and major DR's (those resulting in disciplinary confinement or loss of gain time) for each major institution in the pilot and control groups; a comparison between the pilot and control groups; and an analysis of the classification criteria upon the pilot institutions major DR's in light of reduced custody.

### 3.4.1 PILOT INSTITUTIONS

Lake C.I. had a decrease in the number of major DR's by 12.6% over the previous year for the 1980 test period. This was the lowest percent of major DR's ever given at Lake C.I. during the four-year period studied. At the same time, the total number of DR's given for this period was

**CONTINUED**

**1 OF 2**



## DISCIPLINARY REPORTS COMPARISON

From October to September

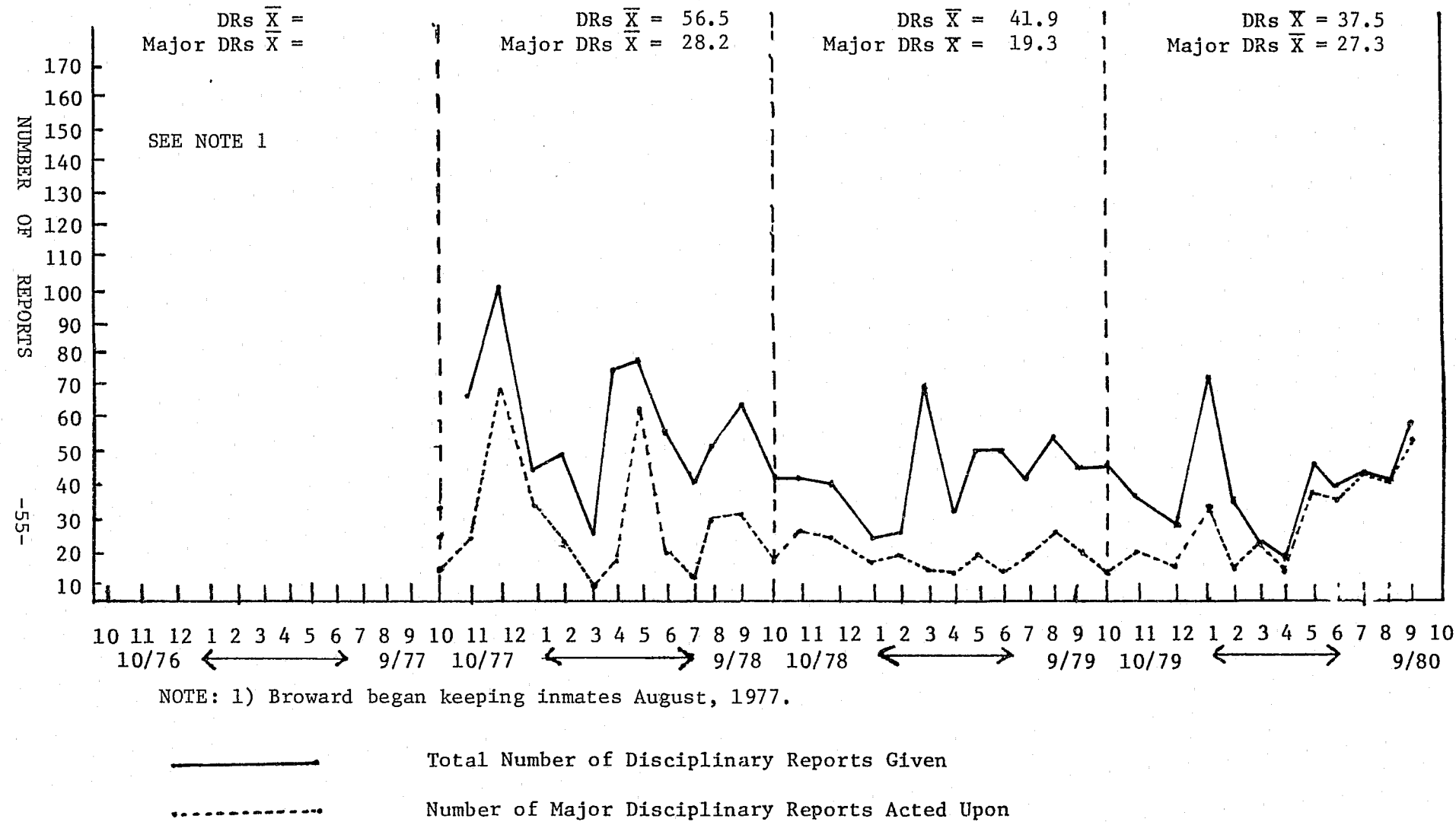
1976 - 1980

INSTITUTION

	76-77	77-78	78-79	79-80	
<u>LAKE</u>	388	536	525	560	Total DRs
	32.3	44.7	43.8	46.7	Average per month
	303	439	416	373	Total Major DRs
	25.3	36.6	34.7	31.1	Average per month
	78.1	81.9	79.2	66.6	% of Major DRs to Total DRs
<u>DeSOTO</u>	1412	1720	1244	1321	
	117.7	143.3	104.1	110.1	
	1234	1591	1008	991	
	102.8	132.6	84.0	82.6	
	87.4	92.5	80.7	75.0	
<u>BROWARD</u>		376	503	450	
		56.5	41.9	37.5	
		341	232	328	
		28.4	19.3	27.3	
		50.7	46.1	72.9	
<u>BREVARD</u>	937	531	1100	1199	
	83.2	106.2	91.7	119.9	
	811	457	775	545	
	73.7	91.4	64.4	54.5	
	56.6	86.1	70.5	45.5	
<u>ZEPHYRHILLS</u>	64	250	241	314	
	8.0	20.8	21.9	26.2	
	36	199	201	244	
	4.5	16.6	18.3	20.3	
	36.3	79.6	83.4	77.7	

TABLE III-12

BROWARD

DISCIPLINARY REPORTS AND MAJOR DISCIPLINARY REPORTS

DESOTO

TABLE III-13

DISCIPLINARY REPORTS AND MAJOR DISCIPLINARY REPORTS

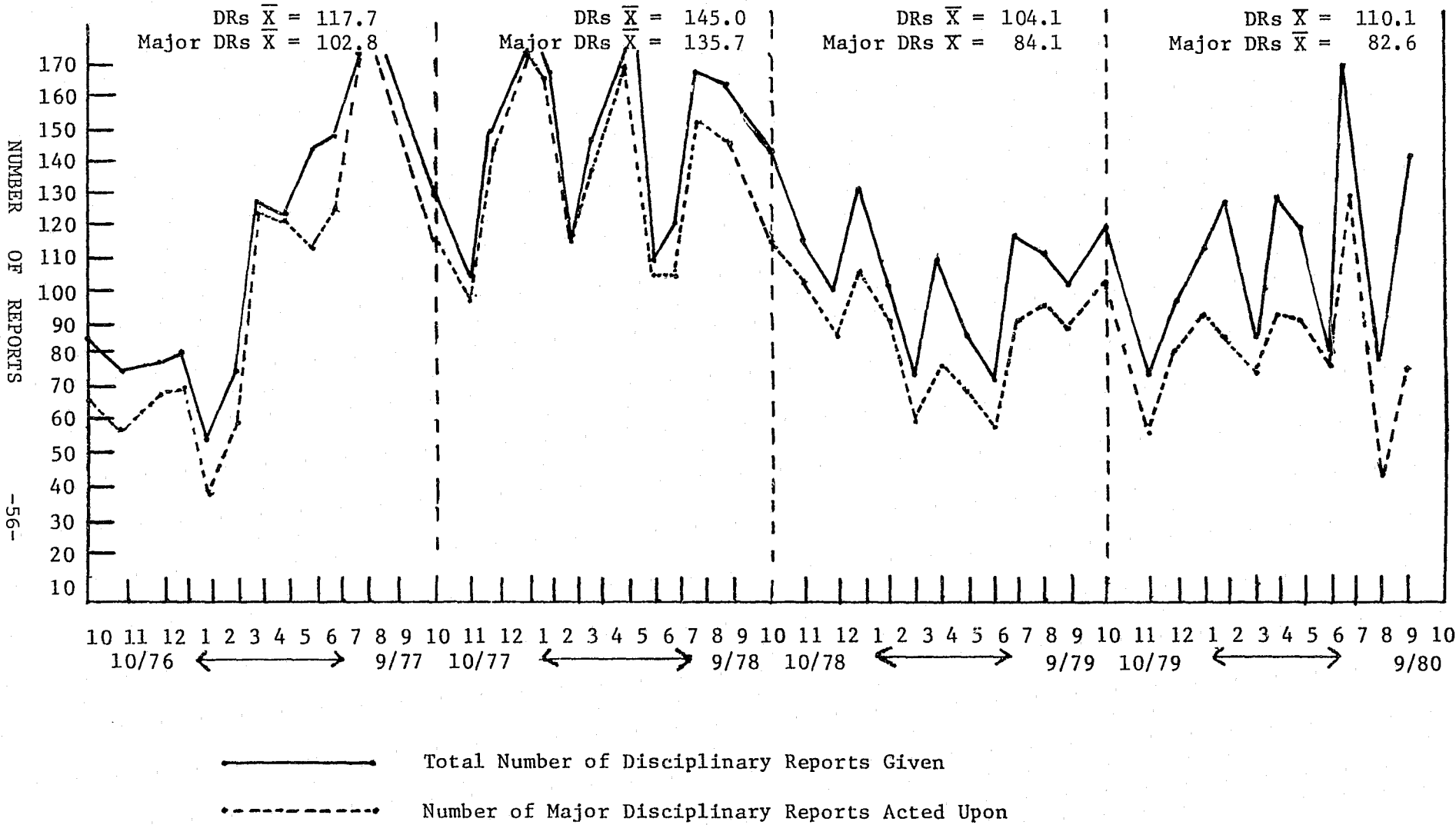
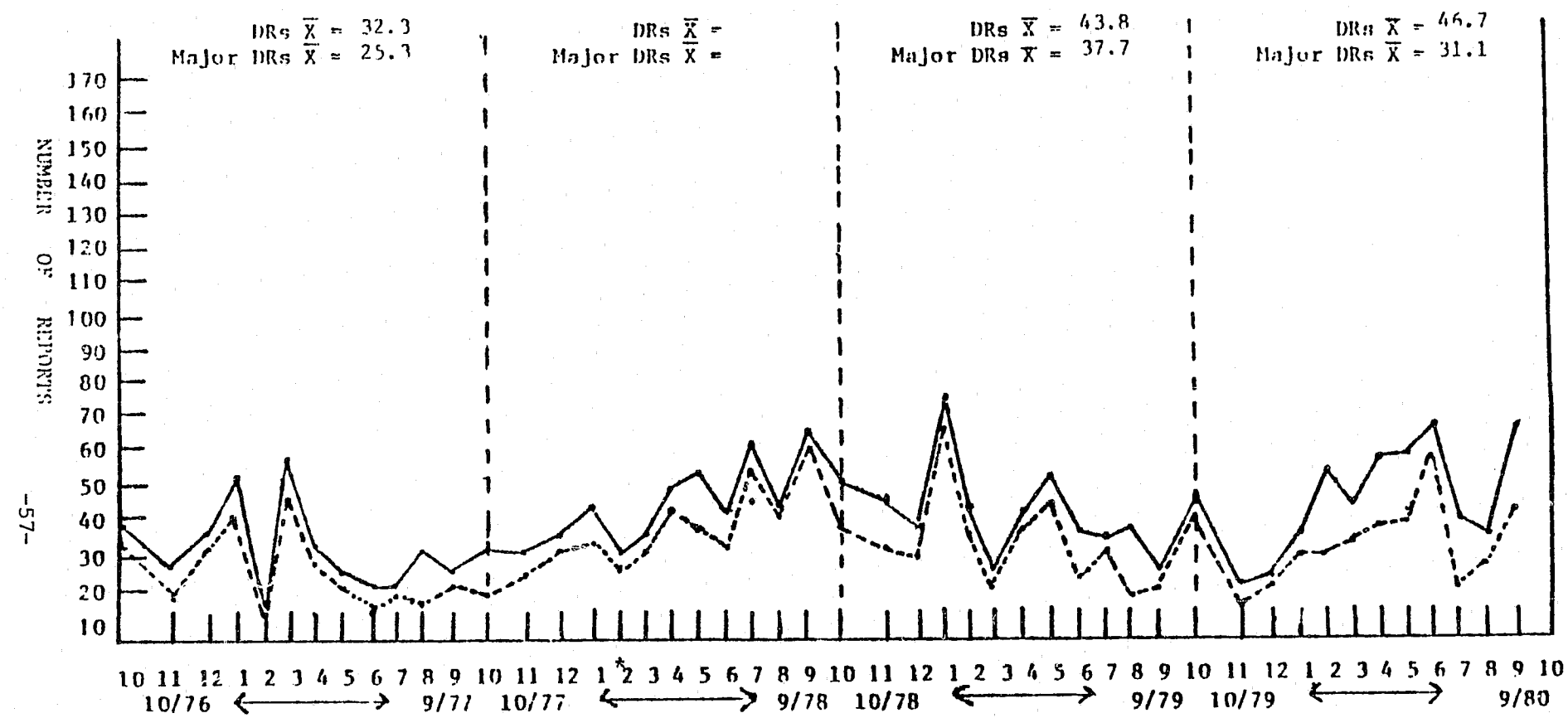


