The Shared Responsibility

Report on Vermont Corrections 1983

National Institute of Justice
United States Department of Justice
Washington, D.C. 20531

6/21/85
FORWARD

TO THE GOVERNOR AND THE CITIZENS OF THE STATE:

The 1977 Vermont Department of Corrections Assessment, mandated by Governor Richard Snelling, defined problem areas that existed at that time and made specific recommendations for solving them:

A. Create meaningful work programs for inmates.
B. Develop programs to deal specifically with young adult offenders and other segments of the Corrections' population with special treatment needs.
C. Develop management strategies to minimize the impact of crowding in the facilities, including modernization of correctional centers and improving staff development and training.
D. Develop a case management model that would promote offender and system accountability and produce results consistent with Department philosophy and goals.

Between 1977 and the end of 1982, the following occurred as a result of these recommendations:

A. Funds were approved by the 1981-1982 legislature for expanding Vermont Institutional Industries' work programs in three facilities (St. Albans, St. Johnsbury and Rutland). Ground was broken at the first site (St. Albans) in September, 1982.
B. Grants were obtained from the Law Enforcement Assistance Administration in 1980 to develop special institutional programs for young adult offenders and sex offenders and to create a restitution program in probation and parole. The first Vanguard program for young adult offenders was opened in April 1982 at St. Johnsbury for 22 inmates, and another opened at Rutland shortly thereafter. The Sex Offender Program opened in December 1982 at the Chittenden Correctional Center and provides specialized treatment for 16 inmates. The restitution (Return-It) program began as a pilot in 1981 and expanded statewide in 1982.
C. New facilities to replace the old Rutland and St. Johnsbury Lockups were opened in January 1981 and April 1982 respectively. In September 1981 the Division of Program Services was created and placed organizationally in all facilities to enhance and promote inmate treatment programs. At that same time a total facilities reorganization created new career-ladder job roles for employees in security, operations and program services. A later section of this report describes the steps that have been taken to manage crowding in Vermont's facilities and the total population growth rate both in the institutions and in probation and parole.
D. In the Spring of 1982, Vermont was chosen by the National Institute of Corrections as a pilot state to be trained in a state-of-the-art inmate classification and case management system which will be discussed in greater detail in this report. This system was implemented department-wide beginning in January 1983.

In summary, there has been broad continuity in the Department over the last few years in pursuing the goals of the 1977 Assessment. This report will expand on the developments of the last few years, cover this past year in detail and look into future areas of concern and improvement.

We would also like to express our appreciation to William White who started in the Department in 1957 and now serves us as Executive Secretary of the Parole Board.
"Vermont's strength is in large part a result of our willingness to look ahead and to act early in areas where such actions can bring our future more under our control.

Vermont is its people. It is incumbent on us to prepare Vermonters for the challenges of the future."

Gov. Richard A. Snelling, January 1983

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*September 21, 1982 - Gov. Richard A. Snelling turns the first shovelful of dirt for the construction of the Vermont Institutional Industries onsite work program building at the Northwest State Correctional Facility in St. Albans.*
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For Further Information

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INTRODUCTION

Vermont has a primarily rural, uni-racial population. In many ways it is an ideal state for rehabilitation of offenders because we are not forced to merely contain the incarcerated population due to the influence of complex and culturally determined variables. Inmates do not roam the facilities in gangs or get into race wars with each other and do not represent any factions of organized crime.

This is not to say that the Vermont Correctional System is without its own problems. Crowding remains a major issue and recent, isolated, heinous crimes within the state have alerted all that Vermont may be as vulnerable as the rest of the world. We are fortunate, however, because it is clear that there is a desire on the part of sentencing judges and state's attorneys to work closely with the Department of Corrections to help ensure that the investment made in treating offenders pays off once they leave custody.

The Vermont Department of Corrections is committed to the overall goal of rehabilitating offenders in the least restrictive environment consistent with public safety, and reintegrating them into society as productive, law abiding citizens.

Probation Officer Bill Beaupre of the Barre Office informs an offender (just placed on probation) of the consequences of not fulfilling his responsibilities. The offender's attorney, Robert Paolini, closely follows the briefing.
PHILOSOPHY

The Department of Corrections has a dual statutory mission to protect the public from offenders who present a risk to safety and property and to provide those offenders with opportunities for change.

The two elements of the mission are clearly related: the long-term safety of the public is best protected by rehabilitation of offenders. It is recognized that rehabilitation is a process requiring time and effort on the part of the Department staff, the community, and the offender.

Acknowledging that each person is an unique individual, differing in abilities, interest and needs, it is also recognized that the reason the offender is under Department supervision or custody is that she or he has demonstrated behavior that is unacceptable to society. It is this behavior that is the focus for change. The acceptance of responsibility for behavior is the essence of rehabilitation. Therefore, it is fundamental to the process of rehabilitation that offenders accept full responsibility for their behavior and make separation to the community.

Some offenders resist change; it is known that for others the experience of public trial and conviction is sufficient to deter further criminal behavior, still others have difficulty controlling their behavior. The spectrum of offenders requires the maintenance of a range of control mechanisms – from highly secure incarceration to frequent monitoring of compliance with conditions of probation.

It is also important that the system of response not merely encompass the extremes. Offenders can and do change and the environment must be structured to promote and respond to positive change. While offenders move through the system toward eventual community release, it is essential that the Department create strategies that shape and move them toward responsible individual behavior that is free of criminal activity.

The behavior of some offenders requires incapacitation (incarceration) for the protection of the public. Further, the nature of the crimes of some offenders require deprivation of freedom (punishment) for a period of time. It is recognized that continued criminal behavior, after less restrictive forms of incarceration have failed to rehabilitate or deter, may also require incarceration for the control of behavior. Yet, the vast majority of offenders may be appropriately and effectively punished, rehabilitated and desisted from further criminal behavior without being placed in the most restrictive (and costly) levels of the system.

While people are in custody it is the Department's responsibility to maintain their safety and security within that environment and to provide adequate (but not excessive) controls over their behavior. The primary task of the department is the preparation and eventual reintegration of the offender into the community. The primary thrust of departmental activities should be directed at increasing their ability to function responsibly. Controls over inappropriate behavior must be balanced with positive opportunities for change so that offenders can accept increasing freedom with responsibility and so that they can learn the skills necessary to be productive.

Finally, the Department is cognizant of the fact that it cannot change offenders by itself. Because offenders usually come from community sub-cultures and are not well grounded in the major social institutions, it is not surprising that they fail when they return to the same sub-culture after leaving custody. The Department can and should provide continuing support for the offender in the community but it is also the responsibility of the community itself to address this problem. The Department's responsibility to actively and openly solicit such community involvement, both with individual offenders and with the sub-cultures from which they come, will succeed if members of the community are willing to give their understanding, cooperation and support to this effort.

PHILOSOPHY As It Relates To Incarceration:

Incarceration is the most restrictive and expensive environment maintained by the Department. On the basis of cost alone, offenders should be kept at the most restrictive custody levels for the minimum time necessary to assure control over behavior dangerous to the public, other offenders or to the offenders themselves.

From the rehabilitative perspective, institutional incarceration should be minimized. Institutions are artificial societies that are often not healthy environments to create positive change. Thus incarceration is a last resort, when incapacitation is necessary and cannot be accomplished, if significant numbers of offenders are sentenced to terms of incarceration for varying lengths of time, it is incumbent upon the Vermont Department of Corrections to create institutional environments that will help foster positive change and allow the process of reintegration to successfully occur. It is also the responsibility of the Department to safely and humanely incapacitate those offenders whose crimes, custody status and resistance to change in less restrictive environments makes them a clear danger to public safety.

PHILOSOPHY As It Relates To Probation & Parole: The majority of offenders committed to the Department are under supervision of the Probation and Parole Division, which has the most influence on the placement of the offender population throughout the Department. Through Pre-Sentence Investigations, it can shape and influence sentencing practices. Through credible supervision and community-based programs, it can aid in preventing the great majority of probationers from re-offending and do the same for parolees. Additionally, it can foster successfully into becoming successful parolees. In summary, this division deeply affects the intake, placement and reintegration of the offender population.

It is through the Division of Probation and Parole that the Department can have substantive impact on the shape and context of the correctional system in Vermont. Because they work closely with the courts, community and offenders, probation officers are in a dynamic position to anticipate the needs of the system to change in response to changing times. Consequently, the Division is responsible for creating alternatives to incarceration that accomplish the purposes of the courts and the law, to include punishment, rehabilitation and reparation.
In essence, the Department places equal emphasis on both Divisions, given their equally important roles. Because we recognize that providing 24-hour custody and care is significantly more costly, prudent management calls for adequate resource investment in probation and parole so that less costly alternatives to incarceration can be developed and put into practice.

The goals of the Department are as follows:

**Facilities**

A. Safely, humanely and constructively incapacitate those offenders whose crime and custody behavior represent a clear danger to others.

B. Create effective rehabilitation programs for successful reintegration of the incarcerated population.

C. Create institutional and residential environments conducive to positive change.

D. Reduce levels of custody necessary for successful reintegration of the incarcerated population.

**Probation and Parole**

A. To create alternatives to incarceration that meet the needs of the courts for punishment and meet (as well) the needs of the offender for rehabilitation. (Examples: restitution and intensive supervision.)

B. To establish levels of supervision that reduce risk of re-offense.

C. To establish programs that reduce needs which affect risk by addressing the specific needs of a offender.

D. To influence and shape sentencing practices within the context of this philosophy.

E. To establish programs which successfully reintegrate offenders being released from incarceration.

**Summary**

**Goals**

1. **Facilities**
   - A. Safely, humanely and constructively incapacitate those offenders whose crime and custody behavior represent a clear danger to others.
   - B. Create effective rehabilitation programs for successful reintegration of the incarcerated population.
   - C. Create institutional and residential environments conducive to positive change.
   - D. Reduce levels of custody necessary for successful reintegration of the incarcerated population.

2. **Probation and Parole**
   - A. To create alternatives to incarceration that meet the needs of the courts for punishment and meet (as well) the needs of the offender for rehabilitation. (Examples: restitution and intensive supervision.)
   - B. To establish levels of supervision that reduce risk of re-offense.
   - C. To establish programs that reduce needs which affect risk by addressing the specific needs of a offender.
   - D. To influence and shape sentencing practices within the context of this philosophy.
   - E. To establish programs which successfully reintegrate offenders being released from incarceration.

**Responsibilities**

1. **Offenders** - must accept responsibility for their behavior and make reparation for their crimes.

2. **The public** - must accept responsibility to help deal with the cultural issues that help shape criminals and re-shape them when they are free again. The public must help create ways for offenders to become a legitimate part of the social fabric.

3. **The Department must**
   - A. Provide the direction and resources for achieving Department goals.
   - B. Manage, with the help of others such as the courts, police and state's attorneys, to achieve Department goals.
   - C. Build a constituency from within the community to help achieve Department goals.
   - D. Help offenders choose to be responsible and to learn how to be productive and law abiding.
SECTION
Department Divisions 2

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SECURITY AND OPERATIONS DIVISION

The purpose of the Security and Operations Division is to operate the adult correctional facilities and to provide humane and secure incarceration for detainees and offenders sentenced by the court. The guiding Department policy is to classify residents according to their level of security risk and rehabilitation needs; to place them at the least restrictive level of custody consistent with maintaining public safety; and to provide the opportunity, direction and incentive for offenders to change their behavior so that they may successfully return to the community as productive and law-abiding citizens.

History

The recent history of adult correctional facilities in Vermont is as follows:

- 1973 – Northwest Farm becomes separate facility.
- 1977 – New Chittenden Community Correctional Center double-bunked to meet increasing population pressures.
- 1980 – New Rutland facility opened to replace old county jail.
- 1982 – New St. Johnsbury facility opened to replace old county jail.

Offender Profile

As of June 1, 1983, there were 614 sentenced offenders and pre-trial detainees incarcerated throughout the Vermont correctional system. The offenses for which these men and women are sentenced or detained range from unlawful mischief to first degree murder. The most common offenses are burglary in the nighttime. Forty percent (40%) were convicted of felonies. Sixty percent (60%) are being held on multiple convictions. Half (50%) have minimum sentences of a year or more.

The incarcerated population ranges in age from 16 to 62, the median age being 25. Three-fourths (75%) are under age 30. Forty percent (40%) are functionally illiterate. Seventy-five percent (75%) have not completed 11 years of school.
Organizational Structure

JULY 1983

Governor

Secretary,
Agency of Human Services

Research and Nursing

Legal

Duty Commissioner

Treatment

Administration
Support Services

Operation Divisions

Security and Operations

Program Services

Vermont Vocational Industries

Correctional Facilities

Probation & Parole Offices

Northwest Unit

St. Johnsbury

Woodstock

Windsor

Chittenden

White River

Brattleboro

Morristown

Wrightsville

Burlington

Rutland

St. Johnsbury

Morristown

Brattleboro

White River

Vermont Vocational Industries

Institutional Industries

Program Services

Security and Operations

Correctional Facilities

Probation & Parole Offices
for up to eight offenders;

2. A short-term, close custody detention or segregation program for up to four offenders;

3. A six month (may be longer for specially designed and authorized programs) medium custody program;

4. A short-term three month minimum custody program;

5. A short-term six month community custody program which supports the goal of reintegration.

Chittenden Correctional Center

Located in South Burlington, it is a regional institution designed to respond to offenders with shorter sentence length at multiple security/custody levels. The primary purpose is community reintegration. Chittenden has the only female housing capability. Chittenden possesses the following capabilities:

1. A short-term (90 to 120 day) close custody behavioral adjustment program for up to eight offenders;

2. A short-term close custody detention or segregation program;

3. A six month (may be longer for specially designed and authorized programs) medium security program;

4. A short-term minimum security, three month program;

5. A short-term six month community custody program which supports the goal of reintegration.

Rutland Correctional Center

Located in Rutland, it is a regional institution designed to respond to offenders with shorter sentence length (zero to 18 months) at multiple security/custody levels. The primary purpose is community reintegration. Rutland possesses the following capabilities:

1. A short-term close custody detention or segregation program;

2. A six month (may be longer for specially designed and authorized programs) medium custody program;

3. A short-term three month minimum custody program;

4. A short-term six month community custody program which supports the goal of reintegration.

Local Lock-ups

Originally used for housing local and county prisoners, various communities throughout the state still maintain small jails in several areas. On a contract basis the department makes use of these facilities as a short term solution to problems of overcrowding.

