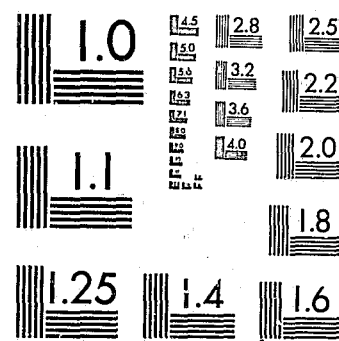


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# Correctional Data Analysis Systems

The Correctional Annual Report:  
Concepts and Examples

84930<sup>ci</sup>



## PREFACE

Over the past ten years corrections has made enormous strides in the development of automated information systems, including inmate tracking systems, automated inmate information classification systems, procedures for forecasting future populations, prison industry and agricultural programs, etc. While these systems have been primarily designed for internal use, they also have great potential for providing pertinent information to outside agencies concerned with correctional issues.

In a recent project entitled CDAS (Friel, et al, 1980) it was found that correctional agencies receive an ever increasing number of informational requests emanating from a variety of outside sources, including concerned citizens, legislators, various agencies within the Federal Government, the Federal Courts, academic researchers, etc.<sup>1</sup>

In the absence of automated information systems, or access to report generation technology, answering these inquiries can be a time consuming and expensive proposition. While some requests may be frivolous and not worthy of response, many come from important consumers of correctional data and cannot be reasonably denied. An interesting finding of the CDAS study, was that in spite of the substantial growth of automated correctional information systems, few possessed the capacity to respond quickly and efficiently to these outside requests for information. Such requests were never anticipated in the development of most systems, and few states possess the software flexibility to rapidly respond to unanticipated requests. While report generation technology would certainly be a solution, few have access to such software, and among those who do, most lack training in the use of such software packages.

1. The CDAS Project (Correctional Data Analysis Systems) was undertaken by the Bureau of Justice Statistics to examine the recent development of correctional information systems and their contributions to correctional decision making.

The CDAS Project conducted an extensive content analysis of ad hoc requests for information to determine whether the kinds of data requested are typically maintained in correctional information systems. The findings confirmed the suspicion that most requests can be satisfied with the kinds of information routinely maintained in correctional systems, and that with a little negotiation with the requester, could be satisfied by a decent annual statistical report. This finding led to the conclusion that if a correctional agency designed a professional and thoughtful annual report, it could dispense with most of these ad hoc requests cheaply and efficiently.

Based upon this conclusion, the study was initiated to analyze the annual reports released by the various state and federal correctional agencies throughout the country. The results of this investigation are presented in this report, along with guidelines for developing a model annual report. Requests for copies of recent reports were sent to the fifty state correctional agencies, as well as the Federal Bureau of Prisons and the District of Columbia Department of Corrections. Examples were received from forty-three departments, eight indicating that they did not publish such a report. These reports were submitted to an extensive content analysis, examining not only physical construction and format, but also the content and organization.

Only a few departments were found to produce outstanding reports, containing the kind of information that would satisfy many ad hoc requests, and which created a positive and professional image of the agency. Regrettably the reports produced by a plurality, if not a majority are of poor quality, and reflect a lack of care and creativity in their preparation.

Chapter 1 of this report presents a critique of the current state of the art of the correctional annual report, pointing out many of the weaknesses in existing reports and offering suggestions on how they might be improved.

The second chapter offers a variety of suggestions for developing a professional annual report, including a list of potential consumers of the report and a detailed list of the major informational objectives that should be satisfied by the report.

The third chapter provides a number of useful suggestions for organizing the report, including how the report team should be put together, the utility of using outside assistance, how to evaluate the quality of the report, and trade-off benefits of various printing and binding alternatives.

One of the major questions in designing a report concerns what should be included and how it ought to be presented. Chapter 5 provides a number of useful suggestions on content, presentation and graphics. Included are a number of examples extracted from various state and federal correctional agencies, which are good examples of creative and eye-catching ways of presenting correctional information.

Finally, Chapter 6 provides a number of helpful guidelines concerning style and format. Many of these suggestions are drawn from the annual reports, produced in the private sector and from the writings of a number of public relations experts. In addition, a Bibliography is included which lists a number of creative and useful books on developing an annual report, and clever ways of presenting organizational information.

The authors are indebted to a number of individuals who assisted throughout the project. The various state and federal correctional agencies were generous in sharing numerous copies of recent organizational and statistical reports. Several individuals were asked to critique the report, and they in turn offered a number of useful suggestions. Included were Commissioner Robert Britton of the Alabama Department of Corrections, and a number of his staff; Dr. Tom Crago, Director of Information Systems of the Colorado Department of Corrections; W. C. Mullan, Correctional Analyst, State of Nebraska; Mr. Ron Taylor, Assistant Director of Treatment of the Texas Department of Corrections, and Dr. Glenn Williams, Director of Management Information and Research, North Carolina Department of Corrections. The project was funded by The Bureau of Justice Statistics, United States Department of Justice, under Grant No. 80-BJ-CX-0003. The authors are particularly appreciative of the support and helpful sug-

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## Chapter 1

### The State of the Art of the Correctional Annual Report

Most correctional agencies produce some kind of an annual report, sometimes because of a statutory requirement, sometimes as a matter of tradition. In spite of the fact that most agencies publish an annual report, few show much interest in its development or devote much time to its compilation. In fact, in some states, the existence of the annual report is known only to a few people who are closely connected with its development. As a result, the annual report of many agencies tends to be dull, limited in scope, using the same format and content year after year.

The purpose of the present study was to assess the current state of the art of the correctional annual report and develop recommendations and guidelines to help agencies produce more meaningful reports for general consumption.

To this end, annual reports were solicited from each state correctional agency, the District of Columbia Department of Corrections, and the Federal Bureau of Prisons. Of these 52 agencies, 43 sent a copy of their annual report, or in some cases copies of previous years' reports. Eight agencies indicated that they did not produce an annual report. Each report was analyzed with respect to type of report, physical construction, content, scope, and general quality. The criteria used in this content analysis included:

- Types of report:
  - Number of different reports produced each year
  - Whether produced annually or biennially
  - Origin of the report
- Physical construction:
  - Cover
  - Binding
  - Printing

- Size
- Use of color
- Use of photographs
- Content and scope:
  - Narrative and statistical presentation
  - Description of the agency and its operation
  - Description of individual divisions and programs of the agency
- Quality of the report:
  - General analysis of quality and clarity of the report

Types of Report

Typically, an annual report is a single volume which is produced once each year. However, there are variations from this common practice. Some agencies produce a series of reports on different subjects, others a single volume every two years. The report may be produced by the umbrella agency which is responsible for a variety of human service agencies other than corrections, in which case only a portion of the report deals with correctional activities. The department of corrections may produce its own annual report as may subdivisions or units within the department.

Table 1 summarizes the different types of reports published by the 43 agencies who submitted their reports for analysis.

Table 1  
Variations in the Types of Annual Reports Published  
by Correctional Agencies

Number	(f)	Time Frame	(f)	Publisher	(f)
Single Report	35	Annual	36	Department	36
Multiple Report	8	Biennial	7	Umbrella Agency	5
				Units within Department	2

Those agencies with a multiple annual report format usually produced two reports, one being the typical annual report with both statistical and narrative information; the second report is usually devoted to in-depth statistical presentation.

Interestingly, the term "annual report" is used to identify those publications released periodically which provide a summary of the agency's activities regardless of whether it is produced annually or biennially. The controlling factor of the reporting period (annually or biennially) appears to be dictated by statute. In some cases the agency is required to release the report during the state's legislative session which in some states is only every two years.

The third variation in the type of report concerns who is responsible for publication. Usually the department of corrections publishes its own annual report. In such cases, the report includes information on the agency's organization and operation as well as the activities of individual institutions. In two states, each correctional facility within the agency publishes its own separate annual report, there being no annual report on the entire agency. One state produces both types of annual reports--one for each facility and one covering the entire agency. In five states (Hawaii, Iowa, Maine, North Dakota, and Washington), the department of corrections is a sub-unit of a larger umbrella agency and their annual reports are part of the umbrella agency's annual report.

There are advantages for the department of corrections when the annual report is produced by an umbrella agency--primarily, more resources can be used in the development of the report. The biggest disadvantage is the limited space dedicated to describing correctional activities. The average length of an annual report produced by a department of corrections is 49 pages as compared with an average length of 26 pages when the report is included in the publication of an umbrella agency.

In many cases the type of report produced by a department is dictated by law and not under the control of the agency. However, in those states where the form of the report, the publication schedule, or the publisher are a matter of agency choice, the agency

enjoys great latitude in producing quality narrative and statistical information.

#### Physical Construction

The physical quality of the report (paper, cover, binding, color, etc.) is primarily determined by the amount of money available for preparation and publication. If an agency does not have dedicated funds for its annual report, it may not be able to greatly enhance it on the physical quality.

The materials used in the annual reports of business and industry represent the highest standards and the best quality. Such reports use a high quality cover stock, four color process photographs, high quality paper for the body of the report, are typeset, professionally printed, utilize color in charts and graphs, etc. While it may not be fair to compare the annual reports of a public agency with those of the private sector, the annual reports of business and industry should be considered as an ideal.

#### Cover

Correctional agencies do not use the quality stock for the report cover normally used in the private sector. In fact, six states use no formal cover at all, other than a typed piece of paper preceding the report.

#### Paper

The range of paper stock used for the body of the report was very broad and like the cover, stock was of lesser quality than the materials used by the private sector. A few agencies do use very fine quality paper, heavy weight, glossy or textured finish. Most did not use paper which approached this quality but none used such inferior stock that it interfered with the appearance or readability of the report.

#### Binding

A variety of binding methods were used in the 43 annual reports examined. Saddle stitching was the most common binding method, 26 reports being bound in this manner. This type binding involves wire staples which pass from the back side of the center

fold through the assembled pages. This method permits the report to lie flat when opened. It is also less expensive than other methods and can accommodate reports up to 140 pages.

Four agencies use a plastic comb binder in which fingers of the comb fit through holes punched in the paper. This also allows the report to lie flat and since many sizes of plastic combs are available, larger reports can be easily bound. However, it is more expensive than most other methods.

Perfect binding was used by three agencies. This method applies an adhesive compound to the spine of the report and the cover is pressed against the still-wet adhesive. Perfect binding is inexpensive but the report cannot lay flat. This binding also may not be as lasting as other methods if the report is used frequently.

Another inexpensive binding is side stitching--wire staples passed through the left margin of the report. This type of binding does not allow the report to lie flat, unfortunately. Three of the 43 reports were bound in this way. Four other agencies used a staple in the corner to bind their report. Although this method is inexpensive and the report can lie flat, it does not present a quality image and the report is cumbersome to read. Three other agencies sent photostatic copies of their annual reports because no bound copies were available; the binding method for these copies could not be determined.

#### Printing

Twenty-seven of the annual reports were typeset. Typesetting adds a great deal to the appearance and quality of the report. It is one of the most costly aspects of producing a report, yet many correctional agencies have access to typesetting facilities. The remaining reports were simply reproductions of typewritten material. Although this method does not appear as professional, it is certainly sufficient.

#### Size of Report

Generally neither the length of the report nor the dimensions of the page size is related to quality. Not all reports need to be 8½ x 11 inches. A different size may add interest and variety to



the report. Thirty-two reports were 8½ x 11 inches. Five were 6 x 9 inches, one was 7 x 7 inches, and the remaining five were 11 x 8½ inches with the fold or left margin of the report along the 8½ inch side. The annual report need not be limited to these dimensions, if there is a valid reason for producing a different size.

#### Use of Color

Generally, the correctional annual report lacks color. Compared with reports produced in the private sector, correctional annual reports are dull. What color is used is mostly on the cover and this simply involves the use of color stock, not colored photographs or the application of color to the cover. A few reports had color lettering or color graphics on the cover. The color of the cover made a good first impression but that was about the last place color was used. In only five reports was color used in the body of the report and in these cases color was limited to graphics and usually only a single color or shades of that color. Even this limited use of color, however, made the charts and graphs more interesting and easy to read. A few reports used colored printing for the text of the report.

#### Use of Photographs

Photographs are a central feature in most reports in the private sector and the photographs are usually in eye-catching colors. Correctional annual reports used photographs much less often with only 22 reports containing photographs which were all black-and-white. The quality of the photography also varied considerably. Although this judgment is admittedly subjective, 12 reports had good photographs, 5 were average, 4 were poor. In the latter category, the photographs were blurred and the composition questionable.

Overall, the physical construction of the correctional reports examined was adequate, but certainly not on a par with the standards associated with the private sector. Many correctional agencies cannot improve on the physical quality of their reports because of a lack of funds. However, cost is not so closely related to the quality of the contents or the format and it is in this area that the correctional annual report can be most enhanced.

#### Format of Report

The contents of a correctional annual report can be either all narrative, all statistical, or some combination of the two. Of the 43 reports examined, 3 were purely narrative, 5 exclusively statistical, and 35 a combination of both forms of presentation.

The combination of narrative and statistical information provides a broader range of information for the reader and varies the style of presentation in interesting ways. Some states augment purely narrative reports with separate statistical reports including: California, Nebraska, Pennsylvania, South Carolina, Texas, and the Federal Bureau.

The physical format of the page (e.g., position of paragraphs, headings, graphs, etc.) can be as important as the content, especially in those cases where a poor format detracts from the content.

The cost of producing an annual report has forced some agencies to limit the number of pages in the report. Unfortunately, they try to squeeze too much information into too few pages as a result. Although cost is a major problem, crowded, cluttered pages hamper readability, discourage the reader and generally create a poor appearance.

Other negative aspects of the narrative portion of the report were lines and paragraphs that were too long and sections of narrative that ran on without headings or breaks. Lengthy sentences and sections must be read with some determination to be understood, something most readers will not attempt.

One method for dividing large sections of the text is the use of headings or divider pages. Some correctional reports used major headings rather well but did not do so well with sub-headings or other subdivisions. In some reports the discussion of a particular institution or division would run on for several pages without any breaks in the narrative. Since many readers only skim the headings and the first paragraph or two, the information in such long narratives is essentially wasted.

The statistical information presented in annual reports was generally no more innovative or stimulating than the narrative portion. The amount of statistical information included varied greatly. Of the 43 reports examined, only 3 had no statistical data. The statistical information in the remaining 40 reports ranged from as few as one chart included with a narrative to statistical reports with little or no narrative at all. Some reports provided a simple statistical overview of the inmate population (11 reports), while others (29) presented more detailed statistical analysis and evaluation of their population.

A major problem in the statistical reporting was the lack of variety of statistical and graphical procedures used. While tables, line graphs, pie charts, bar charts, statistical maps, pictorial charts, etc. could be used to display such data, little variety was found in the way data are presented. Twenty-two annual reports used only tables to display statistical data, while only 18 reports included at least one graphic, and even in these cases graphical presentations were very limited.

In thirteen annual reports, the statistical data are separated from the narrative section. These 13 include the 6 reports which are entirely statistical. Fifteen reports integrated the statistical data with the accompanying narrative sections. Twelve reports included statistical data both ways by having some statistical information accompanying the narrative and some in a separate section.

Another problem with the statistical information in some reports was the confusion resulting from the use of abbreviations or terminology which was specific to that agency. The outside reader may not understand these observations which severely restricts the readability and use of such statistical data.

#### Content and Organization

Unlike the physical construction of the annual report, the quality of the content is more a function of the creativity of the agency personnel responsible for preparing it than available funds. Since the correctional agency has much greater control over the

content, it should carefully determine the goals and objectives of the report.

The 43 correctional reports examined varied greatly in both the content and organization of the report.

#### Organization of the Report

The content of the correctional annual reports was organized by a variety of methods. The logic of some reports was according to the activities of agency divisions, others were organized according to the operations of individual prison units. Some reports were organized around general topic areas such as the organizational accomplishments, bureaucratic organization, judicial or legislative action affecting the agency, future plans, etc. Programs and services provided by the agency, the geographic location of the facilities and community services were other ways in which content was organized.

Regardless of the organizational method used, each annual report usually does a good job of describing the agency and its activities. However, it would appear that the degree of balance achieved in the report is in part a function of which division in the agency prepared the report. For example, reports prepared by central administrative personnel seemed to provide a more balanced picture of individual units and programs. However, when the information for each unit or program was developed by the personnel of that unit or program, the information was frequently redundant, superficial, and imbalanced.

Those sections of the report organized around programs or services were often found in combination with other formats. Also, issue-oriented organizational logic showed somewhat more versatility than most other approaches since it placed more emphasis on the dynamics of the agency's operation.

#### Report Cover

Generally, the covers were good; they presented a pleasing appearance and a positive impression. Most covers provided adequate information about the agency, the year, the title, and the fact that it was an annual report. In some cases this information was on the inside cover, but this would not help identify the volume when on the shelf.

The cover of any publication is very important. Not only does it identify the annual report, but it provides the reader's first impression of the report and perhaps the agency. As the first part of the report the reader sees, it may be the deciding factor as to whether he opens the report.

#### Letter of Transmittal and Executive Summary

A letter of transmittal or an executive summary was used as the introduction to 26 annual reports. The letter of transmittal was usually addressed to the governor and signed by the agency director. It often (10 agencies) contained or referenced the statute which required the agency to provide a periodic accounting of its operation. These letters were seldom dated, which raised questions about the date of the information.

Where the letter is more of an introductory formality, the executive summary usually gives an overview of the year's activities. The introduction may also include the goals and objectives of the report. Only two reports included this statement of purpose; both reports were completely statistical in content.

#### Table of Contents

If the annual report is more than just a few pages in length, a table of contents is indispensable. Thirty-four reports included a table of contents; one also had an index. The nine reports without a table of contents were shorter than the others (average length of 21 pages compared to an average of 49 pages for all the reports) so the lack of a table of contents was not critical.

#### Purpose of the Organization

A statement of the goals and objectives of the agency is useful, particularly for the uninformed reader. This statement is helpful to those readers who may not be familiar with corrections and also obligates the agency to carefully think through its organizational purpose. Twenty-seven of the reports included such statements of purpose, five also included the statute creating the agency.

#### Description of the Agency

Many techniques were used to describe the agency's organization and operation. Thirty reports included some type of a description of the agency. These descriptions usually consisted of a brief overview of the agency, its functions, the institutions in the system, size of the inmate population, number of personnel, budget, and industrial and agricultural income, and other descriptors. Other descriptive approaches include:

- An organizational chart
- Information about administrative personnel
- The history of the agency
- Description of the budget
- Industrial and agricultural programs
- Educational and treatment programs
- Information about each unit or institution
- Accomplishments, problems, recommendations, future goals and needs
- Research conducted by the agency

An organizational chart provides the reader with a quick but complete view of the agency--its structure, divisions, institutions, lines of communication, etc. Twenty-six agencies included an organizational chart in their annual report. Most provided, as a minimum, the major divisions of the agency, and a few included a detailed breakdown of the organization to several levels below the divisional level. Too much detail can make such charts unreadable, and to counteract this problem, six agencies provided multiple organizational charts which have the detail without the clutter.

Providing the names of agency administrators and providing some information about personnel is another way of describing the agency. Names of the top administrators, division heads, wardens, and the board (where applicable) are often included in annual reports. Personnel data such as the number of employees (in 6 reports), employees receiving training (7 reports), number of positions in each institution (6 reports), type of position (4 reports), race and sex of personnel (6 reports), ratio of staff to inmates

(4 reports) are valuable information for many audiences. The rate of personnel turnover in the agency was recorded in only one annual report, yet turnover has been a major problem for many correctional agencies. Including such information could indicate to the reader, especially the legislature who determines salaries, the seriousness of the situation. Such information can also demonstrate compliance with hiring regulations. Special recognition of meritorious employees was included in 17 reports, emphasizing the importance of line officers in the operation of the agency.

The history of the agency should not be mere filler in an annual report. It should be included when it can clarify the agency's present position and future goals. Seven agencies included an historical section in their annual report. These sections varied from a brief paragraph to several pages. A longer narrative might not be appropriate every year but might be a more appropriate topic for a separate publication.

Thirty correctional agencies included financial information about the agency. The information varied so widely that no comparisons between states were possible. The most common item was the cost of prisoner maintenance (18 reports). General budgetary information was included in 17 reports, 13 provided a list of all expenditures, 14 included financial information on their industrial and agricultural operations, 7 included information on their financial position at the end of the fiscal year, and 6 provided information on operating expenses and income. Other types of financial data included sources of income (7 reports), federally funded programs (9), and construction funds (7).

Information about the agency's industrial programs and services was included either in a separate section of the annual report, in the financial section, or in the section on inmate information. Fifteen annual reports showed the number of industrial items produced, the number of inmates completing educational or training programs, and/or the number of inmates participating in particular treatment programs. Twenty-five reports provided description of inmate programs, goals, objectives, and accomplishments.

Another way to describe the agency is to provide information about individual units or institutions within the agency. Twenty-three correctional annual reports provided a variety of narrative and statistical information about prison units, ranging in length from a single paragraph to several pages. One problem is the tendency to repeat the same material year after year. If the material is updated, then providing a current description of each institution can be justified. But, when such information does not change year to year, it might be better to produce a pamphlet containing this information instead of cluttering the annual report. Eighteen agencies show the location of each institution by placing a map in the annual report. Other agencies (13) supply the address of each institution and the name of the warden for readers who may wish to contact the institution.

A discussion of the agency's accomplishments, problems, future goals and needs adds life to the annual report versus the more standard practice of recounting dry facts and figures. Although 33 annual reports did mention some accomplishments, the narrative was usually brief and passing. It appears as though mention of accomplishments is not generally emphasized or is included as an afterthought in most reports. If the agency does not tell of its accomplishments, no one else will either.

No agency exists without problems. They may be minor or major, but they are there and everyone knows it. If problems and critical issues are not discussed openly in the annual report, some readers may believe that the agency is trying to side-step the issues or hide the problems. Discussion of such problems were included in only 15 reports.

Two problems commonly discussed in annual reports were inmate deaths (14 reports) and escapes (17 reports). Other problems discussed include finances, personnel, and inmate disturbances. In several reports, the problems were only briefly stated and difficult for the reader to fully understand. While it is natural to avoid discussion of unpleasant situations, the annual report should include the identification of problems in an honest, credible, and

well-balanced manner, especially if the accomplishments and successes of the agency are also discussed.

Other descriptions of the agency's activities included in the annual report are its research activities and a listing of other publications available to the public. Four agencies included the results of research on population forecasting and six listed other publications which were available.

Special reports and miscellaneous information are added to some annual reports to vary the content and to inform the public of special activities and programs. Illinois included a special report about being the first adult correctional system to be accredited by the Commission on Accreditation for Corrections. Pennsylvania reported on the threat posed to the prison system by the incident at Three Mile Island Nuclear Power Plant and the potential problems of evacuating prisoners.

#### Inmate Information

The focus of agency operations, the basis for its existence, is, of course, the inmates. And while the description of the many facets of agency operations is important and necessary, most of the data collected by the agency involves the inmate. Statistical information about the inmate population was widely available in the correctional reports. The table below lists the most common inmate data elements included in the annual reports.

As might be expected, virtually all agencies report information on their inmate population. Table 2 presents a distribution of the more common statistical data provided in annual reports.

Table 2

Common Inmate Information Found in Correctional Annual Reports

Data Element	Frequency of Reports	Data Element	Frequency of Reports
Offense	29	Drug/Alcohol History	9
Age	25	Occupation	8
Race	23	Religion	7
County of Conviction	22	Place of Birth	7
Sentence	19	IQ	6
Sex	16	Residence	6
Education	16	Military Service	4
Prior Record	12	Marital Status	12

#### Report Styles

The correctional annual reports studied utilized a wide variety of reporting styles and techniques. The most common method of presentation was a combination of narration and statistics. Only three annual reports were totally narrative, while six were totally statistical, and 34 were some combination of the two.

Narration was generally used to describe the organization and functions of the agency and its divisions, programs, and industries. Statistics were generally used to present inmate, personnel, and financial data.

Some reports suffer from an imbalance between narration and statistical information. Many reports fail to include sufficient statistical information to adequately describe the program and its accomplishments. Other reports overwhelm the reader with a multitude of statistical data which is not needed. A balance between these extremes better serves the general reader, and the agency should first determine the nature of the audience of its annual report and focus its content and style on the audience's need and right to know.

Another technique for conveying information is through photographs. A picture is often more effective than narrative description and nearly always more interesting. Nearly half of the examined reports contained one or more photographs. All photographs were black-and-white but differed widely in composition, subject matter, and quality. A common compositional problem in many photographs was the distance of the subject from the camera, making the subject very small and almost indistinguishable.

The subjects of photographs ranged from administrators to inmates, programs, and facilities. A picture of the agency's director was included in fourteen reports; division heads, wardens, and other agency officials in nine reports; the governor in six; and the board of corrections in five. Pictures of inmates were usually part of photographs of programs, facilities, and industrial operations, and not as the primary subject matter. The use of photographs is one of the best ways to emphasize the human element of corrections--something frequently lost in many annual reports. Eight reports provided photographs of such voluntary inmate activities as recreation, volunteer work, special interest groups, etc. Twenty-one reports had pictures of various agency operations, and fifteen included pictures of agency facilities. These pictures are very effective for highlighting new construction or to focus on a particular facility with some special feature. A routine photograph of each facility each year does not necessarily serve any good purpose and takes up much valuable space in the report.