TABLE III-14

LAKE

DISCIPLINARY REPORTS AND MAJOR DISCIPLINARY REPORTS

\* A change in reporting forms occurred in February, 1977 for Lake.

TABLE III-15

BREVARD

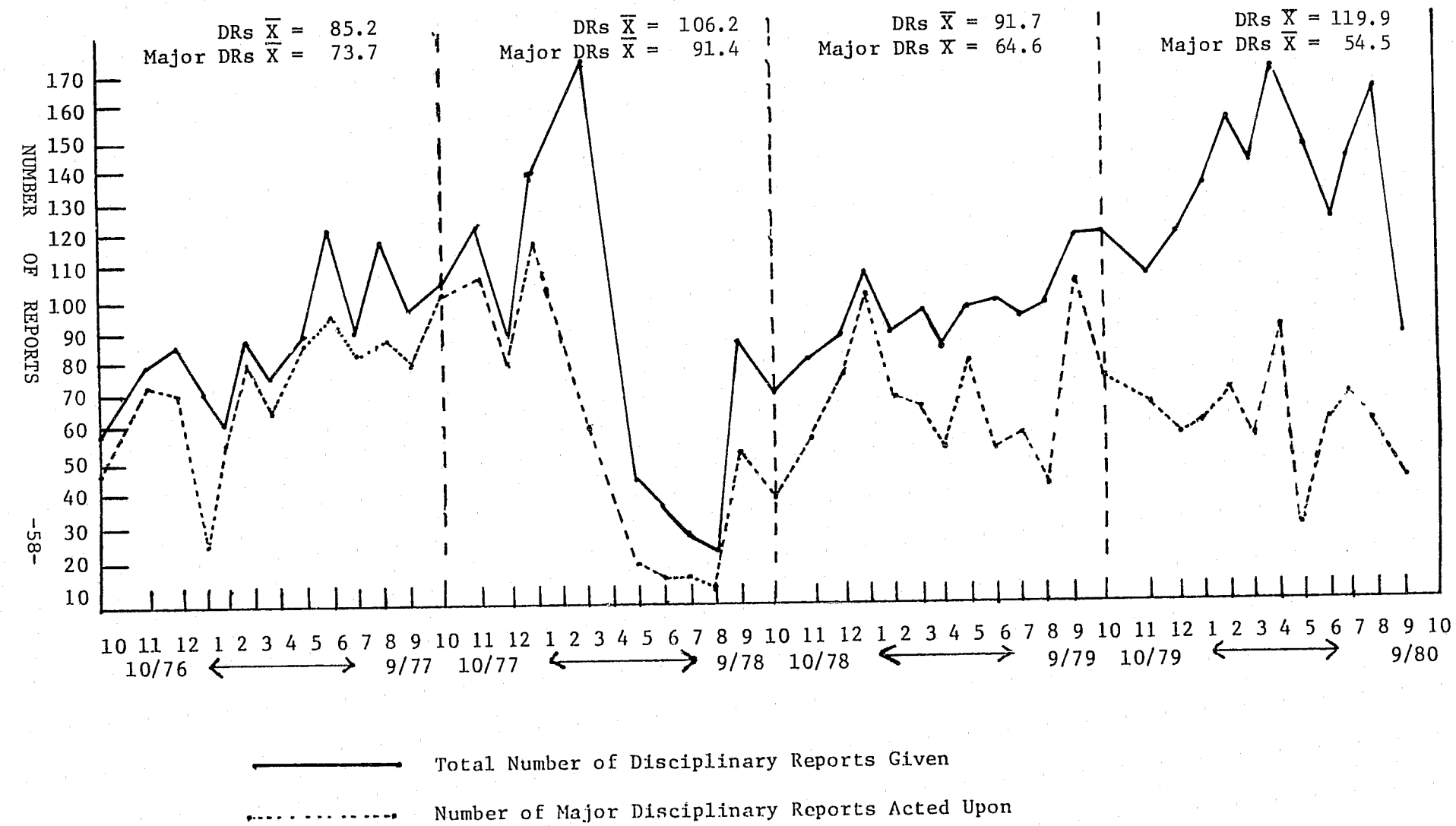
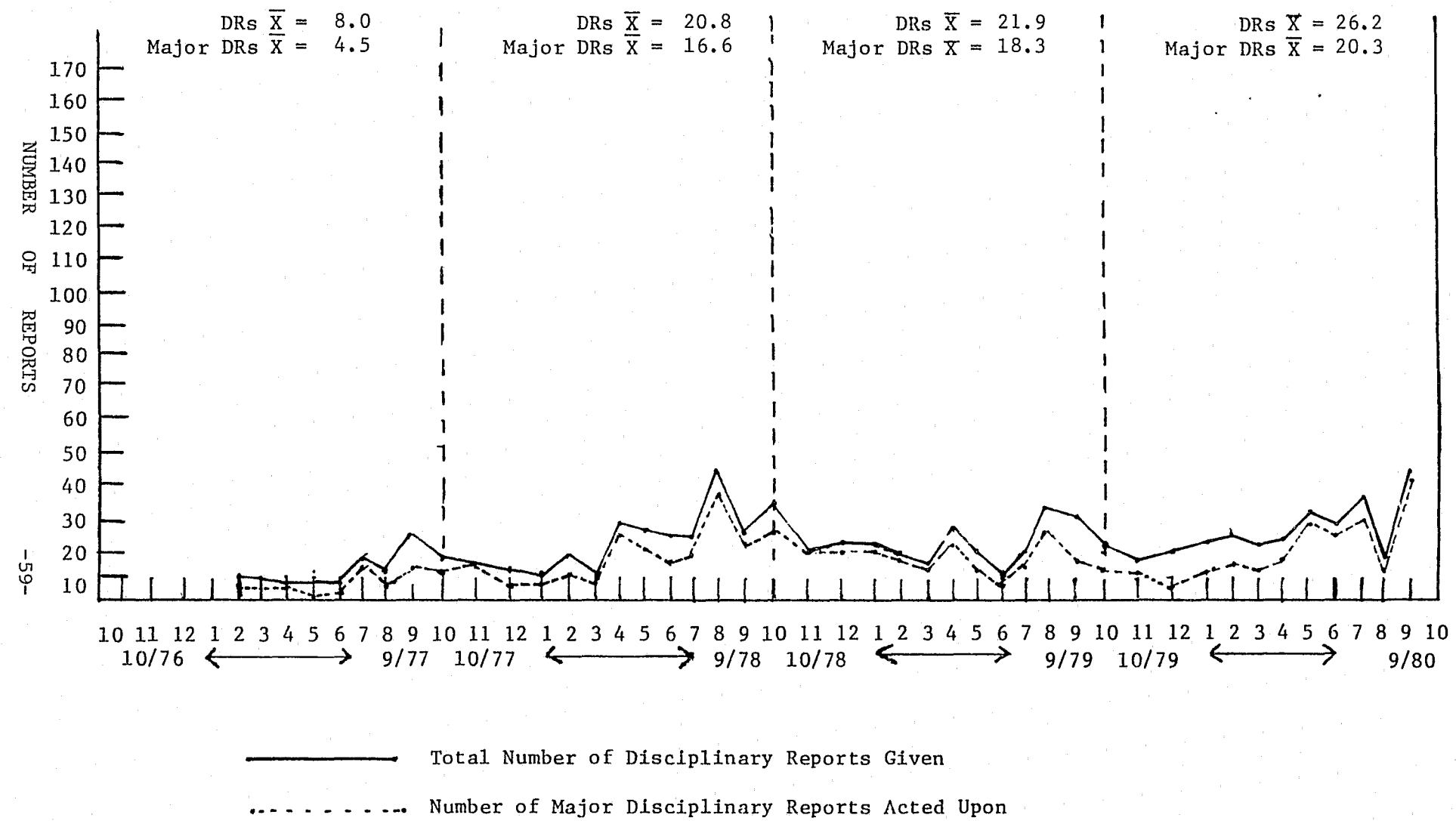
DISCIPLINARY REPORTS AND MAJOR DISCIPLINARY REPORTS

TABLE III-16

## ZEPHYRHILLS

DISCIPLINARY REPORTS AND MAJOR DISCIPLINARY REPORTS

greater than previous years; 560 during 1980 as compared to 525 for 1979; 536 for 1978. There seems to be a trend toward increasing numbers of DR's while at the same time major DR's are decreasing. DeSoto had a decrease in the number and percentage of major DR's given, 5.7% less than the previous year for the 1980 test period averaging a decrease of 11.8% over the three previous years. This occurred despite an increase in the number of DR's given over the previous year, 1,321 from 1,249 in 1979. Although during the 1977 and 1978 period more DR's were given than in the pilot year, 1,412 and 1,720 respectively.