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DIVISION OF PROBATION AND PAROLE

History

This major operating division of the Department evolved as the result of Vermont's historic role as an innovator. In 1898, laws were passed (the third such in the nation) establishing probation and parole as additional tools for controlling people who committed crimes. Initially there were eight male and female officers serving on a county-oriented, per diem basis. They supervised both adults and juveniles, primarily by making on-site visits throughout the state. Although changes occurred in the intervening period, it was not until the 1970's that significant decisions were made that created the division as it now exists.

In 1973, the division established its first funding to purchase services for client needs. This had a major impact on staff and offender attitudes because it altered the approach to offenders from that of "controller" to that of control and the beginnings of the role of "broker" of services, the latter eventually becoming the substantial portion of the role. These services include such areas as education, employment and counseling.

In 1975, as Windsor Prison closed, the division's role evolved further. It became the field arm of the community correctional facilities. Officers became co-case managers with facility caseworkers and provided a continuum of supervision and control from system entry (probation) through incarceration and parole.

In 1979, juveniles were removed from caseloads as Weeks School closed. The Department of Social and Rehabilitation Services picked up this service.

In 1980, as Windsor Prison closed, the division became one of the American Correctional Association. Officers became co-case managers with facility caseworkers and provided a continuum of supervision and control from system entry (probation) through incarceration and parole.

These placements are used to expedite the collection of fines and/or restitution. The program has proven very successful as an alternative means of punishment for indigent offenders. It has helped repay victims faster and close out cases of offenders placed on probation for no other reason than to repay money. Consequently, professional staff are able to devote more time to serious offenders.

Roles and Relationships

The two roles of the Probation and Parole Division are to protect the public and provide opportunities for positive offender change. The Division accomplishes the first role by providing supervision and enforcement of conditions of probation set by the courts or parole conditions set by the Parole Board. Restitution to victims, community service by offenders, and collection of fines are examples of conditions that are enforced.

The basic functions of the division encompass services to courts, offenders, correctional facilities, the Parole Board and the Interstate Compact System.

Within the context of the two roles stated above, the individual officer's role has gone through a three-step evolution from the traditional role of "controller" to that of the "services broker" of the last 15 years to the current combined role of "controller" and "services broker" embodied in today's officer.

A fine and restitution program called "Return-It" was implemented in December of 1981. The program involves two job banks - one of paying jobs and the other of community service jobs such as working for a town, with senior citizens or helping a volunteer organization.

Finding resources to help meet the offender's needs. In addition, the officer handled a broad spectrum of offenders ranging from those requiring intensive supervision to others requiring almost none.

The current role effectively blends the two earlier roles, finding services to meet the offender's needs and providing controls to police the outcome.

Based on new classification technologies (which will subsequently be discussed) each case is assessed to design an individual case plan which will address the offenders specific areas of criminal risk and developmental needs (service broker's role) and determine the intensity of surveillance and supervision necessary to prevent further criminal behavior (control role). Officers will have specialized caseloads based on the level of risk involved. An officer with a high-risk caseload will have a smaller number of cases, thereby permitting greater intimacy of supervision for those who need it most.

Officers also collect and assess information about offenders for the court and other members of the criminal justice system. Pre-sentence investigations, parole planning, pardon investigations and the classification process provide the basis for the most important decisions made about offenders after conviction.

Victim Services Units

The Probation and Parole Division of the Department of Corrections is in the process of developing "Victim Services" units in district offices where staffing permits this kind of resource shift.

The primary functions of these units will be:

1. Fine and restitution determination when it's ordered by the Court, but amounts are not set.
2. Victim counseling.
3. Fine and restitution collection.
4. Carrying out the "Return-It" function (job employment assistance for those unable to pay fines and restitution.)
5. Victim/offender reconciliation.

These tasks will be shared by a team usually consisting of the current office...
Recent Innovations

Risk/Need Classification of offenders (using a standard measurement instrument completed by the officer on each offender) to assess risk factors such as past criminal behavior, substance abuse, etc. At the same time, need areas such as employment, mental health services, family and marital problems are assessed and scored. These scores determine the potential degree of risk to the community, as well as specific treatment needs. Depending on the score, each offender is classified as either high, medium high, medium, low or no risk. (Appendix E)

Casework Strategy System is a semi-structured interview used by officers and correctional caseworkers to determine what approach to take with each offender. This system enables officers to develop an appropriate casework strategy in dealing with the various groups of offenders from the career criminal to the situational offender. The other significant benefit of the system is the common frame of reference used by all Department employees in approaching each case. This provides a common language and consistent approach to each offender whether on probation, parole or incarcerated.

Workload Formula is the third major area of the NIC Project. The formula is derived from a time study of each function a probation and parole officer must perform. The formula is based on the number of workload time units available to an officer each month. The benefits will be the equitable distribution of work and the efficient deployment of resources.

The last area of the project is the Management Information System, derived from classification of cases, casework strategy and workload formula. This information will enable officers to manage their caseloads better and make sure decisions about offenders. Administration will have information about the total population to make decisions about work assignments, caseload distribution and use of resources.

The Risk/Need Project provides an excellent opportunity to make substantial improvements in the Division. Better supervision directed at those who most require it can be accomplished if the professional staff is available. Para-professional staff, such as case aides, can be assigned to deal with low risk and collection type cases.

Given this new Classification/Casework System, the Division is in the process of establishing standards for the supervision and surveillance of offenders. Within this concept the supervision, surveillance contacts and controls may range from low (example: one face-to-face contact every month) to high (example: daily face-to-face contacts, participation on work crews, home visits and a prescheduled activity and movement list). The more severe, called the "Intensive Supervision Program" is, in effect, a " Jail Without Walls."

The operating principles behind the development of these standards are:

Punishment in the community through restrictions and reparations that demonstrate to the offender, community and criminal justice system that a debt to society has been paid.

Reduction of Risk through surveillance networks, restrictions and special conditions which require offenders to accept and internalize responsibility for their behavior.

Reduction of need areas by holding offenders responsible for satisfactory participation in special services/programs and required treatment provided by the department or indirectly. (Appendix E)

Caseloads

The cost-effectiveness comparison of probation to incarceration is a useful measure only when probation is effective in controlling risk. Probation is certainly cheaper than incarceration in the short-run. The per capita cost of probation in 1983 was $500.00; the per capita cost of incarceration was $12,000. If, as a diversion from criminal behavior, probation becomes ineffective and creates more incarceration, then the long-term result is counter-productive.

Probation and Parole caseloads have been seriously over-burdened in recent years. In 1976, there were 44 officers and 2,781 persons on probation or parole. In 1983, there were 44 officers and 4,500 persons on probation or parole. The average number of offenders per officer in 1976 was 63; in 1983 it was 102. Such an increase in caseload with no matching increase means a diminution of both quality and quantity of services. It also means that more people go to jail. As supervision deteriorates, offenders are more likely to re-offend as they perceive there is no enforcement of the restrictions placed upon them. The courts, too, perceive that probation is less effective as a sentencing alternative, and are more likely to sentence to jail offenders who present even a slight risk. In addition to their caseload, each officer’s time is also devoted to institutional co-case management, violation proceedings, pre-sentence investigations and collection of fines and restitution. Last year the Division collected $258,046.00 in fines and $278,106.00 in restitution, for a total of $536,192.00. This represents a 25% increase in the rate of collections over fiscal year 1982. However, in spite of this effort, $1,523,608 remains to be collected.

In recognition of the above-stated situation, the 1983 session of the Legislature, authorized the addition of 15 new officers to the Division, along with much needed clerical support positions.
DIVISION OF PROGRAM SERVICES

Responsibilities created a growing potential security responsibilities and the program for unclear decision-making. Leaving little time for needed programmatic development and implementation. In addition, the inherent conflict between the security responsibilities and the program responsibilities created a growing potential for unclear decision-making.

In 1981, as the result of a complete reorganization of management functions, the Adult Facilities separated to a more accurate operational model reflecting real roles and responsibilities, and the Program Services Division was created to manage the development of rehabilitation programs for offenders. The director of this division reports directly to the Deputy Commissioner who has final decision making authority on those occasions when Security and Operations Division and Program Services may have differing views.

Roles & Relationships

Currently, the role of the Program Services Division is to provide as many resources as possible for the effective community reintegration of the offender. The Division is responsible for all unit and facility programs, non-facility, essential alternative placement and programs and probation and parole programs.

These responsibilities include developing, monitoring and evaluating the effectiveness of programs and providing any technical assistance that may be needed. This division, in conjunction with Security and Operations and Probation and Parole, develops goals and objectives for these divisions, defines the use of resources and aids in determining monetary allocations to carry out program operations.

Program areas under the supervision of the division are Clinical Services (Mental, Medical and Dental Health and Substance Abuse), Unit Programs (Vanguard and Sex Offenders), Work and Vocational Training (Vermont Institutional Industries), Education, Special Programs, Classification, Case Planning, Volunteer Services, Contract Services and Recreation.

The following are more detailed descriptions of some of these program areas: (Also see Appendix F)

Volunteers and Interns: Community volunteers and college interns work directly with offenders and assist staff in the conduct of their duties. Volunteers are screened and matched to those offenders who would benefit most from the positive influence of a stable citizen. Thousands of hours of volunteer time have been spent working with offenders, dramatically increasing the level of services provided. The efforts of individuals and groups such as Jayvees, Senior Citizens (RSVP), Thresholds Decision-making, Transcendental Meditation, Full Gospel Businessman’s Association, Vermont Ecumenical Council, Foster Grandparents, Bible-Study and others are welcomed and deeply appreciated by offenders and staff.

History

The history of the Program Services Division, although not a long one, has been full operated by a wide range of activities and responsibilities demanding intense involvement with other department divisions, various state and federal agencies and private service providers.

With the development of the “Community Corrections” concept in the early 1970’s came a management reorganization that placed all adult facilities under a central “Director of Adult Facilities” who became responsible for security, operations and program services in the adult facilities. As the offender population grew, security issues concerned more and more time and energy leaving little time for needed programmatic development and implementation. In addition, the inherent conflict between the security responsibilities and the program responsibilities created a growing potential for unclear decision-making.

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The Vanguard program is a voluntary inmate self-help treatment model which began in fall/winter of 1981, with the incarcerated Veteran Program at the Chittenden Community Correctional Center, and is now in full operation at the St. Johnsbury, Rutland and Northwest State facilities.

The Vanguard program operates on the premise that when offenders are placed in jail, they are involuntarily placed in a unique community which, by its very nature, will have a particular impact on the individual. In fact, the peer group pressure in jail is exaggerated for a couple of reasons. First, the jail community members are generally less mature, less sure of themselves and thus more susceptible to peer pressure than a mature adult community. Second, the jail structure itself is an unnatural community environment. It forces its members to live in an extremely close proximity both physically and emotionally. If the jail community is left to function at will, even in the context of staff authority and rules, its value development and influence will be predominantly negative. Jail communities have traditionally stripped individuals of responsibility. The words, “you are responsible” remain spoken and responsibility is a desired result, but the message to the client is, “you are not responsible,” “you can not control yourself,” “we will control you.” Consequently, the offender abdicates responsibility. This abdication of personal responsibility may take several forms: The community members may become institutionalized, or very dependent on the institution taking care of all of their needs; The community members may become apathetic and withdrawn; or demonstrate surface conformity, but underneath, seek revenge. Whichever course the members follow they are generally reinforced in their thinking by peers.

The Vanguard Program is structured so that the inmate is placed in an environment where staff and peer group values emphasize individual responsibility and positive personal growth.

The therapeutic community is a 24-hour per day residential program, that diverts all the responsibility for habilitation back on the individual and the peer community. Staff play a facilitative, supervisory role. Struc-

Joseph Smyrski, the Correctional Supervisor of the Northwest State Correctional Facility, holds a staff training class about the Department’s new classification system.

A Bible Study group meets at the St. Johnsbury Correctional Center.
naturally, the community provides a clear daily agenda and a code of acceptable behaviors. Individuals quickly learn exactly what is expected of them. Through a consistent environment where self and group attitudes and behaviors are constantly scrutinized, honesty and open expression of emotions, including hostility and anger, are encouraged. Positive behaviors and attitudes are praised and supported by peers, while negative behaviors and attitudes are confronted. Problem resolution is actively sought in the "here and now." Aside from its intense therapeutic focus, the community provides a variety of productive learning experiences including academic education and vocational and work skills. These activities are all structured to allow individuals to experience success, and achieve status and recognition, as they demonstrate honesty, effort and competence.

foster positive behavior among those inmates with the maturity and commitment to participate fully. Plans are under way to establish community-based Vanguard groups for offenders who have completed the program in jail and have been released or paroled. In this way, the support and positive reinforcement of Vanguard can help these individuals sustain themselves where it counts the most in the long run - in society.