The quality of the photographs is very important. A picture that is over or under-exposed, out of focus, or with a blurred subject cannot effectively present information. In fact, it may foster a poor image of the agency. Pictures attract more of the reader's attention than the narrative or statistical information, so it is crucial that the reader's first impression from the photographs is positive and consistent with the narrative information it is supposed to augment.

#### Summary

It is probably not fair to summarize only the problems and deficiencies of correctional annual reports. Some reports are excellent, many others have very fine individual features. However, as the general rule, the typical annual report is unimaginative, dull, and in some cases, more likely to diminish the agency's image than enhance it. Some of the more common problems and inadequacies include:

- Lack uniformity, making interagency comparisons difficult
- Difficult to read and understand
- Do not demand the readers' respect nor hold their attention
- Provide too much information in a disorganized manner
- Present the same information year after year
- Include untimely information (often months elapsed from the end of the reporting period to the publication of the report)
- Address too narrow an audience as evidenced by the selection of topics, the method of presentation, and the specific terminology
- Boring, unimaginative, and unattractive
- Fail to present a complete and honest picture of the agency

## Chapter 2

### Considerations for Developing the Annual Report

An analysis of the state of the art of the correctional annual report suggests substantial variability in content, format, physical quality and readability. Guidelines for producing a correctional annual report are nearly non-existent. In most cases, each agency produces the same report every year and merely updates the figures.

While information on the design of annual reports is readily available to business, industry and non-profit organizations, no guidelines have been developed for the correctional annual report. The present study was designed to develop such guidelines and contains many useful recommendations for developing a concise and informative annual report. These recommendations have been developed from a number of sources, including:

- Books and articles on developing annual reports for the private sector
- Review of annual reports from business and industry
- Information related to the construction of annual reports for non-profit organizations
- Review of annual reports from non-profit organizations
- Review of annual reports from correctional agencies

The various suggestions and recommendations gleaned from these sources have been modified to fit the correctional setting and are presented and discussed under five broad headings:

- Objectives of the annual report
- Organizing the annual report
- Contents of the annual report
- Style and format
- Supplements to the annual report

The present chapter addresses the issue of establishing the objectives of the annual report while ensuing chapters address each of the other areas of recommendations.

#### Objectives of the Annual Report

The information requirements of the annual report are dictated by two audiences: the correctional agency itself and the many external individuals and organizations interested in correctional information. In the majority of correctional agencies, the requirement to produce an annual report is already established by statute. Yet, whether or not a statute exists, the correctional agency does not want to miss the opportunity to broadcast its successes, explain its difficulties, and warn of future problems.

Many individuals and agencies require correctional data for their own operation. In addition to executive and legislative offices of the state which monitor and evaluate corrections, there are other correctional agencies, social welfare agencies, and private organizations who use correctional information.

As mentioned in a previous study (Friel et. al., 1981), many correctional agencies are deluged with informational requests from outside individuals and agencies. It was also found that many of these demand information requests could be satisfied by a well-planned annual report, thereby eliminating the development of time-consuming, costly, and redundant responses. This assumes, of course, that the agency knows who its consumers of information are and the nature of their information needs. The first step, then, in developing the annual report is the identification of the informational needs of its audience.

There are several steps which the correctional agency can take to establish a functional list of information needs:

Identify the potential readers of the annual report. To be effective, the annual report must be planned with its audience in mind. Too often the needs and interests of those who would use the report are ignored. Initially, it is best to expand the list of the potential readers and reduce it later after considering such

factors as cost, need and right to know, etc.

#### Determine the interests and information needs of the audience.

A careful analysis of the different groups on the list of potential consumers will more precisely identify the separate and common informational requirements of each group. The agency may find that the information needs of several groups overlap so much that a limited amount of data may satisfy a large number of readers.

#### Categorize each group of readers as "core" or "optional."

Consider the needs and interests of each group identified as a potential reader of the annual report. On the basis of these considerations, categorize the readers into two major groups, a core audience or an optional audience.

- core audience--Those groups and individuals who have an unmistakable interest in or need for information from the agency
- optional audience--Those groups and individuals who may have a temporary or occasional interest in or need for information from the agency

Continuously updating the consumer list. Audiences will vary from year to year. They may change from one category to another as their needs and interests change and as the availability of funds for producing the annual report change. The updating process should be continued throughout the year, and the resulting list can serve as the mailing list for report distribution.

Groups which may be considered as potential audiences. The annual report should serve as an informative publication of widespread interest. Readers of the report will not only be found in corrections and other sub-systems of the criminal justice system but outside the system as well.

Listed below are a number of potential consumers of the report to be considered when planning its content and distribution.

- State and local criminal justice agencies which interact with the correctional agency or are affected by its activities
  - State Supreme Court judges
  - Appellate court judges
  - Circuit/district court judges



- Prosecuting/district attorneys
- Sheriffs
- Jail administrators
- Commander of the state police
- Police chiefs of the larger cities
- Heads of state police executive groups (police chiefs' association, sheriffs' association)
- Groups within the correctional community
  - The agency's employees
  - Board of corrections
  - Probation and parole officials
  - Juvenile correctional facilities
  - Correctional agencies in other states and at the federal level
- Those groups and individuals within the state government to whom the correctional agency is accountable
  - The governor
  - The heads of social services departments, if the correctional agency falls under this larger umbrella agency
  - All members of the state's legislative bodies, with special emphasis upon those legislators assigned to correctional and budget committees
- Additional state agencies which can be viewed as potential audiences
  - State statistical analysis center
  - State planning agency
  - State criminal justice planning council
  - Secretary of state
  - Bureau of Vital Statistics
  - Department of Welfare
  - Various social service agencies
- County and local officials who may interact with or have an interest in the correctional agency
  - County administrators/judges/commissioners
  - Mayors
  - City managers

- The general public and specific groups within the public sector who maintain an interest in or have influence upon the agency
  - The news media
  - Concerned public interest groups (Salvation Army, Junior League, Jaycees)
  - Civic, professional, labor groups which assist in the corrections field
  - Executives and key staff members of agencies with whom a cooperative working relationship exists
  - Opinion molders and community leaders who should know about the agency's operation
  - Graduate schools and professional associations with criminal justice or corrections-related emphasis
  - Public, school, and university libraries
- Miscellaneous groups
  - Volunteer groups who provide services for the agency
  - The state's congressional delegation
  - Correctional information clearinghouses (CONTACT, Inc., National Criminal Justice Reference Service, National Council on Crime and Delinquency)
  - Those commonly making ad hoc requests
  - Families of inmates
  - The State Bar Association

Determine specifically and succinctly the objectives of the report which are dictated or implied by statute. These objectives include those imposed upon the agency by those offices to which the agency is legally responsible. In addition, the agency will want to include information on new programs, money-saving operations, progress toward meeting particular standards, identification of future problems, etc.

Rank each objective. If finances permit, the information needs of all core audiences and a large percentage of optional audiences can be satisfied. However, the annual report is not an "Everything-You-Ever-Wanted-To-Know" type of publication. Obviously, one annual report cannot satisfy all interests. Presenting too much information is worse than too little--a bored reader may totally ignore the report.

Identify the major objectives of the report. The major objectives to be met by the annual report will vary among agencies and will vary with time. Each agency should review its stated objectives each time the annual report is published. The objectives listed below are not in rank order and each agency will want to consider them as suggestions or ideas for determining its own objectives.

- Provide a record of the agency's performance for the legislature, a supervising board, or members of the executive branch of the government according to statutory requirements
- Demonstrate agency's accountability to the public beyond minimal statute requirements
- Serve as an employee relations booklet
- Inform corrections personnel of agency programs and activities which they might not know about otherwise
- Serve as a personnel recruiting device
- Provide an historical record of data concerning inmates, staff and programs as well as descriptions of the organization, organizational philosophy, and critical issues facing the agency
- Serve as a ready reference of the agency's operation and as a continuing data base for research studies
- Serve as a public educational tool to improve public relations, to increase knowledge of the agency's operation, and attempt to bring about attitude change in the public
- Identify urgent needs of the agency
- Provide a vehicle for communications with other state correctional agencies as well as with federal agencies
- Serve as a means to identify administrative, social, and legal changes which impact the agency's performance
- Provide a means of clarifying and interpreting the agency's goals, functions, and purposes, in light of both statutory requirements and current interpretation of those requirements
- Record the agency's past operation, analyze the current operation, and provide insight into trends for the future
- Identify trends in the field and indicate the perceived impact upon the agency
- Make other governmental agencies aware of recent developments and ongoing activities

Organizing the Annual Report

The preparation of the annual report requires careful planning to organize and control all facets of the operation. These plans must be worked out well in advance of the date set for printing the report. Annual report teams must be named, authorizations established, time schedules arranged, format determined, contents selected, etc.

Annual Report Team

The production of the annual report should be a team effort. Team members and leaders must be competent and cooperative. Other necessary attributes include:

- Team Members
  - Be knowledgeable in their own area
  - Be authorized to make all but major decisions without checking with superiors
  - Should reflect representation from all major divisions of the agency
- Team Leaders
  - Should be high enough in the organizational structure to be familiar with agency philosophy and the role of each agency division
  - Be authorized to make all but the most critical decisions
  - Should have skills and knowledge in leadership and be able to elicit a cooperative effort from the team members
  - Must organize team for the many facets of production:
    - Writing and editing
    - Graphics
    - Photography
    - Printing
    - Public Relations
    - Management
    - Financing
    - Statistics
    - Knowledge of the agency

### Outside Assistance

Plans for the annual report may reveal a lack of knowledge or skill in some area for which the agency will have to seek outside assistance. Cost is the greatest factor to consider since outside professional help is expensive. However, a professional photographer or printer can make a decided difference in the appearance of the final product if those skills or similar ones are not available within the agency. The agency may find some of the needed expertise in local organizations such as public relations firms, graphic arts groups, art clubs, or college/university organizations.

### Annual Report Evaluation

The annual report team will need to review evaluations of previous reports in planning their current publication. Careful examination of prior experience is invaluable.

In addition to notes from past experience, an important source of evaluation is audience feedback. The groups and individuals receiving the annual report should be surveyed to determine if the report objectives concerning those audiences have been satisfied.

The audience survey can be a single form used for all readers or several different forms modified to gain a more specific opinion from different audiences. The survey should be brief, no longer than a few minutes, and should address those areas of mutual interest to the audience and the correctional agency. The survey should be sent soon after the report is received or even better with the report to save postage. The responses should at least be an adequate sample of all of the major groups identified as core audiences. Lesser emphasis can be placed on optional-audience response.

Although the most common type of survey is written, there are several survey methods available to use in an evaluation process:

- Written survey--enclosed with the annual report
- Written survey--delayed one or two weeks and sent separately after the annual report has been mailed
- Telephone survey--much more likely to obtain responses, but it is time consuming and can be costly
- Personal contact--with those receiving the annual report such as legislators, etc.

Exhibits 1 and 2 are examples of forms used to evaluate the annual reports issued by the private sector (Rosenthal and Pagani, 1978).

### EXHIBIT 1

#### CRITERIA FOR DEVELOPING AN ANNUAL REPORT

1. Meaningful or Provocative Pictorial Cover  
Gives reader an immediate, positive impression of your agency.
2. Well Designed Format  
Imaginative use of paper, ink, contemporary design techniques. Use of modular units and family relationships between spreads. Body copy not too small. Two columns rather than a type line over 75 characters long, white space, at least two colors.
3. Comprehensive Graphics (Charts and Maps)  
Report quickly on such topics as comparative highlights (this year vs. last year for key items), trend of inmate population, where revenue came from and how used, map of facilities and other important data.
4. Unstilted Photographs or Artwork  
Show agency activities (emphasizing people), new facilities, and programs, and candid pictures of officers and directors at work.
5. Comprehensive Text  
Explains and interprets major developments of the year, future prospects.
6. Comparative Figures  
At least 2 years for balance sheet items and highlights and at least 5 years for population movement and other key indicators.
7. Stylish Printing  
Use of a properly equipped print shop and its craftsmen to create, in print, the agency image you are seeking.

EXHIBIT 2

SAMPLE RATING SHEET FOR ANNUAL REPORTS

Element		Rating				
		Excellent	Adequate	Mediocre	Poor	
1. Cover	pictorial meaningful provocative					dull
2. Design	good handling of type, white space, color					cluttered or sprawly
3. Charts & Maps	comprehensive and meaningful					confusing or absent
4. Photos and/or illustrations	plentiful and revealing					formal or absent
5. Text	comprehensive and well written					sparse or poorly written
6. Figures	comparative and meaningful					unfocused or absent
7. Printing	crisp and vivid					dull or sloppy

OTHER COMMENTS: \_\_\_\_\_

Instructions For Tabulation of Ratings:

Each member of your rating panel should fill out a sheet in the manner shown in this sample, checking one rating box in each of these seven categories. As a guide for raters, the adjectives at the left end of the scale epitomize an excellent report, the adjectives at the right end epitomize a poor report.

For your own thinking, at least two-thirds of your report's total rating checks for all elements should be in the excellent or adequate category; and at least six out of the seven elements on your rating sheet should have more than half the votes in the excellent or adequate category. If your report has fallen below either of these criteria, it is in trouble.

Production Schedule

Pick a target date for the release of the annual report and backing up from this date develop a production schedule. If the reporting statute does not provide a release deadline for the report, the agency may wish to use guidelines adopted by the business community. For example, businesses listed on the New York Stock Exchange are required to release their annual report within 90 days of the end of the fiscal year; for the American Exchange, 120 days.

In corrections, too often the annual report is unscheduled and may be released 6-12 months after the end of the fiscal year. Obviously, the value of the report is diminished if the material is outdated. The amount of time necessary to produce an annual report is dependent upon many variables such as its length, complexity, available staff, etc., so each agency must plan its own timetable.

Type of Annual Report

As the name implies, the annual report is typically a document produced every year, but there are other possibilities. The one document can be changed to two smaller ones, or a series of mini-reports, each addressing a different topic. Another variation is to alter the yearly production schedule with smaller reports being released every quarter, semi-annually, or annually, and a major document produced biennially. Each agency should examine the advantages and disadvantages of each of these combinations to determine the most appropriate format and production schedule for its report.

• Biennial Report

Advantages:

- Saves manpower
- Saves money in printing costs
- Can afford to put more resources into it
- Can be combined with smaller reports to increase timeliness and specificity

Disadvantages:

- Information becomes outdated
- Information can be difficult to organize if not collected until the end of the two-year period

- Production effort is less likely to be scheduled around the normal functioning of the agency, resulting in more disruption in agency operation, less time allotted to the annual report team, and perhaps less cooperation among the agency divisions

- Annual Reports

Advantages:

- Information is more timely
- Fits in with other year-end reporting efforts
- More likely to become a part of normal agency operation

Disadvantages:

- Higher printing costs than biennial issues
- Requires more staff time
- Higher postage costs

- Mini-Reports--Some agencies publish a series of reports throughout the year which deal with specific topics such as history of the agency, description of felon population, description of inmates under community supervision, escapes, etc. These reports may take the place of an annual report or may be used in combination with the annual report.

Advantages:

- Preparation can more easily be divided among the agency divisions
- Information can be more specifically directed to the various audiences
- Cheaper to distribute
- Cheaper to produce and therefore can be printed more frequently, keeping the information current
- More flexible in meeting the information objectives of the agency
- Can reduce the size and cost of a major annual or biennial report if used in combination with it

Disadvantages:

- Loss of perspective--cannot give a total picture of the agency or show the interrelated functions of the agency divisions
- More difficult to determine if needs are being satisfied

- If the entire distribution list receives each mini-report, there is no savings

Responsibility for the Annual Report

Depending on the organizational structure of the correctional agency, the annual report can be issued at any one of three levels:

- By the umbrella agency if the correctional agency is so administered
- The central office of the correctional agency
- Within separate divisions or units of the correctional agency

Each approach has different advantages and disadvantages.

- Annual report issued by the umbrella agency:
  - Readers' interest will not likely be concentrated on corrections
  - Distribution is limited. Due to the larger size of the report, few copies will be available for audiences interested in correctional data
  - Information will be limited. Less space will be available for correctional information
  - Correctional information will be more general and will not include much specific data on the agency's divisions, units, problems, etc.
  - Provides an opportunity to compare the programs, financing, etc. of the department under the same umbrella agency
  - Eliminates the need for an annual report from each department under the umbrella agency, thereby lessening the total cost
- Annual report from the central office of the correctional agency:
  - Readers' interest will be concentrated on correctional information
  - Permits an opportunity for a more in-depth view of the agency
  - Provides an opportunity to compare the operation of each institution or division with the others in the agency in a uniform manner
  - Provides the opportunity to devote extensive resources to the effort
  - Potential interest in the report will be greater
  - Distribution to correctional audiences will be greater

- Annual reports issued separately from the different divisions of the correctional agency:
  - Readers' interest will be concentrated on the specific division facility and not on the agency as a whole
  - The views provided will be limited
  - Individual reports may tend to develop into a contest as to which unit can be made to look the best
  - Lack of uniformity will exist. Even if the report from each facility is obtained, it may be difficult to compare the information due to the dissimilarity in content, the variability of the statistical information, and differences in the format
  - Interest in the publication will tend to be limited
  - Distribution of the material will be limited

Construction and Cost of the Annual Report

Four initial considerations which need to be addressed by the report team include:

- Budget for the report:
  - This depends upon: size, form, number of colors, number and kind of illustrations, cost of the artwork, and the number of copies to be reproduced
- What is the delivery date to the printer?
  - Always give the printer advance notice that a job is coming. Rush jobs are expensive and haste can reduce quality and increase errors
- What process is to be used?
  - Letterpresses, offset lithography, or gravure? The printer must be consulted about choices and costs
- Other factors:
  - Type of binding, mailing envelopes, weight, if to be mailed, kind of paper (Karch, 1950, p. 77)

The annual report team is more likely to require professional assistance at this stage of production than any other. Professionals, of course, can be used at any stage of the report production, but due to the cost, most agencies use in-house personnel. However, in the technical areas of actual construction (finding answers to the four initial considerations listed above), the agency is wise to consult a qualified printing professional.

The correctional agency itself may have a prison printing shop which is capable of producing the annual report. Some states have state printing offices. If either of these exist, contact these offices early in the planning stages for their assistance. If it is necessary to have bids for the report contract, it is wise to have contact with a printer for guidance on the contract specifications. Although cost is a primary factor for selecting a printer, the capability of the print shop to produce the desired features of the annual report is also a consideration. For example, a printing shop which has only offset capability cannot produce a four-color separation.

Even if the report team has a close association with a printer, the team should be aware of some of the printing techniques in order to be able to discuss the process and ask relevant questions. This brief review of annual report construction does not permit a detailed study of printing techniques, but as examples of printing topics, note the headings and samples listed below in the cost/quality matrix. The models in the matrix are designed to illustrate a few of the possible choices which impact the printing cost. The cost increases as one moves from Model A through Model C.

Table 3  
Cost/Quality Matrix

Printing Decision	Model A	Model B	Model C
COVER	Self-cover (same paper as inside pages)	Heavy self-colored cover stock	Heavy textured cover stock
PAPER	Light weight bond	Heavy weight book stock	Heavy weight book stock
PRINTING	Mimeograph	Offset lithography	Letterpresses
PHOTOS	None	Black-and-white halftones	Four-color process
COLOR (GRAPHICS)	None	Two-color	Multiple color
MAILING	Wrapped band mailer 4th class	Self-mailer 3rd class bulk	Use of envelopes 1st class
BINDING	Side stitch (staple)	Saddle stitch (staple)	Mechanical binding (plastic comb)

Although Model A is the least expensive, it should not be assumed that it is the worst choice. Model C, although expensive, may not be the best choice. Other factors besides dollars must be considered. For example, an expensive dull textured paper which reduces glare may also reduce the clarity of photographs. A mimeographed booklet may be an inexpensive way to produce an annual report, but it may do very little in enhancing readers' interest, opinion, and communication with the agency. On the other hand, a very expensive, showy report may not reflect a desirable image of the correctional agency. The range between these extremes is very broad and the report team is cautioned to plan carefully with the printer in choosing the options best suited to the agency objectives.

A lack of funds does not necessarily mean that the report will be inferior. Financial limitations often result in creative reports. Frances A. Koestler (1969, pp. 61-62) discusses a number of "budget-stretchers" which can provide a good appearance without too much cost. Several of those suggestions appear below and may be used by a correctional agency to good advantage.

- Type the final copy rather than having it typeset. Typesetting is a significant proportion of the printing cost, and now there are typewriters available which can provide a variety of type styles. For example, the IBM Selectric offers numerous typing elements which can be changed on the machines in seconds which vary the type size and style.
- Arrange the layout for attractive design. Indented material, off-center placement of blocks of copy, headings in the side margins or fitted into side pockets cut into the body of the text all add to a pleasing design.
- Additional graphics and lettering can be purchased from commercial sources. Clip-art sheets provide pictures, sketches, decorations, words, symbols, etc. as cut-outs which can be pasted on the annual report layout. Pre-printed type is available in transfer sheets, tab style booklets, and pressure sensitive (self-adhesive) form. These alternatives to original art work are appealing to the less artistic person or when cost is a factor.
- Reproduce the report on different types of paper. Many duplicating machines can process a variety of paper weights and textures which can add to the appeal of the report.

- Place special emphasis on the cover. The report can be enhanced by using special color or texture on the cover stock.
- Design the report as a self-mailer, eliminating the cost of envelopes.

Even though these budget-stretcher suggestions can improve the appearance of many annual reports currently produced in the correctional community, only rarely can an agency match the quality and appearance of a professionally printed report. Consultation with the printer throughout the preparation of the report can:

- Ensure that the job fits the budget
- Obtain the best artwork preparation
- Keep the production on schedule (Northart, 1979, p. 14).

## Chapter 4

### Content of the Annual Report

After the report objectives and the needs of the audience have been identified, the annual report team may have questions about the best method for satisfying those objectives. The team may wonder how to present the material or where in the annual report it should be placed.

To help answer these questions, this chapter presents a detailed commentary on each of the major sections commonly found in annual reports. Not every section discussed below is necessary or even desirable in all annual reports, but can be considered as possibilities for the annual report. A number of examples taken from actual state correctional reports and other resources have been included. When examining these examples, please allow for the loss of color, texture, clarity and detail as a result of the copying process.

The major sections of the annual report to be discussed in this chapter include:

- Cover
- Letter of transmittal (mandate for producing the report)
- Executive summary
- Table of contents (index)
- Purpose of the organization
- Description of the organization
- Description of individual institutions
- Organizational history
- Accomplishments
- Problems/critical issues
- Recommendations
- Future goals, needs, and plans
- Inmate activities



- Special reports
- Special features

Cover

The cover is the single most important graphic element of the annual report. It is responsible for the first impressions of the agency for those persons unfamiliar with it. The cover has two functions:

- to identify the publication
- to entice the reader into opening the report

To identify the publication, the cover should include, at a minimum, the name of the organization, the time span represented by the report, and the fact that the publication is an annual report. The first two are nearly always included on the cover, but in many cases it is difficult to identify the report as an annual report. The title may read something like "Report of Operations" or it may have no title at all. If the agency has used a particular title for some time and believes that its audience has come to recognize it as the annual report, then that is acceptable. However, an agency can never assume that a reader will turn the page to read the identifying particulars on the inside.

In fact, unless the reader has a specific need for information in the annual report, he may never open the report at all unless the cover can capture his attention and motivate him into reading it. For those audiences with which the agency is trying to communicate, the cover is particularly vital.

Since the copy content of the cover seldom exceeds eight words, there is an abundance of space available for graphic exploitation. The possibilities for that space can range from inexpensive simplicity to expensive and complex art work.

Listed below are a number of features which may be applied to the cover and examples.

