OFFENDER CLASSIFICATION: ISSUES AND OPPORTUNITIES

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After years of steady growth, the nation's prison population appears to be stabilizing, and with it, future opportunities to assess what new opportunities may exist for the correctional "industry", as we know it. During the past year, most state prisons and local jails have eased their previous crowded conditions, thanks in part to declining crime rates, demographic trends, and a decade of prison construction.

According to the New York Times, through the middle of 2000, the number of state prisoners grew by only 1.5%, the lowest annual increase in 29 years, according to the U.S. Department of Justice. In recent years, many states have imposed longer sentences and limited parole, resulting in more violent offenders behind bars longer. The declining crime rate has not been immediately reflected in the prison population. However, in many jurisdictions the uses of alternative sentencing and diversionary programs for drug offenders have served to further reduce the prison population.

It is important to carefully examine some of the recent trends in corrections since many of these factors will impact the industry for years to come by creating other needs and directions for yourselves, as correctional professionals.

ALL COMPONENTS OF THE CORRECTIONAL POPULATION, UNTIL VERY RECENTLY, HAVE GROWN DRAMATICALLY.....

* prison populations have grown from 329,000 in 1980 to 1.3m in 1998

THE CAUSES OF THIS GROWTH

- an ever-increasing length of stay exceeding 24 months
- increasing admissions to prison (500,000/year) and
 iails (10,000,000/year)
- the net growth in incarceration is explained mostly by increases in the proportion of arrests resulting in

conviction, resulting in longer sentences for certain offenders, reductions in parole release rates, and increases in parole/probation violators being returned to prison

WILL THE PRISON POPULATION INCREASE?

- Admissions are stabilizing or in some instances declining
- Increased use of determinate sentences will increase the length of stay and create a cumulative, stacking effect for those who are incarcerated
- Parole authorities are reducing the discretionary releases and truth in sentencing has eliminated the possibility of parole for many offenders

FUTURE GROWTH WILL BE DRIVEN MOSTLY BY THE INCREASING LENGTH OF STAY FOR CERTAIN OFFENDERS

AND CONTINUED GROWTH IN THE NUMBER OF PAROLE/PROBATION REVOCATIONS....given this scenario...

- Increasing numbers of inmates will be discharging from correctional custody and control without any community supervision requirements or parole
- Increasing numbers of inmates convicted for violent offenses and sex crimes will receive extremely long sentences and many will likely die in prison....providing services to this aging population will have operational and financial implications for correctional agencies
- Continued increases in the proportion of the average daily prison population who are non-white and female are expected
- High turnover in experienced, veteran DOC staff who
 must be replaced is also expected.....less experienced
 employees will be required to address the internal
 management, custody, and control issues presented by

this longer term, often difficult to manage incarcerated population

WHAT ARE THE IMPLICATIONS OF THESE TRENDS FOR OFFENDER CLASSIFICATION THAT MAY REQUIRE SPECIAL RESPONSES?

- Longer lengths of stay will result in the ADP becoming older and this group of inmates becoming potentially less of a management risk (average age of the prison population is approaching 40)
- Given no changes or reductions in new court
 admissions coupled with increases in the length of stay
 and the number of violators being returned to prison,
 more emphases will be placed on expediting the
 reception process and then focusing on regular
 reclassification of offenders

- Longer sentences for the (typically) non management problem offender (i.e. sex offenders) will likely result in longer periods of incarceration in medium custody agencies will need to assess their current system bed configuration/capacities/types
- For truth in sentence/determinate sentence cases, a reduction in custody will be virtually the only incentive for offenders to participate in programs/services to address their risk and needs...communities, however, will insist on maintaining the certainty promised by a definite sentence of confinement...they may react negatively to the presence of these offenders in community-based programs while they are still considered "prisoners".....limiting pre-release options in the community
- In an attempt to manage the population distribution,
 corrections agencies may adopt policies that will
 automatically provide for custody reductions of certain
 types of offenders like sex offender