The sub-division of Clinical Services within the Division of Program Services, is responsible for the design, procurement and delivery of medical, mental health, substance abuse and dental services to the appropriate groups of offenders who are in custody or under supervision. Using a balanced network of providers (including Department of Corrections personnel, contract professionals and other State departments) allows for cost management and the delivery of appropriate care when and where necessary.

The Vermont Department of Corrections subscribes to the concept of providing appropriate care by professionals who are properly licensed or certified to deliver the care, but conscientiously matches the professional level of the offender to the specific needs of the client to avoid paying for a higher level of service than is called for in any particular instance.

Purchase of these services provides the Department with a non-institutionalized perspective to the needs of offenders which is of value in designing appropriate rehabilitative services. As society changes, the needs presented by offenders and treatment technologies will shift. The purchase of contractual services allows the Department the necessary flexibility to avoid the problem of "locking-in" techniques which may no longer be effective.

Traditionally, mental health and substance abuse-related services are delivered on an "illness model" which assumes that the client is "sick." The traditional focus on illness flies in the face of national studies which indicate chronic and longstanding mental illness occurs at approximately a six percent rate in correctional populations. However, this tradition has led to large expenditures for evaluating offenders (to find out the illness) and treatment (that's what you do with sick people).

The Department now uses a model based on normal development and rooted in the premise that the majority of offenders are not ill, but that they frequently are not functioning at a social/psychological development level one would expect given their chronological age. An example would be a 26 year old who is consistently observed to be functioning at the behavior level associated with most 16 year olds. This view of offenders has led to the inception of programs which focus on issues of incarceration, organization of positive peer group interactions to support and maintain normal development, and the use of contracts with specialists to develop skills within the personnel of the Department for the delivery of these services.

A typical facility in the Vermont Corrections System will have program elements designed to reward positive behavior through the accruing of points for privileges, peer and staff feedback, and enhanced status. Each of these types of reinforcement requires a basic living environment of manageable size, trained Department personnel to create and facilitate the appropriate interpersonal process, and the availability of specialists within the Department and under contract to it to provide staff training, consultation on case plans and program design, and direct services to offenders when necessary.

The Department maintains a small staff of nurses and nurses aides to respond to daily "sick call" and day-to-day in-house treatment (under a doctor's supervision). Provisions are made for emergency treatment consistent with necessary security. Medical services are provided on a contract basis.

Under an agreement with the Vermont Department of Health, incarcerated offenders are periodically assessed for dental problems. When service needs are indicated these needs are met by community dental professionals either on purchase of service contracts or a designated fee basis determined by the Health Department. Consistent with the other categories of clinical services, the offender's insurance or wages are used to help offset the costs involved.

Education: The Department's teaching staff currently consists of five positions for the six facilities. The Federal Aid to Education Regulation Chapter I program provides funding for six part-time and one full-time assistant director of Education.
teacher aides. All inmates are entitled, under State law, to the opportunity to complete an elementary and secondary education. Accomplishing this mandate has been difficult, due to our present structure and available resources.

Present philosophy concerning the delivery of educational services, as outlined in Appendix F, centers on the creation of a Department of Corrections Regional District. Several advantages would be realized by the establishment of such a district.

A. State-aid would be available for inmate education.

B. Federal funding resources would be increased.

C. Delivery of educational services to inmates would be more efficient and responsive.

The Department is actively seeking legislation to support this concept.

Purchase of Services: The needs of offenders often can be addressed by the use of existing community resources. In many instances, offenders are required to pay the cost of treatment services such as alcohol or mental health counseling.

For those cases where specialized treatment is required by the court or Parole Board, the State has allotted $40,000 for the purchase of services. In addition, the Division has acquired a $40,000 grant from the Turrell Fund, a private foundation, to assist youthful offenders 18 years of age or younger.

As a matter of Department policy, the decision has been made that the priority of expenditure of these limited resources will be focused on four offender high "Need" areas: those of sexual problems, emotional problems, drugs and alcohol.

The following is a partial inventory of the Purchase of Service Program:

-204 Depot - Group home in Bennington for youthful offenders. Three placements are available.

Chittenden Correctional Center Health Care Specialist Linda Foote dispenses a medication during one of the regularly scheduled "sick call" times.

1. Community House - Group home in Brattleboro for adult offenders. Twelve placements are available.


3. Division funding program including Maple Leaf Farm, Deercenny House, and Centerville Detox Center.

4. Lamoille County Diversion - This is an adult diversion program.

-5. District Contracts: Psychological and Psychiatric Evaluations; Community Mental Health Counseling; Family Counseling; Alcohol Information and Referral (AIR); Specialized Treatment Services, e.g., Sex Offenders Treatment.

The Casework Strategies System used by both Probation and Parole Division and Security and Operations Division, is a state-of-the-art technology that permits more effective supervision of offenders. Based in an assessment process that takes into account a variety of personal, behavioral and relationship categories such as quality of family relations, job patterns and substance abuse type and frequency, it substantially aids in the design of an individual case plan and permits a more consistent approach to the case planning process.

Each of the categories relating to the offender is researched. A number is placed in the appropriate group of the category. A total is developed that indicates overall group placement and what kind of work needs to be done in each of the categories.

The four general offender profile groups are:

1. Selective Intervention - Because of the prosocial life style of an offender in this group, case planning should center around the precise situation (stressful event or emotional problem) that motivated the criminal behavior. The case plan should be relatively simple. Imagination and initiative will be needed to deal with offenders in this group who receive long sentences.

2. Environmental Structure - Because of a lack of social skills, the case plan for an offender in this group should center around survival skills. The case plan should be simple and directed towards minimal accomplishments using one-on-one approaches in order that the offender not become overwhelmed.

3. Casework Control - Because of the chaotic nature of the lives of the offenders in this group, there will be many areas that will need to be addressed in the case plan. Self-responsibility will need to be motivated and success be ensured, without giving the impression that there are "miracle cures." Prioritization is absolutely necessary with a stress on those needs that can be dealt with speedily.

4. Limit Setting - Because of the criminal life styles of offenders in this group, case plans should deal with activities that will lead to motivation towards prosocial usage of their abilities. Since program achievement is generally easily attainable for these offenders, careful monitoring of behavioral changes must take place.
Vermont Institutional Industries (VII) is the arm of the Department which has overall responsibility for inmate work programs, both within the institutions and in the community. This role makes VII a key player in the ongoing attempt to reach one of the Department's major goals: an eight-hour work day for all incarcerated individuals.

In many ways, VII is structured like a private corporation. Its programs are financed by a revolving fund and all profits are plowed back into the overall operation, paying for expansions of work programs, new plant and equipment, etc. VII is prohibited from engaging in any enterprise which would come into direct competition with private sector businesses because it is subsidized by state monies. Primary clients include the State of Vermont, which VII supplies with automobile license plates, road signs, guardrail posts and the like, municipalities, which contract with VII for public works crews; and other public sector agencies.

The major operating units of VII include a print shop, a metal shop, a sign and silk-screening shop, a sawmill, a creosote pressure-treatment plant for manufacturing guardrail posts, a culinary arts program, a low-volume furniture manufacturing plant and a dairy farm operation. Inmate labor, supervised by VII staff, is used exclusively in all these activities. This provides valuable work experience, training and vocational exposure for the inmates involved and reduces inmate idleness. In FY83, VII accounted for a total of 123,359 man-hours of gainful inmate employment and produced $1,250,000 in gross sales. Inmates are paid up to $1.00 an hour in wages for all work performed. Recommended changes in the inmate wage plan are currently under consideration.

Inmates from the four regional centers have provided a number of services to area towns, villages and municipalities as Community Service Crews. Examples of such services are brush cutting, bridge repair, culvert cleaning, street cleaning and repair, lawn mowing, painting public buildings and general maintenance. In March, 1983, a contract was signed for a forest improvement project in the Green Mountain National Forest. (Appendix F & G)

VII maintains links with all purchasers of products, and as part of the effort to develop inmate work habits and vocational skills, with the Vermont Department of Employment and Training and the Vermont Department of Education.

The major goals of VII over the next few years are to expand the market for inmate labor and inmate-produced products by a concerted effort to market these goods and services to State government and local municipalities, thus creating more jobs for the men and women within the Corrections' system.

The primary goal for FY84-85 is to expand VII activities at the Northwest State, Rutland and St. Johnsbury facilities. The 1983 legislature approved an appropriation of $400,000, which was used to construct a 5,000 square foot, free-standing addition to the current VII facilities at Northwest State Correctional Facility to be used for furniture making and wood finishing. Operations are expected to commence during the first half of FY84. Also during FY84, a 2,400 square foot facility will be built at St. Johnsbury.
DIVISION OF ADMINISTRATIVE SUPPORT SERVICES

History
Throughout the first nearly 175 years of the Department's history, such institutional unit operated with a great deal of autonomy. This autonomy included operating and capital budget planning and legislative presentations.

In the late '60s and early '70s, Corrections in Vermont turned to the "Community Corrections" model which involved a greater number of physical locations than just Windsor Prison, Weeks School and the new St. Albans facilities.

This, in turn, generated a need for more centralized planning and management of Department resources.

By 1973, the Administrative Support Services Division had evolved from a basic bookkeeping function to the first steps towards its current role, that of fiscal planning, allocation and monitoring.

Roles & Relationships
The primary role of the Administration Support Services Division is to provide support and information so that the various operating and other support divisions may carry out their tasks. Involved in all aspects of the Department, the Business Manager of the Division reports to the Commissioner through the Deputy Commissioner.

LEGAL DIVISION

History
During the Department's earliest years, legal services were provided on a fee-earner or contract basis. In the early 1900's, the Vermont Attorney General became responsible for legal representation of the Department. In 1973, frequency of litigation became such that members of the Attorney General's office were located "on-site" (same office locations as the Department)

The current role of the Division is to represent the Department in all matters of court and any communications with other members of the legal profession, to advise the Commissioner and other Department members in legal matters to include contracts and negotiations, to develop legislation to help the Department carry out its tasks and to monitor other legislation that may have an effect on the Department. The Division does not represent the Department in state personnel matters.

Management of Resources: Covered under this category are such tasks as budget planning, preparation and presentation, fiscal allocation to various Department units, contract processing, financial problem prediction and equipment acquisition and replacement.

Cost Effectiveness Analysis: This category includes assisting field units in complying with Agency of Administration requirements, training clerical and administrative staff in field units and providing support audits.

Examples of the work include vehicle use patterns and turnover, communications system cost-benefit analysis and food service cost-benefit analysis.

In 1981, the personnel function formerly operated by Administrative Support Services Division was centralized in the Agency of Human Services. However, the division still performs the functions of informal liaison with AHS Personnel Division and plans for staff resources.

The division director reports directly to the commissioner and assists the commissioner in legislative presentations.

DIVISION OF RESEARCH & PLANNING

History
In order to more effectively implement the 1969 legislation that provided the framework for the "Community Corrections" concept, Law Enforcement Assistance Administration (LEAA) funds were acquired to start a small research section.

As a result of efforts to provide integrated programs and a continuum of services to offenders while providing appropriate controls, the complexity of casework and system decision making (with the limited information then available) increased considerably. In 1972, the need for better, more timely and accurate statistical information caused Research and Planning to become formally recognized as a support division of the Department.

The intervening 10 year period saw development of an offender data base for facilities and probation and parole, initial steps toward an effective Management Information System, refinement of the offender movement tracking system and development of a systematically more consistent and efficient case file system.

The division director reports directly to the commissioner and assists the commissioner in legislative presentations.

The Division further provides in-depth assistance in the development of annual and longer term planning, to include evaluation of the Department and its individual operating divisions.

Records management, maintenance of criminal histories, technical assistance to the field and reporting to other members of the state and federal criminal justice system and the Agency of Human Services are other functions of the division.
TRAINING

History

Although the Department has always provided some form of training for its staff, the quantity, type and format have varied considerably in the last 15 years. By the mid-1970's, a centralized model had developed.

There was a small staff whose role was to provide direct training and to design training curricula that would use mainly in-house resources.

In the late 1970's, a more decentralized model came into being that more truly reflected the individual needs of facilities and offices.

In 1981, the legislature approved a career improvement plan proposed by the Department. This plan included much needed pay upgrades and an extended career ladder for correctional officers.

In 1982, a review and evaluation of training needs provided data for planning the future direction of the Department's training program. On an average of 2,500 hours of training provided annually for institution staff, the distribution was as follows:

- 47.5% - Basic Introductory and On-Going Staff Development
- 41.5% - Specialized (Nurses, Teachers, Caseworkers, etc.)
- 4.5% - Management Training
- 6.5% - Training of Staff Trainers

On an average of 1,000 hours of training provided annually for Probation and Parole staff, the distribution was as follows:

- 40.5% - Basic Introductory and On-Going Staff Development
- 39.3% - Specialized
- 20.2% - Management

Roles and Relationships

Personnel training and staff development is an integral part of the successful management and operation of any organization. It is of critical importance to the Department of Corrections. Corrections' staff is often called upon to perform under stressful conditions. They are exposed to danger, which heightens tensions created by overcrowding and demanding caseloads.