Illustration. Illustration is one of the most versatile features available. The annual report team can custom-design illustrations through artwork to best meet the objectives of the agency. (Exhibit 3)



Exhibit 3: Annual report cover displaying the use of illustration

(Source: Oklahoma Department of Corrections)

Photography. A photograph can convey much information, establish a theme and/or capture the reader's interest. The photograph can be simple black-and-white or color. (Exhibits 4 and 5)

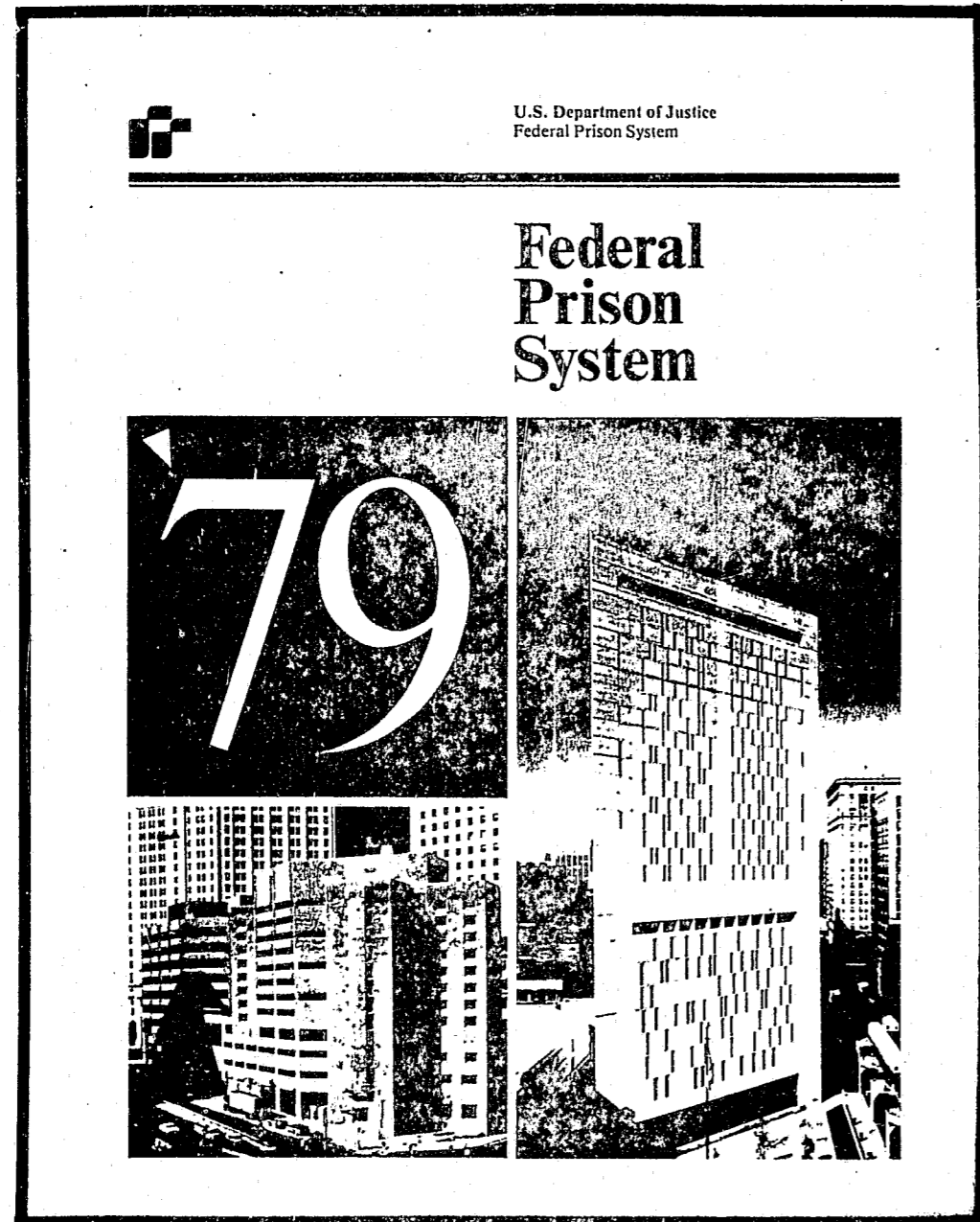


Exhibit 4: Photographic annual report cover  
(Source: Federal Prison System)

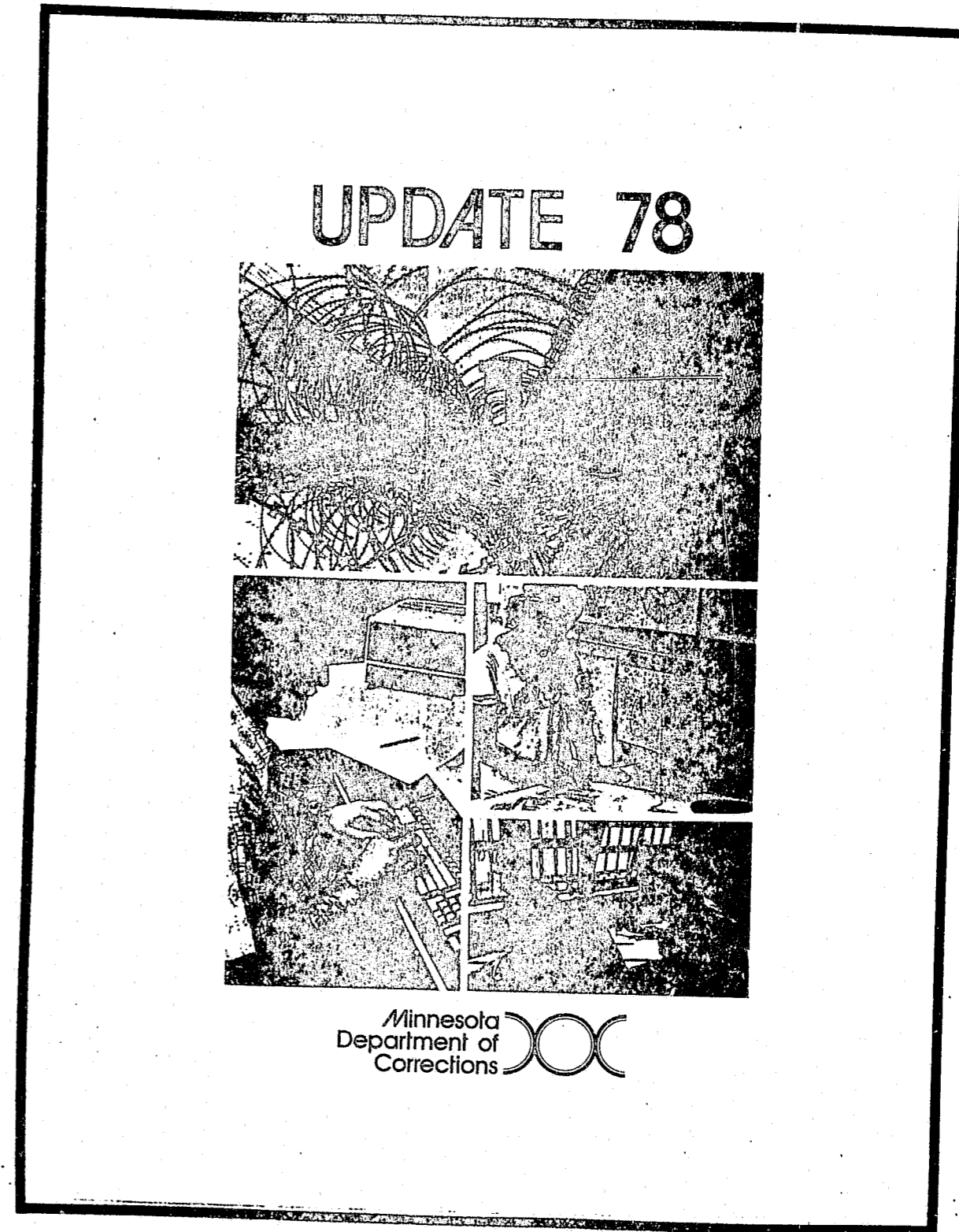


Exhibit 5: Photographic annual report cover  
(Source: Minnesota Department of Corrections)

Type Face or Logo. Perhaps the simplest treatment for the cover and yet a very effective one is to vary the type face or to use a logo. There are many sizes and styles available to give the cover a distinctive appearance. The use of a logo, usually the state seal, can not only identify the report but provide a degree of authority. (Exhibits 6 and 7)

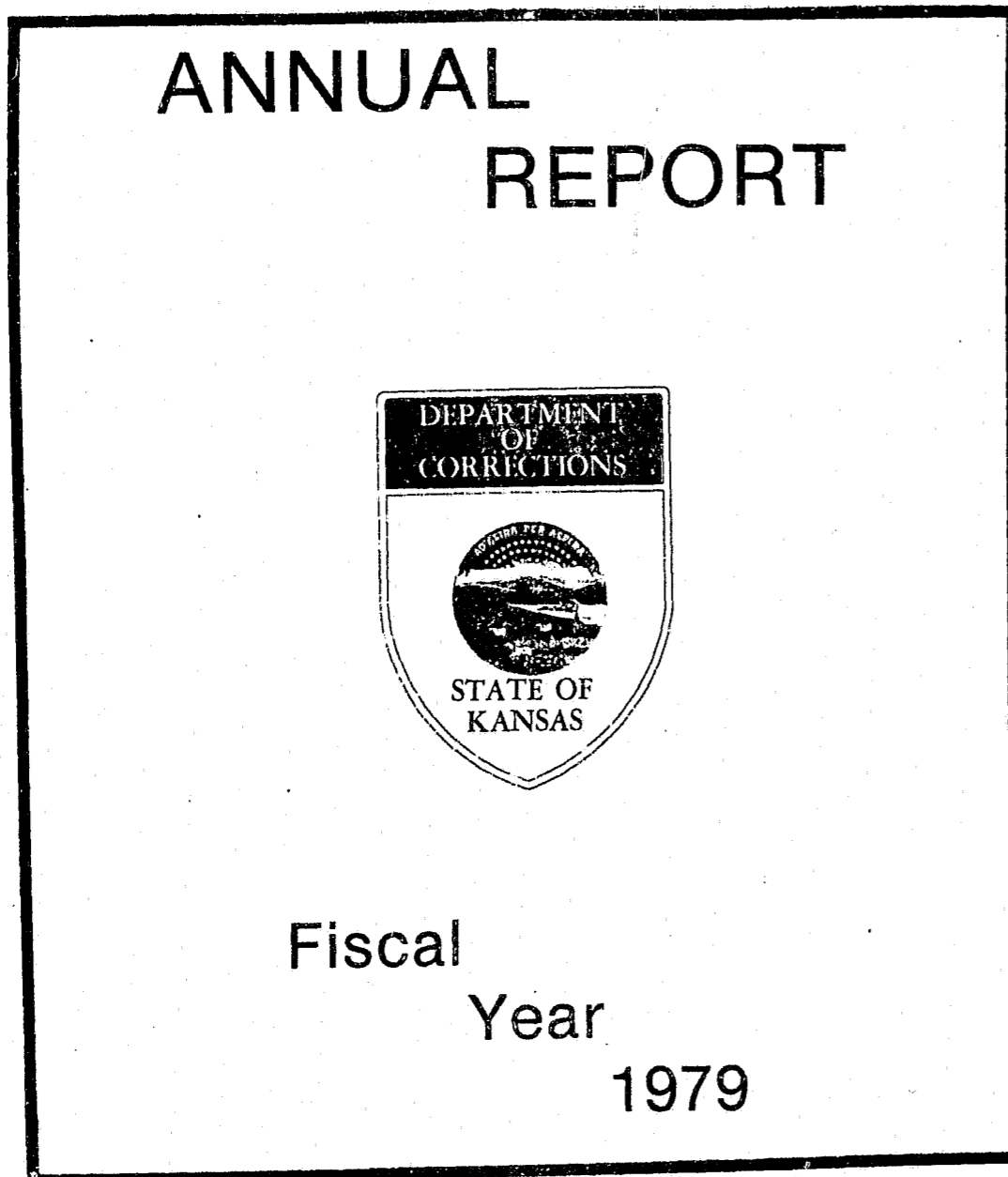


Exhibit 6: Annual report cover displaying the state seal  
(Source: Kansas Department of Corrections)

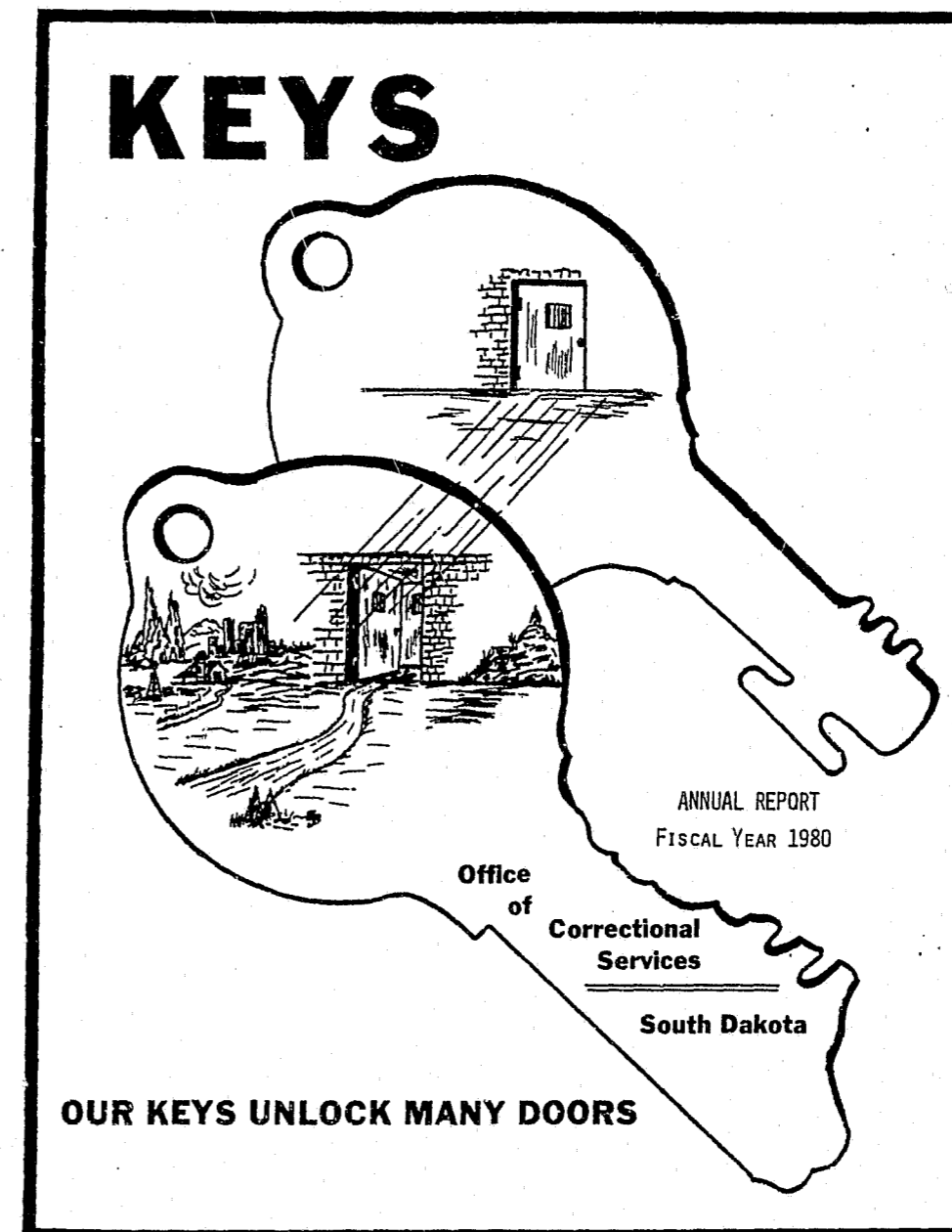


Exhibit 7: Annual report cover displaying various sizes of type face  
(Source: South Dakota Office of Correctional Services)

Charts and Maps. This unusual eye-catching method of highlighting the cover can serve to bring the reader into the report. A chart showing the rapid increase in the number of inmates can give the opening for later discussion in the report about the problem. If community-based correctional centers have recently been established, a map of the state with those centers marked can show the public the extent to which the state is served by corrections. (Exhibit 8)

Special Techniques. Special effects are available which stimulate the visual sense. These techniques, although effective, can be expensive.

- Embossing--raising the surface of the paper
- Diecutting--cutting through the cover to highlight the page beneath it
- Metallic stamping--adhering metal or plastic substances to the cover instead of ink

For examples of some of these special effects, see the annual reports of New Mexico Corrections Division, 1975-1976; Florida Department of Corrections, 1978-1979; Maryland Division of Correction, 1978. These special effects do not reproduce and are not included here. In addition to these fine possibilities, other techniques are available for the cover. Consult a printer for ideas and to learn which ones he has the capability of producing.

#### Transmittal Letter

The first source of information in the annual report is usually the transmittal letter. The letter contains information such as:

- The individual or group who is the prime recipient of the report, usually the governor or the board of corrections
- The statutory authority under which the report is written
- The individual sending the report
- The date of the report, which can be used for citation purposes and to indicate the time frame of the report

In addition, the letter can serve as a preview of the events which have transpired during the year. The contents of the letter should, as was the case of the cover, entice the reader to

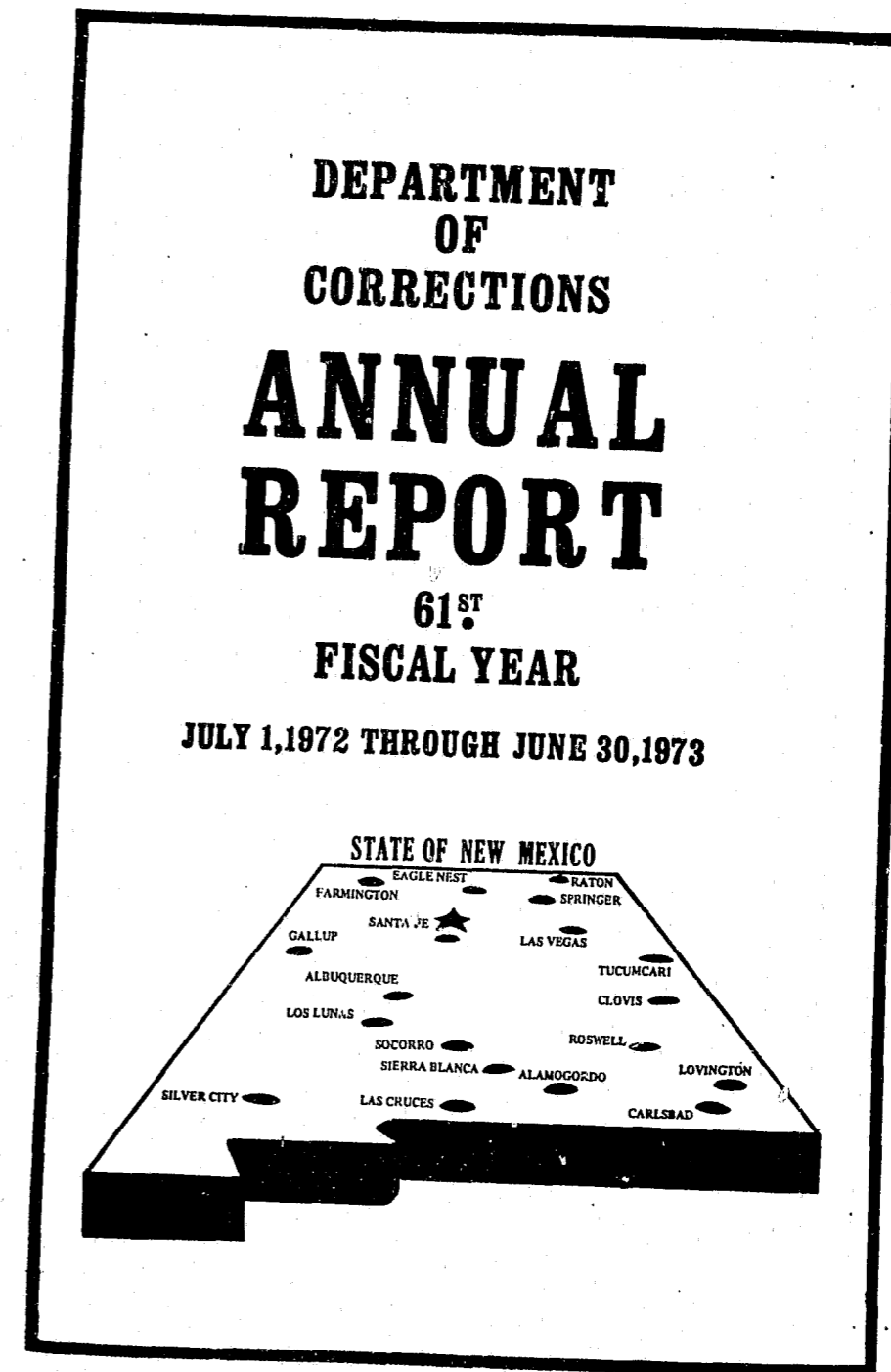


Exhibit 8: Annual report cover displaying a map of the state  
(Source: New Mexico Department of Corrections)

go further into the report. The letter can mention important occurrences, both positive and negative, but it should be short. If the letter must continue to a second page, continuity can best be maintained by having both pages facing each other so the reader can read the entire letter without turning the page. (Exhibit 9)

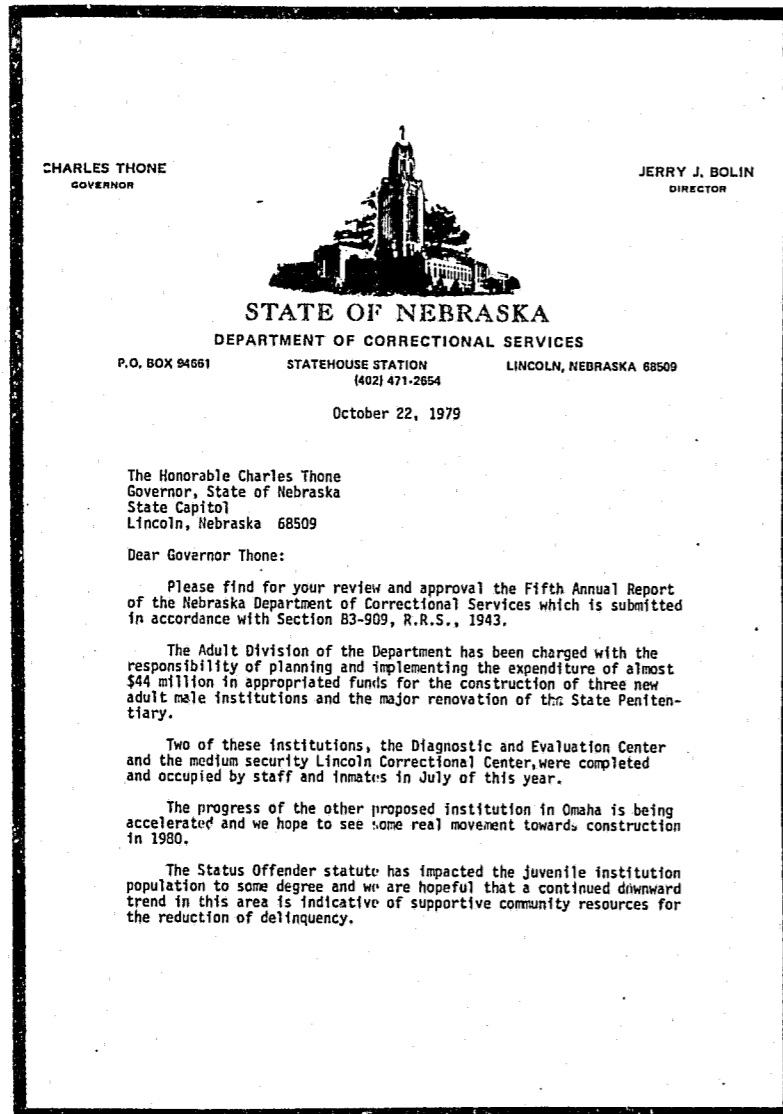


Exhibit 9: Transmittal Letter

(Source: Nebraska Department of Correctional Services)

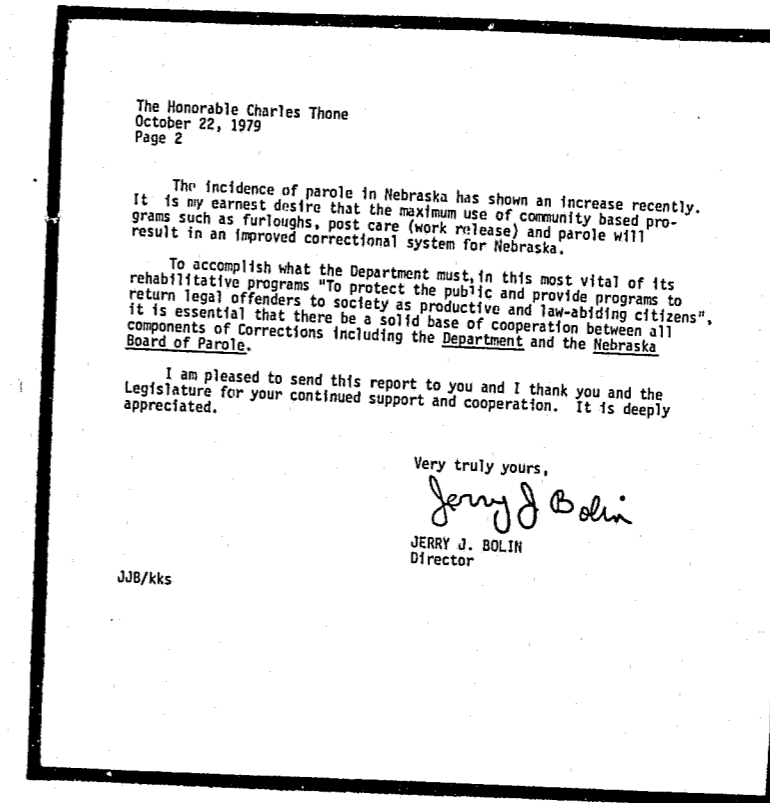


Exhibit 9 (continued): Transmittal Letter

The statutory authority under which the agency produces the annual report should be very broad. A broad mandate allows the agency to remain flexible and to deal with new developments that may occur. If the legislature requires some specific information, the requirement should be temporary and non-statutory; otherwise, the agency is forced to continue producing that information long after the need for it has passed.

Executive Summary

If the transmittal letter does not include a summary of the organization's activities, an executive summary may be included. This is usually under the signature of the director, which lends credibility and can set the tone for the entire report.