- Special management populations may increase:
 - + Medically infirmed/aging/geriatric
 - + Protective custody
 - + Mental health
 - + Administrative segregation/"Extended Control"
 - + Violent, youthful offenders
- Effective staff training and expanded use of automation/IT will become increasingly important in order to maintain quality control
- Internal classification systems that provide more
 effective management of offenders within the prison
 setting as well as specialized classification tools for
 female offenders will most likely need to be developed
- An increased emphasis on the re-entry/reintegration of inmates from prison to the community will require a response to the assessment of public risk
- Better integration of classification information with population projections in order to estimate staffing,

offender programs, and facility types/levels will become critical

TRENDS IN INMATE POPULATION CATEGORIES

- In general, from a national perspective, 85% of prison populations fall into the following categories:
 - + Minimum custody
 - + Minimum restricted
 - + Medium custody
 - + Close custody
 - + Maximum custody
- The "special management populations" comprise about 15% of the inmate population, nationally....it is important to recognize that these custody designations are most often the result of agency policy decisions rather than actual scoring through a risk assessment process. Categories include:

- + Administrative segregation (Regular vs. Extended Control/Supermax)
- + Disciplinary segregation
- + Protective Custody
- + Mental Health
- + Medical/Infirmed

In view of these correctional and classification trends, let us examine **the key attributes** of security and custody classification systems against which you might assess your current classification processes.

- Mission statement and classification goals does your system have a clear and comprehensive mission statement that directs classification activities
- Dedicated classification unit and staff in order for a classification system to function, there must be a classification unit established with a sufficient number

of dedicated and well-trained staff to ensure that all inmates are appropriately classified and or recommended to a higher review authority in selected instances

- Differentiation between custody vs. security
 - + **CUSTODY** has to do with INMATES (maximum custody inmate)
 - + **SECURITY** has to do with the nature of the facilities and beds, the physical structure of the facility, housing units and staffing (maximum security bed)
 - + Systems need to have a classification of inmates as well as a classification of beds/facilities
- Reliability
 - + related to the consistency with which the classification processes are applied
 - + an unreliable system enables different classification decisions by staff on inmates with similar backgrounds and history

- + internal audits should be performed regularly to ensure that staff is applying your classification processes consistently
- Validity
 - + The classification instruments must predict the behaviors you want to predict and anticipate in order to provide for effective management of the inmates
- Inmates must be classified and reclassified in a timely and accurate manner

EXTERNAL CLASSIFICATION VS. INTERNAL CLASSIFICATION

The external processes are the system-wide tools applied to all inmates to establish CUSTODY LEVEL DETERMINATION. The internal processes direct the **placement/housing** of inmates **within the facility** that is consistent with their designated custody level.

So, what are the critical considerations for the EXTERNAL classification process?

- Must be controlled by central office with facility input
- Must reflect a system-wide perspective
- Must result in an appropriate custody level determination
- Is applied to the general inmate population versus special populations
- Determines the proper facility placement for inmates
- Must include an "initial" classification/instrument that
 is designed to determine potential behavior during the
 inmates' initial twelve months in the system
- Must include a "reclassification"/instrument that
 examines the inmates' behavior after reception and
 placement in the system. It should also provide
 specific criteria for the inmate to follow that would

allow for consideration of movement to a lower custody if/when they are eligible

- Classification system must allow for "overrides", which are either:
 - + discretionary, based upon expertise/judgment of staff (rate from 5%-15%)...half should go up/half down
 - + non-discretionary, based upon a policy decision of the agency (e.g. classifying all sex offenders at no less than medium custody for policy reasons)

And, what are the critical considerations for the INTERNAL classification process?

Once the inmate is classified with respect to custody,
 program needs and community risk, the inmate is
 transferred to an appropriate facility

- Each inmate must then be properly classified for assignment to an appropriate housing unit
- Emphases are on housing, work, program assignments
- Process should be controlled by the facility with central office oversight
- Inmates, ideally, should not be mixed in housing units
 with inmates of other custody/security levels
- Inmates who pose unique security and management problems must be segregated from general population inmates

In addition to risk assessments, the classification process must provide for a program assessment at the time of both the initial and reclassification. The tools used should be reliable and valid in the measurement of academic, vocational, substance abuse, and mental health needs. Assumption is that the agency has program capacity to address these most critical needs for some portion of the inmate population. Emphasis is

often on those programs that can impact on a reduction of the risk posed by the inmate.

At some point in the classification/reassessment processes attention must also be given to the risk the offender poses to the community and the prospect of re-offending upon release.

Is there a need for a separate classification system for female inmates?

Although most agencies describe differences between men and women offenders in terms of needs and risk to institutional and public safety, few states have incorporated these differences into their objective prison classification instruments. Many states find that their existing systems tend to over-classify women offenders. Too many women are

unnecessarily assigned to high custody levels, which then requires officials to override the classification decisions.