Currently, the basically decentralized model remains in effect. The "Chief of Special Projects and Training" coordinates training throughout the Department, in conjunction with designated staff in each facility and office. This has proven effective in that it takes maximum advantage of continuity and consistency while providing the greatest flexibility and cost-effectiveness in use of resources. It permits system-wide standards of training while recognizing the uniqueness of each facility and probation and parole office.

The Chief of Special Projects and Training reports to the Deputy Commissioner.

The Training Plan

A formal Department Training Plan is being developed and implemented. The plan is a four-level training concept designed to meet the individual skill need of each level of personnel.

Level I - "Pre-Service" - 40 Hours
A formal introductory level training module for all new Corrections' personnel.

Level II - "On-Site" - 40 Hours
A work experience level for new personnel. Participants have no direct responsibility.

Level III - "In-Service" - 40 Hours
A work experience under close supervision.

Level IV - "Selective"
Training modules that support the needs of specific professional positions within the Department.

Levels I, II and III are pre-requisites.

Since Corrections' staff work under conditions of stress not common to most professions, stress management will have priority in each level of training.

The Department is committed to improving its training capabilities by utilizing interdepartmental training opportunities on an exchange basis. Such an exchange has already been established with the Department of Public Safety. The sharing of training expertise in such areas as stress management and hostage negotiation can and will benefit not only the Department of Corrections, but any Department charged with the responsibility and needs of other people.

The Department places high priority on the full implementation of this Department Training Plan, that is designed to meet adopted minimum standards. The following table lists those proposed standards in time units. The content will be somewhat variable to provide flexibility to meet changing needs.

Ultimately, any training provided must accomplish the following:

- It must provide staff with basic job-related information,
- It must support major directions and initiatives,
- It must give staff new technologies for specialized areas such as the "Intensive Supervision" program of the Probation and Parole Division.
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**PAROLE BOARD**

The Vermont Parole Board is composed of five citizen members, appointed by the Governor. The Parole Board determines whether inmates who have served the minimum sentence set by the courts (less any "good time" accrued by the inmate) shall be released on parole prior to the expiration of their maximum sentence. The Parole Board holds monthly meetings to review the status of inmates, provide feedback and grant paroles. The Executive Secretary also visits inmates incarcerated out-of-state at least once a year. The Department provides its own in-house record review at least every six months. Although the Parole Board is an autonomous body (not under the administrative control of the Department) the Department provides administrative and secretarial support services to the Board.

Residents of the Chittenden Correctional Center worship service study for G.E.D. examinations.
The total number of people under the supervision or custody of the Department has increased substantially since 1975. In July of 1975 the average incarcerated population housed in Vermont was 305 while in August, 1983 it was 531 (includes both sentenced and detained inmates). [Figure 1]

The probation population has increased from 2,026 in June, 1973 to 4,244 in August, 1983 (end of month totals). [Figure 2] The size of the probation population fluctuates continuously, making short-term trend analysis and month to month planning difficult. The parole population also varies. The parole population has been declining since a peak in 1978 and seems to have leveled off in Fiscal Years 82 and 83. [Figure 3 on next page]
The Department of Corrections is the end point of the criminal justice system and its population is influenced by all the factors which influence each step of the criminal justice profile. Most of these factors have short and long term effects and are inter-related. The number, training, level of funding and personal attitudes of the local and State police affects the number of arrests and quality of cases. The attitudes and other factors such as media coverage, policy (plea bargaining, diversion) and experience affect how cases are prosecuted by the State's Attorneys. Individual attitudes of judges also make a difference. The effects of these variables are reflected in court statistics which are especially useful to the Department in short-term trend analysis. For example, the number of felony cases disposed was down in June and July, 1983 but rose again in August. The number of felony cases added declined in April, 1983 through July, 1983 and increased dramatically in August. While the detention population would be increased immediately by the heavier court caseload, it takes approximately three months for a felony case to be disposed and therefore a rise in incarcerated population can usually be expected to follow.

The Parole Board affects the balance of the population between incarceration and street supervision. The sentencing practices of the courts determine how many people are eligible for parole and the timing of that eligibility. There has been a dramatic increase in the number of split sentences among the facilities admissions. Split sentences are usually given for less serious offenses and done in a manner that makes parole inapplicable. This leaves the more serious offenders for parole review.

The Parole Board members' attitudes are significant as they are responsive to the public attitude about corrections and offenders.

The effect of a single legal precedent on short-term population can be seen by the 1979 dip in incarcerated population following the case of Minn vs. Chater. Changes in the law can also have a significant effect on population. The recent changes in Driving with License Suspended (DLS) penalties, and a significant public outcry for Driving While Intoxicated (DWI) offenders to be punished, has changed the composition of the corrections population as can be seen in the increase of DWI/DWI offense sentenced admissions from 22.1% in FY73 and 15.9% in FY77 to an estimated 35.9% in calendar year 1982.

All of the factors discussed thus far are further influenced by public attitude towards crime and corrections and the general economic health of the State. For example, a "get tough" public attitude about DWI and DLS brought about legislative change to DLS penalties followed by a corresponding rise in the corrections population for both offenses. The public attitude about corrections may be reflected in a lack of social stigma about being on probation when approximately 1 in 20 young men in the State is under jurisdiction of the Department. Economic influence can easily be seen in the failure of Department funding to keep pace with population growth especially in probation and parole.

An additional indicator for use in long-range population projection is the size of
the population at risk. Since the majority of the incarcerated population falls within the age group of 16-34, estimates of the future population in the age range of 15-34 have been obtained from the State Health Department. The estimates are adjusted for the migration of college students which is acceptable to the Department of Corrections as very few college students are in our care.

National and Vermont crime statistics based on the Uniform Crime Reporting system are only moderately useful as predictors because the figures become available only after a significant delay. It does seem clear, however, that the policy of community corrections has had a significant effect in keeping the incarcerated population in bounds during a period when crime, particularly violent crime, has been increasing dramatically (Figures 6 and 7). The population-at-risk (males 16-34) has doubled since 1960, notably due to major immigration of young adults. From 1960 to 1981, reported total crime increased 400%, twice as fast as the population-at-risk, and violent crime increased 900% four and a half times as fast. During that same period, the incarcerated population increased only 150%. The probation population, however, increased 350%, almost keeping pace with total crime. Had incarceration been the primary response to crime, and particularly to violent crime, the incarcerated population would have kept pace with the increase in crime.

Probation has been the primary alternative, and until 1981, succeeded in controlling the growth of the facilities population. However, probation did not receive adequate resources to cope with the increased need. No new probation offices had been added since 1976, while during the same period the probation population has doubled, and matching supplemental federal funds (primarily channeled through other Agency of Human Services' Departments) have declined dramatically. Unlike the facilities, however, probation officers do not have a fixed capacity. The caseload could only absorb the increased population, with consequent decreased effectiveness (Figure 8). As probation officers became saturated, it became increasingly apparent to the courts that community supervision of high-risk offenders was less effective. This lack of credible supervision, coupled with a dramatic toughening in public attitude about crime, may have led to a short-term rapid growth in the incarcerated population.

Concurrent with the saturation of probation has been the saturation of the correctional facilities (Figure 9), with an increasingly violent and repeat felony offender population. The regional centers now house an increasing proportion of offenders requiring medium security for sentences of up to two years, as well as providing for release programming for offenders nearing the end of longer sentences. In addition, the regional centers serve the courts as detention centers. Layered on top of these functions is the dramatic increase, in 1982 and 1983, in the use of the regional facilities to provide short-term (two to five days) incarceration of repeat DWI/DLS offenders. At the same time, longer sentences for serious felony offenders created a backlog of inmates for the Northwest State Correctional Facility, the only long-term medium/low security facility. The regional facilities were obliged to house these inmates, further hampering community correctional practice and draining already scarce resources to provide adequate security. As the Windsor Facility, inadequate physical security (the lack of a fence and sufficient custodial staff) prevents housing offenders who pose any escape risk, and consequently further limits access to the industrial work opportunity at that facility.
In general, any projection of the Vermont Corrections population into the future is subject to the vagaries of events, attitudes, and economic/social conditions. The only limiting factors are the size of the population at-risk and the crime/conviction rates. As discussed earlier, both the incarcerated population is small and change in its size is volatile. We have learned in the past two years that facility size is not a limiting factor (on one day in August, 1982, the in-state incarcerated population was 636, 15% beyond the rated bed capacity). We have also learned that public policy and attitude have significant effect upon the operation of the criminal justice system.

Given the massive cost load of constructing and operating correctional facilities, it is incumbent upon the Department to project conservatively, and to accommodate peak surges in temporary or alternative bedspace, despite the disruption to normal programming that this generates. Consequently, the projection for facilities bed space requirements for the FY85-FY90 period is a linear regression of the trend over the FY75-FY83 period, at about 30 beds per year. The primary assumption is that history is the best predictor of the future. [See Figure 9]

Probation, on the other hand, is a larger population, and growing faster (both in rate and actual number) than the incarcerated population. A similar regression of the growth of probation yields a growth projection of 19 per month, or 228 per year. While this rate of growth roughly keeps pace with property crime rates, it may be that the primary reason for the accelerating growth in probation population is the saturation of current resources, meaning that the typical probation officer has more cases added each month outnumber the cases closed.

Whatever the level of projection made, it is apparent that both facilities and probation are population saturated and it is unlikely that either will see a long-term decline or significant stability in the next few years.
CONCLUSION

The increase in population in both the institutional side of the corrections system and in probation and parole, and the clear need to develop credible sentencing alternatives for the courts, has caused the Department, consistent with its dual mission of protecting the public and rehabilitating offenders, to undertake the following five tasks:

- Reinforce probation/parole to serve not as a second chance, slap-on-the-wrist option, but as an alternative that offers sentencing judges credible punishment (deprivation of liberty), sanctions and penalties to apply to offenders.

- Make the two central closed facilities (Northwest State Correctional Facility at St. Albans and the Windsor Correctional Facility) long-term work/industrial centers.

- Make the four regional centers (St. Johnsbury, Rutland, Woodstock and Chittenden) multi-level work centers within the following context:
  A. Medium security inmates participate in the new Vermont Institutional Industries work site programs within the institutions;
  B. Minimum security inmates participate in community service crews;
  C. Community security inmates participate in work release programs in the community.

- Expand community service crews to include unemployed probationers/parolees and those offenders sentenced to serve time on weekends.

- Allocate the majority of purchase of service dollars to address the underlying problems which are directly related to the risk of subsequent criminal behavior and recidivism:
  A. Emotional Stability,
  B. Drug/Alcohol Abuse,
  C. Sexual Issues,
  D. Employment.

In summary, the goal is to provide six facilities with walls and in each probation district a continuum of "jails without walls." This will be accomplished by using such restrictions as: curfew; house arrest; daily movement schedules; collateral supervision by local law enforcement agencies, employers and relatives; daily contact with probation officers; daily distribution of antabuse; low probation caseloads for officers working with offenders under intensive supervision; and random yet regular night and weekend surveillance.

It should be noted that there may be an initial increase in the rate of incarceration due to probation violations as a result of intensive field supervision. This is because of the likelihood that more offenders will be caught in inappropriate behavior as the level of supervision intensifies. This will level off after a time, however, as offenders come to accept intensive supervision as a credible force. Over the long haul, the "jails without walls" will help mitigate most offenders' behavior within the community and allow probation officers more options than the immediate extreme of violation to jail.

TRENDS

This following excerpt from the National Institute of Corrections, is consistent with Department perspective.

"At recent National Institute of Corrections Advisory Board hearings, practitioners expressed the need for redefinition and clarification of the goals and mission of community corrections in light of present trends in the criminal justice system. The current lack of public support and understanding of community corrections is, in large part, fostered by the field's own inability to clearly articulate what community corrections is and ought to be.

While total agreement is lacking, there is an emerging consensus within the field about some common elements of community corrections.

Community corrections programs should be viewed as valid penalties and punishments for offenders, not only as alternatives to
Incarceration. Because these programs deprive offenders of personal liberties, they are among the dispositions available to the courts.

Community corrections programs should be responsible not only for satisfying demands that they be fair punishment, but also for assuring public safety. For community supervision to develop and gain greater public acceptance, it must be viewed both as appropriate punishment for specific categories of offenders and as concerned with matters of risk and safety.

Building on work already done in such areas as risk classification, selective incapacitation and sentencing guidelines, there must be a clear understanding of the appropriate range of sanctions for offenders and what those sanctions can realistically accomplish. With that understanding, policy must be formulated on the appropriate use of possible sanctions. Criteria used in sentencing should explicitly state which offenders should be fined; which should receive community service orders or pay restitution; which should be sentenced to probation, jail or prison; and what length, level and type of supervision should be imposed.

To date such concepts as classification and control have been applied primarily to institutional programs rather than to community alternatives. This limited application ignores the inter-relatedness of all elements of the criminal justice system and creates significant problems. For example, community corrections acts and sentencing guidelines at times appear simply to shift incarcerated populations from prisons to jails. Conversely, the failure to recognize the use of classification and risk assessment in community corrections has resulted in a greatly increased, and unnecessary use of jails and prisons.

The House of Representatives Institutions Committee provides oversight for the department. Members shown (left to right) are George Greece, Ken Harvey, "Bud" Kneis (Vice Chairman), Bill Allen (Committee Chairman), Robert Edmund, Robert Wood and William Biemhard. Present also (but unable to be seen in the picture) are Peter Affendorf and William Fyfe.