This summary should only include information for the period of the report, unless the report has a special theme such as "Ten Years of Progress." Possible subjects to be included in the summary may be:

- The agency's general philosophy
- Changes in the organizational structure
- Changes or additions to programs
- Construction projects completed during the year
- Social, legislative or judicial factors which affect the agency
- Critical incidents which occurred
- Problems which continued to exist during the year, such as overcrowding, as well as what is being done to alleviate the problem
- Any additional information which the director feels is pertinent

(Exhibits 10 and 11)

#### Table of Contents

A table of contents is a necessity. It should be descriptive and be organized in such a manner that the reader can quickly turn to specific sections of the report. Not all readers will be interested in all sections of the report, but they are more likely to read at least parts of the report if the table of contents allows them to quickly locate the sections in which they are interested.

In most cases, if the table of contents is adequate, an index is not necessary. However, if some sections of the report are particularly complex, as in the case of numerous tables of statistical information, an index may be considered. (Exhibits 12 and 13)

#### Statement of Purpose

The purpose of the organization's existence can be enlightening to the general public and to other audiences who have only infrequent contact with the agency. Core audiences, such as the governor and the legislature, will generally know the

#### SECRETARY'S MESSAGE



LOUIE L. WAINWRIGHT  
SECRETARY

Citizens of this country and the State of Florida are confronted with the urgent challenge to prevent and control crime and delinquency in our society. Although basic institutions including the family, school and church provide society with great strength and constructive qualities, not all persons will become law-abiding citizens, thus corrections becomes a necessity.

Correction and punishment are the presently recognized methods of deterring and controlling crime and delinquency. The correctional process has as its primary goal imprisonment and ultimate re-integration of the offender back into society as a law-abiding citizen. The organization and administration of correctional agencies and institutions is a complex area of public management dealing with one of the most complex social issues of our times. It is absolutely necessary that correctional agencies, particularly our correctional institutions, meet the highest standards for public service.

There has long been general agreement among professionals in corrections that standards are needed to govern correctional policy and practices. In recent years it has become even more imperative that the practices and policies of correctional systems be based upon stated standards. The courts have become more and more involved in the operation of prisons throughout the country. Ever increasing numbers of Federal Court decisions are being handed down involving the constitutional rights and guarantees of incarcerated offenders. As a result of these court decisions, state and local correctional systems are continually finding themselves on the defensive. Additionally, correctional agencies have expended larger amounts of funds in complying with court orders.

During the past several years many court cases have been filed in the United States concerning major issues including health care, inmate population versus prison capacity, mail and visiting privileges, access to libraries and law books, and newspaper and magazine privileges. In recognition of the need to raise performance levels and practices in the field of corrections, the Commission on Accreditation for Corrections, sponsored by the American Correctional Association and supported principally by the Law Enforcement Assistance Administration, was established in 1974. The Commission's primary mission was to develop and apply national standards to the field of corrections. The Commission developed 405 standards within 29 functional areas for adult correctional institutions. In developing these standards the work of other national associations including the American Bar Association, the American Medical Association and the American Institute of Architects was considered. Members of the ACA Committee on Standards for Accreditation made every effort to base these standards on relevant court decisions.

One and one-half years ago this Department conducted a preliminary assessment to determine our potential level of compliance with the 405 standards. The results of the assessment proved to be positive, thus the decision was made to participate in the accreditation process. This accreditation effort in Florida involves 24 major institutions and is the largest such undertaking in the United States. I am firmly convinced that the end result of compliance with the accreditation standards will be a better correctional system in Florida. The Department of Corrections will be improved to the mutual benefit of inmates, staff and taxpayers.

Exhibit 10: Executive Summary

(Source: Florida Department of Corrections)

## DIRECTOR'S MESSAGE

In a special report on our nation's prisons last November, *U.S. News & World Report* stated: "Citizen demands for tougher sentencing of criminals and the crime 'boom' of recent years are overcrowding American prisons to the crisis point."

That statement could not be more true than it is in Illinois today. The adult prison population has doubled since 1973. By 1985, it may very well have tripled.

People are fed up with crime, and rightfully so. The recent Class X legislation, which provides for longer sentences for criminals, is an outgrowth of the public's law-and-order attitude.

That attitude, coupled with the historical neglect of our prison system, has and will continue to cause severe overcrowding and other problems in the adult prisons. Overcrowding and neglect do, of course, lead to more serious consequences. Institutions become very difficult to keep clean. It becomes more difficult to provide meaningful academic and vocational training programs. Many residents sit idle in their cells with absolutely nothing to do. Tensions build up and violence erupts.

We have neglected our prison system for more than 150 years. Three adult facilities, for example, are 19th Century relics. They are so old that they are falling apart. A fourth one was built in the early 1900's. The physical plants at many adult and several juvenile institutions were allowed to deteriorate. Preventive maintenance programs were unheard of until recently because society did not want to be bothered with "someone else's" problem.

What we have is a societal problem—not just a state agency problem. Crime affects us all. If society continues to neglect this problem, the situation will only grow worse.

If our correctional system is to operate safe, sanitary and humane institutions, it must continually do its part by practicing prudent management. It must also be cost conscious. At the same time, though, society must do its part. It must provide the correctional system with all of the tools—staff, resources, facilities—it needs to get the job done.

I was asked recently why this agency was just now talking about overcrowding and its attendant problems when in fact there were more residents in the system in 1939 (13,000) than there are today (10,621).

For one thing, our institutions are 39 years older today. Also, adult offenders used to be considered "slaves" of the state. Years ago, the majority were more docile and most were incarcerated for property offenses. Prisons were ruled with an iron fist. "Walk tall and carry a big stick" was the prevailing philosophy. Programming of any kind was limited.

On the other hand, today's judicial view of offenders is that they are "citizens" of the state and have certain inherent rights just as the rest of us do. Many of our present offenders are far more vicious, and the majority have committed violent crimes against other people.

Because of this new breed of offender and the current judicial view, we need smaller facilities that are easier to control and manage than the ones currently in use. It is nearly impossible to operate such huge antiquated facilities safely and humanely.

Despite the crisis of overcrowding, there were a number of noteworthy accomplishments made by this agency during fiscal year 1978, and significant improvements were made in several areas. The numerous capital development projects that were initiated were a godsend. Detailed information about our programs, services and key accomplishments is contained in the body of this report.

I am both hopeful and confident that the Governor, the General Assembly and the general public will continue to recognize the need for improvements in the correctional system and that they will provide this agency with the resources necessary for it to meet its mandates. Our staff is, indeed, endeavoring to do its part.

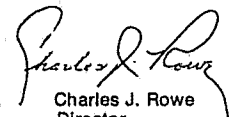
  
Charles J. Rowe  
Director  
September 1, 1978

Exhibit 11: Executive Summary

(Source: Illinois Department of Corrections)

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Exhibit 12: Table of Contents

(Source: Arkansas Department of Corrections)

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Exhibit 13: Table of Contents

(Source: New York Department of Correctional Services)

purpose of the organization, but even they may not realize the existence of certain objectives.

The purpose of the organization can be developed from two sources:

- The primary source is the legislative mandate under which the agency operates

(Exhibit 14)

### Legislative Mandate

As provided in the Department of Corrections Act of 1976, the Legislature finds and declares that the purpose of the Department shall be to protect the public and to provide for the custody, care, discipline, training and treatment of persons committed to State correctional institutions or on parole; to supervise and assist in the treatment and training of persons in local correctional and detention facilities, so that such persons may be prepared for release and reintegration into the community; and to cooperate with the other law enforcement agencies of the State to encourage a more unified system of criminal justice.

The Legislature finds and declares that there is a need to (1) provide maximum-security confinement for those offenders whose demonstrated propensity to acts of violence requires their separation from the community; (2) develop alternatives to conventional incarceration for those offenders who can be dealt with more effectively in less restrictive community-based facilities and programs; and (3) separate juvenile offenders from adult offender population and develop programs and services for juvenile offenders which recognize their special needs.

The Legislature further finds and declares that (1) the environment for incarcerated persons should encourage the possibilities of rehabilitation and reintegration into community, and (2) the incarcerated offender should be protected from victimization within the institution.

Exhibit 14: Legislative Mandate

(Source: New Jersey Department of Corrections)



- In some cases the purpose may have been developed a number of years ago, a part of it outdated and no longer valid. Through exposure in the annual report, the problem can be brought to the attention of the legislature.
- A second source of goals can be the administration itself. In cases where the legislative mandate is weak or outdated, it may be necessary for the administrators to further develop the statement of purpose.

Whereas the legislative mandate is a more or less permanent structure, the purpose can be further broken down according to the agency's philosophy of corrections. This philosophy may change significantly when a new administration takes over. By including the agency's philosophy and goals in the annual report, it is possible for audiences to know the general direction of the organization and to know when a substantial change in philosophy has taken place. Some of the benefits of this information can be:

- More cooperation from an informed legislature
- Other governmental agencies which interact with the correctional agency will be able to better understand changes in the organization and make changes in their organization accordingly.
- Agency employees will better understand the rationale behind their job
- The public can be made aware of new areas which can be served by volunteer programs
- The agency will be forced to examine its own philosophy and goals periodically leading to an evaluation of its performance and to an adjustment of goals in accordance with legal and social changes.

(Exhibit 15)

#### Description of the Organization

The description of the total organization can be presented in several forms:

- Organizational Chart:

The organizational chart provides the reader with an easily understood visual representation of the agency. The chart should not be so complicated or detailed that it confuses the reader. In most cases, a chart that provides a view of the organization one or two levels below the level of assistant director will contribute to a good understanding of the organizational structure.

(Exhibit 16)

#### GOALS OF THE DEPARTMENT OF CORRECTIONS

The following goals exemplify the purpose of the Department as it performs its mandated and required responsibilities.

- ★ PROTECT THE PUBLIC FROM CONVICTED OFFENDERS THROUGH SECURE AND SAFE INCARCERATION
- ★ PROTECT THE PUBLIC THROUGH THE SUPERVISION OF OFFENDERS IN THE COMMUNITY
- ★ IMPROVE THE CORRECTIONAL SYSTEM THROUGH COMPLIANCE WITH STANDARDS DEVELOPED BY THE COMMISSION ON ACCREDITATION FOR CORRECTIONS
- ★ PROVIDE THE OPPORTUNITY FOR CONVICTED FELONS TO BECOME LAW ABIDING CITIZENS UPON RETURNING TO SOCIETY
- ★ DEVELOP SAFE AND VIABLE COMMUNITY ALTERNATIVES TO TRADITIONAL INCARCERATION
- ★ REDUCE THE PENETRATION OF YOUTHFUL OFFENDERS INTO THE CRIMINAL JUSTICE SYSTEM
- ★ PROTECT OFFENDERS FROM VICTIMIZATION DURING THE INCARCERATION PERIOD
- ★ PROVIDE SUCCINCT PRE-SENTENCE INVESTIGATIONS TO THE COURT
- ★ INSURE THE PROVISION OF HEALTH AND EDUCATIONAL SERVICES THAT MEET THE BASIC NEEDS OF THE INMATES AND ARE IN COMPLIANCE WITH ACCEPTED STANDARDS
- ★ CONTINUE TO IDENTIFY DEPARTMENTAL NEEDS AND DEVELOP PLANNING STRATEGIES TO MEET THESE NEEDS
- ★ INCREASE RECRUITMENT EFFORTS AMONG MINORITY/WOMEN GROUPS AND PROVIDE OPPORTUNITIES FOR UPWARD MOBILITY FOR THESE EMPLOYEES WITHIN THE DEPARTMENT
- ★ PROVIDE INCREASED TRAINING OPPORTUNITIES FOR ALL PERSONNEL
- ★ REDUCE STAFF TURNOVER
- ★ PROVIDE ADEQUATE ADMINISTRATIVE, FISCAL, AND PERSONNEL SUPPORT SERVICES FOR MORE EFFICIENT AND COST-EFFECTIVE MANAGEMENT

Exhibit 15: Organizational Goals

(Source: Florida Department of Corrections)

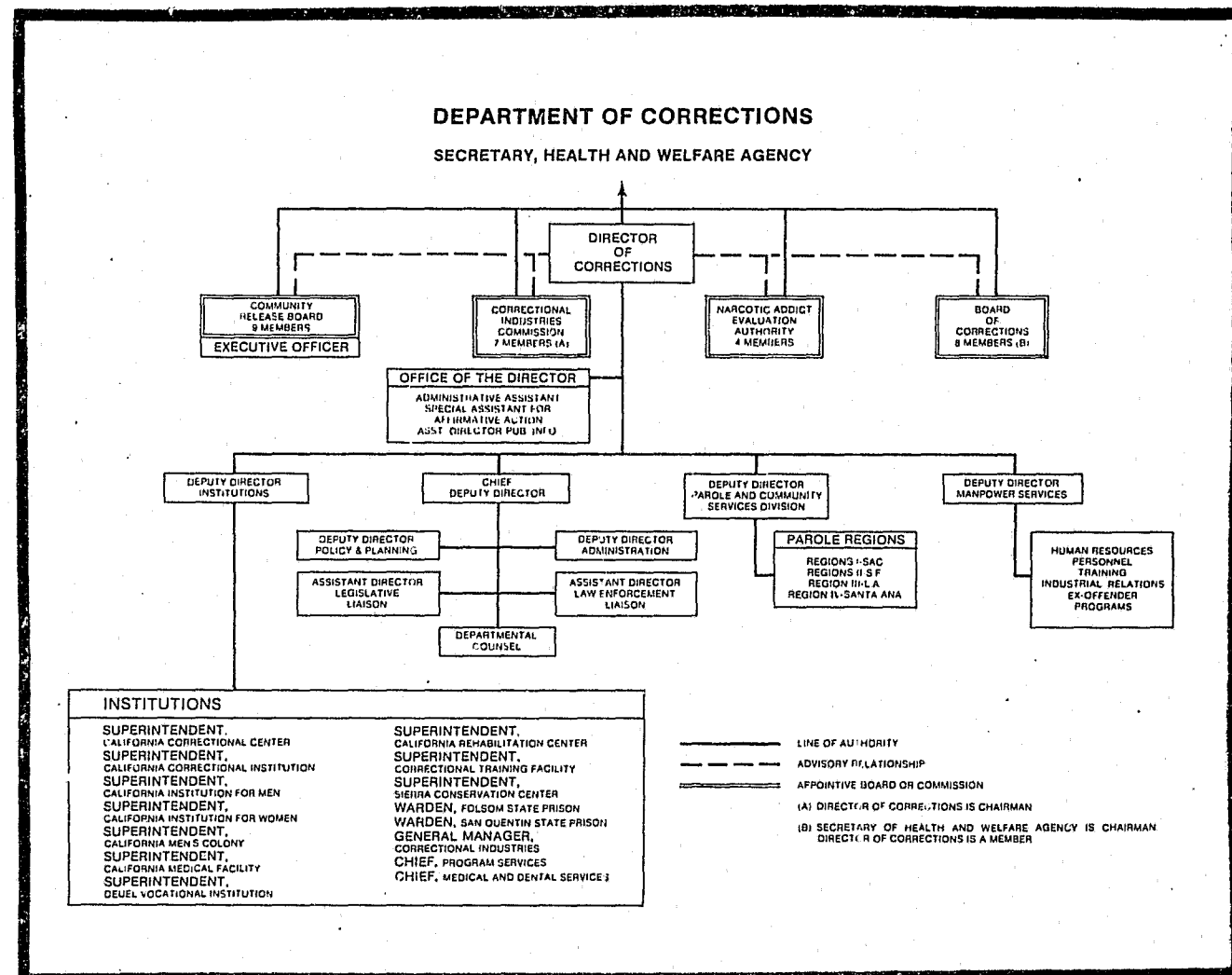


Exhibit 16: Organizational Chart  
(Source: California Department of Corrections)

• Narrative Description

In many cases the narrative description of the organizational structure provides a guide as to how the entire report will be developed. The major emphasis should not be placed upon the actual organizational structure, but on changes in the structure during the year and the effect which change had on the agency's programs. Concentration on detailed background material of the organization is usually not timely and tends to expand the size of the report beyond a readable limit. The agency can provide an extended overview of the organization through other sources, such as pamphlets or booklets.

(Exhibit 17)

## THE DEPARTMENT

The Ohio Department of Rehabilitation and Correction was established by the 109th Ohio General Assembly through enactment of Amended Substitute House Bill 494. It came into official existence July 12, 1972.

Prior to that date, the correctional system was an arm of the mental hospitals and institutions.

Because of the increased growth in the correctional system, the State Legislature, in the early 1970's, decided to establish a separate agency with sole responsibility to administer correctional services.

The Department employs approximately 3,600 persons throughout the state and is responsible for administration and operation of both the institutional and the community related phases of Ohio's adult correctional system.

It is designed to protect society from criminal activity by operating a correctional system that humanely controls the behavior of offenders; and provides them with the experiences and opportunities to change their behavior so it is acceptable to society.

During fiscal year 1979 (July 1, 1978 - June 30, 1979), the

department was responsible for the daily supervision of an average of 26,000 offenders statewide, including 13,000 in the state's correctional institutions and another 13,000 who were supervised in the community through parole and probation programs.

The Department is headed by a Director who is appointed by the Governor.

Major functions and responsibilities of the Department are sectioned into four major divisions, and several ancillary departments. The division chiefs and the ancillary department heads report to the Director through the Assistant Director.

Exhibit 17: Narrative Description of the Organization

(Source: Ohio Department of Rehabilitation and Correction)

- Statistical Information:

Statistical information can provide a view of the productivity of the organization, the various treatment, industrial, educational, technical, medical, and administrative areas. Such information can include the number of inmates receiving counseling, attending classes, receiving medical care, the number employed in specific job assignments, or the number of inmates processed during the year.

- Financial Information:

A breakdown of the budget of each major unit of the organization is an important part of the annual report.

- Map of Various Unit Locations:

Understanding the agency can be furthered through a map showing the location of various facilities.

(Exhibits 18 and 19)

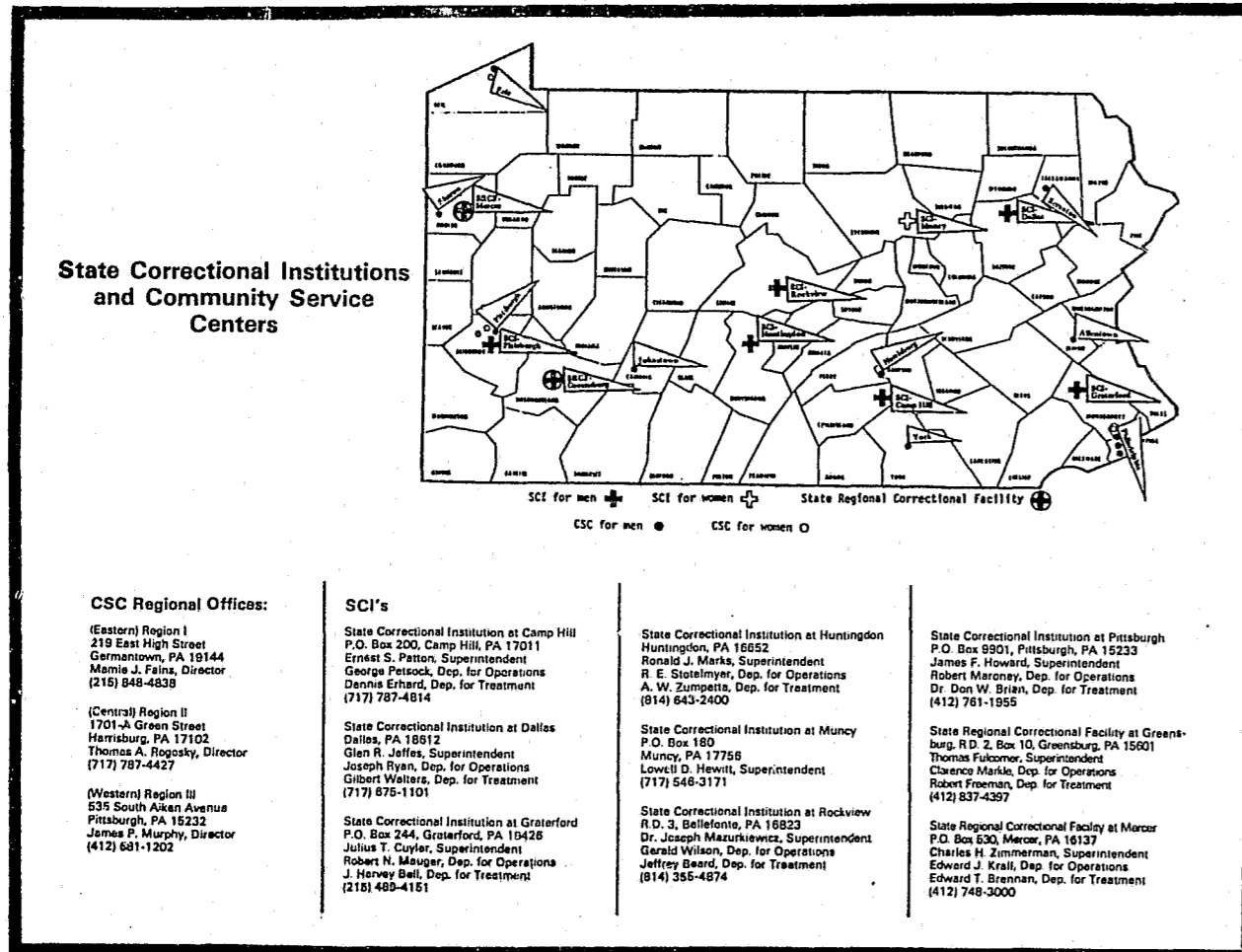


Exhibit 18: Map of Various Unit Locations

(Source: Pennsylvania Bureau of Correction)

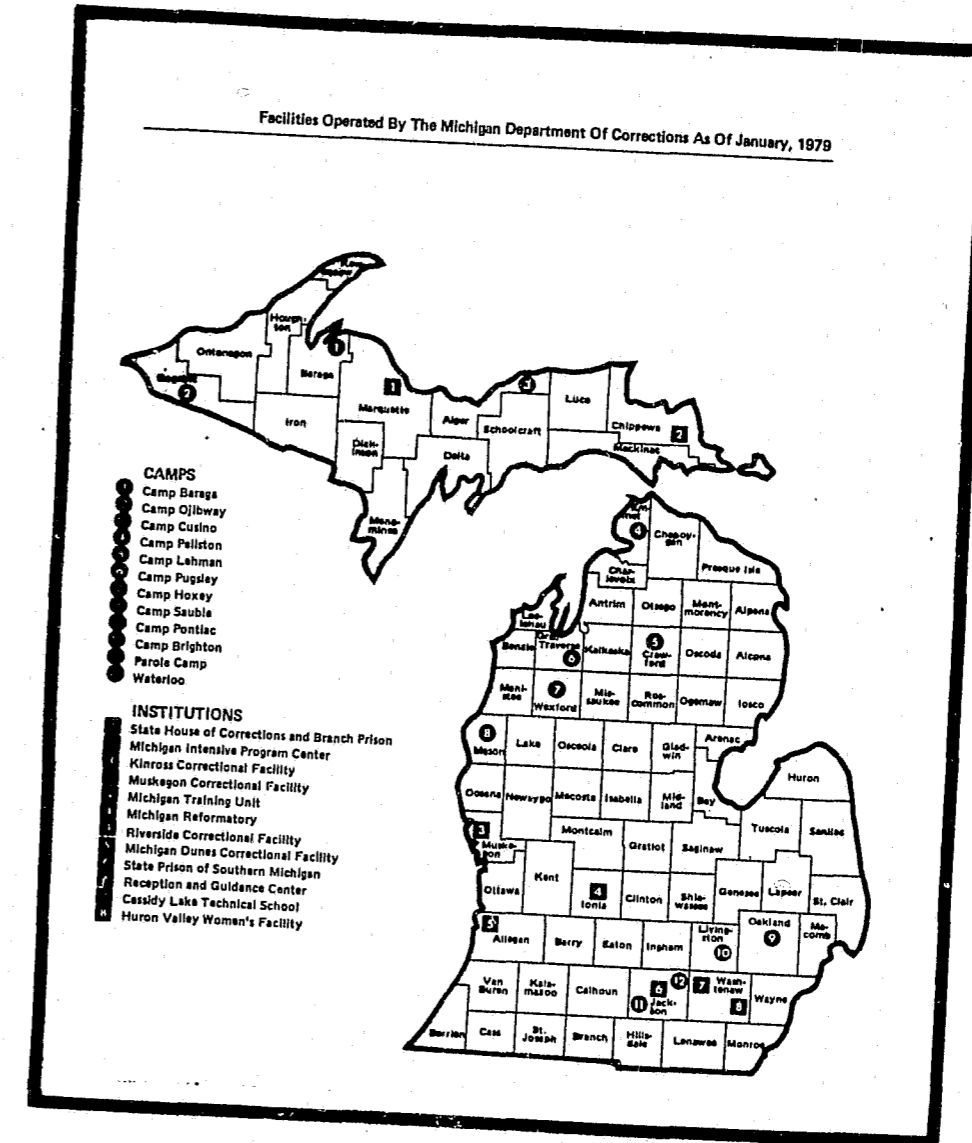


Exhibit 19: Map of Various Unit Locations

(Source: Michigan Department of Corrections)

Although these are major descriptive forms, numerous other possibilities for agency description will be cited throughout this section.

Description of the Major Divisions of the Agency

If the agency is large, the annual report may include individual descriptions of the separate divisions or sections of the agency in addition to the overall description of the organization. The descriptive techniques listed above are generally applicable to a discussion of the agency subdivisions.