Existing classification models for women...many of them designed for male prisoners....are not relevant to the needs of women offenders. Nor are these models informed by emerging research on gender specific programming or management of institutional behaviors unique to women offenders. Even though time today does not allow for a more in-depth discussion of this important matter if you want additional information and a more in-depth review of the current practices in the classification of women offenders I would call your attention to a recent publication of the NIC...."Classification of Women Offenders: A National Assessment of Current Practices" which can be found at their website...www.nicic.org. Considerations to keep in mind regarding the classification processes for women:

- female classification criteria need to be different than the criteria for male inmates
- female offenders do behave differently within the prison setting relative to seriousness of misconduct
- in the development of risk assessment instruments there must be recognition of differences in criminal behavior and institution adjustment
- differential weighting, changing in scales and cut-off scores, or actual changes in the variables assessed is becoming more prevalent

All these are important considerations for your system and the classification of women inmates.

USE OF CLASSIFICATION PROCESSES FOR PLANNING

The prison construction boom of the late '80's and 90's is beginning to show noticeable signs of decline. With the potential flattening of the prison population new opportunities

will emerge for the utilization of existing prison capacity. The classification process is critical to any "best-use" planning that states are undergoing.

HIGH RISK OFFENDERS

With reductions in the non-violent offender population, consideration will focus on the need for secure custody for the most violent offenders. High-security institutions, extended control (e.g. supermax) units, high risk inmates, and other specialized populations. Care will need to be given to differentiating segregation and protective custody populations, for example, with "extended control" (i.e. supermax) populations. There may be a natural tendency for overkill in custody and security for inmates who have traditionally been handled without rigorous and expensive control features in the physical plant and staffing. Policies and practices regarding selection and movement in to and out of extended control facilities become increasingly critical:

- criteria by which inmates are admitted to or excluded from the facility
- how inmates are managed within such a facility
- what services will be provided
- the manner in which they are expected to behave
- the amount of human contact they have
- the allowable use of force and control of the use of force
- the criteria and process for release from extended control

RIGHT SIZING OF POPULATIONS

The prospect of some decline in the prison population may well offer states a chance to "right-size" facilities that were previously burdened with severe crowded conditions. Efforts to determine the number and types of beds required at each security level will call the classification process to task. Efforts to assure that custody and security determinations are consistent with the offenders' needs and available capacity will become important. If the nature of the population composition changes, it will impact the distribution of inmates at each custody level. What this portends for the future of reduced custody, minimum-type facilities are worth careful thought and early planning. The impact of laws like TIS on community tolerance of such offenders being housed at the lowest custody levels must be examined.

RESOURCE REDUCTIONS/REALLOCATIONS

In the face of stabilized populations there may be pressure to look at possible reduction or reallocations to a higher purpose or need. Agencies need to be prepared to defend the current mix of offenders by custody level and the resources needed to meet the needs of the population. There is some speculation that even though resources for overcrowded conditions may have been hard to come by, declining populations may spell opportunity for legislatures and other funding bodies to call for reductions in expenditures by correctional agencies. The classification process will be challenged to demonstrate it is accurately identifying the need for each level of custody and the number of current and prospective offenders requiring each level.

All of these factors suggest the need for further evaluation and research of current classification policies and processes in correctional agencies throughout the country. The critical components include:

 validation studies, which support the fact that the classification system is sorting inmates properly by risk and DOC policies...are the factors, used valid?

- process evaluations that confirm the fact that your classification system is being implemented as it was designed and intended to perform
- audits and monitoring that staff are consistently applying these tools in a fair and honest fashion and that overrides are not becoming extensive in either direction
- efforts to assess inmate behaviors and changes in attitudes, in part, by virtue of the institutional adjustment and conduct reporting

So, what effective strategies are available to address the trends, issues, and opportunities we face?

Introduce the presentation by
Fred Roesel, Florida Department of Corrections



National Institute of Corrections

Offender Classification:

ssues and Opportunities

Strategies for Managing rends

- Standardize Policy
- View From a Macro Level
- Integrate Systems
- Enhance Linkage
- Core Classification Processes
- Managing High Risk Offenders
- Automate Processes
- Responsive Classification Systems
- Look at New Technology
- Utilize National Models

Standardize Application of Policy

- May be a hidden problem
- More difficult with staff turnover and reducing budgets
- Supports public safety
- Assists in appropriate utilization of resources

View System From a Macro Level

- View your classification system from a broad perspective
- It assists in planning
- Give vision of trends
- Better utilization of resources