SECTION
Appendices A-G
Appendix A
Definitions

Rehabilitation - restoration to a former capacity, a condition of fitness or useful or constructive activity.

Habilitation - making capable, qualified.

Punishment - a suffering, pain, or loss that serves as retribution (recompense).

Reparation - the act of making amends, offering expiation, or giving satisfaction for a wrong or injury.

Restitution - making good of or giving an equivalent for some injury.

Reintegrate - re-instating or restoring unity with the community.

Integrate - uniting, incorporating, ending the segregation of and bringing into common and equal membership into society, or an organization.

Incapacitate - to deprive of capacity or natural power; making legally incapable or ineligible.

Deterrence - turning aside, discarding, discouraging, or preventing from acting (as by fear).

Prevention - the act of forestalling, keeping from happening or existing; holding or keeping back from, hinder, or stop, interposing an obstacle.

Risk - possibility of loss or injury; dangerous element or factor, to expose to hazard or danger.

Need - lack of something requisite, desirable or useful; a condition requiring supply or relief.

Custody - guarding; immediate charge or control exercised over a suspect by a person or authority.

Enforcement - compel; carry out effectively, to give force to.

Supervision - a critical watching and directing (as of activities and course of direction).

Sentence Structure - incarceration - minimum and maximum, probation supervision conditions and terms.

Objective - being observable; a characteristic of; a part of the whole that is measureable.

Goal - the terminal point; the end place; the area toward which is advanced upon.

Philosophy - pursuit of wisdom; general understanding of values by chiefly speculative rather than observable means; the grounds and concepts expressing fundamental beliefs; the most general beliefs; concepts, attitudes (of the groups).

Split Sentences - where the court specifies a period of incarceration to be followed by a period of probation.

Interrupted Sentences - where an offender on probation may spend weekends or nights in jail.
Appendix B (1)
Operating Budget

State of Vermont
Department of Corrections

FY84 Appropriation 10/15/83

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<td>48,700</td>
<td>494,900</td>
<td>10,135,375</td>
</tr>
<tr>
<td>Operating Expenses</td>
<td>426,550</td>
<td>3,180,875</td>
<td>15,100</td>
<td>120,200</td>
</tr>
<tr>
<td>Total</td>
<td>2,554,786</td>
<td>10,644,414</td>
<td>63,800</td>
<td>615,100</td>
</tr>
</tbody>
</table>

(1) includes Commissioner's office, Accounting, Legal and Research.
Appendix B (2)

Capital Budget

During the 1983 session, the legislature approved several capital budget expenditures primarily oriented to alleviating some of the offender population pressure we are experiencing. The following are a list of these physical plant improvements and the amounts involved.

1. Expansion of the Northwest State Correctional Facility to provide 50 additional residential beds, a short term post arrest capability of six beds, and an upgraded control complex.
   $2,400,000

2. Completion of inmate work sites at two facilities:
   - St. Johnsbury - completion of the interior of the metal products building.
   - Rutland - completion of the inmate work and training building.
   $175,000

3. Funds for planning the expansion or replacement of a facility.
   $150,000

4. Improvements at the Woodstock and Chittenden facilities to come into compliance with current Life Safety Codes.
   $100,000

5. Chain link security fences at the Windsor Facility.
   $50,000

6. Renovations at the old St. Johnsbury Facility to permit temporary use in easing system overcrowding problems.
   $25,000

7. Renovations at Addison, Orleans, and other lockups to permit their use for low custody level offenders.
   $250,000

TOTAL $3,150,000
Further, there is a recognition that the considerations and available data for initial classification differ significantly from those for reclassification. Accordingly, separate and distinct instruments are used for initial and reclassification decision making with the latter reflecting the observations and knowledge gained from an extended period of offender institutional performance.

The instrument itself for security/custody decision making is an additive/decision tree utilizing objective criteria which reflect the above noted premises. The needs instrument is not additive, but rather, differentiates 13 1/4 need areas with four levels of objective discrimination within any need area. Also, the Needs Instrument serves as both an historic record and a record of progress in that it reflects initial assessment data as well as program participation. Necessary or desired programmatic responses and their potential impact on eligibility for community

security/custody are determined through the integration of administrative rules and the differential case planning process.

Finally, although the security, custody, needs instrument represents the core of the offender classification system, it was determined that all of the offender or Department needs could not be anticipated in a single objective instrument. Accordingly, to give the system some flexibility, a listing was developed of other possible objective considerations which could be used to alter or override the security, custody, or need level, as determined, using the instrument alone. These over-ride considerations take two forms: administrative and discretionary. Administrative over-rides are automatically invoked when the case in question meets the objective criteria as defined for the particular administrative over-ride. Discretionary over-rides are invoked upon the specific recommendation of those persons authorized to do so. All over-rides must be based on objective, verifiable data.

Appendix C
Facility Custody/Needs Classification Description

The following text and charts are extracted from the Vermont Department of Corrections Classification Manual used in facilities. Included are the goals and objectives of the process and a model description, an Initial Custody Classification instrument, and an Offender Re-classification instrument and the two page Needs Assessment instrument.

GOALS

The Vermont Department of Corrections' offender classification system will:

1. Utilize complete, high quality information at all levels.
2. Provide for fair, consistent, and valid decision making.
3. Be consistent with legal and constitutional guarantees.
4. Utilize the coordinated delivery of a continuum of services and supervision.
5. Maintain the inmate at the least restrictive level of custody, consistent with public safety.
6. Maintain the inmate close to his home community and support reintegration into that community.
7. Provide for the needs of special populations.
8. Match the needs of offenders to appropriate resources.
9. Provide for offender involvement in the classification process.
10. Provide for periodic, systematic reclassification.
11. Be responsive to feedback, evaluation, the needs of the offender, the needs of the system, and improvements in the technology of offender classification.

OBJECTIVES

In meeting these goals, the following will additionally be realized:

- Reduce the number of escapes from custody,
- Reduce the number of walk-aways from furlough,
- Reduce the number of protective custody cases,
- Reduce the number of assaults on inmates,
- Balance the inmate population evenly across the State,
- Improve the use of resources, i.e., differential staffing patterns by type and location,
- Insure inmates are in the proper institution based on classification.

MODEL DESCRIPTION

The Vermont Department of Corrections' Offender Classification Instrument is based on the principle that the best predictor of future behavior is past behavior. It concerns itself with the issues of: violence potential, escape, management problems, and the probability of continued criminal activity.

In regards to these issues, it is recognized that the security/custody levels of minimum, medium, close and maximum reflect the objective assessment of the offender's potential for escape, institutional violence, or institutional management problems. It is only at the community security/custody level that the probability of continued criminal activity, as reflected on the needs instrument, and the concern for protection of the public become a consideration for security/custody designation decisionmaking.

Control control room at the new St. Johnsbury Correctional Center. This is the secure center of the facility from which the operator can monitor and control all movement of inmates.
### INITIAL CUSTODY CLASSIFICATION

<table>
<thead>
<tr>
<th>Code</th>
<th>Add</th>
<th>Date</th>
<th>Change</th>
<th>Caseworker Name</th>
<th>Caseworker Code</th>
<th>Location Code</th>
<th>Date</th>
<th>Inmate Name</th>
<th>Score</th>
<th>Level</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Select the answer and enter the weight in the score column. Total scores as directed.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1. **HISTORY OF INSTITUTIONAL VIOLENCE (Jail or Prison, code most serious in last 5 years)**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

2. **SEVERITY OF CURRENT OFFENSE**
   - Low: 0
   - Moderate: 1
   - High: 2
   - Highest: 3

3. **PRIOR ASSAULTIVE OFFENSE HISTORY**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

4. **ESCAPE HISTORY**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

5. **CLOSE OUTSIDE SCORE**
   - Finish 3 thru 8 & see MRH/MNS scale if under 10.

6. **ALCOHOL/DRUG AWARE**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

7. **CRIMINAL TACTICS**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

8. **SCHEDULE D SCORE**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

9. **LEVEL OF INTERVENTION REPORT**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

### COURT RE-CLASSIFICATION

<table>
<thead>
<tr>
<th>Inmate Name (Last, First, Middle)</th>
<th>Birth Date</th>
<th>ID Number</th>
<th>Off. Type</th>
</tr>
</thead>
<tbody>
<tr>
<td>Select the answer and enter the weight in the score column. Total scores as directed.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1. **HISTORY OF INSTITUTIONAL VIOLENCE (Jail or Prison, code most serious in last 5 years)**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

2. **SEVERITY OF CURRENT OFFENSE**
   - Low: 0
   - Moderate: 1
   - High: 2
   - Highest: 3

3. **PRIOR ASSAULTIVE OFFENSE HISTORY**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

4. **ESCAPE HISTORY**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

5. **CLOSE OUTSIDE SCORE**
   - Finish 3 thru 8 & see MRH/MNS scale if under 10.

6. **ALCOHOL/DRUG AWARE**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

7. **CRIMINAL TACTICS**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

8. **SCHEDULE D SCORE**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

9. **LEVEL OF INTERVENTION REPORT**
   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

### OVERDISE: (Enter appropriate code when applicable)

   - None: 0
   - Low: 1
   - Moderate: 2
   - High: 3
   - Highest: 4

### ARRESTED OFFENDER LEVEL: (Enter Custody level code = Total Score + Override Policy)

   - Level: 50
## ASSESSMENT OF OFFENDER NEEDS AND PROGRESS REPORT

<table>
<thead>
<tr>
<th>Field</th>
<th>Vt Doc</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date</td>
<td></td>
</tr>
</tbody>
</table>

### PRIMARY CSS

1. Selective Intervention
2. Casework/Control
3. Environmental Structuring
4. Limit Setting

### ACADEMIC SKILLS

- High School Diploma, GED, or above skill level: [ ]
- At least eighth grade reading level, incomplete education, potential for GED: [ ]
- Third through sixth grade reading/math skills, needs basic education programs: [ ]
- Zero through third grade level of reading/math skills, needs remedial programs: [ ]

### VOCATIONAL SKILLS

- Has a skill but may need further experience in employment setting: [ ]
- Has basic skills but needs specific skills training program: [ ]
- No skills, needs basic skills or specific training, or lacks ability to perform simple tasks: [ ]

### EMPLOYMENT

- Satisfactory: [ ]
- Employed for six months or more in a single job: [ ]
- Employed on 2 or more jobs or virtually unemployed: [ ]

### FINANCIAL MANAGEMENT

- Earns weekly salary but it is insufficient for normal living conditions: [ ]
- On welfare/has basic understanding-refuses to participate in financial management: [ ]
- Total lack of understanding about financial management: [ ]

### FAMILY RELATIONSHIPS

- Family separated but no adverse affects: [ ]
- Family disruption at early age or lack of good male figure: [ ]
- History of abuse such as victim and/or abuser: [ ]

### SUPPORTIVE SITUATION (Include live-in partners):

- Stable: [ ]
- Short-term (under six months) relationship that appears normal: [ ]
- Marriage or liaison: [ ]
- History of wife beating or destructive relationship: [ ]

### COMPANIONS

- Mainly drinking companions: [ ]
- Some associates involved in criminal activity: [ ]
- Associates mainly involved in criminal activity or tends to be used by others or tends to manipulate: [ ]

### MARITAL RELATIONSHIP

- Stable: [ ]
- Short-term (under six months) relationship: [ ]
- History of wife beating or destructive relationship: [ ]

### SOCIAL RELATIONSHIP

- Strong supportive family unit: [ ]
- Family separated but no adverse affects: [ ]
- Family disruption at early age or lack of good male figure: [ ]

### HEALTH

- Mainly drinking companions: [ ]
- Some associates involved in criminal activity: [ ]
- Associates mainly involved in criminal activity or tends to be used by others or tends to manipulate: [ ]

### ADDITIONAL INFORMATION

- Has achieved goal as indicated in case plan for this area: [ ]
- Has achieved goal as indicated in case plan for this area: [ ]
- Has achieved goal as indicated in case plan for this area: [ ]
- Unable/Refuses to participate: [ ]
<table>
<thead>
<tr>
<th>CASWORKER NAME</th>
<th>ALCOHOL USAGE</th>
<th>Has achieved goal as indicated in case plan for this area.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Does not use alcohol</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Has achieved goal as indicated in case plan for this area.</td>
<td></td>
</tr>
<tr>
<td>OTHER DRUG USAGE</td>
<td>Does not use drugs and/or controlled substances</td>
<td>Has achieved goal as indicated in case plan for this area.</td>
</tr>
<tr>
<td></td>
<td>Uses heroin, cocaine, depressants, amphetamines, etc.</td>
<td>Unable/Refuses to participate in drug related program for this area.</td>
</tr>
<tr>
<td>SEXUAL BEHAVIOR</td>
<td>No apparent dysfunction</td>
<td>Has achieved goal as indicated in case plan for this area.</td>
</tr>
<tr>
<td></td>
<td>Voyeurism or exhibitionism</td>
<td>Unable/Refuses to participate in sex related program for this area.</td>
</tr>
<tr>
<td>EMOTIONAL STABILITY</td>
<td>Well adjusted, makes appropriate emotional responses</td>
<td>Has achieved goal as indicated in case plan for this area.</td>
</tr>
<tr>
<td></td>
<td>Occasional anxiety or nervousness</td>
<td>Unable/Refuses to participate in need related program for this area.</td>
</tr>
<tr>
<td>LEISURE TUBE UTILIZATION</td>
<td>Has identified leisure interests, skills, and activities</td>
<td>Has achieved goal as indicated in case plan for this area.</td>
</tr>
<tr>
<td></td>
<td>Can't identify leisure interests and skills, lacks skills infrequently uses them</td>
<td>Unable/Refuses to participate in leisure activities program for this area.</td>
</tr>
<tr>
<td>PHYSICAL HEALTH</td>
<td>Under-achiever</td>
<td>Serious handicap or chronic illness interfering with functioning.</td>
</tr>
<tr>
<td></td>
<td>Occasional work loss due to handicap or illness</td>
<td>Unable/Refuses to participate in rehabilitation program for this area.</td>
</tr>
</tbody>
</table>
### Appendix D

#### Custody and Security Levels and Criteria

Tables 1 and 2 outline the criteria used to differentiate institutional settings by security and custody levels. These factors relate to physical or environmental configurations (Table 3) and the degree and type of staff supervision (Table 2). The following discussion provides descriptions for each security level and custody level.