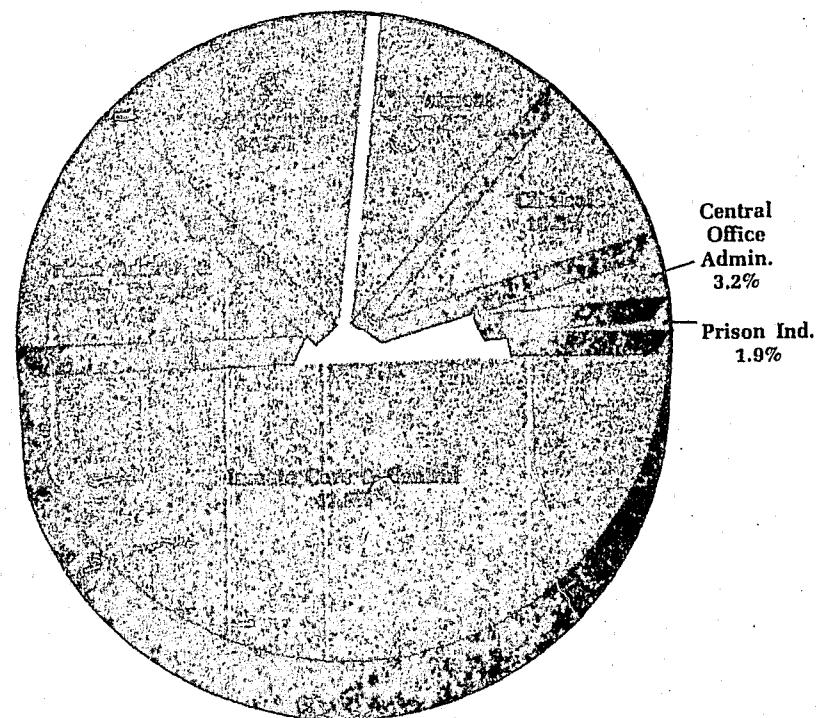
Listed below are a few agency divisions with examples of statistical or narrative description.

• Financial Division:

Items which may be included here are a general overview of the budget, sources of revenue, expenditures, assets and liabilities of the agency, cost of prisoner maintenance.

(Exhibit 20)

**I-1 MAJOR PROGRAMS AS PERCENT OF ESTIMATED EXPENDITURES 1977-78 OF \$126,000,000**  
(Excludes Federal Funds)



This particular pie chart shows the major programs as a per cent of the estimated expenditures.

Exhibit 20: Statistical Description of the Budget Division  
(Source: Michigan Department of Corrections)

• Industrial Division:

Each industry can be described as to productivity, income realized, inmates employed, etc.

(Exhibit 21)

DIVISION	PRODUCTS AND SERVICES PROVIDED	SHOPS	AVG. NO. EMPLOYED		SALES		
			INMATES	NO. OF CIVILIANS EMPLOYED	1977-78	1978-79	
Data Processing	Computer programming and data encoding services	2	16	4	\$ 233,408	\$ 221,970	
Transportation	Delivering and hauling for state owned institutions	4	16	18	572,090	590,503	
Coffee and Tea	All coffee and tea products	1	8	1	1,084,292	707,976	
Furniture	Benches, bookcases, desks, bureaus, cabinets, chairs, tables.	1	97	10	298,816	328,515	
Maintenance Crew	Construction and maintenance projects	1	8	1	9,461	7,061	
Meat Processing	Beef and pork products	1	21	1	899,446	961,081	
Mattresses	Producing mattresses, pillows, laundry bags and reconditioning mattresses.	1	37	2	420,333	461,761	
Cardboard Products	Producing cardboard products	1	12	1	110,593	92,424	
Auto Body Repair Shop	Auto body repair, painting and wheel alignment	1	7	1	25,298	26,548	
Garments	Uniforms, coats, raincoats, aprons, jackets, trousers, vests, nightgowns, shirts, slips and dresses	3	280	12	1,860,214	1,634,970	
Underwear	Under garments for male and female	1	47	2	343,757	311,102	
Shoes	Shoes for men and women, Dress shoes, work shoes and hush puppies	1	60	3	243,614	230,797	
Textiles	Sheeting, ticking and all types of towels	1	53	3	382,010	368,214	
Hosiery	Hosiery for men and women	1	15	1	130,998	167,159	
Soap and Detergents	Laundry soap, scouring powder, toiletries and liquid detergents	1	27	3	445,897	483,841	
Printing	Forms, envelopes, newsletter and validation stickers	1	61	4	664,958	757,097	
Tags	Dog tags and license plates	1	86	3	3,485,296	843,867	
Metal Products	Shelving, metal furniture and metal beds	1	74	6	528,102	292,120	
Cannery	Canned vegetables and fruits	1	47	2	572,941	663,099	
Wood Products	Lumber and picnic tables	1	29	2	162,962	129,894	
Nursery	Trees and shrubbery	1	22	1	75,993	67,833	
Dental Laboratory	Dental products	1	11	1	8,248	27,169	
Shipping and Receiving	Receiving raw materials and finished products	4	36	6	0	0	
Farming	Milk, fruits, vegetables, hay and field crops	6	487	35	1,998,085	2,416,204	
Administration	Budgeting, purchasing, sales, management and ordering	7	44	29	0	0	
<b>TOTAL - Shops, Inmates, Civilians and Sales</b>			<b>45</b>	<b>1,590</b>	<b>152</b>	<b>\$14,566,802</b>	<b>\$11,791,205</b>

Exhibit 21: Statistical Description of the Industry Division  
(Source: Pennsylvania Bureau of Correction)

- Agricultural Division:

Information provided here may be similar to that of the industrial information. Information may include acreage allotment for crops, livestock inventory, food production, revenue produced, inmates assigned, etc.

(Exhibit 22)

AGRICULTURE FISCAL YEAR 1979	
FOOD SERVICE USAGE	
Beef	2,463,775 lbs.
Eggs	936,886 doz.
Milk	13,727,148 lbs.
Onions	30,000 lbs.
Pork	3,920,460 lbs.
Potatoes	3,980,000 lbs.
Poultry	1,075,619 lbs.
Canned Vegetables	407,778 gals.
Fresh Vegetables	11,637,904 lbs.

Exhibit 22: Statistical Description of the Agricultural Division  
(Source: Texas Department of Corrections)

- Construction Division:

Many audiences may be interested in the physical growth of the agency.

(Exhibit 23)

BETO UNIT WORK IN PROGRESS Ending Fiscal Year 1979	
DESCRIPTION	PERCENT COMPLETED
Survey, Temporary Facilities & Site Development	88
Security Fence	95
Main Unit	42
Water Supply & Distribution	90
Sewage Treatment Plant	50
Electrical Distribution & Communication Systems	50
Metal Building & Kilns for Concrete Block Plant	100

Exhibit 23: Statistical Description of the Construction Division  
(Source: Texas Department of Corrections)

- Legal Services:

Legal services for the agency as well as for the inmates are becoming increasingly important factors in the agency operation. Such information may include the number of cases litigated, current disposition, and the number of contacts with inmates in reference to legal aid.

(Exhibits 24 and 25)

- Personnel Division:

Data from the personnel division are important for assuring the public that the agency is an equal opportunity employer. Other information may include a discussion of manpower problems, turnover rate, training, etc.

(Exhibits 26, 27, and 28)

## INMATE'S ATTORNEY

The 1976-78 Biennium saw the New Hampshire State Prison receive funding from the legislature to establish the fulltime (temporary) position of inmate's attorney. The impetus for the position was to afford the inmates a readily available source of legal advice and to satisfy court-ordered guidelines for the institution. Previously the inmate's attorney position was a temporary position funded by a Federal grant. Once State funding was secured, the position, vacant since the spring of 1977 was filled by Robert B. Laney, who is a member of the State Bar of Iowa and was granted a limited license to practice law at New Hampshire State Prison on the condition that he apply for admission to the New Hampshire Bar.

The inmate's attorney has the responsibility for advising and assisting the inmate population on a wide range of legal matters. The inmate's attorney may be sought for counsel on sentencing matters, divorces, outstanding detainers and warrants, parole preparation, institutional grievances, disciplinary matters, personal property affairs, habeas corpus petitions, etc. He is specifically prohibited from providing legal advice which may generate contingency fees, from bringing lawsuits against the prison or other state officials, and from participating in court proceedings for which other publicly funded legal aid is available to the inmates.

The inmate's attorney is also charged with supervision of the inmate law library. He is responsible for the volumes therein and aid inmates in doing their own legal research. The prison received a Federal grant for \$15,000 this biennium for the purchase of law books for the law library.

Inmates gain access to the prison attorney through inmate request slips which are forwarded to the attorney's office. Requests are prioritized based on apparent urgency and need. The two most urgent matters were: (1) The resolution of outstanding detainers and warrants hindering parole or release; and (2) Aiding the courts in acquiring trial and appellate counsel for inmates.

Due to the large volume of matters requiring legal assistance among the inmates, the attorney has taken steps to organize the delivery of legal services. The setting of priorities has been an important step. Procedures have been instituted to insure proper outside legal representation for inmates with pending criminal actions and civil lawsuits. Legal assistance is being obtained through New Hampshire Legal Assistance Offices throughout the state, through the N.H. Pro Bono Referral System, and through direct contact with private attorneys on behalf of the inmates. Consideration is also being given to securing additional in-house legal assistance from third-year Franklin Pierce Law students under supervision of the inmate's attorney.

The back-log of legal requests encountered at the end of this biennium should be remedied during the next biennium. The appointment of fulltime counsel, re-establishing contacts with the courts and legal assistance agencies, updating of the law library statute volumes, and establishment of in-house procedures should serve to provide adequate legal services to inmates in the next biennium.

Exhibit 24: Narrative Description of Legal Services

(Source: New Hampshire State Prison)

## CORRECTIONS LITIGATION CHART

Litigants	Case	Dispositions During FY 1977
1. Pokini v. Oku	Inmate alleging the novel theory that a trial court's grant of immunity in the presence of the jury constituted a favorable comment on the witness testimony by the judge, thus, constituting a violation of his right to trial by an impartial jury.	Won by CD
2. Waiānekona v. Dol	Complaint for injunctive relief, seeking to prevent the transfer of a high security risk inmate to a Mainland institution.	Pending Trial
3. Mattas, et al. v. Chang, et al.	Six inmate leaders of the general prison work strike charged denial of due process when they were transferred to Hawaii State Prison's maximum control.	Lost—Being appealed to Hawaii Supreme Court by CD
4. Crouser v. Chang	Pre-trial detainee alleging that his two month indictment delay was sufficiently unreasonable to warrant his being released from custody.	Won by CD
5. Medeiros v. Hawaii	Alleging that the petitioner was denied his right to counsel at the time of his conviction in Family Court.	Won by CD
6. Spencer, et al. v. Chang, et al.	Contesting the conditions of confinement at Halawa Correctional Facility.	Pending Trial
7. Mattas v. Olim	Alleging numerous complaints about the conditions of confinement at Hawaii State Prison.	Won by CD
8. Olivera v. Ariyoshi	Complaint for injunctive and declaratory relief seeking to prevent the State from transferring Olivera to a Mainland Federal institution.	Won by CD
9. Lono v. Ariyoshi	Complaint for injunctive and declaratory relief also seeking to prevent Lono's transfer to a Mainland penal institution.	Won by CD
10. Kealoaha v. Ariyoshi	Complaints for injunctive relief seeking to prevent Kealoaha's interstate transfer.	Won by CD
11. Moore v. Olim	Alleging that Moore's confinement was unlawful and unconstitutional based upon nine complex constitutional issues, necessitating lengthy memorandum and argument.	Won by CD
12. Caraballo v. Oku	Petition alleging that the inmate should be released because his counsel erroneously withdrew his notice of appeal from his conviction.	Pending in Ninth Circuit
13. Iaukea v. Ariyoshi, et al.	Complaint for injunctive and declaratory relief seeking to prevent the State from transferring the plaintiff from Halawa Correctional Facility to Hawaii State Prison.	Won by CD
14. Mattas v. Olim	Petition alleging various constitutional deprivations at his criminal trial.	Won by CD
15. Smith v. Olim	Petition alleging that Smith, a female inmate, was not provided specialized correctional and rehabilitative treatment under the State's Young Adult Defendant (YAD) statute, and denied equal protection of the laws in that the programs available to female inmates are vastly inferior in quality and variety to those available to male inmates.	Won by CD
16. Harris v. Hawaii	Petition claiming that the State of Hawaii had not initially confined the petitioner at Kulani Honor Camp, as ordered by the courts.	Won by CD
17. Cooper v. Fitzharris	To reduce multiple habeas corpus petitions a brief amicus curiae was filed on behalf of the more stringent and traditional standards for determining ineffective assistance of counsel. Case will have major impact in determinations of constitutionally ineffective counsel in the Ninth Circuit.	Pending Decision
18. Watan v. Kakesako	Petition that the State has not provided him with certain programs that were ordered by his sentencing court under the Young Adult Defendant (YAD) Statute. Court held that it erred, ordered State to place Watan on furlough or release on probation.	Lost—Appeal to Hawaii Supreme Court by CD
19. Watan v. Hawaii	Petition alleging that the State has violated the order in Watan v. Kakesako, et al.	Pending Trial
20. Murphy, et al. v. Ariyoshi, et al.	Complaint seeking to have the State appoint trial counsel for indigent inmate in civil cases.	Pending Trial
21. Ram v. Andrade	Petition alleging that his sentencing court had orally stated its desire that he be placed on work release or Mutual Assistance Program, neither of which occurred.	Pending Trial

Exhibit 25: Tabular Presentation of Corrections Litigation

(Source: Hawaii Corrections Division)

**MINNESOTA DEPARTMENT OF CORRECTIONS**  
**Fiscal Year 1979**  
**Affirmative Action Goals\***

CLASSES	Total Employees	Total Minority Employees	Total Female Employees	Number Additional Minorities Needed to Reach Goal**	Number Additional Females Needed to Reach Goal***
Management	33	1	3	1	—
Supervisory	239	11	39	—	13
Professional	295	16	70	—	15
Clerical	182	6	176	1	—
Technical	55	1	22	1	—
Service	775	70	115	—	—
Craft	74	1	—	2	—
Operative	24	—	2	1	—
Labor	11	—	—	1	—
<b>TOTAL</b>	<b>1,688</b>	<b>106</b>	<b>427</b>	<b>7</b>	<b>28</b>

\*Statewide affirmative action goals are recommended by the Minnesota Department of Personnel. New goals are currently being developed by the Department.  
 \*\*Minorities, as detailed by the State Department of Personnel, include all non-caucasians.  
 \*\*\*Goals for females have only been established in the management, supervisory, and professional classes by the State Department of Personnel in order to ensure equitable employment of women at all levels.

Exhibit 26: Statistical Description of the Personnel Division  
 (Source: Minnesota Department of Corrections)

**PERSONNEL**

The Personnel Unit plans, organizes and evaluates all phases of comprehensive personnel program for the Department of Corrections. The unit is responsible for staff development, employee benefit programs, personnel records, enrollment of new employees, and the development of departmental personnel policies and procedures.

During FY 79-80 new employees were added to the Departments payroll. Employees were hired for various positions at the Conner Correctional Center in Hominy, Ok, Joseph Harp Correctional Center, located in Lexington, Ok, and Jess F. Dunn Correctional Center located in Taft, Ok. The positions consisted of wardens, deputy wardens, business managers, correctional officers, clerical maintenance, food service supervisors, educational and medical staff.

**AFFIRMATIVE ACTION**

The Affirmative Action Unit directs programs involving the recruitment of minorities and women for openings throughout the Department.

During FY 79-80 the Affirmative Action Unit maintained a positive recruitment program by establishing and maintaining continuing relations with schools having a large number of minority groups and/or women students.

The Affirmative Action Unit prepared studies regarding the evaluation of the Affirmative Action Program, such as the percentage of minority and women employees hired. Also detailed reports were submitted to the United States Civil Service Commission and other authorized organizations for analysis.

**PERSONNEL DATA  
 FOR FY '79 & '80**

	1979	1980
No. of Employees	1,935	2,225
No. of Black Employees	187	227
% of Black Employees	9.6	10.1
No. of Minority Employees	293	369
% of Minority Employees	15.5	16.5
No. of Female Employees	535	688
% of Female Employees	28.2	30.7
No. of Case Managers	142	160
No. of Probation Officers	191	201
No. of Medical Employees	155 FT* 24 PT*	147 FT* 23 PT*
No. of Employees completing Correctional Officer training	328	578

\*FT=Full Time  
 \*PT=Part Time

Exhibit 27: Narrative and Statistical Description of the Personnel Division

(Source: Oklahoma Department of Corrections)

PERSONNEL TRAINING  
RONALD GREGORY  
COORDINATOR

The training of the personnel of the West Virginia Department of Corrections has constituted a very important accomplishment during the year. A total of 383 employees attended a one-week training program conducted at the West Virginia State Police Academy. This program consisted of 56 hours.

The Department embarked upon an eight-week training program to further upgrade and professionalize the Department's Correctional Officers. This is the first school of this nature to be conducted in the history of the Department. Areas of instruction taught were: Self-Defense, Emergency Medical Care, Firearms, Stress, and many other areas important in the field of Corrections. A total of 353 hours of instruction was taught in each eight-week session.

Forty-five Correctional Officers attended this school conducted at the West Virginia State Police Academy. Their programs were funded by LEAA and approved by the Criminal Justice and Highway Safety Division.

Instructors were provided by the Attorney General's office, the Federal Bureau of Investigation, the West Virginia Department of Welfare, the West Virginia Department of Public Safety, the West Virginia Department of Corrections and many other State and county agencies.

Over six thousand hours of in-service training have been provided at the various institutions for Correctional Officers.

A K-9 Corps was created during this period at the Huttonsville Correctional Center. Eight member units were well trained to form this unit. These units are utilized by the Department and Police Agencies when requested.

The Department of Corrections' primary goal is security within the Correctional institutions throughout the State. Upon completion of the above mentioned objectives, they have moved progressively forward in meeting this goal.

Other training opportunities utilized by 251 other Department employees included: Workshops and Seminars in Probation and Parole, Hostage Negotiations, Workshops in Crime and Delinquency, Alcohol and Drug Abuse Seminars, Corrections Seminars, and numerous other areas dealing with Corrections.

Exhibit 28: Narrative Description of the Personnel Division  
(Source: West Virginia Department of Corrections)

● Public Information:

A review in the annual report of public information services available from the agency may stimulate more communication between various audiences and the agency. For example, information about the number of individuals who were given tours of the facilities and publications produced by the public information office which are available to the public could be included in the annual report. This listing of publications is especially helpful to future distribution if the information published is designed for public use and education such as the example from Oregon, Exhibit 30.

(Exhibits 29 and 30)

PUBLICATIONS/DOCUMENTS OF THE SOUTH CAROLINA  
DEPARTMENT OF CORRECTIONS  
DURING FY 1980<sup>20</sup>

**Regular Reports**

Annual Report of the Board of Corrections and the Commissioner of the South Carolina Department of Corrections

Monthly Report to the Board of Corrections

Semi-Annual Statistical Report, Division of Resource and Information Management

Inmate Guide

SCDC Adjustment Committee Guide, Division of Inmate Relations

**Newsletters**

*Intercom*, quarterly newsletter prepared by the Department's Public Information Director for employees, inmates, and related organizations

*About Face*, bi-monthly newsletter prepared by the Department of Corrections' inmates

**Special Reports**

Inmate Construction Program

Operation Get Smart: A View of Crime and Imprisonment

Ten-Year Capital Improvements Program (For Fiscal Years 1979-80 through 1988-89)

A Five-Year Program Plan for the South Carolina Department of Corrections (For Fiscal Years 1979-80 through 1983-84)

Minimum Standards for Local Detention Facilities in South Carolina, Volumes I-IV

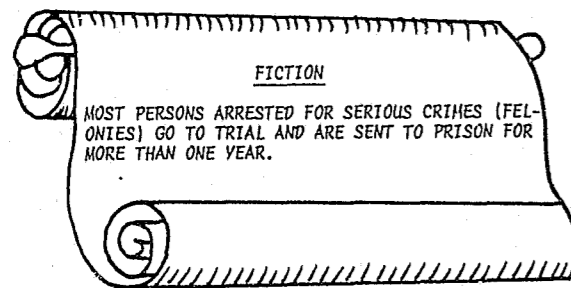
<sup>20</sup> For previous SCDC publications and documents, see previous SCDC Annual Reports.

Exhibit 29: Public Information Publications

(Source: South Carolina Department of Corrections)



## Crime & Punishment



**FICTION**

MOST PERSONS ARRESTED FOR SERIOUS CRIMES (FELONIES) GO TO TRIAL AND ARE SENT TO PRISON FOR MORE THAN ONE YEAR.

**FACT**

A survey conducted in 1976 took a sample of 1,047 Felony arrests from eleven Oregon counties (this was about 68% of Oregon Part I arrests for that year). Of this number, 52% were convicted, including only 14% sent to prison for more than a year. The remaining 48% included 2% acquitted, 2% pending verdict, 27% never filed in circuit court, and the rest dismissed.

Information Source:  
3. What Happens After Arrest in Oregon?

Exhibit 30: Public Education Approaches by the Public Information Office

(Source: Oregon Law Enforcement Council)

● Treatment Division:

The treatment division has a great deal of information for audiences of the annual report. This includes the areas of physical and mental health, and vocational and educational programs. The amount of data available can easily overwhelm a reader, so the information to be included must be selected with care.

(Exhibits 31 and 32)

Program Services Statistics			
<b>Classification Summaries Prepared</b>		<b>Groups (Average)</b>	
Initial	2,696	No. of Inmates (Average)	65
Parole Violator	742		990
Continuation	352		
Reclassification	1,428	<b>Classification Services</b>	
Program Change	12,590	Reception Orientation	3,100
Pre-Release	2,960	Program Orientation	2,060
Community Services	502	Initial Classification	3,046
Parole (PBPP)	3,018	Reclassification	11,553
Parole (County)	94	Casework Interviews	5,539
Court Evaluations	87	Psychological Interviews	5,408
		Psychological Testing	4,714
		Psychiatric Examination	3,220
<b>Clinical Services</b>		<b>Misconducts</b>	
Individual Services		Class I	9,831
Counseling	87,775	Class II	3,484
Psychological Therapy	4,530	Criminal Charges filed by inmate	27
Psychiatric Therapy	2,407	Criminal Charges filed by Admin.	170
Group Services			

New policies and guidelines were implemented in a number of areas including medical transfers, pre-employment and promotional physical examinations for corrections personnel, an annual influenza immunization program, minimum physical examination standards for the diagnostic classification centers and for management review of health care services at each institution.

The Health Care Section cooperated in a number of surveys from other states and arranged for representatives of the Department of Health's Bureau of Nursing Services to visit the institutions and discuss professional nursing responsibilities.

At the same time, this section served in an advisory capacity to assist the Department of Public Welfare in the development of health care services for Youth Development Centers.