Broward C.I. is the only pilot institution where the number of major DR's increased over previous years 24.9% during the 1980 test year. This occurred despite a significant drop in the number of DR's given over this time from 673 in 1978, to 503 in 1979, to 450 in 1980. This phenomenon can partially be attributed to two factors: in 1977 Broward C.I. was a new institution and an adjustment period was necessary to iron out the problems and processes that are necessary for each institution, and population adjustment. During 1977, the population average was 162 while the staff averaged 135. Today, the average population is 284 while the staff remains at 135. Thus, the higher major DR numbers for the 1980 year represents figures that would be the norm for Broward C.I. in future years with a constant inmate population.

#### 3.4.2 CONTROL INSTITUTIONS

Brevard C.I. had a decrease in the number of major Dr's 29.7% during the 1980 test year, over the previous year and a significant decrease in the percentage of major DR's over Dr's reported averaging 35.6% for three years.

Zephyrhills C.I. had an increase in the number of major DR's during the 1980 test year by 21.4% and has been consistently increasing for the past three years. This has been consistent with the increases in number of DR's reported for these time periods, although the percentage of major DR's as part of the number given is slightly less for this period than the previous two years; 77.7% for 1980 as compared to 83.4% for 1979.

#### 3.4.3 COMPARING THE PILOT AND CONTROL GROUPS

In comparing the pilot and control group we see that both groups have similar major DR patterns. The degree of decrease and increase varies but the implementation of the custody criteria at the pilot institutions did not have a negative impact yielding an increase in major DR's. DeSoto, Lake and Brevard had decreases in major DR's while Broward\* and

\*For an explanation of why Broward C.I. increased in major DR's see notes on Table III-12.

Zephyrhills had increases. The downward trend occurring at the pilot institutions of Lake and DeSoto are important because any change in that trend, upward, would imply that the custody criteria might have contributed to the increase.

#### 3.4.4 REDUCED CUSTODY AND MAJOR DISCIPLINARY REPORTS

In the pilot institutions when the program was initiated in October of 1979, the concern was how the new custody criteria would affect the "risk management" aspect of the operational performance of these institutions. Violation of the Department Rules of Conduct were of major concern because, unlike assaults or escape, rule violations are not as low a base-rate behavior as these two. Rule violations are much more prone to changes in policy. Since implementation of a new system of custody classification is a major policy change, concern over its implementation was natural. When the classification criteria produced a shift on the custody grades its importance became even more obvious. The question was asked, "Is this reduction providing enough control over individuals to remove or prevent them from involvement in major rule violations?" The answer to the question is that the new custody criteria, by reducing the custody assignment, has allowed more opportunity for those inmates who want to abide by the rules, to trade their aberrant behavior for the privileges associated with reduced custody. Those who are unable to abide by the rules continue to be under tighter supervision required by their higher custody grades. Reduced custody plus the continued reduction of major DR's at the major pilot institutions supports the new custody criteria's implementation because the combination of the two positive results adds greater strength to its claim as a means to provide the maximum possible operational efficiency within the concept of "risk management".

#### 3.5 CONFOUNDING VARIABLES

As has been stated, we are in the risk management business. Therefore, the most important factor of escape, assaults and major disciplinary reports have been scrutinized. This was done to determine if the change in the classification process has produced any negative or glaring change in the operational efficiency and safety of the corrections system.

The reduction of close custody grades through the use of objective custody classification criteria in the pilot institutions has had no apparent negative effect upon the operations of those institutions. The system-wide application of the classification criteria should likewise have no negative effects on Departmental operations. Because it has proven to be effective by correctly placing these people in proper custody grades using guidelines that have been uniform and easily identifiable, the classification criteria offers the corrections system a more efficient way to operate without compromising effectiveness.

Each of the previous sections on escape, assaults and Disciplinary Reports states explicitly the findings related to that factor. The findings of no change in each section has ruled out any negative hypothesis concerning the impact of the new custody criteria and whether the reduction in the proportion of close custody inmates associated with the implementation would increase risks within the corrections system. However, some confounding variables were evident during this investigation. Further investigation of these variables could yield a better understanding of the effects of the proposed classification system. The final interpretation of the results of the pilot project should be made in light of these other uncontrolled factors that surely affect the operational outcomes.

### 3.5.1 EXTRANEOUS VARIABLES LIKELY TO AFFECT ESCAPE RATES

In the area of escape, in a four-year analysis of monthly escapes for all institutions (see III-17) a consistent trend was found. For each year during the fiscal years of 1976 through 1980 there have been the same peaks and valleys (cyclical variations month to month). May and June are one set of highs, while July and August are the other, with a valley inbetween.

This suggests that the confounding variable of weather has a greater impact upon the escape rate than any changes introduced from outside the system, such as parole hearings or changes in classification policy.

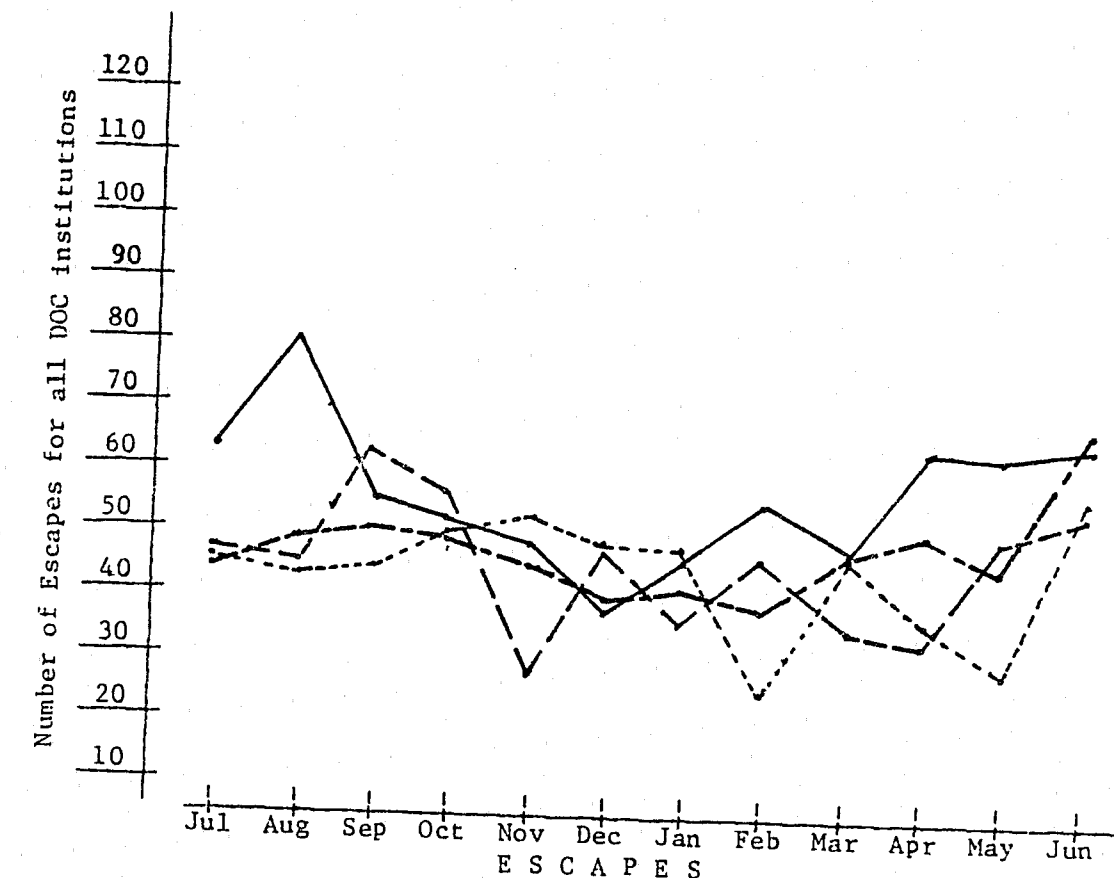
High escape rates during the peak summer months are most likely a function of the system's operational procedures; more people are outside with less security available, therefore, the opportunity and desire for flight are enhanced. Conversely, in the colder months the weather hinders outside work and more inmates are inside under close control and supervision, thus the opportunity is lessened. A second factor related to the colder month is comfort and desire. It is not unreasonable to assume that, since most escapes are not breakouts but walk-aways, the comfort of the corrections facility is more appealing than the uncertainty of the outside world when the climate is unfavorable. Again, the inmate is assessing his options. His personal gain might be less than the discomfort at this time. This does not imply that this variable is strong enough in the Florida climate to predict all escape behavior. There are always those who are going to take any and all risks to gain freedom.

### 3.5.2 EXTRANEOUS VARIABLES INFLUENCING ASSAULT RATES

Assaultive behavior, in general, was found to be less predictive over time because there are no obvious trends that stand out significantly. However, under close examination of monthly data on assault rates, (see Tables III-8, III-9, III-10, there appear to be two distinctive time frames during which more assaults occur, the summer months of June and July and the winter months of January and February.

TABLE III-17

ESCAPE TREND FOR ALL INSTITUTIONS



1976-77 =	pop. 18,316	% - .30	Average monthly
1977-78 =	pop. 19,473	% - .22	" "
1978-79 =	pop. 19,995	% - .43	" "
1979-80 =	pop. 19,509	% - .45	Average monthly



This consistent pattern occurs over six years and suggests that the system is impervious to variables that are introduced from outside the system. Higher assaults for the June-July period suggests, again, that the weather plays an important role. The normally intense heat of June and July could become a very effective agitator in an environment which fosters close contact among potential violent individuals confined within it.

The second heavy assault period during the months of January and February, is most likely the result of several compounding variables. Again the weather seems to play a key role, for it is during this period that the inmates are most likely to be indoors and have the most frequent contact with staff and each other. This long period of close winter contact, which peaks during these two months, offers one possible explanation for the increased assaultive behavior during this time.

Another possible variable related to the January and February increase is "post-holiday depression", creating a frustration that may manifest itself in increased frequency of aggressive acts. Although this hypothesis would be more difficult to test, it is difficult to ignore. Since aggressive/assaultive behavior is not considered rational, a triggering mechanism is sought. Depression could possibly be that mechanism which the staff should be aware of following the months after the Christmas holiday season.

The analysis of assault behavior during the test period (October, 1979 through June of 1980) yielded a totally unexpected result, apparently related to the application of Objective Parole Criteria during the pilot test. Under legislative mandate, the Florida Parole Commission retroactively applied newly established parole guidelines (standard incarceration requirements) to inmates in prison between January and December, 1979.. Each inmate was reviewed under the objective criteria to determine a Presumptive Parole Release Date (PPRD).

As data on assaults was gathered, a dramatic pattern began to emerge in both the test and control facilities; but most evident in the medium custody facilities. For roughly a ten-month period in 1979, there were literally no assaults in certain facilities. This was a distinct departure from the normal rate of two to five or more assaults each month. Beginning in January, 1980, the assault rates returned to the pre-1979 norm.

Apparently, those inmates having the highest expectation for imminent parole release, recognizing the importance of proper institutional behavior, were able to police themselves and virtually eradicate assaultive behavior. Once the PPRDs were established, however, the inmates returned to normal behavior patterns. Some inmates with relatively certain long prison terms (PPRDs in the next decade or next century) may, in fact, be more likely to exhibit assaultive behavior than before the PPRD was established. Consistent with this assessment, assault rates in close

custody facilities were changed very little during this period insofar as inmates with little hope for parole release were not motivated to suppress assaultive behavior. This introduction of the Parole Criteria, at the time of pilot testing of the classification system, made interpretation of the impact of the proposed custody criteria on assaults extremely difficult. It is only through observing the magnitude of change in both pilot and control facilities, that the impact of parole criteria has been at least partially adjusted for.