System Integration

- Integration of classification systems is the key
- → More accurate information available
- → Eliminates duplication
- → Increases efficiency
- → Enhances public safety

Example of System Integration

- Bisk & Needs System
- → takes external and internal risk factors
- → combines with assessed needs
- → develops inmate management plan
- → creates top three priorities for I/M
- → integrates w/ inmate interview and existing database information

Linkage

- Nationwide movement in this direction
- More critical than ever before
- Goal is "seamless" transitioning
- Improve linkage with:
- → Law enforcement
- → Courts
- -- Jails
- → Probation and Parole
- Closes the loop on offender tracking
- Increases accuracy of risk and needs assessment

Intake Process is Critical to Good Classification

- building a sound foundation Greatest opportunity for
- Initial risk assessment (external and internal)
- Initial needs assessment
- Must be accurate and timely

Major Components

Need for Education & Programs

Inmate Assessment

Risk to
Community, Staff
& Inmates

Motivation to Change

Comprehensive Classification Systems

- Core processes:
- → External Classification
- → Internal Classification
- → Needs Assessment
- →Community Risk Assessment

Classification Process



Reception Process



Assess & Classify

County Jail

- 1 Assign inmates to work & programs
- 2 Manage "High Risk" inmates
- Community

Release

- 3 Classify at lowest custody/facility
- 4 Successful transition to community



Reassess & Reclassify

Permanent Facility

Facility Level Classification

- Corresponding classification levels of facilities
- match offenders and facilities Provides ability to accurately
- Lends itself to excellent automation functionality
- Decreases staff error
- Improves public safety

Classification of Facilities

		Inter	nall Clas	Internal Classification Levels	om Leve	S
		Level 5	Level 4	Level 3	Level 2	Level 1
ひ	Maximum	Death Row				
3 5	Close	Ad Seg. Facility	Close Custody			
41 6	Medium			Medium Custody	Work Camp	
₽ ≥	Minimum Rest.				Work Camp	
<u> </u>	Minimum					Work Release



External (Custody)



Internal (Housing)

External Classification

- Objective custody "instrument"
- Link with other systems
- Provides resulting "score"
- Provides an automatic nondiscretionary override
- Provides for discretionary overrides
- Automate the instrument
- Track application and reclassification

2. Criminal History Scoresheet 1. Offense severity Objective Custody Factors: 4. Inst. Behavior 3. Time to serve Sample Main Medium Status: A yes answer to any of these questions = no less than Medium Custody c. Has above satisfactory adjustment over 1 year = -1 point for each year Maximum Status: A yes answer to any of these questions = Maximum Custody Has unsatisfactory adjustment between 90 days and 1 year = 5 points c. Has completed Substance Abuse program this commitment = -1 point Total Score (less than or equal to 10 = minimum; 11 or greater = medium)_ b. Has completed Vocational program this commitment = -1 point Has above satisfactory adjustment over 10 years = - 30 points a. Has completed Academic program this commitment = -1 point Has unsatisfactory adjustment in the last 90 days = 15 points Reason: _____ Has served between 10% and 20% of sentence = 3 points a. Has served less than 10% of sentence = 5 points 6. Age (score -1 point if the inmate is over the age of 30) Final Custody: _____ A sex related conviction in the last seven years? An escape conviction in the last seven years? 3. Pattern of Violence Score for Instant Offense Custody Score: <10 = Minimum, 11+ = Medium 2. Amount of Time Served on Sentence: In Administrative Segregation? A sex related instant offense? Modify to: ____ Disciplinary Detention? 1. Time Remaining to Release 7 - 10 years = 5 points Orientation Cellblock? Extended Lockdown? a. 0 - 7 vears = 0 points c. 10+ years = 20 points Working Cellblock? 4. Institutional Adjustment: Classification Manager: A felony detainer? 5. Program Completion: Is the inmate currently: Does the inmate have: Reason for exception: Custody Exception: Board Members: Approve:

Internal Classification

- Incorporates institutional risk
- Driven primarily by institutional behavior
- Directs housing type
- Directs <u>internal</u> supervision eve
- Can link with privileges & access to work/programs
- Should be more dynamic than custody

Why Internal Classification?