Participation in Educational Programs				
Figures below reflect the number of inmates who enrolled in programs. They do not reflect the number who completed any given program. These figures would be reflected in monthly statistical reports.				
SCI'S	ABE	GED	College	Vocational
Camp Hill	397	54	126	372
Dallas	231	442	137	460
Graterford	753	142	349	190
Greensburg	161	88	1	174
Huntingdon	145	440	123	352
Mercer	47	132	84	95
Muncy	56	291	101	766
Pittsburgh	52	10	158	49
Rockview	83	67	213	513
<b>Totals</b>	<b>1925</b>	<b>1666</b>	<b>1272</b>	<b>2971</b>

Medical Department Statistical Report for CY-79	
<p><b>I. General Workload:</b></p> <p>A. Clinical Visits—509,515</p> <p><b>II. Consultant Services:</b></p> <p>A. Referrals to Specialists—38,709</p> <p><b>III. Ancillary Services:</b></p> <p>A. Laboratory Tests—90,551</p> <p>B. Audiograms—2,283</p> <p>C. ECG's—1,623</p> <p>D. Immunizations—5,620</p> <p>E. X-Ray Procedures—14,133</p> <p>F. Tuberculin Testing—3,083</p> <p>G. Visual Acuity Tests—3,016</p> <p>H. Physical Examinations—5,665</p> <p>I. Pharmacy Units—2,071,991</p> <p>J. ECG's—130</p> <p>K. Telebinocular—2,993</p> <p>L. Eye Refractions—2,400</p> <p>M. Physical Therapy—4,204</p> <p>Total Ancillary Services—2,212,156</p> <p><b>IV. Communicable Diseases:</b></p> <p>A. Communicable Diseases Treated—443</p> <p><b>V. Deaths:</b></p> <p>A. Inmate Deaths—16</p> <p><b>VI. Dental:</b></p> <p>A. Procedures Performed—55,458</p>	<p><b>VII. Surgical Procedures:</b></p> <p>A. Institution—291</p> <p>B. Community—293</p> <p>Total Surgical Procedures—574</p> <p><b>VIII. Accidents and Trauma:</b></p> <p>A. Inmate-Inmate Assaults Resulting in Trauma—418</p> <p>B. Inmate-Staff Assaults Resulting in Trauma—106</p> <p>Total Assaults Resulting in Trauma—525</p> <p>C. Inmate Accidents Resulting in Trauma—2,588</p> <p>D. Staff Accidents Resulting in Trauma—279</p> <p>Total Accidents Resulting in Trauma—2,867</p> <p><b>IX. In-Patient Hospitalization:</b></p> <p>A. Institution:</p> <p>1. Number of Patients Admitted—2,023</p> <p>2. Number of Patient Days—18,895</p> <p>3. Average Length of Stay—7.9 days</p> <p>B. Community:</p> <p>1. Number of Patients Admitted—375</p> <p>2. Number of Patient Days—2,063</p> <p>3. Average Length of Stay—5.5 days</p>

Exhibit 31: Statistical Presentation of the Treatment Division

(Source: Pennsylvania Bureau of Correction)

	Michigan Dunes Correat. Facility	State Prison Southern Michigan	Wang. Branch Prison	Michigan Reforms	Michigan Training Unit	Clare Lake Tech. School	West Correat. Facility	Correat. Citrus Program	Warren Valley Women's Facility	Michigan Program Center	Correat. Facility	Correat. Facility	
Full Time Academic	36	141	10	4	74	85	—	148	—	46	58	8	610
Part Time Academic	114	696	63	247	164	9	263	204	43	—	20	67	1,990
Full Time Vocational	—	152	10	9	75	102	52	—	30	—	—	—	430
Part Time Vocational	65	110	21	18	62	—	—	—	29	—	15	95	415
Academic/Vocational	—	114	8	113	64	82	23	—	76	—	4	22	506
On the Job Training	—	163	—	19	—	—	—	—	—	—	—	—	182
<b>TOTAL HEAD COUNT</b>	<b>215</b>	<b>1,376</b>	<b>112</b>	<b>410</b>	<b>439</b>	<b>278</b>	<b>338</b>	<b>352</b>	<b>173</b>	<b>46</b>	<b>97</b>	<b>192</b>	<b>4,033</b>
Full Time Equated Students (on 11/30/78)	207	1,049	94	339	408	182	207	295	178	46	92	181	3,278
Title I	—	—	—	72	45	45	—	7	21	—	20	—	210
College Academic	—	866	66	—	96	—	165	118	52	5	46	65	1,479
College Vocational	—	76	21	—	—	—	13	185	—	—	—	—	296
Total College	—	942	87	—	96	—	178	303	52	5	46	65	1,774
<b>TOTAL ALL CATEGORIES</b>	<b>215</b>	<b>2,318</b>	<b>199</b>	<b>410</b>	<b>535</b>	<b>278</b>	<b>516</b>	<b>655</b>	<b>230</b>	<b>51</b>	<b>143</b>	<b>257</b>	<b>5,807</b>

Exhibit 32: Statistical Description of Academic and Vocational Information

(Source: Michigan Department of Corrections)

• Security Division:

Security is a topic that can occur in several sections of the annual report. Some data elements which may be considered include an evaluation of the security of the institutions, the number of critical incidents, and escapes.

(Exhibits 33 and 34)

**Crisis Intervention**

IN LATE 1979 and early 1980, 14 correctional crisis intervention teams were trained at the Mt. McGregor Correctional Facility. The establishment of these teams represents the curriculum of efforts begun in 1978 to provide front-line staff to function as "situation control technicians."

The main purpose of the Crisis Intervention Unit is to minimize the risk of personal injury to staff and inmates during crisis situations. The unit provides the Department with a number of selected employees who have received special training in the strategies of defusing potentially explosive situations.

Crisis intervention has achieved acceptance within the criminal justice community as professionals have become aware that new methods of tactical response to serious incidents are needed to bolster traditional methods.

The unit's early warning system was placed in operation in five correctional facilities during the year, providing the Deputy Commissioner for Facility Operations with daily security evaluations forwarded by facility superintendents. The system focuses attention on situations that otherwise might have gone unattended.

Crisis Intervention is in the process of being integrated with the operations of the Correctional Emergency Response Teams and other emergency capabilities.

**CERT**

Correctional Emergency Response Teams — highly trained and professional tactical response units — continued during 1979 to prove that they are valuable security tools in the New York State correctional system.

CERT involvement was demonstrated during the year in emergency situations, in conducting unsched-

uled general frisks, escape pursuits and, overall, providing support and assistance to any facilities experiencing a crisis situation.

CERT members serve on a voluntary basis. They receive specialized training in interpersonal relationships, in disturbance prevention and in the restoration of order to problem areas.

**Security Staffing**

In an effort to gain maximum use of Department personnel, a project was begun in 1979 to re-examine security staffing within correctional facilities.

Operating under the direction of the Deputy Commissioner for Facility Operations, the project has begun evaluating institutional staff requirements. A pilot program was implemented at the Mid-Orange Correctional Facility and has met with considerable success.

It is believed that the project systemwide will enhance current Department objectives in providing safe and secure operation of correctional facilities.

**Security Information System**

A special Security Information System was formed in 1979 to provide the Department with enhanced capabilities in the retrieval of security information.

Using existing Department computer systems and combining those capabilities with a security information need assessment will improve the Department's management.

**Correctional Camps**

Increased commitment to community service activities continued to augment the major role of the Department's camps. That major activity is the management and improvement of public forest land under the jurisdiction of the Department of Environmental Conservation.

Correctional camps emphasize community service, refurbishing public lands and renovation of buildings in neighboring communities.

Each camp has a community advisory board, one of the functions of which is to identify public service efforts that campmen may undertake.

Five camps are operated throughout the state, and inmates are carefully screened for the minimum-security camp assignments.

**Communications Control Center**

The Communications Control Center (CCC), established in July of 1976, continued to enhance its ability to gather information and react quickly to emergency situations.

The center has become a vital part of the Department, acting as a single operations core coordinating the activities of the 32 correctional facilities and maintaining quick communications between facilities and Central Office.

In 1979, computer terminals were installed in the CCC, enhancing the center's ability to contribute to the smooth daily operation of the Department.



Supervising inmate movement in a corridor, a correction officer waits for the door to be unlocked at an intersection.

Exhibit 33: Narrative Description of the Security Division

(Source: New York Department of Correctional Services)

INCIDENT	Total	LOCATION														Total	Total
		SPSM	MRP	MR	MTU	Mulk	RGC	Camps	Cell	MIPC	RHS	RK	OWNS	Other			
INCIDENTS FILED	1,079	264	46	170	85	25	19	54	10	11	276	31	55	1,046	33		
HOMICIDE	4	3									1			4			
Staff																	
Resident	4	3									1			4			
SUICIDES	2	2												2			
Deaths	2	2												2			
Attempts	182	33	7	53	1		7			1	71	1	2	176	6		
ASSAULTS	432	110	20	63	36	9	9	26	8	6	95	10	32	424	8		
RESISTANCE	98	21	3	7	8	3	3	4	1	3	30	4	6	93	5		
Staff Victim	5				1	1		1						5			
Resident Victim	74	13	3	5	7	2	3	4	1	3	27	3		71	3		
Weapon	27	2	1	3	3	1		3		2	9	2		26	1		
Serious Injury	13	3		2	1			2		1	3			12	1		
NON-RESISTANCE	334	89	17	56	28	6	6	22	7	3	65	6	26	331	3		
Staff Victim																	
Resident Victim	321	83	17	53	28	4	6	22	7	3	63	6	26	318	3		
Weapon	119	40	19	13	8	2	2	9	3	2	22	1	6	118	1		
Serious Injury	86	36	10	6	4	2	2	7		1	12	2	4	86			
SMUGGLING	39	14	1	4	4	11		1			1		1	37	2		
STAFF																	
Drugs																	
Weapons																	
Alcohol																	
Money																	
Other																	
RESIDENT	22	3	1	2	2	11		1						20	2		

INCIDENT	Total	LOCATION														Total	Total
		SPSM	MRP	MR	MTU	Mulk	RGC	Camps	Cell	MIPC	RHS	RK	OWNS	Other			
Drugs	14	3		2	2	4		1						12	2		
Weapons	1				1									1			
Alcohol																	
Money	6					6								6			
Other																	
VISITOR	17	11		2	2						1		1	17			
Drugs	10	7		1	1						1			10			
Weapons	2	1		1										2			
Alcohol	1												1	1			
Money	2	2												2			
Other	3	3												3			
RIOT/MUTINY/STRIKE	8	3		1	2						2			8			
INSUBORDINATION	120	29		24	17	1	1			1	33	6	5	117	3		
THEFT	11	3			1	1		4						11			
EXTORTION	4		2		1	1								4			
SUBSTANCE ABUSE	11	6	1		1			1		1		1		11			
FIRE/ACCIDENT	119	39	11	11	6			1	15		18	3	10	114	5		
Staff Injury	5	2		1							3			6			
Resident Injury	28	13		2	2			1	7		1		1	27	1		
FIREARM/MACE DISCHARGE	7	2			1					2		2		7			
ESCAPE FROM A SECURE INSTITUTION *	66	15	3	5	14	2	1	1	2		8	4	4	59	7		
DEATH**	8	2	1	1							1			8			
OTHER VISITOR																	
OTHER	66	3		8	1			3			46	2	1	64	2		

\*INCLUDES ATTEMPTS  
\*\*OTHER THAN SUICIDE/HOMICIDE

Exhibit 34: Statistical Description of Critical Incidents  
(Source: Michigan Department of Corrections)

The agency divisions indicated above are not intended to be complete. The description of each agency by divisions should be developed according to the scope of correctional services which fall under the agency's authority. Other divisions for some agencies may include community corrections, parole, probation, juvenile corrections, and jail inspection.

Description of Individual Institutions

The annual report may include a description of each separate institution in the agency. Information about institutions may be minimal, such as name and address, or it may be an expanded discussion. The best approach may be a brief outline of the institution's programs, history, etc. included in the annual report with the detailed description left to other publications.

Institutional information which may be provided includes:

- Name of the institution
- Location of the institution, possibly with a map showing relative locations of all units
- Mailing address and phone number
- The name of the warden
- Size of unit (acreage)
- Average number of inmates and capacity
- The security level
- Average length of sentence at that location
- Average age of inmates
- Housing method (dormitory or cells)
- Number of employees
- Programs offered
- Significant changes in the institution during the year

(Exhibits 35, 36, 37, and 38)

Organizational History

The primary concern with history is not where the organization has been, but what progress has been made with regard to the past. This is particularly important if a major change has been made in the organization which shows a sharp departure

DESCRIPTION OF INSTITUTIONS

RECEPTION AND GUIDANCE CENTER

Superintendent John Prelesnik  
4000 Cooper Street  
Jackson, Michigan 49201  
(517) 782-0301  
OPENED: 1956  
CAPACITY: January 1979: 477  
POPULATION: January, 1979: 457  
All male commitments from the courts are processed through this institution.  
Operating budget 1978-1979: \$1.6 million  
Per capita costs prisoner care and custody 1977-1978: Included in State Prison of Southern Michigan figure of \$15.00

STATE PRISON OF SOUTHERN MICHIGAN

Warden Charles E. Anderson  
4000 Cooper Street  
Jackson, Michigan 49201  
(517) 782-0301  
OPENED: 1839, New prison: 1926  
CAPACITY: January, 1979: 4,531  
POPULATION: January, 1979: 5,532  
AGE LIMITS: 21 and up  
Close, medium and minimum security  
Operating budget 1978-1979: \$33 million  
Per capita costs prisoner care and custody 1977-1978: \$15.00

MICHIGAN REFORMATORY

Warden Dale E. Foltz  
Ionia, Michigan 48846  
(616) 527-2500  
OPENED: 1877  
CAPACITY: January, 1979: 1,183  
POPULATION: January, 1979: 1,484  
AGE LIMITS: Under 21  
Close security (with a minimum security unit outside the walls)  
Operating budget 1978-1979: \$10 million  
Per capita costs prisoner care and custody 1977-1978: \$20.00

CORRECTIONS CAMPS

Superintendent John Mills  
6000 Mouta Road  
Grass Lake, Michigan 49240  
(313) 475-1358  
12 Camps throughout Michigan (January, 1979)  
Camp Hoxey closed in April, 1979  
CAPACITY: January, 1979: 1,196  
POPULATION: January, 1979: 1,427  
AGE LIMITS: 17 and up  
Minimum security  
Operating budget 1978-1979: \$7 million  
Per capita costs prisoner care and custody 1977-1978: \$11.60

HURON VALLEY WOMEN'S FACILITY

Superintendent Gloria Richardson  
3511 Bemis Road  
Ypsilanti, Michigan 48197  
(313) 434-6300  
OPENED: August, 1977  
CAPACITY: January, 1979: 264  
POPULATION: January, 1979: 470  
152 women housed in county jails as of January, 1979  
Houses all women felons  
AGE LIMITS: 17 and up  
Operating budget 1978-1979: \$4.9 million  
Per capita costs prisoner care and custody 1977-1978: \$30.26

RIVERSIDE CORRECTIONAL FACILITY

Superintendent William Abshire  
777 Riverside Drive  
Ionia, Michigan 48846  
(616) 527-0110  
OPENED: January, 1977  
(Acquired from Department of Mental Health)  
CAPACITY: January 1979: 539  
POPULATION: January 1979: 631  
AGE LIMITS: 17 and up  
Close security  
Operating budget 1978-1979: \$7 million  
Per capita costs prisoner care and custody 1977-1978: \$26.20

MUSKEGON CORRECTIONAL FACILITY

Superintendent H. Gary Wells  
2400 South Sheridan  
Muskegon, Michigan 49442  
(616) 773-3201  
OPENED: 1974  
CAPACITY: January, 1979: 589  
POPULATION: January, 1979: 626  
AGE LIMITS: 21 to 29  
Medium security  
Operating budget 1978-1979: \$5.1 million  
Per capita costs prisoner care and custody 1977-1978: \$20.93

MICHIGAN TRAINING UNIT

Superintendent Richard Hanulon  
P. O. Box 492  
Ionia, Michigan 48846  
(616) 527-3100  
OPENED: 1958  
CAPACITY: January, 1979: 724  
POPULATION: January, 1979: 853  
AGE LIMITS: Under 21  
Medium security  
Operating budget 1978-1979: \$5 million  
Per capita costs prisoner care and custody 1977-1978: \$17.74

ARIZONA STATE PRISON

Built in 1907-09 by inmate labor from the old Yuma Territorial Prison, Arizona State Prison was originally designed to house 500 prisoners. Florence was chosen as the site due to its booming growth, mild climate, fertile agricultural land, and central location and was one of the most modern, progressive institutions in the United States.

The original design included one cell block, a chapel, hospital, kitchen, powerhouse, dining hall, solitary confinement quarters and a baseball diamond, all within the thirteen foot retaining walls.

Today, it houses 1800 adult male prisoners in a maximum security setting utilizing programs designed to prepare them for their eventual return to society. Arizona State Prison is the starting point for most inmates who are committed to the system. By following certain regulations and working to qualify under specific written criteria, an inmate can be moved from maximum to medium custody areas and finally become a trusty.



The prison is divided into four units, each managed by its own Warden — Central Unit (maximum custody), North Unit (medium custody), South Unit (medium custody), and Outside Trusty Unit (minimum). An Institutional Administrator supervises all staff and has 24-hour a day responsibility for the operation of the prison.

Nearby Central Arizona Community College provides educational instruction in Adult Basic Education and high school graduate certification as well as vocational classes in such areas as plumbing, dental lab, carpentry, and horticulture.

Inmates tested as functional nonreaders are taught proficiency in a variety of skills including analytical reading, listening, literature appreciation and study habits. Higher level students enter a program designed to allow him to enter studies at his own competency level. Basically, vocational in intent, life skills are stressed including academic subject matter typical of a high school course of study, designed to give a well-rounded general secondary education.

An evening college program is also offered to inmates in the Central and South Units. These courses can lead to Academic or Vocational Associate of Arts degrees.

ARIZONA CORRECTIONAL TRAINING FACILITY

Located in Tucson, this medium security facility houses 384 non-violent, male, first offenders, ages 18-25. Also treated here are juvenile males tried and convicted as adults.

Exhibit 35: Summary Description of Institutions  
(Source: Michigan Department of Corrections)

Exhibit 36: Narrative Description of Institutions  
(Source: Arizona Department of Corrections)

### OKLAHOMA STATE PENITENTIARY

P.O. Box 97, McAlester, Oklahoma 74501

This facility is located in southeastern Oklahoma in the town of McAlester, Pittsburg County, approximately 110 miles southeast of Oklahoma City. This facility actually consists of three separate units, as outlined below:

CAPACITY: 893

FACILITY CRITERIA:

Security:	Maximum
Custody Levels:	Close Custody, Protective Custody, Regular Custody and Low Custody
Length of Sentence:	Life sentence or death sentence or inmates who post serious behavior problems with any length of sentence.
Age and Sex:	Male inmates usually over 25 years of age.
Residency:	Inmates who meet above criteria
HOUSING:	1 and 2 man cells

### OSP TRUSTY UNIT

P.O. Box 97, McAlester, Oklahoma 74501

The OSP Trusty Unit is located adjacent to the main penitentiary. Trustys provide maintenance and support functions for the Penitentiary complex, in addition to the activities indicated below:

CAPACITY: 243

FACILITY CRITERIA:

Security:	Minimum
Custody Levels:	Regular Custody and Low Custody
Length of Sentence:	No restrictions, but generally inmates who are not presently eligible for CTC's or Votech programs.
Age and Sex:	Male inmates over 21 years of age.
Residency:	North Central and North Eastern Oklahoma
HOUSING:	Dormitory

Exhibit 37: Summary Description of Institutions

(Source: Oklahoma Department of Corrections)

### TENNESSEE STATE PRISON

Centennial Boulevard  
Nashville, Tennessee 37203

Director: Vinson F. Thompson

Founded: January, 1831

Present Location Since: 1898

Employees Authorized: 777	Presently Employed: 706
Administrative: 185	157
Security: 541	498
Treatment: 51	51

Designed Capacity: 2010 (Including Classification and CRC)

Average Daily Population: 2719

Resident Employees: 1695

Area from which residents are received: Statewide

Average per capita expenditure: \$5,160.09

Personal Deposit Service: Inmate Trust Fund

Rehabilitative Services Provided:

Education: Elementary grades, high school with G.E.D. diploma, vocation training, pre-college class, higher education taught by the University of Tennessee, A.B.E. (Adult Basic Education), special education classes, Title I educational program for 18 to 21 years of age, library available.

Recreation: Baseball, softball, movies, television, special programs and inmate talent shows, gym and inmate picnic area, football, boxing, tennis, billiards, weight-lifting, horseshoes, shuffleboard, and field days.

Religious: worship and religious programs, crisis ministry, and counseling for individual and family problems.

Exhibit 38: Detailed Summary Description of Institutions

(Source: Tennessee Department of Correction)

Method of Admission: Persons committing a felony and sentenced by State Circuit and Criminal Courts

Parole: Through the State Board of Pardons and Paroles

Transportation Facilities: 1 Sedan, 2 - 44 Passenger Buses, 4 Station Wagons, 6 Pickup Trucks, 2 - 1½ Ton Vans, 1 Dump Truck, 10 Vans, 1 Utility Truck and 1 Step-van

Medical Staff: 1 Director of Health Services, 1 Medical Director, 1 Hospital Superintendent, 2 Assistant Hospital Superintendents, 3 Doctors, 3 Dentists, 4 Pharmacists, 8 Registered Nurses, 12 Licensed Practical Nurses, 12 Medical Technicians, 1 Physical Therapist, 1 Psychological Technician, 1 X-ray Technician, 2 Medical Records Technicians, and 2 Lab Technicians

Medical Care Provided: Medical, Dental and Psychological Services

Religious Services: The Chapel has a staff of five full-time chaplains for the religious needs of the men. Eighteen worship and religious educational programs are conducted weekly by the chaplains, and denominational representatives who enter the institutional for these activities. In addition to the religious programming, the chaplains supply a crisis ministry and counseling for individual and family problems.

Visiting Days and Hours:  
3:30 - 8:00 P.M. on Wednesday through Friday in the Visiting Gallery

3:30 - 8:00 P.M. on Wednesday through Friday (Picnic Area) NOTE: Visitors must be signed in by 3:00 P.M. on these day to visit on the picnic area.

8:00 A.M. - 4:00 P.M. on Saturday, Sunday & Holidays (Picnic Area) NOTE: Passes are not written after 2:00 P.M. for visits on the picnic area.

8:00 A.M. - 4:00 P.M. on Saturday, Sunday & Holidays Visiting Gallery NOTE: Passes are not written after 3:30 P.M. for visits in the visiting gallery.

Exhibit 38 (continued): Detailed Summary Description of Institutions

from the past. A detailed historical view of the agency should probably not be a part of each year's annual report, but an historical sketch could be provided for interested readers through a booklet or a fact sheet.

An excellent use of historical information is when it is used as the organizing theme of the annual report. An example of an historical theme is the Illinois Department of Corrections' Annual Report for 1978, "Overcoming 150 Years of Neglect." A three-page history of prisons in Illinois and pertinent quotes from the past provide a good basis for a theme and place the more recent accomplishments in an understandable perspective. A similar example is the 1979 Annual Report for the Virginia Department of Corrections, with the theme, "Five Years of Progress."

#### Accomplishments

A major goal of the annual report is to inform the reader about the accomplishments of the agency during the reporting period. Keeping the account of accomplishments in context may mean placing them in different sections of the annual report, such as in the description of the agency, separate institutions, history, etc. The accomplishments may also be presented as introductory material in the transmittal letter or executive summary to attract the reader's attention. For emphasis, the accomplishments may be highlighted by placing them in a separate section of the report. (Exhibits 39 and 40).

These accomplishments should involve all areas of the agency, and not over-emphasize one area to the exclusion of all others.

#### Problems and Critical Issues

In addition to the accomplishments of the agency, problems should also be reported. This will give the reader an idea of the barriers which the agency faces in accomplishing its goals and objectives. If these critical areas can be better understood, audiences which deal with the organization on a frequent basis can better understand the actions taken to resolve problems and can be

#### FY 1979 Major Accomplishments

During FY 1979 the Department continued its implementation of the Master Plan.

The major accomplishments made during the period are as follows:

##### Central Office

1. Activated Zero Based Budgeting.
2. Obtained and implemented a grant to update inmate records.
3. Obtained and implemented a grant for Comprehensive Employability Assessment and Training. This grant impacts on both the Juvenile and Adult Bureaus.

##### Adult Bureau

1. Opened a 45 bed facility at Sussex Correctional Institution.
2. Consolidated inmate treatment under Institutional Services.
3. Opened 118 bed facility on the grounds of the Delaware Correction Center. This facility is operating as a Pre-Release Center.
4. Opened the Prison Industries building at Delaware Correctional Center and commenced furniture refinishing.
5. Initiated resident "Green Tree Program" for drug and substance abuse.
6. Obtained and implemented a Furlough Supervision grant.
7. Obtained and implemented a Classification grant.
8. Broke ground for 64 bed Maximum Security Facility.
9. Maintained inmate population below court mandated level 8 out of 12 months.

##### Juvenile Bureau

1. Hosted Middle Atlantic Conference on Corrections.
2. Instituted counseling service at Bridge House.
3. Initiated a new treatment approach at Woods Haven Kruse.
4. Reorganized the Client - Study Team under Community Based Services.

Exhibit 39: Organizational Accomplishments

(Source: Delaware Department of Correction)

## FISCAL MANAGEMENT DIVISION

This division conducts and manages the operation and activities of Fiscal Management, Budget Management Section, and provides supervision for Correctional Industries' Accounting Section. In addition, this division provides technical and budgetary assistance to all state correctional institutions, Community Services Division and Centers.

#### **Accomplishments in 1979:**

- Provided assistance to Community Services Division on budget matters with monthly budget meetings.
  - Assisted each institutional business manager with their budget deficiencies.
  - Provided proper procedures for transmitting Community Service Center rent and wage bank statements to Central Office.
  - Provided a weekly review of Community Service Center rent balances to determine possible drawdowns.
  - Conducted meetings with all Community Services Regional and Center Directors discussing proper procedures relating to the maintenance of Inmates' Cash Fund, Inmates' Reserve Fund records and bank reconciliations.
  - Contacted vendors, Comptroller's staff and Bureau personnel to expedite deliveries and prepare documentation, as necessary, to avoid unnecessary lapse of appropriated funds.
  - Provided amendments, as received, for the purpose of updating the Administrative Code of 1929 to each institutional superintendent and business manager.
  - Initiated proper procedures to be followed in the maintenance of inmates' wage and rent accounts at Community Service Centers.
- Initiated written guidelines for Community Service Division concerning the implementation of a procedure developed to prevent interruption of utility service.
  - Furnished institutional business managers with written guidelines concerning correct procedures to be followed in accounting for the lease, lease-purchase or outright purchase of equipment.
  - Initiated transfer of expenditures between Federal and State appropriations, cost centers, object codes and other accounting elements, as necessary, to adjust automated accounting records and more properly distinguish between Federal and "State Match" expense line items.
  - Advised all institutional superintendents and Community Service Regional Directors by letter, concerning procedures to be followed in turning unclaimed possessions of inmates over to Escheats Division, Department of Revenue.
  - Furnished written instructions to all business managers concerning preparation of amendments to service purchase contracts in cases where the original encumbered amount is to be reduced.
  - Furnished institutional business managers with written guidelines pertaining to the following subjects:
    - Preparation of contingent commitments for Fiscal Year 1979-80.
    - Prompt liquidation of excessive encumbrances which can develop from a variety of causes, five of which were specified.
    - Prompt submission of FY 1979-80 service purchase contracts to prevent interruption of services and prompt payment for which there exists any ongoing need.