### 3.5.3 EXTRANEOUS VARIABLES AFFECTING RATES OF RULE VIOLATIONS

In the context of major disciplinary reports (DRs) there are so many confounding variables that to specify only one or two would be misleading. In the analysis of DR's, there were so many differences between and within institutions that no specific patterns could be developed. This implies that there are many extraneous variables that could contribute to or cause drastic changes in test outcomes. Tables III-12 through III-16 demonstrate very effectively the difficulty in understanding DRs and major DRs. In some instances there are very visible trends and patterns and the two variables follow each other very closely on the graph while in other instances there are marked differences.

Escape and assaults are such relatively infrequent behaviors that any testing for impact related to specific systemic changes will likely be inconclusive. Those who escape are likely to do so because they've calculated the benefits and risks for themselves regardless of what the system does. Assaultive behavior, although not generally as premeditated as escaping, takes on the form of a more spontaneous reactionary pattern, thus confounding analysis related to implementation of systemic changes. However, major DRs do not fit in the same mold. There are thousands of DRs issued annually and everyone in the prison system has a greater probability of a rule infraction than not. Many of these result in a disciplinary report; some (major DRs) involve loss of gain time and/or administrative confinement.

Having rules automatically implies rule interpretation and this term leaves the problem in an open-ended state. A rule is never enforced the same way. The institution has its own needs, the staff interprets them to suit their needs, the training officer explains them and so the chain goes on. Then, the inmate has to interpret them to live by. It is only natural, with a population as great and diverse as the inmate population comprised of offenders who have exhibited behavior inconsistent with the rules of society, that conflicts exist. Not all people wish to conform to the standards established by the corrections system. Therefore, the mix of rule interpretation and infirmity variations is as multidimensional and complex as the corrections staff itself. The interface with an equally complex inmate population creates thousands of possibilities for variation in rates of disciplinary actions. The

review of the data on DRs and major DRs (see Tables III-8 through III-10 involves a time series. It becomes apparent through this analysis that there are varying degrees of consistency between the two. In most cases the number of major DRs is proportional to the total number of DRs given. However, there are cases, such as indicated by the data from Broward C.I. and Lake C.I., where a definite shift occurs, reflecting external variables impacting the process. In the context of this report, one can only speculate as to the nature and effect of these variables.

#### SECTION IV

#### RECOMMENDATIONS AND CONCLUSIONS

#### 4.0 SUMMARY OF FINDINGS

From the previous sections of this report, it is possible to draw several conclusions from the pilot test of the proposed classification system:

- The criteria is generally accepted by the field staff as a legitimate basis for assigning custody level;
- There has been a more efficient assignment of custody grades in the pilot facilities with a reduction in close custody in the test facilities. Inmates reviewed under the criteria are not held in medium or close custody for inordinate periods of time and move in a regular fashion toward reduced custody as standard qualifications are attained. This movement toward reduced custody will, upon statewide implementation, facilitate movement of inmates qualified for minimum custody to work release and other minimum custody assignments through computer-based capabilities.
- There has been no adverse affect on rates of escape, assault, or major disciplinary actions. In fact, in the pilot facilities, there has even been some slight reduction in assaults and major disciplinary infractions during the test period. This improvement was not noted in the control facilities during this period.

Analysis of the exceptions made to the criteria indicated that the criteria is considered to be somewhat "liberal"; that is, there were considerably more exceptional actions taken to increase custody then to reduce. To some extent, it is likely that staff will always resort more to exceptions to correct custody assignments that are likely, in their opinion, to result in escape or that do not indicate the proper level of supervision and control that they believe is necessary. On the other hand, exceptional actions to reduce custody may result in negative administrative action when, on professional staff recommendation, standards are overridden and, subsequently, the inmate escapes or otherwise violates the trust. That is, from the perspective of staff, there is more personal risk involved in custody reduction than increases.

It is believed that any modification to the proposed system that; 1) improves the percentage of classification actions within the criteria (or at least does not cause significantly more exceptions to be made) and 2) reduces the proportion of exceptions to increase custody (attempting to equalize the number of exceptions to increase and to decrease) will be a more efficient and effective system.

It is never desirable, however, that over 85% of the decisions will be made without exception...this would imply that classification staff are not reviewing each case or are simply defaulting to the criteria without giving the system or the inmate the benefit of professional judgment and input.

#### 4.1 RECOMMENDED MODIFICATIONS TO THE POINT SCHEME

General suggestions were made for modification of the system by field staff during the pilot project. Other suggested modifications were implied by the analysis of the exceptional actions.

Among the suggested changes were:

- Increase the point values for escapes from minimum custody status (eg., walkways from Community Correctional Centers. This suggestion reflected a problem of scoring offenders who were returned to major institutions after an escape. Having no points added for the escape, the score indicated minimum custody which they had just violated.
- Increase the points for offenders with long sentences who had served less than 20% of their sentence. A substantial number of exceptions involved offenders with sentences of 15 years on serious violent offenses who did not score "close" after only 3 years in the system. Many classification officers and supervisors believe that such inmates with more time yet to serve than has been served, are higher risks than inmates who have invested more time on retiring a sentence.
- Increase the point totals of offenders who have considerable time to serve before their earliest expected release date. Presumptive Parole Release dates for some offenders have been set into the next decade or the next century. While these dates may be moved forward upon review every two years, it is believed that the knowledge of the remote parole release date and the likelihood of long periods of incarceration, may influence inmates who might not have considered escape before. In addition, assaultive behavior may increase as a result of lack of parole incentives for these inmates.

- Award points in cases where the judge have retained jurisdiction for up to 30% of the sentence, thereby making the inmate ineligible for parole. The suggested modification would require points to be awarded if the inmate had served less than 40% of the term under judicial jurisdiction (treat the term as if mandatory minimum).
- Award points for inmates who have served less than 40% of one three-year mandatory minimum sentence (currently this action is taken only for inmates serving two or more consecutive mandatory terms).
- Delete the points awarded for Question #13 on the score sheet related to requirement for a release plan. With the advent of Objective Parole Criteria and Presumptive Parole Release Dates (PPRD's), considering this indicator of pending parole release is not appropriate with regard to classification actions.

In order to examine the impact of implementation of one or more of these recommended changes to the system (either separately or in combination), the staff of the Bureau of Planning, Research and Statistics developed a computer program that allows the user to change the points awarded to each item to determine:

- 1) Whether the proportion of decisions within the criteria is increased;
- 2) If more exceptions are created by the change or if the distribution of the type of exception (to increase custody or to decrease custody) is altered; and
- 3) What the resulting distribution of close, medium and minimum custody will be.

#### 4.2 INVESTIGATION OF THE EFFECTS OF POINT CHANGES

The table on the following page represents a summary of the results of testing various schemes for changing the criteria.

- CASE I: Represents no change and reflects the pilot project results.
- CASE II: Suggests dropping one (1) point from the score of inmates who did not have a release plan under Question #13\* on the reclassification Questionnaire (See Appendix ).
- CASE III: Drop the one (1) point for Question #13 as in Case II and would award two (2) points to the score of an inmate who escaped during the past 6 years (Question #4) either from:
- e) A Major Institution, Road Prison, or Vocational Center/ minimum custody at the time of escape;

4.3 Implementation of Executive Staff Recommendation on Modification to the Point Scheme.

Authorizing changes to improve the systems performance is part of the responsibility of the executive staff. Included in the goals and objectives of the Classification Criteria is design flexibility. Our classification system was developed to be able to identify and respond to changes in the composition of the inmate population relative to risk-related variables and should allow for improved understanding of the classification process. Thus, it has become capable of identifying, assimilating and verifying new criteria elements based upon professional input provided by field and research staff.

The process of identifying any constructs or procedural adjustments that might improve system performance was accomplished in Section 4.1. The executive staff feels that the pilot project was successful and that the classification criteria works.

However, because we were concerned with the variations in the application of the classification criteria (see table II-13) the above modifications were fully investigated. Of major concern was the difference in application of the criteria without exception at Lake Correctional Institution (81.1%) and DeSoto Correctional Institution (65.9%). DeSoto's low rate of criteria usage, it was thought, could reflect the conservative attitude of the entire system or it could reflect the wisdom and experience of DeSoto's classification staff.

If the latter were true then many of the changes proposed in Section 4.1 would have to be imposed.

However, the executive staff felt that the classification criteria worked and that although there are now institutional differences in the rate of application of the criteria these differences are not great enough to make major revisions of the classification point scheme at this time. Five major factors were considered in limiting the number of changes to be made in the point scheme of the classification criteria:

- Lake Correctional Institution with a high of 81.1% classified within the criteria functioned without any serious operational problems.
- The overall number of close custody inmates in the pilot institutions did not effect escape rates, assault rates or major disciplinary violations in a negative manner.
- Desoto Correctional Institution's individual situation of being more reserved in their custody classification could be temporary due to the type of offender admitted during a particular time period.
- The feeling that time was essential to make the various staff personalities feel comfortable.

- The understanding that all of the classification staff did not fully understand the classification criteria system and that further training for classification purposes could reduce some of the conservative biases generated when any change is implemented.

These factors encompass many areas of our previous evaluation (see Section 3). Currently we estimate that between 80 and 85 percent of those classified should always be graded within the criteria. There will always be exceptions to these figures but the percent of those classified within the criteria should remain stable. Too many changes will not, at this time, allow the necessary development to take place that only experience can effectively control. However, it was felt that some changes were needed to manage some problems seen by the staff to be necessary.

Section 4.1 lists the six major areas that were considered for modification by the executive staff. The following represents the major changes that are a result of their reviews:

- Increase in the point values for those minimum custody inmates who had escaped from a minimum facility or escaped while on minimum custody at a major institution.
- On the initial classification form this would involve adding two (2) points for the first six months.
- After six months only one (1) point would be added to the reclassification form for a period of no longer than five (5) years.

These measures would, in most cases, solve the problem of having no penalty for those who had escaped. Raising the custody grade for those who come into the system with a prior escape history would allow close observation and supervision to take place.

- Increase in the range of those offenders with long sentences who had served less than 20% of their sentences.
- Included in Question #8 are those who have served less than 20% of a definite sentence of twenty-five (25) years.

This responded to classification officers and supervisors' belief that inmates with more time yet to serve are higher risks than those inmates who have invested more time on retiring a sentence.

- Increase in the types of offenders who have served less than 40% of the minimum requirement.

- Included in Question #11 are those sentenced consecutively to more than one three-year-minimum mandatory whose sentence total does not exceed fifteen (15) years.
- The second group included are those composite mandatory sentences exceeding fifteen (15) years but less than twenty-five (25) years.

This change was designed to respond to the concern that other inmates, serving long sentences in conjunction with only one minimum-mandatory requirement would also require closer observation for a greater period of time.