- Need to manage inmates internally based upon disruptive behavior
- Placing the right inmates in secure housing reduces assaults
- Inmates not always classified to most appropriate housing
- Provides a tool for security staff to help manage inmates

Relationship of External and Internal

1. Assign Custody

2. Assign to a Facility



4. Assign Work/Program



3. Assign Housing



Assessment for Internal Classification

- Utilize criminal history & behavioral criteria
- Link to both external and internal assessment instruments
- System specifies a "type/security level" of housing
- Drives planning & construction

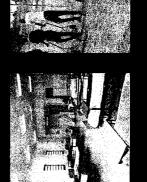




Housing Placement

Work Assignments

Program Assignments





Housing: Secure Cell, Room or

Dorm

Poor Behavior =
High Internal
Classification

Supervision:
Work &
Program
Assignment





Custody: Facility Placement High Custody and Severe Violence for Offense = High Internal Classification

Custody/External

 Most violent offenses but custody reduced over time

Behavior/Internal

•No major behavioral problems

Less violent offense



Needs Assessment

- Identifies:
- → substance abuse treatment
- → mental health treatment
- → education needs
- → vocational needs
- Combine with custody for placement
- Initial and continual assessment
- Should be prioritized when resources limited

Managing High-Risk Offenders

- Not for short term discipline
- Requires a unique and centrally controlled assessment process
- Provides more staff safety but is more expensive
- programming & mental health intervention in addition to Requires enhanced enhanced security

Strong Transition Process

- Key to good linkage
- Information sharing
- Provides risk factors to law enforcement & community supervision components
- Provides needs assessment for community based programs

Responsive Classification

- Move from time driven to event driven classification
- Provides flexible inmate population management
- Responsive to needs of agency
- ⇒ peds
- → programs
- → work requirements

Automate Classification **Functions**

- Automate, Automate, Automate!!
- Significant increase in:
- → accuracy
- → public safety
- → information access
- → staff effectiveness
- → management capability

Key Classification Functions to Automate



Reception Process

Custody

Internal Classification

Inmate Discipline

Bed Inventory
Transfer Process

Needs Assessment

Work Flow Tracking

Visitation Tracking

Facility Classification

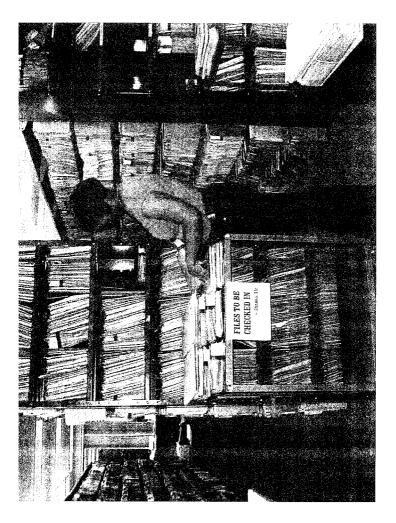
Look at New Technology

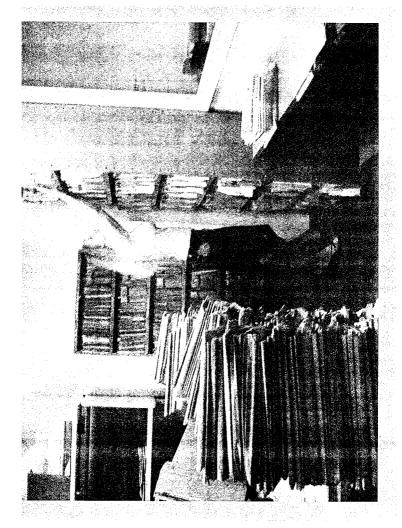
- Increases efficiency
- Improves information sharing
- Improves information accuracy
- Reduces need for resources
- Moves critical information faster
- Expands access to data
- Can support resource requests
- Improves identification

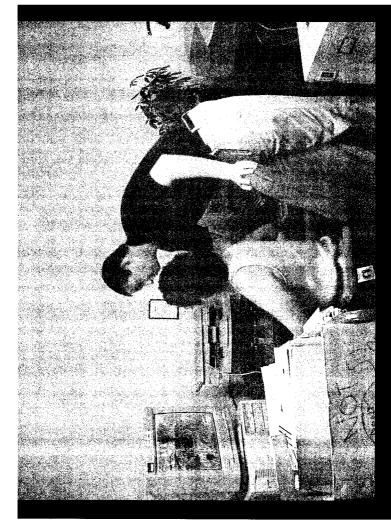
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Digital Record Storage

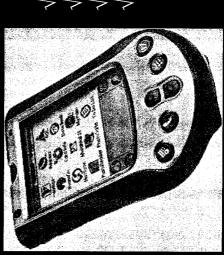
- Saves space
- Provides greater access to files
- Reduces staff requirements
- Speeds up information distribution
- Maintains permanent record
- offender information to others Can electronically distribute