#### Maximum Security

<table>
<thead>
<tr>
<th>Criteria</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Security requirements</td>
<td>Requires housing separate from the general population and implies separate management of various activities such as exercise and food service as well. An inmate placed in a maximum security setting should be housed in a single-occupancy, &quot;inside cell&quot; - a cell which is contained on four sides within a cellblock. In this case, if an inmate escapes from the cell, he/she is still confined within the building. The maximum security facility shall include a secure perimeter with towers occupied 24 hours a day, or the equivalent. External patrol and detection devices are also required. However, the maximum security inmate may retain his or her personal property unless the classification team finds and removes specified items of personal property as essential for protection of self or others.</td>
</tr>
<tr>
<td>Custody Specifications</td>
<td>Maximum custody inmates may retain access to the community is generally allowed with external patrol and detection devices.</td>
</tr>
<tr>
<td>Custody Levels</td>
<td>Maximum custody is used only for offenders whose past behavior indicates they pose a clear and present danger to staff and other</td>
</tr>
</tbody>
</table>

A secure perimeter, occupied 24 hours a day, with external patrol and detection devices.

#### Medium Custody

An inmate assigned to medium custody shall be permitted to move within the institution only when accompanied by a correctional officer. An inmate may be eligible for all activities within the main perimeter. Supervision should be frequent, and this should be direct observation of the area at all times.

#### Minimum Security

Minimum security housing may be in any open unit within an appropriate institution perimeter. This perimeter should include clearly designated boundaries. There are no detection devices, but there may be intermittent external patrols. The facility should be designed to allow access to living quarters before and after work hours.

### Community Security

Community security placements may include any of the following:

1. Pre-Release (i.e., work release, education release, etc.);
2. School (residential or college);
3. Hospital;
4. Nursing Home;
5. Private residence;
6. Other settings appropriate to the needs of the inmate and his/her casework plan.

### Community Custody

Community custody shall be reserved for inmates who do not pose the risks associated with the preceding custody levels and who are psychologically prepared for immediate release to the community. Direct supervision is not required, but may be provided under certain circumstances. Daily unescorted access to the community is generally allowed and furloughs are considered an important element of most community custody programs.

#### Community Custody

Community custody shall be reserved for inmates with the preceding custody levels and who are psychologically prepared for immediate release to the community. Direct supervision is not required, but may be provided under certain circumstances. Daily unescorted access to the community is generally allowed and furloughs are considered an important element of most community custody programs.

#### Minimum Custody

Minimum custody shall be reserved for inmates who do not pose the risks associated with the preceding custody levels and who are psychologically prepared for immediate release to the community. Direct supervision is not required, but may be provided under certain circumstances. Daily unescorted access to the community is generally allowed and furloughs are considered an important element of most community custody programs.

#### Close Custody

For an inmate assigned to close custody, all movement may be escorted during the daytime inside the perimeter, but shall be observed by staff. Night movement shall be escorted or on a check-in/check-out basis. The supervision for a close custody inmate shall include constant observation and supervision by staff. When leaving the institutional grounds, one-on-one escorts shall be used for such an inmate, who shall be kept in handcuffs. An inmate at this custody designation is not eligible for furloughs. In addition, a close custody inmate is to have access only to selected jobs, programs and activities inside the building and as assigned by the classification process.

This custody level is reserved for inmates whose past behavior indicates they pose a clear and present danger to staff and other |

#### Medium Security

Housing for medium security may be either single cell units or dormitories when the areas are secure and designated for this purpose. Medium security shall also include
# Vermont Security Designations

## Table I

<table>
<thead>
<tr>
<th>PERIMETER</th>
<th>COMMUNITY</th>
<th>MINIMUM</th>
<th>MEDIUM</th>
<th>CLOSE</th>
<th>MAXIMUM</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOWERS</td>
<td>None</td>
<td>Clearly designated by boundary markers.</td>
<td>Less Secure (Regional Faf. Secure (Central) Faf.</td>
<td>Secure</td>
<td>Secure</td>
</tr>
<tr>
<td>EXTERNAL PATROL</td>
<td>None</td>
<td>Optional</td>
<td>Manned 24 hours</td>
<td>Manned 24 hours</td>
<td>Manned 24 hours</td>
</tr>
<tr>
<td>DETECTION DEVICES</td>
<td>None</td>
<td>Intermittent</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>HOUSING</td>
<td>Single rooms and/or multiple rooms.</td>
<td>Single rooms and/or multiple rooms and/or multiple dormitories.</td>
<td>Single cells or rooms and/or dormitories.</td>
<td>Single outside or inside cells.</td>
<td>Single inside cells corridor grills.</td>
</tr>
</tbody>
</table>

## Definitions

- **Less Secure:** Walled, single fence or no perimeter fence except for a fenced recreational area. All entry and exit into and out of is via sally ports.
- **Secure Perimeter:** Walled or single fenced perimeter with armed towers. All entry and exit into and out of the compound is via sally ports.
- **Inside Cell:** A cell which is contained on four sides within a cellblock; i.e., if an inmate escapes from the cell, he is still confined within the building.
- **Outside Cell:** A cell with a wall or window immediately adjacent to the outside of the building; i.e., if an inmate escapes from the cell, he has escaped from the building.
## Vermont Custody Designations

### Table II

<table>
<thead>
<tr>
<th></th>
<th>Community Movement</th>
<th>Minimum</th>
<th>Medium</th>
<th>Close</th>
<th>Maximum</th>
</tr>
</thead>
<tbody>
<tr>
<td>Day Movement</td>
<td>Unrestricted</td>
<td>Check Out/In</td>
<td>Check Out/In</td>
<td>All normal movement outside unit is escorted</td>
<td>Escort Only</td>
</tr>
<tr>
<td>Night Movement</td>
<td>Unrestricted</td>
<td>Check Out/In</td>
<td>Under staff observation</td>
<td>Escort</td>
<td>Only on order of Shift Supervisor and on escorted basis; always escorted</td>
</tr>
<tr>
<td>Supervision</td>
<td>Periodic as appropriate or circumstances of work or activities</td>
<td>Supervised in groups by an unarmed officer or checked every 30 minutes</td>
<td>Frequent and direct observation by staff</td>
<td>Always observed and supervised</td>
<td>Always observed and supervised</td>
</tr>
<tr>
<td>Leave the Institution</td>
<td>Daily and unscored, eligible for escorted furloughs.</td>
<td>Under supervision.</td>
<td>Under close supervision.</td>
<td>One-On-One escort, and in full restraints.</td>
<td>(Armed) one-on-one escort, and in full restraints.</td>
</tr>
<tr>
<td>Access to Programs</td>
<td>Unrestricted, including all community-based programs and activities.</td>
<td>Inside the perimeter and selected community-based programs and activities.</td>
<td>All inside the perimeter</td>
<td>Selected programs and activities inside the units or facility.</td>
<td>Selected call activity only.</td>
</tr>
<tr>
<td>Access to Jobs</td>
<td>All, both inside and outside the perimeter.</td>
<td>Inside and supervised jobs outside the perimeter</td>
<td>All inside the perimeter</td>
<td>Only day jobs inside the units or facility.</td>
<td>None</td>
</tr>
</tbody>
</table>
Appendix E

Probation and Parole Risk/Need Classification Description

While the ultimate purpose of the Probation and Parole Classification procedures are the same as the facility process (to determine the level of supervision that protects the public safety but provides the offender with the best chance of success) there is some variation in the actual mechanics of the process and format of the forms used. Included in this appendix section are the list of factors in assessing need, a list of some of the supervision and control strategies available and a list of some of the punishment and reparation formats available. Also included are the forms used for Initial Assessment of Risk/Need, Assessment of Risk and Termination of Risk. The Needs Assessment form for the latter two are the same as is used for Initial Assessment.

Since the basic punishment is selected by the courts, the factors for determining casework strategy are developed by the Initial Assessment of Risk, which measures the following:

- Residential placement - mandated (Treatment custody),
- House arrest,
- Curfew,
- Pre-scheduled activity and movement,
- Structured range of movement,
- Contact type (day, night, weekend) and frequency,
- Computer monitoring - Division of Motor Vehicles: payment, billing,
- Disclosure,
- Testing - alcohol.

Punishment, reparation and/or restitution can, therefore, be accomplished by any one or more of the following:

- Victim participation - sentencing and review committee,
- Community work service,
- Community service crew,
- Payment of fines and restitution,
- Payment for treatment received,
- Set off (up to a one of tax refund to repay),
- Mandated residence,
- House arrest,
- Curfew,
- Structured activity and movement,
- Contact type,
- Payment for victim's treatments.

These assessments are repeated at prescribed periods that are determined by the individual's sentence length.

The assessments then become the main decision making source behind initial classifications and subsequent reclassifications.

Current strategies available to Probation and Parole Officers to carry out their supervision and control roles include:

- Residential placement - mandated (Treatment custody),
- House arrest,
- Curfew,
- Pre-scheduled activity and movement,
- Structured range of movement,
- Contact type (day, night, weekend) and frequency,
- Computer monitoring - Division of Motor Vehicles: payment, billing,
- Disclosure,
- Testing - alcohol.

Select the answer and enter the weight in the score column. Total all scores.

<table>
<thead>
<tr>
<th>IR Add Change</th>
<th>Client Name</th>
<th>Location Code</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Officer Name</td>
<td>Officer Code</td>
<td>Location Code</td>
<td></td>
</tr>
</tbody>
</table>

| Number of Address changes in last 12 months: | 0 | 1 | 2 Two or more |
| Time Depended in last 12 months: | 0 | 1 | 2 Two or more |
| Alcohol Usage Problems (Prior to incarceration for parole): | | |
| Other Drug Usage Problems (Prior to incarceration for parole): | | |
| Attitude: | | |
| Age of First Conviction: | 0 | 1 | 2 10 or younger |
| Number of Prior Parole of Probation/Parole Supervision: | 0 | 1 | 2 One or more |
| Number of Prior Parole of Probation/Parole Supervision: | 0 | 1 | 2 One or more |
| Number of Prior Parole of Probation/Parole Revocation: | 0 | 1 | 2 One or more |
| Number of Prior Felony Convictions: | 0 | 1 | 2 Two or more |
| Convictions of Juvenile Adjudications For: | 0 | 1 | 2 More than 5.5 months |
| Override considerations: | | |
| Officer Override: | | |
| Assigned Supervision Level: | | |
| Primary Casework Strategies System: | | |
| 10/4/82 | 59 |
### Initial Assessment of Need

<table>
<thead>
<tr>
<th>Officer Name</th>
<th>Date</th>
<th>Location Code</th>
<th>Client ID Number</th>
<th>Score</th>
<th>Select the answer and enter the weight in the score column. Total all scores.</th>
</tr>
</thead>
</table>

**Academic/Vocational Skills**

- High School or above skill level: 1
  - Adequate Skills; able to handle everyday requirements: 2
  - Low skill level causing minor adjustment problems: 3
  - Minimal skill level causing serious adjustment problems: 4

**Employment**

- Satisfactory employment for one year or longer: 1
  - Secure employment; no unemployment: 2
  - Unsatisfactory employment; unemployed and virtually unable to find work: 3

**Financial Management**

- No current problems: 1
  - Financial independence: 2
  - Financially dependent: 3

**Mental/Family Relationships**

- Good support and supervision: 1
  - No support: 2
  - Accepts responsibility for actions: 3

**Emotional Stability**

- Good ability to handle emotional responses: 1
  - Poor ability to handle emotional responses: 2
  - Symptomatic limit but don't have emotional instability: 3

**Alcohol Use**

- No interference with functioning: 1
  - Frequent abuse; serious disruption; needs treatment: 4

**Other Drug Use**

- No interference with functioning: 1
  - Frequent abuse; serious disruption; needs treatment: 4

**Mental Ability**

- Able to function independently: 1
  - Somewhat impaired: 2
  - Greatly impaired: 3

**Health**

- Sustained physical health: 1
  - Severe handicaps: 4
  - Illness on a recurring basis: 7

**Sexual Behavior**

- No apparent dysfunction: 1
  - Real or perceived situation or other problems: 3

**Offender's Impression of Client's Needs**

- Minimum: 1
  - Low: 2
  - Medium: 3
  - Maximum: 4

---

### Reassessment of Risk

<table>
<thead>
<tr>
<th>Officer Name</th>
<th>Date</th>
<th>Location Code</th>
<th>Client ID Number</th>
<th>Score</th>
<th>Select the answer and enter the weight in the score column. Total all scores.</th>
</tr>
</thead>
</table>

**Number of Address Changes in Last 12 months:**

- 0: None
- 1: One or more

**Age of First Conviction:**

- 0-19: 1
- 20-24: 2
- 25-29: 3
- 30-34: 4

**Number of Probation/Parole Revocations:**

- 0: None
- 1: One or more

**Convictions or Juvenile Adjudications in the Past 5 Years:**

- 0: None
- 1: One
- 2: Two or more

**Use of Community Resources:**

- 0: None
- 1: Predominantly utilized
- 2: Needed but not available
- 3: Utilized but not beneficial
- 4: Unavailable but rejected

**Total all scores than complete next page before continuing below.**

---

### Special Considerations

- **Automatic Override:**
  - (Enter appropriate code when applicable)

- **Officer Override:**
  - (Enter rationale)

- **Program Placement:**
  - (Enter appropriate code based upon total score and override policy)

- **Primary Casework Strategies System:**
  - (Enter appropriate code)
Institutional service and community service - In institutions where a community custody level is available, the objectives being work readiness and work performance. Examples are: cleaning maintenance, food preparation service, laundry service, library and learning center.