- Question #13 and the points awarded for it were deleted.
  - Based on a judgement that the advent of the Objective Parole Criteria and Presumptive Parole Release Dates (PPRD's) it would not be necessary to anticipate the inmates release by the indicator in Question #14.
  - This question had been recorded as being removed earlier.

The above are major changes that have been implemented on the classification point scheme. Other clarification changes on particular questions were also implemented. The section following is the revised classification point scheme as it will be used by the Florida Department of Corrections Classification Officers and personnel.

Some consideration should be given, when considering adoption of point changes, to the data presented in Table II-13. This data indicates that much of the departure to increase custody is attributed to the actions and policies of DeSoto CI (since most of these actions were contributed by that institution). Recognizing that much of the outcome of the pilot project reflects the action of the largest facility to a greater extent than others, the decision to modify the point scheme by Test Case VIII criteria is, in essence, an acceptance of the relatively conservative philosophy of DeSoto staff for Department-wide implementation.

This is of some concern, in that Lake CI was able to function within the existing pilot tested criteria in over 80% of the cases reviewed. To adopt the higher point values suggested in Test Case VIII simply transfer some of DeSoto's work to justify exceptions to increase to an increase in administrative effort at Lake CI to justify increased reductions.

On the other hand, since there is more "risk" associated with exceptions to reduce custody, institutions like Lake may chose simply to take the easier, less risky course of staying within the criteria and leaving borderline inmates in higher-than-necessary custody grades.

Test Case I, no change, was highest for those scored within the guidelines of the criteria, 70.8%, but had the fourth highest rate of increases in custody by exception, 20.8%. However, it is felt at this time that by allowing for time to take its course, two important factors will come into play; a better and more proficient understanding and trust of the new classification criteria. These two elements will within a reasonably short time reduce the increase in custody to exception and the percentage those scored within the guidelines will increase proportionately.

The advantage we have right now of using the "no change" (original criteria) is that it has been successfully tested and has met or exceeded the guidelines established prior to implementation. Before implementing any changes, questions should always be asked. Will the change be significant enough to warrant the costs of the change and has the original plan been implemented long enough to get a true distribution. This is especially true in the corrections area where one change effects so many people at such a high cost and where implementation and acceptance are difficult because of the nature of the system where programs have been in effect for long lengths of time.

DESCRIPTION OF FINAL CRITERIA  
TO BE USED FOR STATEWIDE CUSTODY RECLASSIFICATION

POINT SCHEME

The proposed scoring scheme developed for use by the Department of Corrections is as follows:

CLASSIFICATION SCORE		CUSTODY GRADE
0-4	=	MINIMUM
5-7	=	MEDIUM
8 +	=	CLOSE

Questionnaire Items

- The inmate has been diagnosed by professional staff as:
  - Actively psychotic (not in a state of remission).....10
  - Psychotic, but in a state of remission..... 0
- The inmate is under sentence of death.....10
- The inmate has received a life sentence with one or more 25-year mandatory requirements or has received any mandatory term exceeding 25 years and he/she has served less than 40% of the total mandatory requirement.....10
- The inmate escaped or was involved in an escape attempt during the last five years
  - From a major institution, road prison or vocational center/close custody at the time of escape.....10
  - From close custody non-DC facility (i.e., jail).....10
  - From a major institution, road prison or vocational center/medium custody..... 3
  - From another DC or non-DC facility/medium custody at the time of escape..... 3
  - From a major institution, road prison or vocational center/minimum custody at the time of escape..... 1
  - From a CCC..... 1
  - From another DC or non-DC facility/minimum custody at the time of escape..... 1

5. The inmate escaped or was involved in an escape attempt during the last five years with a modus operandi that involved:

- a) Violence against DC staff.....10
- b) Taking a hostage of DC staff.....10
- c) Weapons.....10
- d) Violence against a private citizen.....10
- e) Taking as hostage a private citizen.....10
- f) An organized plan.....10
- g) Assistance by DC staff.....10
- h) Assistance by a private citizen (accomplice).....10

6. The inmate's primary offense of his/her current commitment is: (Check only one)

- a) Murder, 1st degree..... 1
- b) Murder, 2nd degree..... 1
- c) Manslaughter..... 1
- d) Arson..... 1
- e) Sexual Battery/Forcible Rape..... 1
- f) Robbery..... 1
- g) Aggravated Battery..... 1
- h) Aggravated Assault..... 1
- i) Armed Burglary..... 1
- j) Child Molesting..... 1
- k) Escape..... 1
- l) Riot..... 1
- m) Strike in Correctional Institution..... 1
- n) Kidnapping..... 1
- o) Mayhem..... 1
- p) Terrorist/Bombing Acts..... 1
- q) Possession Weapon in Prison..... 1
- r) Assault w/Intent to Kill..... 1
- s) Shooting into a Building..... 1
- t) Cruelty to Children..... 1
- u) Possession of Explosives..... 1
- v) Resisting an Officer..... 1
- w) Murder, 3rd Degree..... 1
- x) Other Violent Offenses..... 1
- aa) Unarmed Burglary..... 0
- bb) Larceny..... 0
- cc) Auto Theft..... 0
- dd) Forgery..... 1
- ee) Narcotics..... 0
- ff) Incest..... 0
- gg) Breaking and Entering..... 0
- hh) Possession of a Concealed Weapon..... 0
- ii) Manslaughter, Auto..... 0
- jj) Other Non-Violent Crimes..... 0

7. The inmate is under total length of sentence of:

- a) Life.....2
- b) 51 Years to Life.....2
- c) 21 - 50 Years.....2
- d) 11 - 20 Years.....1
- e) 7 - 10 Years.....1
- f) 6 Years.....1
- g) 5 Years.....0
- h) 4 Years.....0
- i) 3 Years.....0
- j) 2 Years.....0
- k) 1 Year.....0

8. The inmate has served less than 20% of a definite sentence of 25 years or less OR less than 5 years of a life sentence or sentence greater than 25 years.....1

9. His/her current offense involved intentional violence resulting in: (Check only one)

- a) Death of a criminal justice agent.....1
- b) Death of a private citizen.....1
- c) Personal injury of a criminal justice agent.....1
- d) Personal injury of a private citizen.....1
- e) Threat to a person.....0
- f) Property damage.....0

10. The inmate has a verified history involving intentional violence that resulted in: (Check only one)

- a) Death of a criminal justice official.....1
- b) Death of a private citizen.....1
- c) Personal injury of a criminal justice official.....1
- d) Personal injury of a private citizen.....1
- e) Threat to a person.....0
- f) Property damage.....0

11. a) The inmate has been sentenced consecutively to more than one three-year mandatory minimum sentence and the total does not exceed 15 years, and he/she has served less than 40% of the minimum requirement.....1

b) The total composite mandatory sentence exceeds 15 years, but is less than 25 years and the inmate has served less than 40% of the minimum requirement.....1



12. It has been determined that the inmate currently has a need for one or more of the following programs:

MARK A if needed and available  
MARK B if needed but not available  
MARK C if participating  
MARK D if not participating

- a) Psychiatric Counseling
- b) Psychological Counseling
- c) Drug Counseling
- d) AA Counseling
- e) Academic Program
- f) Vocational Training
- g) Other \_\_\_\_\_ (Explain)
- h) Other \_\_\_\_\_ (Explain)

If any item is checked in both Column A and D, the score for Item 12 is..... 1 point.

13. The inmate is more than 2 years from his earliest expected release date on a sentence of more than 5 years.....1

or

The inmate is more than 6 months from his earliest expected release date on a sentence of less than or equal to 5 years.....1

14. Based upon his/her performance/evaluations during his/her current commitment, the inmate has one of the following behavior characteristics. If the inmate's behavior is observed, place a mark in Column (A); if professionally diagnosed, mark Column (B). Check only the most serious problem for a) through i).

- a) Homicidal (if suspected, secure professional diagnosis).....4
- b) Sadistic (if suspected, secure professional diagnosis).....4
- c) Unable to handle stress.....2
- d) Suicidal Act (if confirmed by professional diagnosis; not as standard protection exception and mark close).....4
- e) Subject to hallucination.....2
- f) Paranoid (if suspected, secure professional diagnosis).....2
- g) Abusive.....2
- h) Aggressive.....2
- i) Deals in contraband.....2
- j) Uses alcohol or drugs.....0
- k) Non-conformist.....0
- l) Threatening.....0
- m) Masochistic (if suspected, secure professional diagnosis).....0
- n) Retarded (if suspected, secure professional diagnosis).....0
- o) Manipulative.....0
- p) Argumentative.....0
- q) Pliable.....0

- r) Lacks initiative.....0
- s) Low tolerance for frustration.....0
- t) Exhibits hostility with respect to authority.....0
- u) Fails to accept responsibility for his own actions.....0

15. Institutional adjustment during the last six months has been continually less than satisfactory as evidenced by: (Check one only)

- a) Has gained disciplinary confinement or loss of gain time during last period of incarceration including jail confinement...2
- b) Demonstrated lack of cooperation with institutional staff.....2
- c) Demonstrated maladjustment or unadaptability to institutional routine/supervision.....2

16. Has had an unsatisfactory work rating during last six months.....2

17. The inmate has made use of one of the following skills in jail or in the prison environment in an escape, escape attempt or assault within the last five years:

- a) Firearms.....4
- b) Explosives.....4
- c) Incendiaries.....4
- d) Martial arts.....4
- e) Locksmith.....4
- f) Electronics.....4
- g) Weapons other than firearms.....4
- h) Other \_\_\_\_\_ 4



APPENDIX A

Appendix A contains Inmate Population Classified Within Proposed Custody Criteria, Close, Medium and Minimum; Profile of Inmates who had Custody Grades Increased by Exception; Profile of Inmates who had Custody Grades Decreased by Exception and Escapee Inmates Profile.

INMATE POPULATION CLASSIFIED  
WITHIN PROPOSED CUSTODY CRITERIA

CLOSE CUSTODY INMATE PROFILE - 366 CASES

• ESCAPE HISTORY IN THE LAST FIVE YEARS:

78.4% (287) had no prior escapes  
9.3% ( 34) had prior escape from close custody  
9.3% ( 34) had escaped from medium custody  
3.0% ( 11) had escaped from minimum custody

<u>OFFENSE DISTRIBUTION</u>	<u>#</u>	<u>% OF TOTAL</u>	<u>CUMULATIVE PERCENT</u>
MURDER 1	36	9.9	9.9
MURDER 2	40	10.9	20.8
MANSLAUGHTER	2	.5	21.3
ARSON	2	.5	21.8
SEXUAL BATTERY	41	11.2	33.0
ROBBERY/ARMED & UNARMED	121	33.1	66.1
AGGRAVATED ASSAULT	10	2.7	68.8
AGGRAVATED BATTERY	14	3.8	72.6
ARMED BURGLARY	15	4.1	76.7
ESCAPE	35	9.6	86.3
KIDNAPPING	3	.8	87.1
ASSAULT W/INTENT TO KILL	2	.5	87.6
SHOOTING INTO BUILDING	2	.5	88.1
RESISTING AN OFFICER	8	2.2	90.3
MURDER 3	2	.5	90.8
OTHER VIOLENT	1	.3	91.1
UNARMED BURGLARY	17	4.7	95.8
LARCENY	1	.3	96.1
FORGERY	2	.5	96.6
NARCOTICS VIOLATION	4	1.1	97.7
BREAKING & ENTERING (OLD CODE)	1	.3	98.0
CONCEALED WEAPON	1	.3	98.3
OTHER NON-VIOLENT	6	1.7	100.0

91% of the inmates in close custody are serving sentences for violent offenses.