Personal Digital Assistants



√Truly Portable √Wireless √Real time data √Eliminates duplication

Biometrics



Web Expansion

- Exciting technology
- Very user friendly
- Easy to distribute information



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Director



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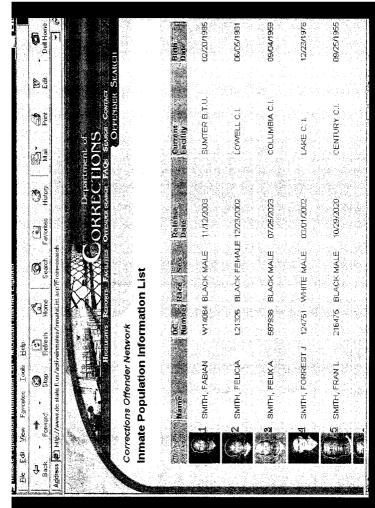
Classification and Central Greetings and Welcome Records Homepage to Your Bureau of

now to improve it, and spread the word on where you found it, and reference tool that is a valuable resource in the pursuit of nformation. Our long-range goal is a superb communication your daily work efforts. I urge each of you to use it, tell us These pages give our classification professionals and other interested staff a central location for timely and relevant

Fred Roesel Bureau Chief

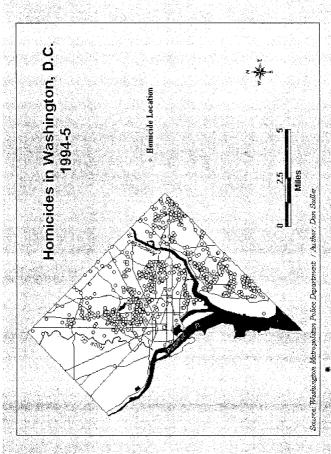


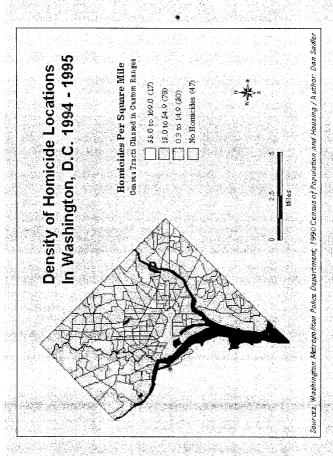
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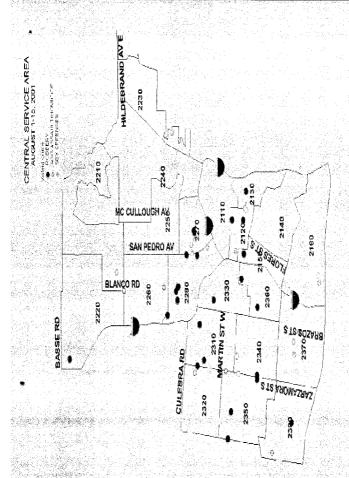


Geographic Information Systems (Crime Mapping)

- Visual medium
- Quick analysis
- Helps to allocate resources
- management (at headquarters Provides another tool for and local level)
- Provides offender profile
- → system wide
- + facility level







What's New Translating Spatial Research Into Practice: Fifth Annual International Crime Napping Research Conference

National Institute of Justice Sponsoring Organization(s):

Office of lustice Programs Developing the nation's capacity to prevent and control crime

11.8 Department of Jugeine

City:

Dallas Texas State/Region:

Adam's Mark Hotel - Dallas USA Event Site: Country:

Classification:

Science and Technology 12/01/01 - 12/04/01

Topics including Victimization, Offender Behavior, Corrections, and Analysis Techniques; Overviews of Spatial Analysis Tools; Special Topics: Hotspotting Methods; Drugs and Crime; Advanced Spatial School Safety

How do You Get There

- your classification processes Complete an assessment of
- → Reception
- Custody
- → Internal classification
- → Needs assessment
- → Bed management
- → Transfer
- → Inmate discipline
- High risk population assessment

Systematically Redesign

- Begin with the end in mind
- What results do you want
- Integrate
- Pilot
- Measure
- Report
- Make accountable
- Is it doing any good?

Utilize National Models

- NIC provides research, design assistance & training for:
- → Objective Classification Systems
- → MIS Systems in State Prisons→ Classification for WomenOffenders
- → Internal Classification Systems
- → Classification of High-Risk Inmates
- → Prison Classification Peer Training

September 26, 2001

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