Supervised Work Crews - Involves inmates working outside the building under direct supervision of Department of Corrections staff, with the objective of being work ready and work performance. Examples are: cleaning maintenance, food preparation service, laundry service, library and learning center.

Vermont Institutional Industries - All of Vermont Institutional Industries activities are designed to aid offenders in developing and practicing employable skills. Each of the work categories are targeted toward areas in the current job market so that they eventually direct or related area employment is more accessible to the offender. Examples: dairy farming and allied activities, plate production, sign production, metal forming, printing, furniture-making, wood finishing and name plate production.

Community On-The-Job Training - Institutions where a community custody level of programs have the capacity for inmates to go from the facility to job placements within the community for the specific purpose of learning job skills. In some cases these jobs are subsidized by funds available through Vocational Rehabilitation and other special Department of Employment and Training programs.

Community Based Employment - Inmates who have earned a community based custody level are eligible to seek and hold jobs in the community. These non-subsidized positions are designed as part of skill building for community reintegration and self support by inmates, as well as for providing support for those who are financially and emotionally dependent upon them.

TRAINING

See Education Section.
Traditional, competitive athletics are offered at the facilities. The majority of these activities occur within a facility and are an intramural process. There are some competitive events which are held with outside teams but participation depends on the custody level of the inmate members of the team. Basketball, softball, badminton and volleyball are examples.

Wanting to play a musical instrument is a form of recreational activity that is encouraged and practiced within a correctional facility. This is an area to which the Department does not devote funds. Through staff, facilities make certain instruments (often donated) available and use volunteers in teaching of musical instruments.

Physical Fitness - There is space and equipment (weight lifting as an example) at a facility to allow inmates to engage in physical fitness activities. This type of activity is not formally scheduled at any of the facilities at this time. However, volunteers at a given facility often develop instruction and schedules on a casual basis.

Boxing - This is an organized, competitive activity specifically designed for those inmates who are interested in this regulated sport.

Film Discussion Groups - These activities involve the group viewing of a film, followed by an organized discussion with a group leader. The leader may be an inmate, a volunteer or a staff member. Inmates involved in this activity are assigned to work on the film. These activities are provided with “quality of life” enhancement. The development of organized leisure time skill by an offender is essential in order to provide a clear alternative to negative social behaviors that have historically filled an inmate’s leisure time.

Crafts - This activity, often supported by volunteers as well as staff, is designed to aid an inmate in developing creative expression. In some cases, items produced can be given as gifts or offered for sale in order to improve the inmate’s income.

Library - Recreational reading is an activity which is supported by the Department of Corrections by the maintenance of libraries at each facility. These libraries contain reference materials designed to attract attention and hold interest. Each facility has a small legal library available to all inmates for their own research.

Musical Instruments - Wanting to play a musical instrument is a form of recreational activity that is encouraged and practiced within a correctional facility. This activity is open to all inmates for their own research.
COMMUNITY REINTEGRATION

Supervised Furlough - These are situations in which inmates, singly or in small groups, are accompanied by Department staff to engage in specifically defined activities at specified locations. This is an element of transition which moves from intensely supervised activities within an incarcerative setting, to less specifically scrutinized activities on a community basis. The Department of Corrections personnel are available to support pro-social behaviors on the part of the inmate(s) and also to provide custody (if necessary) to protect the public safety if behavior is not appropriate during a furlough.

Unsupervised Furlough - These furloughs are for specific lengths of time and to specific localities, and are part of gradual community reintegration of inmates. Designed to increase dependence upon the inmates' own control systems, these passes are randomly sampled by Department staff to assure that the inmate is in the place prescribed and that behavior is appropriate.

Work Pass - These are passes to designated locations for the purpose of work. These are not supervised by the Department of Corrections, but are periodically sampled to assure that the inmate is at work and is performing as considered appropriate by the employer.

Education Pass - These passes are for the purpose of obtaining educational experience outside of an incarcerative setting and are usually unsupervised. As in other instances, there is a sampling of conduct to assure that the inmate is at work and is behaving in an appropriate manner. This is a part of community reintegration and is an essential experiment in the use of social behaviors learned in incarcerative settings.

Supervised Family Contact - Continued inmate involvement in family relationships (either with the family of origin or with families that the inmate has formed) is supported and encouraged by the Department. Part of effective community functioning is a responsible emotional and financial relationship with family. Supervision of family contacts outside a facility allows for departmental support during the often difficult emotional transition of an inmate experimenting with the use of new social behaviors.

Unsupervised Family Contact - These furloughs, which are specific as to locale and time period, are designed to help inmates experiment with ever increasing time spans for dealing with persons close to them. They are necessary for continued successful community reintegration following discharge.
Community Sponsorship - Some inmates can benefit from the availability of people outside the employment of the Department of Corrections and outside the activities which existed in the incarcerative setting. These people act as sponsor, guide, and advisor when the inmate undertakes reintegration into community life. Volunteers from the community come forward and offer themselves as sponsors to inmates. The Department of Corrections connects with sponsors and inmates in supporting the bond between them and ensuring that the relationship is formed in pro-social and desirable, not only to each of the people involved, but also to society and the Department.

Job Seeking Pass - These are passes that are designed to allow an inmate to go to specific areas of the community to seek employment. Often they are to specific potential employers for a specific time span and allow for getting to the job site, making contact and application and returning to the Center.

RECREATIONAL ACTIVITIES
Counseling With Clergy - Inmates are encouraged by the Department to maintain religious activities which have been important to them prior to their incarceration. They are also encouraged (if interested) to establish and maintain religious interests and activities which they discover for themselves during their incarceration. To support this, clergy from the community are invited to come to the facility and provide counseling to offenders about religious and personal issues.

Holiday Religious Observance
A. During religious holidays, representatives from various religions in the community are invited to come to the facility and conduct appropriate religious ceremonies.

B. Where the inmate is appropriately classified for community involvement, the inmate is allowed to go to activities on a pass to a particular locale of religious observance and for the time span necessary for that observance.

Regular Services - Clergy are invited to come to the facilities of the Department so that regular religious services can be provided to inmates who are interested in attending. In cases where inmates are classified for community involvement, the Department is supportive of their attending religious services on pass from the facility.

Bible Study - If inmates wish to engage in Bible or other religious study, the Department is supportive of that activity. If an inmate has appropriate custody classification, the inmate is encouraged to continue that study outside of the facility. Community clergy are invited to provide religious study groups for interested inmates in the facility.

SUBSTANCE ABUSE SERVICES
Alcoholics Anonymous - Alcoholics Anonymous (AA) conducts group meetings in the facilities of the Department and it is a primary and necessary element for inmates whose behaviors have been marked by the abuse of drugs and alcohol. The Department of Corrections recognizes that AA is an essential and appropriate support for the maintenance of sobriety for many people.

Community Based Meetings
Facility Based Meetings

Group Counseling - These are services provided to drug and alcohol abusers who are inmates. These groups are operated and facilitated by Department staff, volunteers and/or contracted professionals who are specialists in the area of substance abuse management. These groups are designed to support inmates in obtaining and maintaining substance-free lifestyles and to assist them in developing behaviors which are supportive of maintaining appropriately controlled substance abuse or abstinence (when that apply necessary). These groups are also supportive of the emotional difficulties of the transition from a lifestyle manipulated by chemicals to a lifestyle which is free of any artificial chemical support.

Individual Counseling - As with group counseling for substance abusers, this activity is provided by volunteers, Department of Corrections personnel and/or volunteer and contracted professionals from community-based agencies. The purpose is to support reorganization of lifestyles by inmates so that they may obtain and maintain socially and legally appropriate levels of substance use and/or abstinence, as necessary. Emotional support for the transition phases of substance use discontinuation is also provided.
These are activities which are provided within the incarcerative facilities of the Vermont Department of Corrections and/or are also available for inmates in the communities that surround those facilities, if the inmate is eligible for community custody. The focus of these activities is to educate inmates as to the effects that occur as a result of the use of certain specific drugs. This type of education has been found to be helpful in assisting individuals to decide what are appropriate levels of use or non-use of certain drugs in their lives, based on their goals for certain lifestyles. This also allows them to understand the addictive potential of drugs.

MENTAL HEALTH SERVICES

Evaluation - These are assessments performed by Mental Health professionals upon specific request and referral by the appropriate institutional personnel of the Department. The purpose is to determine specific information necessary to make case decisions about an inmate.

Referral To The Vermont State Hospital - When inmates display behaviors which are considered by Department personnel and Mental Health professionals to be symptomatic of a mental illness, the inmates may be referred to the Vermont State Hospital for the purpose of a voluntary admission to the Vermont State Hospital, or the inmate may be committed involuntarily (either on an emergency basis or non-emergency basis to the Vermont State Hospital through court action). This commitment is designed to provide inmates who are mentally ill with a therapeutic setting in which to stabilize and reduce the symptoms of their mental illness. They can then be returned (when possible) to a facility of the Vermont Department of Corrections to continue their case plan activities.

Medication Management - Inmates who display symptoms of mental illness and who have been appropriately diagnosed and evaluated, are prescribed medications for the purposes of controlling or changing the symptoms of that mental illness. The management of these psychotropic medications is the responsibility of Mental Health professionals contracted by the Department of Corrections, in cooperation with physicians who are also under contract. Medication is used solely for the purposes of addressing the symptoms of mental illness and is not designed for use as the control of other undesirable behaviors.

Group Counseling - These are groups operated by Mental Health professionals under contract to the Vermont Department of Corrections, and may be augmented by Department staff. The purpose of these groups is to support inmates as they learn to deal with their life situations in a way which will reduce and/or eliminate unproductive and inappropriate decision making and behaviors.

Individual Counseling - Like group counseling, this one-on-one contact between a Mental Health professional and an inmate is designed for the control and effective elimination (when possible) of the inmate's negative behaviors and decision making.

Furlough For Treatment - When necessary and when appropriately classified, an inmate may be furloughed for the purpose of receiving treatment either at specialized treatment centers (such as the Vermont State Hospital under voluntary commitment) or to specific treatment sources in communities outside of the facility. The purpose is to obtain necessary and appropriate treatment to establish the control of symptoms and to minimize the impact of inappropriate decision making and behavior.

Problems In Transition Discussion Groups - These are discussion groups held at some facilities which are designed to aid inmates in the transition from institutional life to community based behavior. They are either operated by volunteers, staff or contracted professionals from the community. These groups, in addition to dealing with some of the more painful but ignored questions associated with community reintegration, are also designed to help inmates learn that they can be supportive of one another and form pro-social structures in the group which can endure in the community.

SPECIAL POPULATIONS

Incarcerative Program For Sexual Aggressives - This treatment program is available to inmates of the Department who have committed unacceptable sexual acts and who meet the criteria for the program as established by the program director. The goals of this program are: to intervene in the socially and legally inappropriate sexual behaviors during the intensive span of the sexual offender program; to, upon discharge from the unit, be supportive of the changes that result from that intervention.

The Veterans Group - Inmates who are veterans often benefit from group meetings which allow them to use the experiences of military service and share some of the common problems which have resulted from that service. These groups serve as vehicles for discussing ways in which to be mutually supportive of behavioral change to a more pro-social form, this leading to better reintegration into community life. Such groups are encouraged to continue their move toward community reintegration through involvement in the complete community life of their members. The staff of the Department assist individual inmate veterans in identifying veteran oriented resources in the community at large in order to help them continue in their positive social adjustments.
Sex Offender Groups - These groups, which are led and facilitated by Mental Health professionals with support from Department of Corrections staff, are designed for inmates who have inappropriate social or illegal sexual behaviors. The purpose is to openly discuss sexual behavior and the behavioral sequences which lead to such inappropriate acting out. Inmates who participate in these groups may be awaiting admission to the Incorrigible Program For Sexual Aggressives, may have been found unacceptable for that program by its director or may have committed a sexual offense which is not eligible for admission to that program. The goals of these sex offender groups are to support open, direct personal confrontation of behaviors that create the acting out, as well as those that contribute to the support of the acting out.

Threshold Decisions - This is an organized and sequenced group process that assists inmates in understanding decision making processes and aids them in applying those understandings to their own decision making. The purpose is to improve the quality of those decisions. Currently this program is provided by volunteers. It is enthusiastically supported by Vermont Corrections and is a significant contributor in assisting inmates in community reintegration in a law-abiding and self-supportive manner.