<u>LENGTH OF SENTENCE DISTRIBUTION</u>	<u>#</u>	<u>% OF TOTAL</u>	<u>CUMULATIVE PERCENT</u>
LIFE OR DEATH	54	14.8	14.8
51 +	10	2.7	17.5
21 - 50 Years	40	10.9	28.4
11 - 20 Years	100	27.3	55.7
7 - 10 Years	78	21.3	77.0
6 Years	10	2.7	79.7
5 Years	29	7.9	87.6
4 Years	12	3.3	90.9
3 Years	20	5.5	96.5
2 Years	8	2.2	98.6
1 Year	5	1.4	100.0

A-2

CLOSE CUSTODY INMATE PROFILE CONTINUED:

Three-fourths (77.0%) have sentences of seven years or longer

Over half (54.4%) of the close custody inmates in this sample are serving sentences of longer than 10 years for Murder (1st/2nd Degree), Sexual Battery or Armed Robbery

• TIME SERVED ON SENTENCE:

65.0% (238) had served less than 20% of sentence  
35.0% (128) had served more than 20% of sentence

• TIME REMAINING ON CURRENT SENTENCE

68.8% (252) have more than 2 years to release on sentence greater than 5 years  
17.5% ( 64) have more than 6 months remaining on sentence less than 5 years  
13.7% ( 50) are within the above time frames

Over half (55.5%) had served less than 20% of their sentence and were more than 2 years away from earliest release on a sentence of greater than 5 years.

• INSTITUTIONAL ADJUSTMENT

58.2% (213) have major disciplinary report within past 6 months  
1.4% ( 5) have unsatisfactory work ratings within past 6 months  
4.9% ( 18) have exhibited maladjustment  
35.5% (130) have satisfactory adjustment

MEDIUM CUSTODY INMATE PROFILE - 340 CASES

• ESCAPE HISTORY IN THE LAST FIVE YEARS:

92.4% (314) had no prior escapes  
 none had escaped from close custody  
 3.5% ( 12) had escaped from medium custody  
 4.1% ( 14) had escaped from minimum custody

• OFFENSE DISTRIBUTION	#	% OF TOTAL	CUMULATIVE PERCENT
MURDER 1	2	.6	.6
MURDER 2	25	7.3	7.9
MANSLAUGHTER	10	2.9	10.8
SEXUAL BATTERY	43	12.7	23.5
ROBBERY (ARMED & UNARMED)	95	27.9	51.4
AGGRAVATED BATTERY	13	3.8	55.2
AGGRAVATED ASSAULT	14	4.1	59.3
ARMED BURGLARY	17	5.0	64.3
CHILD MOLESTING	1	.3	64.6
ESCAPE	13	3.8	68.4
STRIKE IN INSTITUTION	1	.3	68.7
KIDNAPPING	1	.3	69.0
ASSAULT W/INTENT TO KILL	3	.9	69.9
SHOOTING INTO BUILDING	1	.3	70.2
RESISTING AN OFFICER	7	2.0	72.2
MURDER 3	1	.3	72.5
OTHER VIOLENT	5	1.5	74.0
UNARMED BURGLARY	40	11.8	85.8
LARCENY	13	3.8	89.6
AUTO THEFT	3	.9	90.5
FORGERY	4	1.2	91.7
NARCOTICS	16	4.7	96.4
BREAKING & ENTER (OLD CODE)	4	1.2	97.6
CONCEALED WEAPON	2	.6	98.2
OTHER NON-VIOLENT	6	1.8	100.0

74% of the inmates classified as Medium Custody are serving sentences for violent offenses.

• LENGTH OF SENTENCE DISTRIBUTION	#	% OF TOTAL	CUMULATIVE PERCENT
LIFE OR DEATH	18	5.3	5.3
51 +	3	.9	6.2
21 - 50 Years	27	7.9	14.1
11 - 20 Years	88	25.9	40.0
7 - 10 Years	73	21.5	61.5
6 Years	7	2.0	63.5
5 Years	52	15.3	78.8
4 Years	10	2.9	81.7
3 Years	39	11.5	93.2
2 Years	19	5.6	98.8
1 Year	4	1.2	100.0

MEDIUM CUSTODY INMATE PROFILE CONTINUED

Over three-fifths (61.5%) have sentences of seven years or longer.

About two-fifths (42.4%) of the medium custody inmates in this sample are serving sentences of longer than ten years for Murder (1st/2nd degree), Sexual Battery or Armed Robbery.

• TIME SERVED ON SENTENCE:

43.2% (147) had served less than 20% of sentence  
 56.8% (193) had served more than 20% of sentence

• TIME REMAINING ON CURRENT SENTENCE

45.0% (153) have more than 2 years to release on sentence greater than 5 years  
 28.5% ( 97) have more than 6 months remaining on sentence less than 5 years  
 26.5% ( 90) are within the above time frame

Over one-fourth (29.7%) had served less than 20% of their sentence and were more than 2 years away from earliest release on a sentence of greater than 5 years.

• INSTITUTIONAL ADJUSTMENT

32.1% (109) have major disciplinary report within past 6 months  
 .9% ( 3) have unsatisfactory work ratings within past 6 months  
 5.0% ( 17) have exhibited maladjustment  
 62.0% (211) have satisfactory adjustment

MINIMUM CUSTODY INMATE PROFILE - 461 CASES

• ESCAPE HISTORY IN THE LAST FIVE YEARS:

97.0% (447) had no prior escapes  
None had escaped from Close Custody  
.2% ( 1) had a prior escape from Medium Custody  
2.8% ( 13) had a prior escape from Minimum Custody

OFFENSE DISTRIBUTION	#	% OF TOTAL	CUMULATIVE PERCENT
MURDER 1	3	.7	.7
MURDER 2	11	2.4	3.1
MANSLAUGHTER	7	1.5	4.6
ARSON	2	.4	5.0
SEXUAL BATTERY	16	3.5	8.5
ROBBERY/ARMED & UNARMED	78	16.9	25.4
AGGRAVATED BATTERY	15	3.2	28.6
AGGRAVATED ASSAULT	19	4.1	32.7
ARMED BURGLARY	10	2.2	34.9
CHILD MOLESTING	4	.8	35.7
ESCAPE	8	1.7	37.4
KIDNAPPING	3	.7	38.1
ASSAULT W/INTENT TO KILL	1	.2	38.3
SHOOTING INTO BUILDING	1	.2	38.5
RESISTING AN OFFICER	6	1.3	39.8
OTHER VIOLENT	8	1.7	41.5
UNARMED BURGLARY	105	22.8	64.3
LARCENY	23	5.0	69.3
AUTO THEFT	10	2.2	71.5
FORGERY	30	6.5	78.0
NARCOTICS VIOLATION	46	10.0	88.0
INCEST	1	.2	88.2
BREAKING & ENTERING (OLD CODE)	16	3.5	91.7
CONCEALED WEAPON	3	.7	92.4
MANSLAUGHTER - AUTO	1	.2	92.6
OTHER NON-VIOLENT	34	7.4	100.0

4.5% of the inmates in Minimum Custody are serving sentences for violent offenses.

• LENGTH OF DISTRIBUTION

LIFE OR DEATH	8	1.7	1.7
51+ Years	1	.2	1.9
21 - 50 Years	13	2.8	4.7
11 - 20 Years	62	13.5	18.2
7 - 10 Years	82	17.8	36.0
6 Years	11	2.4	38.4
5 Years	107	23.2	61.6
4 Years	31	6.7	68.3
3 Years	88	19.1	87.4
2 Years	52	11.3	98.7
1 Year	6	1.3	100.0

MINIMUM CUSTODY INMATE PROFILE CONTINUED

Over three-fifths (64.0%) have sentences of six years or less

• TIME SERVED ON SENTENCE:

15.8% ( 73) had served less than 20% of sentence  
84.2% (388) had served more than 20% of sentence

• TIME REMAINING ON CURRENT SENTENCE

12.6% ( 58) have more than 2 years to release on sentence greater than 5 years  
47.1% (217) have more than 6 months remaining on sentence less than 5 years  
40.3% (186) are within the above time frames

Only 2.4% had served less than 20% of their sentence and were more than 2 years away from earliest release on a sentence of greater than 5 years.

• INSTITUTIONAL ADJUSTMENT

7.6% ( 35) have major disciplinary report within past 6 months  
None have unsatisfactory work ratings within past 6 months  
1.5% ( 7) have exhibited maladjustment  
90.9% (419) have satisfactory adjustment

PROFILE OF INMATES WHO HAD CUSTODY GRADES INCREASED BY EXCEPTION - 343 CASES

• ESCAPE HISTORY IN THE LAST FIVE YEARS:

88.6% (304) had no prior escapes during this time period  
 NONE had escaped from close custody  
 2.0% ( 7) had escapes from medium custody  
 9.4% ( 32) had escaped from minimum custody

• OFFENSE DISTRIBUTION	#	% OF TOTAL	CUMULATIVE PERCENT
MURDER 1	5	1.5	1.5
MURDER 2	19	5.5	7.0
MANSLAUGHTER	8	2.3	9.3
ARSON	2	.6	9.9
SEXUAL BATTERY	25	7.3	17.2
ROBBERY	93	27.0	44.2
AGGRAVATED BATTERY	4	1.2	45.4
AGGRAVATED ASSAULT	4	1.2	46.6
ARMED BURGLARY	14	4.1	50.7
CHILD MOLESTING	1	.3	51.0
ESCAPE	14	4.1	55.1
KIDNAPPING	3	.9	56.0
WEAPONS IN PRISON	1	.3	56.3
ASSAULT TO KILL	3	.9	57.2
SHOOTING INTO A BUILDING	1	.3	57.5
CRUELTY TO CHILD	1	.3	57.8
RESISTING AN OFFICER	1	.3	58.1
OTHER VIOLENT	3	.9	59.0
UNARMED BURGLARY	80	23.2	82.2
LARCENCY	22	6.4	88.6
AUTO THEFT	8	2.3	90.9
FORGERY	8	2.3	93.2
NARCOTICS VIOLATION	5	1.5	94.7
INCEST	1	.3	95.0
BREAKING & ENTERING (OLD CODE)	5	1.5	96.5
CONCEALED WEAPON	1	.3	96.8
OTHER NON-VIOLENT	11	3.2	100.0

59% are serving sentences for serious/violent offenses

• LENGTH OF SENTENCE DISTRIBUTION

LIFE OR DEATH	15	4.4	4.4
51+ Years	1	.3	4.7
21 - 50 Years	18	5.2	9.9
11 - 20 Years	88	25.7	35.6
7 - 10 Years	70	20.4	56.0
6 Years	11	3.2	59.2
5 Years	60	17.5	76.7
4 Years	19	5.5	82.2
3 Years	36	10.6	92.8
2 Years	19	5.5	98.3
1 Year	6	1.7	100.0

INCREASED BY EXCEPTION (CONT)

Over half (56.0%) have sentences of seven years or longer

• TIME SERVED ON SENTENCE:

49.0% (168) had served less than 20% of sentence  
 51.0% (175) had served more than 20% of sentence

• TIME REMAINING ON CURRENT SENTENCE

48.7% (167) have more than 2 years to release on sentence greater than 5 years  
 30.3% (104) have more than 6 months remaining on sentence less than 5 years  
 21.0 ( 72) are within the above time frames

Over one-third (35.9%) had served less than 20% of their sentence and were more than 2 years away from earliest release on a sentence of greater than 5 years.