Exhibit 40: Division Accomplishments

(Source: Pennsylvania Bureau of Correction)

aware of the part they might play in overcoming these issues.

Like the presentation of accomplishments, problems can be shared with the reader in the transmittal letter, the executive summary, through a separate section, or as a supplement to each division/institution. Presentation of these issues can be either in a narrative or statistical form or a combination of the two. Common problems which are often discussed relate to the issues of inmate overcrowding, employee turnover, and critical incidents, such as deaths, escapes, or disturbances. (Exhibits 41, 42, and 43)

#### Recommendations

Agency recommendations for general progress in the correctional area and for specific problems which exist are also important to include in the annual report. These recommendations serve not only to enlighten the reader but may be aimed at specific groups whose assistance is needed in implementation. These groups may include various segments of the agency itself, the legislature, social service agencies, or different segments of the criminal justice system. (Exhibits 44 and 45)

#### Future Goals, Needs, and Plans

Closely related to making recommendations is the discussion of goals, needs, and plans for the future. The discussion may involve such topics as inmate overcrowding, revisions in treatment programs, increases in personnel, and numerous other subjects.

This discussion may also include a brief comment about the research and analysis which provides the basis for projecting such goals, needs and plans. Mention of criminal justice statistics, state demographic data, trends in litigation and legislation are important to demonstrate agency awareness of elements which will impact its operation in the future. (Exhibits 46 and 47)

## CRITICAL ISSUES

### Increasing Prison Population

As the 1970's move toward their close, the overriding concern of California prison administrators is the spectre of seriously overcrowded prisons before the end of the decade. The changing composition of the inmate population—an increasing number of those committed to the Department have been convicted of violent crimes rather than property offenses—has already resulted in a shortage of housing space in high security institutions.

Legislation passed in 1976-78—mandating prison terms for certain crimes and lengthening terms of some 40 offenses—coupled with a tough-on-crime public climate, have brought about both an increase in prison commitment rates and longer sentences for many inmates. By mid-1981, the Department will have two thousand more male felons than it can accommodate in existing housing units. (The deficit at 95 percent capacity—the accepted practical limit for safe and flexible operations—will be nearly 3,500 beds.)

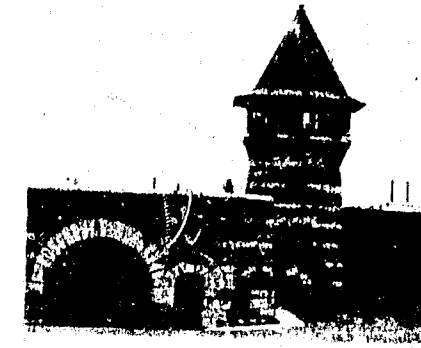
Requests in 1977 and 1978 for the legislature to earmark funds for construction of new prisons were denied both years. However, in 1978 \$7.6 million was allocated for essential detailed planning for both new institutions and for remodeling of existing prisons. This funding will permit continuation of an orderly planning process leading to possible new construction and the opening of new prisons in the late 1980's. The problem of how to accommodate the overflow of inmates during the intervening years will severely tax the Department's resources.

### Violence and Security

The two problems—often interrelated—which pose the most serious threat to safe and humane prison administration are violence and narcotics trafficking. Both also tend to escalate in direct proportion to the prison population.

In recent years, despite some news-making incidents, violence levels in the state's prisons have not gone up dramatically. Since 1972 one staff member has been fatally assaulted (as compared to 10 in 1970-72). In the past five years, inmate fatalities have declined to an average of 19 per year—down from the 1972 peak of 35.

Nevertheless, violent incidents—in particular those generated by conflicts among prison gangs formed along ethnic lines—continue to command attention and concern.



Several steps were taken in 1977-78 to reduce the potential for prison violence. These measures have included establishment of tight security units for inmates who constitute a risk to the safety and order of the institution; increased emphasis on staff training to deal with violence and gang activities; segregation of some gang-affiliated groups from the general prison population; and the establishment of a task force to assess the issue of violence and make suggestions for remedial measures.

Heavy emphasis on the detection and confiscation of narcotics within the institutions has probably contributed to the increase in number of narcotics-related incidents reported within the past several years.

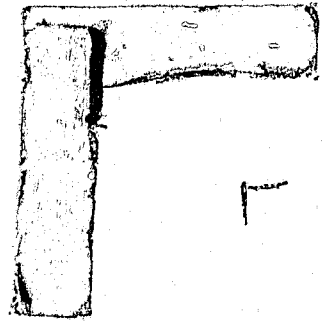
Among the steps taken during the past two years to control prison narcotics trafficking are: use of trained dogs to detect narcotics, restrictions on visiting by suspected traffickers, improved controls over items brought in during family visits, more stringent controls on inmate property, trust account withdrawals and outside bank accounts.

Prisoner escapes are another continuing concern of prison administrators. The 1976-77 period produced the lowest escape totals since the 1950's. For the two years, there were 271 escapes, mostly "walk-aways" by low-risk inmates from minimum security units. There were 57 escapes in the first half of 1978.

While it cannot be verified by statistics, some authorities believe the Department's inmate appeal procedure may have contributed to the lower escape totals and a leveling in serious violence. Through clearly defined procedures, inmates and parolees may appeal administrative decisions which they feel are unfair or mistaken. During 1977-78 there were 23,862 inmate and parolee appeal actions. In about 35 percent of these cases, adjustments were made to grant all or part of the appellant's request.

Exhibit 41: Critical Issues Related to the Organization  
(Source: California Department of Corrections)





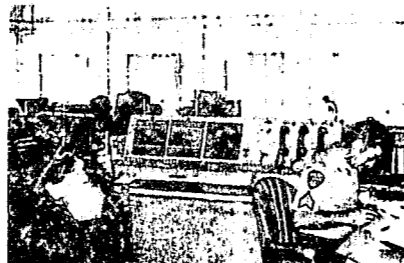
**CONTINUED**

**1 OF 2**

Violence control is the object of a recent institution trend toward specialized housing units. These include "management control" units which provide tighter control than is practiced for most inmates but which are less restrictive than maximum security units ("security housing units"). There are also special housing units for inmates who require protection. The need for such specialized housing is in part dictated by the activities of inmate gangs.

By mid-1978, the Department's maximum security units were operating at capacity and efforts were being made to expand maximum security facilities through remodeling. Some 650 inmates were in maximum security, 500 in management control, and 800 in protective housing.

The gradual transition toward smaller operating units in the prisons has continued, with exercise yards and some large housing units being divided by fencing and other alterations.



#### Employee Concerns

**Employer-Employee Relations**—Collective bargaining for state employees was authorized by the legislature in 1977. The process is expected to become fully operational in 1979. As the Department geared for this new manner of employer-employee relations, considerable effort was expended in training personnel who were expected to be designated as management, supervisory and confidential staff.

In preparation for the new employer-employee relationship, the Department in 1978 assumed control of several functions such as staff lunch rooms, which previously had been operated by employee groups.

**Staff Training**—Throughout the Department the training needs of staff have received a high priority during the past two years. Programs designed to increase staff expertise and improve job performance have been inaugurated on many fronts. These efforts have included new or expanded training in such areas as conflict assessment, stress reduction, conduct of disciplinary hearings, crisis intervention, narcotics detection, rape/assault prevention and upward mobility.

**Equal Opportunity**—During this same period the Department has actively sought to strengthen its equal opportunity employment program. Since 1976 the percentage of women in the CDC work force has increased from 21 to 24 percent and minorities among the Department's employees have been increased from 25 percent to 27 percent. Emphasis on minority employment dates from the mid-1960's when fewer than 10 percent of CDC workers were ethnic minorities.

The Department's equal employment effort is aided by groups such as Human Relations Councils and Women's Liaison Councils in institutions and parole areas.



Exhibit 41 (continued): Critical Issues Related to the Organization

#### Problems

The most pressing problem faced by the department is overcrowding. The problem is further complicated by court orders which place additional restrictions on space allocation and utilization. During the fiscal year, 163 bed spaces were added. This addition did not solve the problem but only provided temporary relief. There are two institutions currently under construction; a 64 bed maximum security building and a 360 bed multi-purpose facility. At this point it is uncertain if this construction will solve the problem or merely reduce its scope.

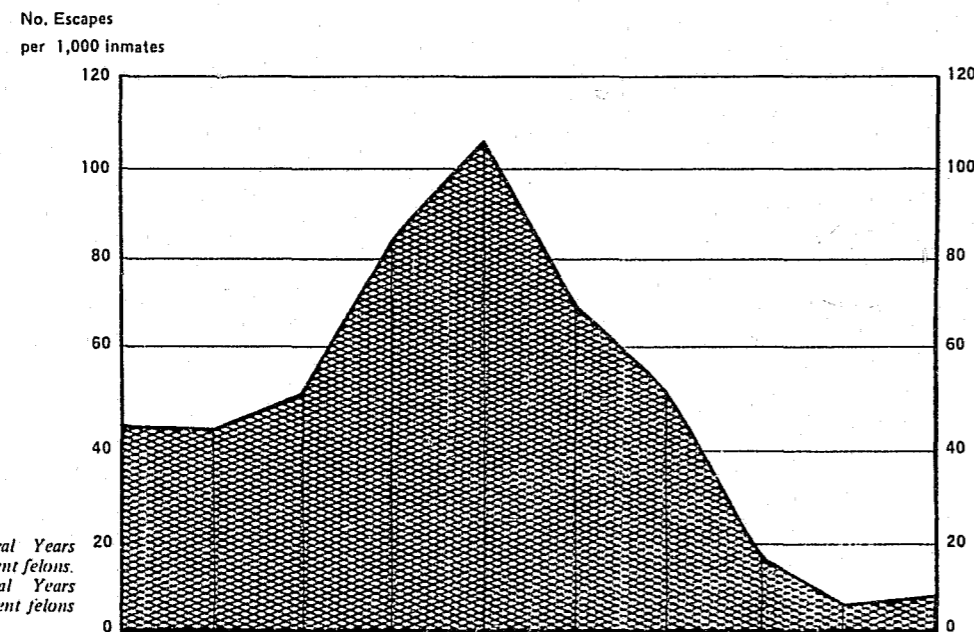
Maintenance continues to present a serious problem. Some of the institutions, juvenile as well as adult, are very old with a history of poor maintenance practice. The newer buildings are more sophisticated, architecturally and mechanically. These factors force an extended preventative maintenance program and a more capable level of maintenance than that presently practiced by the department.

The hiring and retention of well qualified employees across the entire employee spectrum from correctional officers to teachers remains a serious problem which impacts the entire department. The present employee turnover rate in some classification areas exceeds 25% and this is obviously unacceptable.

Exhibit 42: Problems Related to the Organization

(Source: Delaware Department of Correction)

DIVISION OF INSTITUTIONAL SERVICES  
TEN YEAR COMPARISON OF ESCAPE RATE PER 1,000 INMATES



\*Figures for Fiscal Years 1970 - 1976 represent felons. Figures for Fiscal Years 1977 - 1979 represent felons and misdemeanants.

FY ENDING JUNE 30:	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
INMATE POPULATION AS OF JUNE 30*	4,568	4,912	5,137	5,078	5,447	5,385	5,701	7,161	8,174	8,314
TOTAL ESCAPES	211	220	282	421	578	392	303	136	78	86
ESCAPES PER 1,000	46.2	44.8	54.9	82.9	106.1	72.8	53.1	19.0	9.6	10.3

Graph by Research & Reporting Unit

Exhibit 43: Statistical Presentation of a Specific Problem  
(Source: Virginia State Department of Corrections)

Recommendations

It is recommended that the Wyoming Corrections Facility, in the farm portion, be reorganized, renovated, and re-equipped up to top standards. It is felt, that in the farming state of Wyoming, that a farm owned and operated by the state should be among the best in the state, in all aspects of it's operation. This is possible with certain capital improvements, efficient management procedures and modern record keeping systems.

It is recommended that the fiscal management of the farm be changed to a system of revolving funding, whereby proceeds and revenue from the farm production be returned to the operating budget. Any excesses or profits would be returned to the general fund at the end of each fiscal year.

Increasing the inmate population, with accent on pre-release programming and minimum custody treatment programs, utilizing present space and proposed modular living quarters, would augment the programs at the new penitentiary to provide a more complete system for the benefit of an optimum number of inmates.

Exhibit 44: Organizational Recommendations  
(Source: Wyoming Adult and Juvenile Institutions)

**PROBLEM AREAS AND RECOMMENDATIONS**

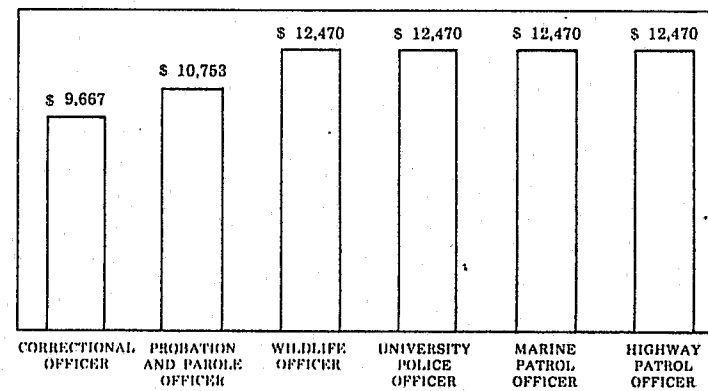
**REDUCING HIGH TURNOVER DUE TO LOW SALARY LEVELS AND RECRUITING AND RETRAINING QUALIFIED CORRECTIONAL STAFF**

During the past several years the Department has been plagued by a high rate of turnover, particularly at the beginning levels for correctional officers, probation and parole officers and medical personnel. During FY 1978-79 Correctional Officer turnover in major institutions averaged 65.2% statewide and over 100% in four institutions. Probation and Parole Officers averaged 59.2% statewide. Such turnover is destructive to efficient operations, both administratively and in the effective supervision and management of inmates. This high rate of turnover is even more complicated by the following factors:

- Florida is ranked 4th nationally in incarceration rates per 100,000 state residents, and ranks ahead of the two most populous states, New York and California.
- Florida's prison population has increased 137% during the last ten years from 8,422 on June 30, 1969 to 19,995 on June 30, 1979.

The greatest contributing factor to this turnover is felt to be the low non-competitive salary scales which are substantially below those of other beginning-level law enforcement officers. Florida's starting salary for state correctional officers ranks in the lower third among the 50 states in the United States; and one-third of Florida's counties pay higher salaries than does the State of Florida. The Department has contracted through the Board of Regents for a comprehensive survey of current and former correctional officers and medical personnel to determine the impact of salary levels, working conditions and management procedures with the hope that areas of genuine concern can be alleviated whenever possible. However, for the present, Florida's Department of Corrections continues to be insufficiently staffed to fulfill its statutorily mandated responsibility.

**LAW ENFORCEMENT SALARY COMPARISONS**



**RECOMMENDATION**

In order to reduce turnover to a manageable level it is recommended that correctional officers' salaries be equalized with other state law enforcement officers. It is additionally recommended an educational salary incentive program for correctional officers be implemented, such as that now available to other law enforcement officers. This should be an effective tool in stimulating professional advancement as well as provide a more competitive salary. It is also recommended that Parole and Probation Officer salaries be increased to assist in relieving high turnover rates.

Exhibit 45: Recommendations Related to Specific Problem Areas  
(Source: Florida Department of Corrections)

**Future Plans:**

In the next two years greater emphasis will be placed on the basic academic programs and expanding programs into new institutions, as well as providing for the increased population of our present institutions.

The division will be complying with P.L. 94-142 with the completion of a division-wide Needs Survey to determine the needs of the handicapped inmate by writing individualized programs for those needing special education.

It is anticipated that over the next two years an average of 25 to 30 inmates will receive their high school equivalency (GED) monthly, and the Higher Education Programs will be expanded to an average monthly enrollment of 200 full-time students with increased emphasis in vocational training division wide.

Plans are to contract with vocational schools or institutions of higher learning to offer a number of short courses, thus meeting the needs of a growing and changing population.

Exhibit 46: Future Education Division Plans  
(Source: Missouri Division of Corrections)

FUTURE GOALS:

1. Completion of the eight-week training program by all Correctional Officers.
2. Upgrading of Correctional Officer salaries.
3. Addition of four Correctional Officers to provide increased security.
4. To provide maximum security and safety for the public from residents and between residents.

As a result of the aforementioned goals being accomplished, or partially accomplished, the following occurred:

1. Escapes decreased 45%.
2. Residents assaulting residents decreased considerably.
3. Contraband entering the institution decreased.
4. Residents inflicting bodily harm to themselves is practically non-existent.

Though tremendous strides have been taken regarding security, nevertheless, our goal of maximum security and safety will not be obtained until all future goals are achieved.

Exhibit 47: Future Organizational Goals  
(Source: West Virginia Department of Corrections)

Inmate Activities

Presentation of inmate activities can indicate to the reader that the agency is more than buildings, organizational charts, government employees, industrial programs, or treatment programs. Reporting these activities can show opportunities for self-improvement or services available to the inmates. Activities which might be reported include: Alcoholics Anonymous; education programs; athletic groups; hobby clubs involving handicrafts, poetry, and art; cultural heritage groups; and volunteer actions related to the Jaycees and other charitable organizations. (Exhibits 48, 49, and 50)

Special Reports

An extraordinary event may require special attention. If it is not the type of event which can be used as the theme for the annual report and if it does not relate specifically to any one of the other sections of the annual report, it may be presented as a separate entry in the report. An example of such an event was the incident at Three Mile Island Nuclear Power Plant and the effect on the nearby Pennsylvania State Correctional Institution, or, in the case of Illinois, the nation's first system to be accredited by the Commission on Accreditation for Corrections. (Exhibits 51 and 52)

Special Features

Special features include those pieces of information that are difficult to classify as correctional operations. These features include material that is relevant to the environment of the agency and the institution but not directly related to the agency operation. These features may be very enlightening to the reader and add a great deal to the overall description of the agency but are adjuncts to the actual mechanics of corrections. These special features may be included as a separate section of the report or interspersed throughout.

Since many of these features may appear unusual, the evaluation of the report should include the reaction of the

## LEISURE TIME AND VOLUNTEER ACTIVITIES

The adage, "Idle time is the devil's workshop" takes on an ominous dimension when applied to the prison system. Acknowledging that idle time can cause discontent, the Department's Leisure Time Activities program was enhanced during FY '79.

With an expanded staff as a foundation, coupled with the designation of a statewide Leisure Time Activities Supervisor/Coordinator for both Juvenile and Adult divisions, the Department's recreational branch moved to standardize and increase its efforts.

Through a variety of grants, many new and innovative programs were initiated. "Sesame Street Goes to Prison," a unique program designed to alleviate the stress of prison visiting rooms, was launched at the Dwight Correctional Center and at the Joliet Correctional Center. New cultural arts programs were established in both divisions through the American Correctional Association's "Project Culture" program and the Illinois Art Council's "Artist-in-Residence" program. The Agency again advertised for bids and was awarded an annual contract for renting 16 mm films. Through this process, the Department saved money while simultaneously provided an opportunity for residents to view weekly films.

These activities, and others, could never have been implemented without the continuing assistance and commitment of volunteers.

A mid-year inventory of screened and approved volunteers showed 812 persons providing volunteer service on a regular weekly or monthly basis: 429 in the Adult Division; 383 in Juvenile. Not included in the figure are the hundreds of outside athletes who compete with

residents in seasonal sports, or the groups who provide religious concerts and entertainment. Nor does the count include the various citizens' groups who provide services for offenders and their families, and who offer job placement assistance and guidance for ex-offenders returning to their communities.

Major sources of volunteer support are the many Jaycee chapters which provide consultation and assistance to 11 of the Department's Institutions. A chapter for young men in the Juvenile Division's VAS\* program, and a Jaycee-ette chapter for women at Dwight Correctional Center were the newest additions to the institutions during the past year. The Dwight branch, organized after months of careful administrative and volunteer coordination, won a national award for its sponsor, the Illinois Jaycee Auxiliary. More importantly, a strong commitment from the community volunteers who provide ongoing support for the program has developed.

Some of the specific projects undertaken and sustained by volunteers range from horticulture to values clarification in the Juvenile Division; from coordinating prison art shows and teaching boxing and bridge, to conducting religious revivals in the Adult Division. Volunteer tutors taught basic literacy and helped prepare students for G.E.D. tests. Other volunteer-taught classes included: creative writing, law, nutrition, Bible study, and arts and crafts. Some volunteers helped residents develop basic communications skills; others offered counseling in alcoholism and drug abuse.

Prior to the establishment of a full-time Chief of Leisure Time Services, the volunteer office functioned as coordinator of Leisure Time Activities by regularly monitoring recreational activities in the institutions. In this capacity, the Office supervised a statewide prison art show which was held for two weeks at the Richard J. Daley Civic Center in Chicago. This exhibition, believed to be the first of such magnitude, served the dual purpose of marketing the works of prison artists while offering visible evidence of the Department's programs.

The Volunteer Services office staff provided a valuable consultant service to a host of agencies and concerned groups by participating on panels, forums and in conferences. Additionally, the administrator mounted a drive to raise volunteer consciousness and to promote volunteer administration as a profession.

*Youths in one of the Department's seven Juvenile Division centers enjoy a day of leisure. Canoeing and picnicking are part of the Department's Leisure Time programs.*



Exhibit 48: Narrative Description of Inmate Activities  
(Source: Illinois Department of Corrections)

## ACTIVITIES

The activities section at each state correctional institution contributed greatly to improving and expanding the total recreation programs available to the inmate population throughout the Commonwealth. Whether it be throwing a touchdown pass, dunking a basketball, executing the double play, deadlifting 730 pounds, running a 9.5 100 yard or receiving the athlete of the year award, thousands upon thousands of idle hours have been constructively used in many good wholesome recreation pastimes by the inmate population.

Some of the highlights and accomplishments of the past year included, SCI-Camp Hill capturing the 4th consecutive inter-institutional basketball championship, SCI-Huntingdon regaining their inter-institutional softball championship, SCI-Graterford winning the team championship of the First Annual Postal Track and Field Meet

which consisted of competition among eight institutions in 10 track and field events, the statewide football program being strengthened by competition with local community sandlot football teams, the purchase of comprehensive 16 station gym machines for each institution, the inmate sports officiating program functioning at a new dimension towards PIAA certification, and the attendance of Bowie Kuhn, Commissioner of professional baseball, Phil Gardner, Donnie Shell and several other team members of the World Champion Pittsburgh Pirates and Pittsburgh Steelers at the annual SCI-Pittsburgh sports banquet.

The boxing program under the direction of Charles Daniels has provided 24 inter-institutional boxing shows at alternating locations for the benefit of the total population. In addition, SCI boxers participated in seven (7) outside community boxing programs of which



two (2) were held on the campus of the University of Indiana, Pennsylvania.

The leisure time program included such activities as music, drama, arts and crafts, movies, games, live entertainment, major holiday special weekend events, and many other social and cultural events to provide relaxation, creativity, and wholesome pastimes for the entire inmate population.

Inmate organizations were actively involved with numerous worthwhile projects to serve and better the institutional community and to aid the outside community. Two of the many projects by the inmate population involving interaction with the community were to help raise funds for the March of Dimes and for research to fight sickle-cell anemia and cancer in children.

A unique slide presentation was developed to demonstrate the role of recreation in the total correctional process.

## PARDONS CASE SERVICES

Throughout 1978 fourteen (14) individuals presented commutation cases as volunteer advocates under the direction of a Pardons Case Specialist. Since the beginning of the volunteer advocate project in June of 1976 approximately 80 volunteers have been trained to advocate indigent inmates for executive clemency to the Governor's Pardons Board.

During 1978 the Pardons Case Specialist represented 72 inmate applicants while the 14 volunteers shared representation of 76 inmates. This 50/50% balance of splitting cases has taken place every year since 1976.

The Pardons Case Specialist and his

volunteer advocates enjoy an excellent professional reputation with the Pardons Board and their inmate clients. Ongoing recruitment and training will continue as this volunteer project approaches its fourth year of existence. Volunteering to present an inmate's case to the Pardons Board continues to be one of the most unique training opportunities available to any employee in the Bureau of Correction.

## CHAPLAINCY SERVICES

Father Thomas Jackson, Coordinator of Chaplaincy Services, compiled a report on attitudes and developments in the religious programming through a questionnaire distributed to each Chaplain. The Chaplains seem to agree that there is a large variety of spiritual activities with involvement by the inmate population growing. Several of the Chaplains find a trend toward more bible study and individual participation in religious services on special programs.

All of the institutions celebrated a variety of religious holidays observed by the different faiths within the inmate population. Other special activities included a March of Dimes project at Camp Hill sponsored by the religious department with support from the Protestant and Catholic Church Councils. That event involved more than 700 inmates and collected a total of \$1,400. At Huntingdon, the Christmas holiday included taping of a special media program for broadcast from a local Huntingdon radio station.

There were many more very positive experiences reported by all of the Chaplains. The traditional events such as the St. Dismas Day Masses, and programs, sponsored by the Yoke-Fellows, the Holy Name Society and GODSQUAD continued to reach greater numbers within the institutions.

Religious services and activities generally attract about one-half of the inmate population, but it is the opinion of many of the Chaplains that there is a growing number of new participants — a trend that they expect to see continue.