Parenting Skills - These are facilitated groups designed for inmates who are parents. The purpose is to examine their styles of parenting, the goals of their behaviors as parents and to aid them in altering the way they behave as parents to more closely match their behaviors with their goals. In addition, these groups help eliminate the behaviors which are non-productive for parents in the rearing of children.

STRESS MANAGEMENT

Transcendental Meditation - This is an activity which is supported wholly by a volunteer system of providers and which is designed to teach interested inmates a technique of relaxation and increased awareness. The purpose is development of a greater capacity to control anger and a greater apparent sense of personal integration.

Anger Control - This is an activity which, facilitated by Mental Health professionals and supported by Department staff, uses group processes to train individuals in techniques of avoiding anger outbursts and places them in control of what previously had been impulsively presented feeling, and the resultant behavior that flowed from it.

Appendix F (2) - Probation and Parole Program Inventory

The Program Services activities for the Division of Probation and Parole are provided within the community at large in which the offenders are living and working. The Department pays for, and subsidizes offender payment for, those services which are unique to the aspects of criminal risk for an offender. When a service is available through a publicly supported resource, those services are available to offenders as citizens of the State and of the community.

The following lists identify the services and activities which are provided for or to offenders by the Division either through payment, brokerage, direct provision or encouraged.

Definitions

Purchased Services - Services which are wholly, or in part, paid for by the Department of Corrections.

Staff Provided Services - Services which are accomplished by employees of the Department of Corrections.

Staff Brokered Services - Services which are provided for or to offenders by the Division either through payment, brokerage, or direct provision or encouraged.

Mental Health Treatment - Group
Mental Health Treatment - Individual
Mental Health Evaluation
Problems in Transition Discussion Group
Alcohol Residential Treatment
Drug Residential Treatment
Sheltered Living
Staff Provided Services
Victim Restitution/Victim Impact Statements
Victim Reconciliation Services
Supervised Family Contact
Job Seeking Support
Education Seeking Support
Community Work Service
Supportive Casework Counseling

Staff Brokered Services to Community Resources

Community On The Job Training
Vocational Rehabilitation
Rehabilitative Education/Home Tutorial
High School Equivalency Education
Post-Secondary Academic Education
Psychiatric Medication Management
Vocational Education
Job Placement Services
Work Experience Training

Staff Encouraged Services Which Are Community Based (When Appropriate)

Counseling With Clergy
Religious Observance
Unsupervised Family Contact
Bible Study
Parenting Skills Enhancement
Alcoholics Anonymous
Planned Parenthood
MISCELLANEOUS DATA
Appendix G (1)

OFFENSE TYPE OF
SENTENCED ADMISSIONS

<table>
<thead>
<tr>
<th>Offense Type</th>
<th>FY 73 #</th>
<th>% of Tot.</th>
<th>Cal. 82* #</th>
<th>% of Tot.</th>
<th>% Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Property</td>
<td>178</td>
<td>30.4%</td>
<td>551</td>
<td>37.9%</td>
<td>+210%</td>
</tr>
<tr>
<td>Person</td>
<td>65</td>
<td>11.1%</td>
<td>281</td>
<td>19.3%</td>
<td>+332%</td>
</tr>
<tr>
<td>Public Order</td>
<td>152</td>
<td>26.0%</td>
<td>31</td>
<td>2.1%</td>
<td>-80%</td>
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<tr>
<td>DWI/MV</td>
<td>129</td>
<td>22.1%</td>
<td>522</td>
<td>35.9%</td>
<td>+369%</td>
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<tr>
<td>Other</td>
<td>69</td>
<td>11.8%</td>
<td>70</td>
<td>5.0%</td>
<td>+1%</td>
</tr>
<tr>
<td>Total</td>
<td>585</td>
<td></td>
<td>1489</td>
<td></td>
<td>+155%</td>
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</table>

*Estimated, based on sample of admissions

CRIME

<table>
<thead>
<tr>
<th>Crime</th>
<th>n=</th>
<th>% of TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Breaking &amp; Entering (D&amp;N)</td>
<td>130</td>
<td>25.29</td>
</tr>
<tr>
<td>2. Sexual Assault</td>
<td>30</td>
<td>5.84</td>
</tr>
<tr>
<td>3. Driving While Intoxicated</td>
<td>28</td>
<td>5.45</td>
</tr>
<tr>
<td>4. Aggravated Assault</td>
<td>25</td>
<td>4.86</td>
</tr>
<tr>
<td>5. Grand Larceny</td>
<td>25</td>
<td>4.86</td>
</tr>
<tr>
<td>6. Simple Assault</td>
<td>23</td>
<td>4.47</td>
</tr>
<tr>
<td>7. Murder (2nd Degree)</td>
<td>16</td>
<td>3.11</td>
</tr>
<tr>
<td>8. Assault &amp; Robbery</td>
<td>16</td>
<td>3.11</td>
</tr>
<tr>
<td>9. Armed Robbery</td>
<td>15</td>
<td>2.92</td>
</tr>
<tr>
<td>10. Driving w/License Susp.</td>
<td>14</td>
<td>2.72</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td>37.35</td>
</tr>
<tr>
<td>TOTALS</td>
<td>514</td>
<td>100%</td>
</tr>
</tbody>
</table>

Appendix G (2)

Vermont

Population at Risk

MALES:
Ages 15-34

Years 1910-2000
Age Distribution of Committed Adults

% TOTAL of SENTENCED POPULATION

1977 (Mar. 31) n = 423
1982 (Sept. 10) n = 539

AGE GROUPS

16-17 18-20 21-25 26-30 31-35 36-45 46-55 55
6.1 1.9 25.8 17.8 36.2 18.2 8.5 4.1 0.0 0.0

\[\text{Age Distribution of Committed Adults} \]

\[\text{\% TOTAL of SENTENCED POPULATION} \]

1977 (Mar. 31) n = 423
1982 (Sept. 10) n = 539

AGE GROUPS

16-17 18-20 21-25 26-30 31-35 36-45 46-55 55
6.1 1.9 25.8 17.8 36.2 18.2 8.5 4.1 0.0 0.0
The above is a cumulative analysis of escapes in each fiscal year over the last decade. The reporting of escapes changed in FY76, differentiating escapes from minimum from escapes as walkaways.

<table>
<thead>
<tr>
<th>Year</th>
<th>FY72</th>
<th>FY73</th>
<th>FY74</th>
<th>FY75</th>
<th>FY76</th>
<th>FY77</th>
<th>FY78</th>
<th>FY79</th>
<th>FY80</th>
<th>FY81</th>
<th>FY82</th>
<th>FY83</th>
</tr>
</thead>
<tbody>
<tr>
<td>From Medium or Higher</td>
<td>19</td>
<td>37</td>
<td>16</td>
<td>33</td>
<td>6</td>
<td>17</td>
<td>3</td>
<td>10</td>
<td>14</td>
<td>0</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>From Minimum - Minimum &amp; Walkaway</td>
<td>14</td>
<td>13</td>
<td>15</td>
<td>20</td>
<td>21</td>
<td>19</td>
<td>10</td>
<td>11</td>
<td>21</td>
<td>10</td>
<td>11</td>
<td>10</td>
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<tr>
<td>Walkaways</td>
<td>15</td>
<td>3</td>
<td>6</td>
<td>17</td>
<td>7</td>
<td>9</td>
<td>10</td>
<td>10</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Failure to Return From Furlough</td>
<td>13</td>
<td>18</td>
<td>31</td>
<td>50</td>
<td>43</td>
<td>27</td>
<td>29</td>
<td>15</td>
<td>14</td>
<td>21</td>
<td>25</td>
<td>39</td>
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<tr>
<td>TOTAL FOR FY</td>
<td>46</td>
<td>58</td>
<td>62</td>
<td>103</td>
<td>85</td>
<td>66</td>
<td>48</td>
<td>53</td>
<td>56</td>
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<td>52</td>
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<tr>
<td>AVE DAILY TOTAL POPULATION</td>
<td>423</td>
<td>472</td>
<td>469</td>
<td>480</td>
<td>469</td>
<td>514</td>
<td>585</td>
<td>643</td>
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<td></td>
<td></td>
</tr>
</tbody>
</table>
PERSONS ON PROBATION by Fiscal Year
### COMMUNITY SERVICE CREW SITES
July, 1983

#### NORTHWEST
- Burlington Parks
- Colchester
- Hinesburg

#### SOUTHWEST
- State Forest
- National Forest Crew #1
- National Forest Crew #2

#### SOUTHEAST
- Woodstock
- Bridgewater
- Tunbridge
- Pownal
- Reading

#### NORTHEAST
- Northfield
- St. Johnsbury
- Barnet
- Green Mountain Cemetery
- Barre Town
- Brome City
- Danville

### INMATE WORK - December, 1983

<table>
<thead>
<tr>
<th>FACILITY</th>
<th># INMATES</th>
<th>AVAILABLE FOR WORK</th>
<th>CURRENTLY WORKING</th>
<th>FY 84 GOAL</th>
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</thead>
<tbody>
<tr>
<td>St. Albans</td>
<td>80</td>
<td>46</td>
<td>46</td>
<td>44</td>
</tr>
<tr>
<td>Windsor</td>
<td>48</td>
<td>48</td>
<td>48</td>
<td>48</td>
</tr>
<tr>
<td>Chittenden</td>
<td>135</td>
<td>122</td>
<td>76</td>
<td>70</td>
</tr>
<tr>
<td>Rutland</td>
<td>91</td>
<td>81</td>
<td>58</td>
<td>72</td>
</tr>
<tr>
<td>St. Johnsbury</td>
<td>96</td>
<td>86</td>
<td>61</td>
<td>63</td>
</tr>
<tr>
<td>Woodstock</td>
<td>50</td>
<td>45</td>
<td>38</td>
<td>49</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>500</strong></td>
<td><strong>428</strong></td>
<td><strong>327</strong></td>
<td><strong>346</strong></td>
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### FY 83 GOAL

<table>
<thead>
<tr>
<th></th>
<th>76%</th>
<th>81%</th>
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</table>

### Inmate Work - December, 1982

<table>
<thead>
<tr>
<th></th>
<th>58%</th>
<th>73%</th>
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### MINIMUM CUSTODY COMMUNITY WORK PROGRAM
July, 1983

<table>
<thead>
<tr>
<th>FACILITY</th>
<th># Minimum Custody</th>
<th># Work Crews</th>
<th># Work Crews On</th>
<th># Inmates On Crews</th>
<th># Inmates On Crews On Release</th>
<th>% Working In Community</th>
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</thead>
<tbody>
<tr>
<td>Chittenden</td>
<td>51</td>
<td>3</td>
<td>3</td>
<td>18</td>
<td>11</td>
<td>57%</td>
</tr>
<tr>
<td>Rutland</td>
<td>34</td>
<td>4</td>
<td>4</td>
<td>24</td>
<td>4</td>
<td>83%</td>
</tr>
<tr>
<td>St. Johnsbury</td>
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<td>8</td>
<td>36</td>
<td>7</td>
<td>100%</td>
</tr>
<tr>
<td>Woodstock</td>
<td>26</td>
<td>2</td>
<td>4</td>
<td>10</td>
<td>5</td>
<td>58%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>154</strong></td>
<td><strong>15</strong></td>
<td><strong>19</strong></td>
<td><strong>88</strong></td>
<td><strong>27</strong></td>
<td><strong>73%</strong></td>
</tr>
</tbody>
</table>
This chart is designed to show the number and percentage of incarcerated, sentenced offenders throughout the system by the courts that the given regional facility normally serves. For example, of the 555 incarcerated sentenced offenders in facilities throughout the state, 225 of them (40.5%) were convicted by courts in the northwest region.

\* = Regional Correctional Center

This chart shows the most recent county of residence at the time of incarceration.
## INMATE EDUCATION STATUS

<table>
<thead>
<tr>
<th>Category</th>
<th>Grade/Year</th>
<th>Average Grade Completed</th>
<th>Kept Back 1+ Years</th>
<th>H.S. Graduate</th>
<th>Ave. Reading Achievement</th>
<th>Ave. Math Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reading or Math Below 6th Grade</td>
<td>8th Grade</td>
<td>75%</td>
<td></td>
<td></td>
<td>5th Grade, 4th Mo.</td>
<td>6th Grade, 3rd Mo.</td>
</tr>
<tr>
<td>Reading or Math Below 6th Grade</td>
<td>6th Grade</td>
<td></td>
<td></td>
<td></td>
<td>6th Grade, 3rd Mo.</td>
<td></td>
</tr>
</tbody>
</table>
THE COMMUNITY

"The Department shall utilize its increased participation of the citizens of the state in attempts to achieve correctional purposes and objectives." 28 V.S.A. § 1 (Supp. 1980)

"The Department of Corrections ... shall have the purpose of developing and administering a correctional program designed to protect persons and property against offenders of the criminal law and to render treatment to offenders with the goal of achieving their successful reintegration and participation as citizens of the state and community, to foster their human dignity and to preserve the human resources of the community."

(Vermont Statutes Annotated, Title 28, Chapter 1)

THE DEPARTMENT OF CORRECTIONS

"The Department shall formulate its programs and policies recognizing that almost all criminal offenders ultimately return to the community." 28 V.S.A. § 1 (Supp. 1980)

THE OFFENDER

"The Department shall strive to develop and implement a comprehensive program which will provide necessary closed custodial confinement of frequent, dangerous offenders, but which also will establish as its primary objective the disciplined preparation of offenders for their responsible roles in the open community." 28 V.S.A. § 1 (Supp. 1980)

A Shared Responsibility