• INSTITUTIONAL ADJUSTMENT

18.9% ( 65) have major disciplinary report within past 6 months  
 1.5% ( 5) have unsatisfactory work ratings within past 6 months  
 1.8% ( 6) have exhibited maladjustment  
 77.8% (267) have satisfactory adjustment

• ESCAPE HISTORY IN THE LAST FIVE YEARS:

89.1% (123) had no prior escapes during this time period  
 8.0% ( 11) had escaped from close custody  
 2.2% ( 3) had escaped from medium custody  
 .7% ( 1) had escaped from minimum custody

OFFENSE DISTRIBUTION	#	% OF TOTAL	CUMULATIVE PERCENT
MURDER 1	6	4.4	4.4
MURDER 2	21	15.2	19.6
MANSLAUGHTER	6	4.4	24.0
ARSON	1	.7	24.7
SEXUAL BATTERY	10	7.3	32.0
ROBBERY	30	21.8	53.8
AGGRAVATED BATTERY	5	3.6	57.4
AGGRAVATED ASSAULT	5	3.6	61.0
ARMED BURGLARY	4	2.9	63.9
CHILD MOSESTING	0		
ESCAPE	9	6.5	70.4
KIDNAPPING	1	.7	71.1
WEAPONS IN PRISON	0		
ASSAULT TO KILL	3	2.2	73.3
SHOOTING INTO A BUILDING	0		
CRUELTY TO CHILD	0		
RESISTING AN OFFICER	4	2.9	76.2
OTHER VIOLENT	5	3.6	79.8
UNARMED BURGLARY	14	10.1	89.9
LARCENY	5	3.6	93.5
AUTO THEFT	1	.7	94.2
FORGERY	1	.7	94.9
NARCOTICS VIOLATION	3	2.2	97.1
INCEST	0		
BREAKING & ENTERING (OLD CODE)	1	.7	97.8
CONCEALED WEAPON	0		
OTHER NON-VIOLENT	3	2.2	100.0

79.8% are serving sentences for serious/violent offenses

• LENGTH OF DISTRIBUTION

LIFE OR DEATH	17	12.3	12.3
51+ Years	2	1.4	13.7
21 - 50 Years	16	11.6	25.3
11 - 20 Years	31	22.5	47.8
7 - 10 Years	20	14.5	62.3
6 Years	6	4.4	66.7
5 Years	14	10.1	76.8
4 Years	12	8.7	85.5
3 Years	11	8.0	93.5
2 Years	8	5.8	99.3
1 Year	1	.7	100.0

Over two-thirds (62.3%) have sentences of seven years or longer

• TIME SERVED ON SENTENCE:

33.3% ( 46) had served less than 20% of sentence  
 66.7% ( 92) had served more than 20% of sentence

• TIME REMAINING ON CURRENT SENTENCE

42.0% ( 58) have more than 2 years to release on sentence greater than 5 years  
 26.1% ( 36) have more than 6 months remaining on sentence less than 5 years  
 31.9% ( 44) are within the above time frames

Over one fourth (28.2%) had served less than 20% of their sentence and were more than 2 years away from earliest release on a sentence of greater than 5 years.

• INSTITUTIONAL ADJUSTMENT

37.0% ( 51) have major disciplinary report within past 6 months  
 2.2% ( 3) have unsatisfactory work ratings within past 6 months  
 3.6% ( 5) have exhibited maladjustment  
 57.2 ( 79) have satisfactory adjustment

ESCAPEE INMATE PROFILE - 161 CASES

• ESCAPE HISTORY IN THE LAST FIVE YEARS:

88.8% (143) had no prior escapes  
4.3% ( 7) had escaped from close custody  
2.5% ( 4) had a prior escape from medium custody  
4.3% ( 7) had a prior escape from minimum custody

• OFFENSE DISTRIBUTION

	#	% OF TOTAL	CUMULATIVE PERCENT
MURDER 1	4	2.5	2.5
MURDER 2	4	2.5	5.0
MANSLAUGHTER	2	1.3	6.3
ARSON	k	.6	6.9
SEXUAL BATTERY	4	2.5	9.4
ROBBERY/ARMED & UNARMED	20	12.4	21.8
AGGRAVATED BATTERY	4	2.5	24.3
AGGRAVATED ASSAULT	6	3.7	28.0
ARMED BURGLARY	7	4.3	32.3
CHILD MOLESTING	0		
ESCAPE	6	3.7	36.0
KIDNAPPING	2	1.3	37.3
ASSAULT W/INTENT TO KILL	0		
SHOOTING INTO BUILDING	1	.6	37.9
RESISTING AN OFFICER	2	1.3	39.2
OTHER VIOLENT	4	2.5	41.7
UNARMED BURGLARY	42	26.1	67.8
LARCENY	16	9.9	77.7
AUTO THEFT	6	3.7	81.4
FORGERY	5	3.1	84.5
NARCOTICS VIOLATION	6	3.7	88.2
INCEST	0		
BREAKING & ENTERING (OLD CODE)	1	.6	88.8
CONCEALED WEAPON	3	1.9	90.7
OTHER NON-VIOLENT	15	9.3	100.0

41.7% are serving sentences for serious/violent offenses

• LENGTH OF  
DISTRIBUTION

LIFE OR DEATH	7	4.3	4.3
51+ Years	5	3.1	7.4
21 - 50 Years	7	4.3	11.7
11 - 20 Years	19	11.8	23.5
7 - 10 Years	19	11.8	35.3
6 Years	5	3.1	38.4
5 Years	37	23.0	61.4
4 Years	14	8.7	70.1
3 Years	28	17.4	87.5
2 Years	13	8.1	95.6
1 Year	7	4.3	99.9

ESCAPEE INMATE PROFILE CONTINUED

Two-thirds (64.6%) have sentences of six years or less

• TIME SERVED ON SENTENCE:

44.7% ( 72) had served less than 20% of sentence  
55.5% ( 89) had served more than 20% of sentence

• TIME REMAINING ON CURRENT SENTENCE

28.0% ( 45) have more than 2 years to release on sentence greater than 5 years  
49.7% ( 80) have more than 6 months remaining on sentence less than 5 years  
22.3% ( 36) are within the above time frames

Only 26.1% had served less than 20% of their sentence and were more than 2 years away from earliest release on a sentence of greater than 5 years.

• INSTITUTIONAL ADJUSTMENT

17.4% ( 28) have major disciplinary report within past 6 months  
1.2% ( 2) have unsatisfactory work ratings within past 6 months  
4.4% ( 7) have exhibited maladjustment  
77.0% (124) have satisfactory adjustment

APPENDIX B

Appendix B contains a comparison of both the pilot and control institutions with regard to inmate population filled staff positions, assaults on staff by inmates, assaults on inmates by inmates by type, number of Disciplinary Reports and number of major Disciplinary Reports resulting in loss of gain and etc. over a five year period.



APPENDIX B-1

LAKE  
CORRECTIONAL INSTITUTION

YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ASSAULTS ON INMATES				TOTAL	DRs	MAJ
		INMATE	STAFF		ARMED	UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	INMATE ON INMATE			
76	SEPT	440	134	0		Early reporting procedures			0	29	26
	OCT	438	132	0		did not include this			0	39	35
	NOV	436	136	0		information			0	28	17
	DEC	435	134	0		breakdown.			0	37	33
77	JAN	446	133	0					0	51	45
	FEB	447	137	0					0	16	13
	MAR	451	135	0				0	1	56	44
	APR	438	132	0				4	4	32	28
	MAY	438	132	0				5	5	25	20
	JUN	427	135	1				4	5	22	13
	JUL	427	135	0				2	2	22	17
	AUG	420	134	0				2	2	33	14
	SEP	404	136	0				4	4	27	24
	OCT	401	134	0				0	0	34	19
	NOV	431	134	0				2	2	34	25
	DEC	435	134	0				6	6	37	33
78	JAN	431	135	0				4	4	46	34
	FEB	431	138	0				3	3	32	24
	MAR	437	137	0				0	0	39	33
	APR	429	135	0				0	0	50	41
	MAY	433	134	0				2	2	52	38
	JUN	442	136	0				0	0	42	35

LAKE  
CORRECTIONAL INSTITUTION

APPENDIX B-1a

CORRECTIONAL INSTITUTION					ASSAULT ON INMATES						
YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ARMED	UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	SEXUAL ASSAULT	TOTAL	DRs	MAJ
		INMATE	STAFF								
78	JUL	424	135	0	0	0	0	2	2	61	54
	AUG	424	135	0	0	0	0	1	1	44	41
	SEP	441	135	0	0	0	1	0	1	65	62
	OCT	438	134	0	1	2	0	0	3	53	38
	NOV	442	134	0	0	0	0	0	0	47	34
	DEC	441	134	0	0	0	0	0	0	39	33
79	JAN	450	135	0	2	0	0	0	2	75	68
	FEB	434	134	0	0	0	0	0	0	45	32
	MAR	427	134	0	0	1	0	0	1	27	23
	APR	439	135	0	0	0	0	0	0	44	37
	MAY	436	133	0	0	0	0	0	0	52	44
	JUN	415	125	0	0	0	0	0	0	39	27
	JUL	433	136	0	0	0	0	0	0	38	36
	AUG	423	136	0	0	0	0	0	0	39	21
	SEP	411	136	0	0	0	0	0	0	27	23
	OCT	397	139	0	0	0	0	0	0	47	42
	NOV	391	135	0	0	0	0	0	0	20	11
	DEC	380	135	0	0	0	0	0	0	23	20
80	JAN	393	135	0	3	1	0	0	4	35	28
	FEB	387	136	0	2	0	0	0	2	55	28
	MAR	387	133	0	1	1	0	0	2	49	30
	APR	414	137	1	0	0	0	0	1	59	33
	MAY	434	135	0	0	0	0	0	0	60	35
	JUN	429	137	0	2	1	0	0	3	68	52
	JUL	394	133	0	0	1	0	0	1	42	23
	AUG	394	144	0	0	1	0	0	1	40	30
	SEP	394	145	0	1	0	0	0	1	62	41
	OCT	423	145	0	1	0	0	0	1	50	32
	NOV	432	147	0	0	0	0	0	0	34	22
	DEC	425	146	0	0	0	0	0	0	11	7

YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ASSAULTS ON INMATES					TOTAL	DR3	MAJ
		INMATE	STAFF		ARMED	UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	INMATE ON	INMATE			
76	OCT	0	0	0	0	0	0	0	0	0	0	0
	NOV	0	0	0	0	0	0	0	0	0	0	0
	DEC	0	0	0	0	0	0	0	0	0	0	0
77	JAN	0	0	0	0	0	0	0	0	0	0	0
	FEB								0	0	0	
	MAR	0		Early reporting procedures did not include this information breakdown.					0	0	0	
	APR	0							0	0	0	
	MAY	0							0	0	0	
	JUN	0							0	0	0	
	JUL	0							0	0	0	
	AUG	35	79	0				0	0	0	0	
	SEP	114	115	0				0	0	3	3	
	OCT	148	121	0				0	0	31	16	
	NOV	161	136	1				2	3	65	26	
	DEC	168	125	7				2	9	100	66	
78	JAN	174	133	0				1	1	43	28	
	FEB	178	134	0				0	0	48	25	
	MAR	183	142	2				0	2	27	5	
	APR	186	141	0				0	0	71	17	
	MAY	188	139	1				3	4	74	61	
	JUN	189	142	0				1	1	55	20	

YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ASSAULT ON INMATES					TOTAL	DR3	MAJ
		INMATE	STAFF		ARMED	UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	SEXUAL ASSAULT	INMATE			
78	JUL	198	139	0	0	0	0	3	3	42	11	
	AUG	207	139	0	0	0	0	4	4	51	31	
	SEP	205	142	0	4	0	0	0	4	66	35	
	OCT	212	140	0	0	0	0	0	0	45	19	
	NOV	209	135	0	1	2	0	0	3	45	19	
	DEC	221	134	0	0	0	2	0	2	44	28	
79	JAN	238	136	1	0	0	1	0	2	24	16	
	FEB	268	142	0	2	1	0	0	3	24	18	
	MAR	281	139	0	0	0	2	0	2	58	17	
	APR	283	141	0	0	0	0	0	0	34	14	
	MAY	287	136	0	2	0	0	0	2	48	18	
	JUN	288	133	0	0	1	4	0	5	49	13	
	JUL	279	138	0	1	0	2	0	3	41	17	
	AUG	289	136	1	1	0	0	0	2	50	25	
	SEP	284	141	0	0	0	0	0	0	41	18	
	OCT	281	143	0	0	2	0	0	2	41	15	
	NOV	281	139	0	0	0	0	0	0	33	22	
	DEC	289	137	0	0	1	0	0	1	28	12	
80	JAN	287	133	3	0	0	0	0	3	67	32	
	FEB	298	129	0	2	1	0	0	3	27	12	
	MAR	297	127	0	0	0	0	0	0	24	24	
	APR	291	129	0	0	0	0	0	0	18	12	
	MAY	284	135	0	0	0	0	0	0	42	37	
	JUN	275	132	0	0	0	0	0	0	35	32	
	JUL	278	137	0	0	0	0	0	0	42	42	
	AUG	276	134	0	0	0	0	0	0	40	40	
	SEP	278	135	3	2	0	0	0	5	53	48	
	OCT	286	132	0	1	0	0	0	1	42	41	
	NOV	286	134	0	0	0	0	0	0	23	21	
	DEC	298	135	2	0	0	0	0	2	129	105	

DESOTO  
CORRECTIONAL INSTITUTION

APPENDIX B-3

YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ARMED	ASSAULT ON INMATES			TOTAL	DRs	MA
		INMATE	STAFF			UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	INMATE ONE INMATE			
76	SEP	582	229	0				12	12	84	6
	OCT	576	226	2	Early reporting			13	15	84	6
	NOV	579	229	1	procedures did not			15	16	73	5
	DEC	579	228	2	include this			7	9	74	6
77	JAN	605	229	2	information			14	16	79	7
	FEB	617	227	4	breakdown.			9	13	52	3
	MAR	627	221	2				1	3	74	5
	APR	611	224	7				3	10	127	12
	MAY	608	216	3				7	10	123	12
	JUN	617	219	2				4	6	141	11
	JUL	629	215	3				5	8	143	12
	AUG	632	219	6				15	21	222	20
	SEP	632	215	5				1	6	220	20
	OCT	617	218	1				3	4	127	11
	NOV	609	219	0				7	7	105	9
	DEC	601	217	6				6	12	148	14
78	JAN	628	226	1				5	1	186	17
	FEB	611	224	2				4	6	164	16
	MAR	609	223	0				4	4	115	11
	APR	606	222	1				13	14	142	13
	MAY	607	222	2				12	14	180	16
	JUN	603	218	1				0	1	110	9

DESOTO  
CORRECTIONAL INSTITUTION

APPENDIX B-3a

YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ARMED	ASSAULT ON INMATES			TOTAL	DRs	MAJ
		INMATE	STAFF			UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	SEXUAL ASSAULT			
78	JUL	606	221	0	0	0	0	4	4	120	98
	AUG	617	213	1	1	0	3	0	5	164	148
	SEP	603	213	0	5	0	3	0	8	159	140
	OCT	576	210	5	7	5	0	0	17	143	118
	NOV	574	212	9	4	4	0	0	8	114	102
	DEC	584	208	0	7	1	0	1	9	99	83
79	JAN	597	206	0	1	2	0	0	3	128	101
	FEB	575	216	3	1	1	0	0	5	102	83
	MAR	567	220	0	2	0	0	0	2	72	56
	APR	581	220	0	0	1	0	0	1	107	74
	MAY	575	219	0	2	2	0	0	4	83	65
	JUN	580	220	0	1	0	0	0	1	70	55
	JUL	576	224	1	1	0	0	0	2	117	90
	AUG	583	236	0	5	3	0	0	8	115	92
	SEP	577	231	0	4	0	0	0	4	100	89
	OCT	574	225	1	2	1	0	0	4	120	102
	NOV	578	226	0	1	0	0	0	1	74	56
	DEC	565	226	2	1	0	0	0	3	96	77
80	JAN	565	228	1	3	0	0	0	4	113	90
	FEB	583	227	4	1	1	0	0	6	122	81
	MAR	574	224	6	0	1	0	0	7	88	72
	APR	575	228	0	1	3	0	0	4	129	95
	MAY	597	232	0	0	1	0	0	1	116	92
	JUN	653	233	0	1	2	0	0	3	81	72
	JUL	649	227	3	8	4	0	0	15	161	128
	AUG	629	220	2	0	0	0	0	2	81	50
	SEP	647	223	0	1	1	0	0	2	140	76
	OCT	623	224	2	1	3	0	1	7	145	69
	NOV	636	228	1	0	2	0	0	2	90	52
	DEC	649	250	3	4	2	0	0	6	188	83

## APPENDIX 3-4

BREVARD  
CORRECTIONAL INSTITUTION

YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ASSAULTS ON INMATES				TOTAL	DRs	MAJ
		INMATE	STAFF		ARMED	UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	INMATE ON INMATE			
76	OCT	706	197	0				2	2	114	110
	NOV	693	196	1	Early reporting			1	2	57	49
	DEC	695	189	1	procedures did not			3	4	78	72
					include this information			15	15		25
77	JAN	715	196	0	breakdown.			16	16	60	56
	FEB	724	195	0				8	8	86	80
	MAR	728	192	0				10	11	71	66
	APR	723	190	1				10	10	87	85
	MAY	700	193	0				4	4	120	94
	JUN	685	193	0				3	3	89	77
	JUL	709	193	0				8	9	116	83
	AUG	729	190	1				3	4	85	18
	SEP	729	195	1				2	5	106	101
	OCT	679	201	3				2	7	118	107
	NOV	699	193	5				1	1	88	78
	DEC	703	199	0				0	0	135	119
78	JAN	708	198	0				4	5	113	57
	FEB	710	200	1				0	1	182	57
	MAR	694	198	1				4	4		
	APR	675	195	0				17	17	44	18
	MAY	727	198	0				4	4	33	11
	JUN	715	197	0							

## CORRECTIONAL INSTITUTION

## APPENDIX B-4a

YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ASSAULTS ON INMATES				TOTAL	DRs	MAJ
		INMATE	STAFF		ARMED	UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	SEXUAL ASSAULT			
78	JUL	717	198	2				7	9	28	14
	AUG	710	201	0				11	11	25	12
	SEP	709	197	3	0	5	0	1	9	84	52
	OCT	704	196	0	0	6	4	0	10	69	38
	NOV	701	201	0	5	0	12	2	19	77	53
	DEC	695	202	1	0	1	8	0	9	85	72
79	JAN	705	205	6	2	6	8	0	24	105	101
	FEB	708	204	0	0	0	0	0	00	86	63
	MAR	712	207	0	0	0	0	0	00	96	62
	APR	699	206	0	0	1	0	0	1	80	52
	MAY	696	204	0	1	1	0	0	2	93	77
	JUN	695	205	0	0	0	5	0	5	100	51
	JUL	706	205	1	0	0	0	0	1	93	55
	AUG	706	212	0	0	2	0	0	2	98	
	SEP	708	207	0	3	4	0	0	7	118	107
	OCT	701	206	1	2	3	0	0	6	118	71
	NOV	696	210	0	0	1	0	0	1	106	63
	DEC	692	210	0	1	1	0	0	2	116	55
80	JAN	687	221	0	2	1	0	0	3	131	99
	FEB	700	224	0					10	151	66
	MAR	698	220	1					3	136	52
	APR	698	220	2	2	4	1	0	9	168	90
	MAY	736	221	0	3	2	0	0	5	144	27
	JUN	749	218	2	6	4	0	0	12	125	58
	JUL	753	229	1	2	5	0	0	8	140	65
	AUG	768	268	3	2	2	0	1	8	161	57
	SEP	762	231	1	3	7	0	0	11	81	40
	OCT	754	231	1	2	6	0	1	10	111	71
	NOV	769	230	0	2	3	0	0	5	116	76
	DEC	763	323	0	5	7	0	1	13	138	75

## APPENDIX B-5

ZEPHYRHILLS CORRECTIONAL INSTITUTION		ASSAULTS ON INMATES									
YEAR	MONTH	POPULATION		ASSAULTS ON STAFF	ARMED	UNARMED PERSONAL INJURY	FIGHTING WITH INJURY	INMATE ON INMATE	TOTAL	DRs	MAJ
		INMATE	STAFF								
'76	SEPT	Early reporting procedures did not include this information breakdown.									
	OCT										
	NOV										
	DEC										
'77	JAN										
	FEB	73	57							3	1
	MAR	90	84							1	1
	APR	121	112							1	1
	MAY	146	115					2	2	2	0
	JUN	262	118					0	0	5	1
	JUL	342	120							17	15
	AUG	347	118	1				0	1	12	6
	SEPT	341	124	0				2	2	23	11
	OCT	340	122	0				1	1	15	10
	NOV	341	120	0				0	0	14	14
	DEC	348	119	0				0	0	11	7
'78	JAN	351	119	0				0	0	9	7
	FEB	343	122	0				0	0	19	13
	MAR	348	119	0				0	0	10	9
	APR	336	119	0				0	0	30	26
	MAY	342	122	0				0	0	26	20
	JUN	344	123	0				0	0	25	14

## APPENDIX B-5a

[illegible]

**END**