## Recreation (Approximate Participation)

Basketball	853	Other Sports	3204
Boxing	219	Jaycees	485
Football	842	Liters	406
Softball	1031	Other Organizations	7630



Exhibit 49: Narrative and Statistical Description of Inmate Activities

(Source: Pennsylvania Bureau of Correction)

#### KCI Inmate Program Won International Award

Initiated in November, 1978, by KCI Jaycees, the Sesame Street Child Care Center project provided entertainment from Sesame Street figures and other day care services such as reading assistance to children who were visiting their parents at KCI on Saturdays and Sundays. This program was supported with no expenses from SCDC funds and was supported by contributions and confiscated contraband money.

In FY 1979, the KCI Sesame Street Child Care Center Program won a significant national award, being selected as "The Most Outstanding Project of the Year" at the United States National Jaycee Convention. More honors were received in FY 1980 which brought its total number of awards to more than 50. On September 2, 1980, Governor Richard W. Riley proclaimed Kirkland Jaycee Sesame Street Recognition Day. In November, 1980, the project was selected as the United States' sole representative in the International Jaycees competition in Sweden. From 86 projects around the world, the KCI program was selected as the single most outstanding humanitarian project in the world. This set a precedent as the first correctional institution project to win the top award. The Jaycees World Congress also subsequently adopted a first-time criminal justice program worldwide. Future winners in the program will receive the Ann Riley trophy in criminal justice, named for the wife of South Carolina Governor, Richard W. Riley.

The KCI program represented the first of its kind in the nation and as Governor Riley stated, "The program has achieved to promote family unity, to provide a constructive developmental and educational curricula for the visiting program, and to help relieve the emotional and mental distress attributed to the stigma that is attached to the children of incarcerated parents . . ." Based on the success of the program at KCI, the SCDC sought and received funding to expand child care centers for three to ten year old children visiting incarcerated family members in its facilities. The grant for \$30,254 was awarded in June, 1980, with the objective of developing a program model which can be adopted to various institutions. Implemented with such a model will be a recordkeeping system for monitoring purposes and policy and procedures governing program operations.

Exhibit 50: Narrative Description of a Specific Inmate Activity  
(Source: South Carolina Department of Corrections)

#### TMI — Who Ever Heard of Evacuating A Prison?

Pennsylvania found itself faced with a most unusual dilemma in April. The State Correctional Institution at Camp Hill houses approximately 1200 inmates and employs more than four hundred staff. It also happens to be located ten and a half miles from the Three Mile Island Nuclear Power Plant, which is situated on an island in the middle of the Susquehanna River.

Just about everyone knows that the technicians and scientists almost lost control of the plant in April, especially anyone living within a ten mile radius. Partial evacuations were ordered and plans for total evacuations were drawn up.

But not everyone is aware of the related crisis that almost happened just one-half mile outside of that ten mile radius. As Governor Thornburgh, who spearheaded the emergency effort, was to say later, "It so happens that prison inmates are no more interested in testing radiation waves with their bodies than are the rest of us".

No one had ever thought about evacuating a prison. Commissioner Robinson wryly commented, "We've always been told to keep them in, now they're saying we might have to move them all out!"

That it might become necessary to do just that at Camp Hill was a frightening possibility as technical reports coming from the crippled plant continued to present a vague and confusing picture of the problem.

The inmate population began to show signs of concern almost immediately. The radios and televisions in the cell blocks were tuned to the update reports. A concern voiced by many was "There're going to lock us up and leave us here".

Planning for the evacuation began as soon as it became apparent that the power plant was in serious trouble. All available transportation vehicles were moved from various institutions in our system to Camp Hill, as were extra supplies and goods.

Several destinations were discussed, one was selected and State Police and Civil Defense authorities were contacted. It took two intense days of planning to finalize the emergency plan. We would use a different routing than the general public would take for the evacuation. Our convoy, which would have stretched nearly a mile in length, would go under State Police and Correctional Officer escort directly to its destination.



Commissioner Robinson outlines a mile long emergency convoy which will be the central part of the Camp Hill evacuation plan.

Meanwhile, our annual Bureau of Correction Basketball Tournament was to begin at the SCI-Camp Hill gymnasium right in the midst of the turmoil. The question was asked, "Should we cancel?"

Fortunately, the best decision was made. The tournament, which included three teams from distant correctional institutions, went on as scheduled. The home team won for the fourth straight year as the emergency transportation vehicles sat in readiness just outside of the security fence. The population saw program as usual and a calming mood was obvious.

Later, after the nuclear plant was pronounced back under control, the superintendents of the nine state correctional facilities in Pennsylvania met with Commissioner Robinson for their monthly meeting.

"We were very lucky," said the commissioner, "that we didn't have to go. We were ready, but just barely. Let's not get caught again."

Noting that several other of our institutions are near nuclear power plants or sites for proposed plants, he directed each superintendent to begin planning for evacuation of his facility.

The end result will be both a complete emergency evacuation manual for the Pennsylvania Bureau of Correction and a sense of readiness for the ultimate incident. The former could benefit correctional agencies across the nation, the latter will permit some peace of mind in the Bureau of Correction.

Exhibit 51: Special Report on a Specific Organizational Problem  
(Source: Pennsylvania Bureau of Correction)

## VIENNA SCORES HISTORIC FIRST

The Department of Corrections achieved a milestone in corrections history when one of its institutions, Vienna Correctional Center, became the first adult prison in the nation to receive accreditation from the Commission on Accreditation for Corrections. Thus, Vienna has become a model for corrections from administrative, operational and programmatic perspectives.

This feat was accomplished after a nearly two-year period in which the Center underwent an arduous certification process. The steps involved included: applying for accreditation, reaching correspondent status, undergoing a year's self-evaluation, and being subjected to a rigorous three-day on-site visit from Commission consultants. The officials, some of the nation's most renowned penologists, rated Vienna on 465 points within 29 major areas of management, administration, programs, physical features and inmate rights. Vienna received an overall 95% rating.

The Commission, with the sponsorship of the American Correctional Association, was formed in 1974 for the primary purpose of compiling corrections standards and ensuring that the nation's prisons comply with stringent

requirements. Members of the Commission spent more than three years performing this task.

Vienna will remain accredited for three years; at the end of this time the facility must seek reaccreditation by repeating the process. The Department is committed to maintain the excellence of this institution.

Other state institutions at various stages of the accreditation process include:

- Menard and Vandalia Correctional Centers which have both been recently audited and now await Commission action;
- Logan Correctional and Menard Psychiatric Centers which are both in correspondent stages;
- Dwight, Sheridan, and Joliet Correctional Centers which are in the process of preparing applications for accreditation.

The success of Vienna represents the first phase of a total effort to elevate every institution in Illinois to accreditation status. An illustration of this commitment is the Department's recent employment of a full-time Accreditation Manager to assist in achieving this goal.

Comparable standards and programs for juvenile institutions have re-



Governor James R. Thompson and Department of Corrections' officials accept a certificate in the Governor's Springfield office, signifying the Vienna Correctional Center as the first adult prison in the United States to receive accreditation from the Commission on Accreditation for Corrections

Pictured holding the accreditation certificate are Corrections Director Gayle M. Franzen, joined by (left) Vienna Warden Vernon G. Housewright (right) Thomas J. Mongogna, Chairman of the Accreditation Commission, and Governor Thompson (extreme right).

cently been published; the Department's goals are to improve programs, management and administration; and to obtain accreditation in the Juvenile Division.

Exhibit 52: Special Report on a Specific Organizational Accomplishment

(Source: Illinois Department of Corrections)

readers. Indicated below are a number of special features which may be included.

### • Legal References and Legislative Action:

In addition to the legislative mandate of the agency, the presentation of other legal references can assist the reader in understanding the legal basis for actions taken and indicate the authority under which the agency operates. This can be of special value in demonstrating new legislation which has affected the agency.

(Exhibits 53 and 54)

**Act 77 of the Public Acts of 1978:** This legislation is also a companion measure to Public Act 147 and provides that individuals sentenced to mandatory prison terms pursuant to Public Act 147 would not be eligible for parole or suspended sentence. Additionally, the mandatory sentences would run consecutively with other prior sentences, and such persons would be exempt from special provisions provided for first offenders or youthful offenders between the ages of 17 and 20.

**Act 81 of the Public Acts of 1978:** This legislation is also a companion measure to Public Act 147 and eliminates parole for individuals sentenced to prison for major controlled substance offenses as defined in Public Act 147. It also provides that offenders sentenced pursuant to PA 147 are not eligible for release after ten calendar years under the Lifer Law.

Other significant new laws passed in 1977 and effective in 1978:

**Act 16 of the Public Acts of 1978:** This legislation provided for reimbursement to counties which hold department prisoners who have escaped, not returned pursuant to agreement, or violated the terms of parole. Reimbursement is limited to actual and reasonable cost not to exceed \$20 per day, and does not apply to the holding of prisoners awaiting prosecution on new felony charges.

**Act 118 of the Public Acts of 1977:** This legislation provided the appropriation necessary for the acquisition of the St. Augustine Seminary. The seminary was renovated and opened July 17, 1978 as the Michigan Dunes Correctional Facility. The facility has a designed capacity of 396.

**Act 184 of the Public Acts of 1977:** This legislation makes it a felony for a prisoner to be in control, or possession, of any weapon or other implement which may be used to injure any prisoner or person, or in assisting any prisoner to escape from punishment.

In addition, the department hoped for passage of several major pieces of legislation before the end of 1978. They were:

**House Bill 6105:** This legislation is designed to create more flexibility in effecting the transfer of mentally ill and mentally retarded prisoners from the Department of Corrections facilities to the Department of Mental Health facilities for intensive treatment. The bill defines the responsibilities of both departments, and sets forth standards and procedures for the departments and the Probate Court to make decisions as to proper placement of such prisoners. The bill is currently in the House Appropriations Committee.

**House Bill 5695:** The intent of this legislation is to amend the Administrative Procedures Act of 1969 to exempt disciplinary hearings held by the Department of Corrections from certain requirements of the Act. Sections of the Administrative Procedures Act requested for exemption are those which clearly exceed rights provided to prisoners by the Supreme Court in the landmark case of *Wolff v McDonnell*, 418 U.S. 539 (1974). The department's administrative hearing process is in compliance with the requirements of *Wolff v McDonnell*.

Exhibit 53: Legislative Action Summary

(Source: Michigan Department of Corrections)



SYNOPSIS OF LEGISLATION  
(As of July 2, 1978)

BILL	DESCRIPTION	SPONSOR	STATUS	DEPARTMENT OF CORRECTIONS' POSITION
H.B.140	Amends the Juvenile Court Act. Restitution.	Jack Davis	Passed both Houses 8/20/79	Supported
H.B. 205	Standards of County Jails. Amends the Code of Corrections. The Department of Corrections shall establish minimum standards for the operation of county and municipal jails and houses of correction as well as juvenile detention facilities. These standards will be for the physical conditions of such facilities, for the treatment of inmates as regards their health and safety, and for the safety of the community. This Bill also states the Department shall conduct inspections at least once a year to see that these standards are met.	McMaster	Passed both Houses 8/23/79	Supported
H.B. 563	Bids — Prisoner Labor. Amends Illinois Purchasing Act.	Mahar	Passed both Houses 8/24/79	Supported
H.B. 564	Physician's Assistant — Corrections Employee. Amends the Physician's Assistants Practice Act.	Mahar	Passed both Houses 8/23/79	Supported
H.B. 942	Correctional Facilities — Bond Increase. Amends the Capital Development Bond Act of 1972. Increases the bond authorization for correctional facilities by \$35,200,000. Effective immediately.	Ryan	Became Public Act 8-12-5/17/79	Supported
H.B. 943	Appropriations to the Department of Corrections. Appropriates \$37,201,000 to the Capital Development Fund for various correctional facilities, and \$530,000 from the General Revenue Fund for evaluation of adult correctional facilities. Effective immediately.	Ryan	Became P.A. 81-13 5/17/79	Supported
H.B. 1088	Civil Lawsuits — Indemnification. Amends an Act providing representation and indemnification in civil lawsuits for certain State employees. This Bill is amended to include individuals and organizations providing contractual services for the Department of Corrections.	Kempiners	Passed both Houses 7/1/79	Supported
H.B. 1089	Television Provisions. Amends the Unified Code of Corrections. Provides for the various facilities that are to be made available to allow the Chief Administrative Officer to deny access to radio and television systems for disciplinary reasons.	Hoxsey	Passed both Houses 7/1/79	Supported
H.B. 1090	Grain Sale. Amends the Unified Code of Corrections.	David Davis	Passed both Houses 5/23/79	Supported
H.B. 1743	Attempt. Amends the Criminal Code. This Bill makes the sentence for attempt the same as the next lower class of offense than the crime attempted.	Broslin	Passed both Houses 8/24/79	Supported
H.B. 2186	Prison Commissary Sales. Amends Code of Corrections.	Richmond	Passed both Houses 5/13/79	Supported
H.B. 2280	Energy Conservation. Amends the Unified Code of Corrections.	Harris	Passed both Houses 8/26/79	Supported
S.B. 74	Prisoners-Clean Highway. Amends the Corrections Code and the Civil Administrative Code. This Bill provides for DOC to furnish DOT a sufficient number of prisoners for DOT to clean the areas along the highways of this state.	Sangmeister	Sent to Governor 7/1/79	Supported
S.B. 87	County Jails — Medical Expenses.	Grothberg	Passed both Houses 8/14/79	Supported
S.B. 277	Parolees — Half-Way Houses. DOC shall give notice to the State's Attorney and the sheriff of the county in which a parolee is being sent to a half-way house in that county. In the case of an emergency, oral notification will be given within 24-hours with written notice following within five days. Effective immediately.	Graham	Sent to Governor 7/1/79	Supported
S.B. 345	Probation Conditions. Amends the Juvenile Court Act.	Grothberg	Passed both Houses 7/2/79	Supported
S.B. 575	Appropriations — Department of Corrections. This appropriates funds to DOC for its ordinary and contingent expenses for the fiscal year beginning July 1, 1979. The total appropriation is \$180,815,700. Effective July 1, 1979.	Graham	Sent to Governor 7/2/79	Supported
H.B. 644	Aggravated Battery — Amends Criminal Code. This Bill amends the Criminal Code to include battery on a correctional employee as aggravated battery. Before being amended, this Bill only read correctional officer. It is similar to S.B. 730.	Geo-Karls	Passed both Houses 6/19/79	Supported
S.B. 790	Habitual Juvenile Offender. Creates the category of a Habitual Juvenile Offender.	DeAngellis	Passed both	Opposed
S.B. 945	Corrections Supplement. This Bill is amended to reduce the appropriations; one such reduction being \$125,000 for boarding out prisoners to the Federal Bureau of Prisons. The total appropriation is \$328,400. Effective immediately.	Graham	Public Act 81-21 6/8/79	Supported

Exhibit 54: Legislative Action Summary  
(Source: Illinois Department of Corrections)

● Employees of the Year:

The recognition of excellence in the various working areas can demonstrate the importance of personnel.

(Exhibits 55 and 56)

1978  
EMPLOYEE OF THE YEAR AWARDS

A five-member committee comprised of Georgia's First Lady Mary Beth Busbee; Senator Joseph E. Kennedy, Chairman of the Senate Committee on Offender Rehabilitation; Representative Forest Hays, Chairman of the House Penal Affairs Committee; Mrs. Bettye Hutchings, State Crime Commission; and Mr. John Jefferies, Institute of Government, Corrections Division, University of Georgia, made the final selections from nominations for the 1978 Employee of the Year Award and selected:

**ROBERT O. FRANCIS**  
GEORGIA EARNED RELEASE  
CORRECTIONAL CENTER (GERCC)  
WARDEN OF THE YEAR

In citing Robert Francis for the award, Department of Offender Rehabilitation officials noted the excellence he has demonstrated in directing the operation of the Kemper, Holly, and Ingram complex at GERCC while at the same time carrying on a massive construction project at the Washington Building. Francis was also commended on his assistance in the implementation of the co-educational-vocational training at GERCC.

Francis was appointed to the post at GERCC in October, 1975. He previously served as Assistant Deputy Commissioner of the DOR Community Facilities Division. Francis joined DOR in February, 1972, as Departmental Budget Officer. Francis served in the U.S. Army as crew chief and paratrooper.



**CORRECTIONAL OFFICER OF THE YEAR**  
**LEE I. WOODS**  
GEORGIA STATE PRISON

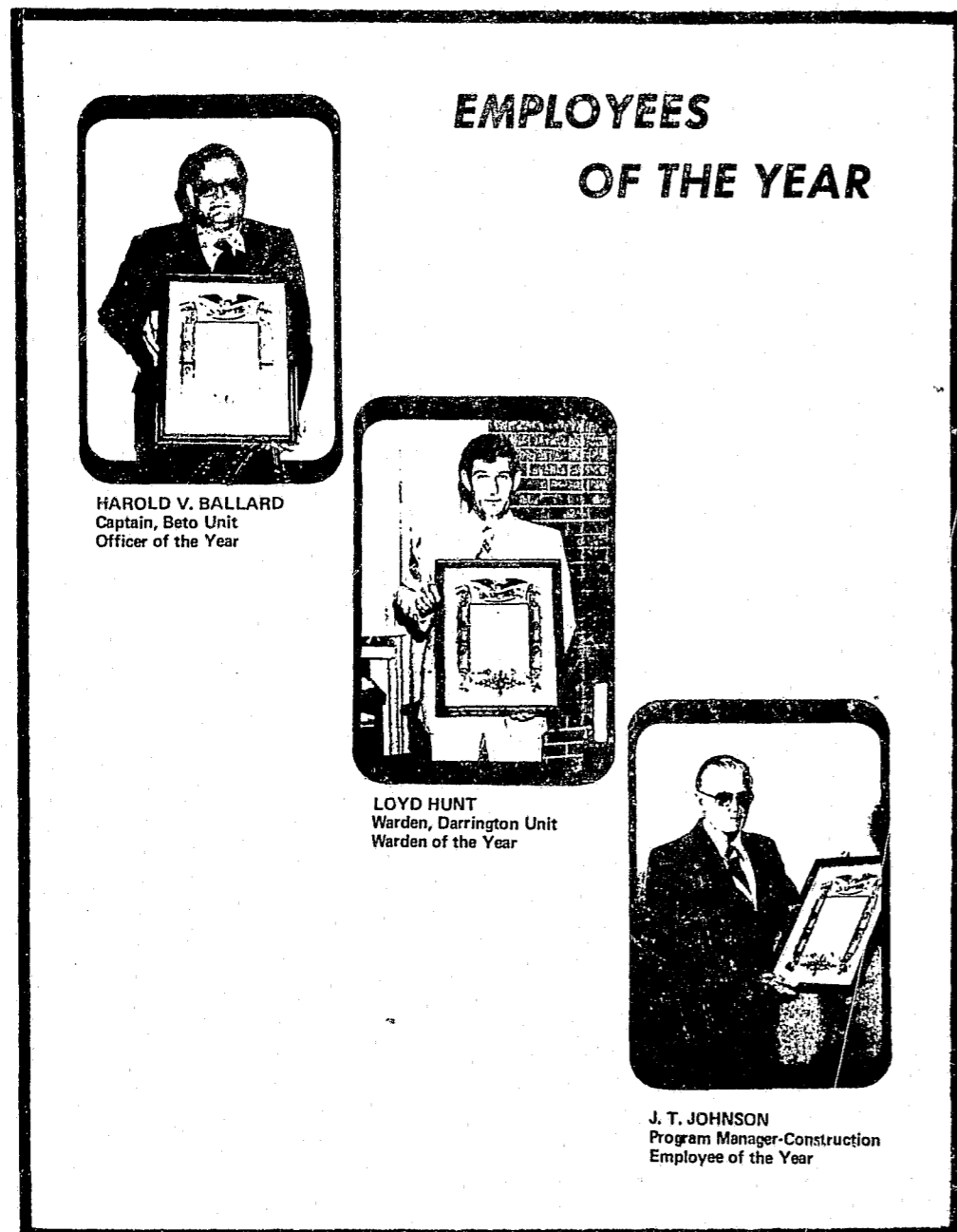
In recognizing Woods for the award, Department of Offender Rehabilitation officials took special notice of the extraordinary leadership qualities Woods has displayed since his employment. His enthusiasm and concern has been especially effective in uplifting the morale of his co-workers at GSP.

Lt. Woods assumed his present post as assistant shift supervisor in the control officer at GSP in May, 1978. Prior to that time, Lt. Woods acted as officer in charge on the west side of the institution. Woods has also held the positions of mail clerk, classification officer, and correctional officer in DOR. He served in the U.S. Army from 1940 through 1961, where he attained the rank of Headquarters Commandant.



Exhibit 55: Employees of the Year

(Source: Georgia Department of Offender Rehabilitation)



HAROLD V. BALLARD  
Captain, Beto Unit  
Officer of the Year

LOYD HUNT  
Warden, Darrington Unit  
Warden of the Year

J. T. JOHNSON  
Program Manager-Construction  
Employee of the Year

Exhibit 56: Employees of the Year  
(Source: Texas Department of Corrections)

- Volunteer Services:

If volunteers are used in the agency's programs, recognition of the volunteers as a group, or, in some cases, individual volunteers, will assist in reinforcing the volunteer programs as well as serving as a potential recruiting tool for additional volunteers.

- Inmate Family Section:

If a human interest approach is taken in the report, it is possible to expound on this topic by emphasizing facts or stories related to the inmates' family life. This section might help dispel the we-they or good-bad dichotomy held by the public toward the inmates.

- Employee Training:

A discussion of the many subjects of study and hours of employee training can increase public understanding of the prerequisites to employee contact with inmates.

(Exhibit 57)

- Inmate Reception Schedule:

A presentation of the typical schedule which the inmate goes through upon arriving at the institution can be of assistance to inmate families or to those readers who are not aware of the procedures behind classification.

(Exhibit 58)

- Presentation of Special Studies:

The annual report is a good method of publishing the results of studies undertaken by the agency which might be of interest to readers. Some studies of interest may relate to escape studies, forecasting the future population, or predicting the crime risk posed by inmates released on parole.

(Exhibits 59 and 60)

- Miscellaneous Presentation:

Features such as quotations, art, and poetry can encourage an otherwise uninterested reader to look or read through the annual report.

(Exhibits 61, 62, and 63)

By expanding the scope and amount of material in the annual report, it becomes a much more powerful influence on the readers currently receiving the report. Increasing the quality and the contents also serves to increase the number of readers who can benefit from correctional information.

STATE TRAINING SECTION: PROCESSES BY HOURS OF TRAINING		Estimated Hours of Training
Institution Orientation / Physical Plant Familiarization)		16
Basic Training		160
Orientation / Registration / Clearance	(8)	
Criminal Justice System	(4)	
County Jail / Institution Environment	(3)	
Basic Communication Skills I-II-III	(3)	
Report Writing / Sensing & Observing	(4)	
Inmate Behavior Problems	(4)	
Inmate Medical Problems	(2)	
Supervision & Counseling Inmates	(2)	
Use of Authority / Drugs	(8)	
Institution Disciplinary & Restricted Housing Procedures	(4)	
Hostage Behavior	(2)	
Legal Aspects of Corrections	(3)	
Courtroom Demeanor	(2)	
Travel Time	(6)	
Cardio Pulmonary Resuscitation	(8)	
Fire Prevention	(2)	
Physical Training	(16)	
Unarmed Defense	(12)	
Weapons Familiarization	(12)	
Security Subjects	(8)	
State Correctional Institution Practicums	(16)	
Professionalism/ History of Corrections / Film	(8)	
Issues in Corrections / Women in Corrections	(4)	
Crisis Intervention / Use of Riot Baton	(4)	
Coping With Stress	(2)	
Graduation / Evaluation	(8)	
Job Orientation: Familiarization Training With The Functions of		
The Total Staff In Relation To Each Other & Inmates		104
On-The-Job Training With Intensive Supervision: Job Orientation		
With Special Emphasis On The Trainee's Own Area of Responsibility		120
On-The-Job Supervised Training: Determined By Trainee Needs, Ability		
And Complexity Of Task Assignments		1680
Advance Training & Training Seminars		80
Total Hours Per Course		2160

Exhibit 57: Employee Training Information  
(Source: Pennsylvania Bureau of Correction)

RECEPTION CYCLE

TIME	0800 -1030		1030 -1130		1300 -1600	
	ACTIVITY	LOCATION	ACTIVITY	LOCATION	ACTIVITY	LOCATION
1. TUESDAY	Custody	7th Division	Physicals	Hospital	Mental Health	Individual Offices
2. WEDNESDAY	Mental Health	3rd Floor	Physicals	Hospital	Mental Health	Individual Offices
3. THURSDAY	Group Psychological Testing	Classroom I	Physicals	Hospital	Mental Health	Individual Offices
4. FRIDAY	Social Worker/ Psychological Workup	Individual Offices	Physicals	Hospital	Social Worker/ Psychological Workup	Individual Offices
5. MONDAY	Mental Health	Individual Offices	Physicals	Hospital	Mental Health	Individual Offices
6. TUESDAY	Mental Health	Individual Offices	Physicals	Hospital	Business/Industries	Classroom I
7. WEDNESDAY	Education/ Vocational Training	Classroom I	Physicals	Hospital	Alcohol/Drug	Classroom I
8. THURSDAY	Vocational Rehabilitation	Visiting Room	Physicals	Hospital	INITIAL CLASSIFICATION BOARD	

Exhibit 58: Inmate Reception Schedule  
(Source: New Hampshire State Prison)

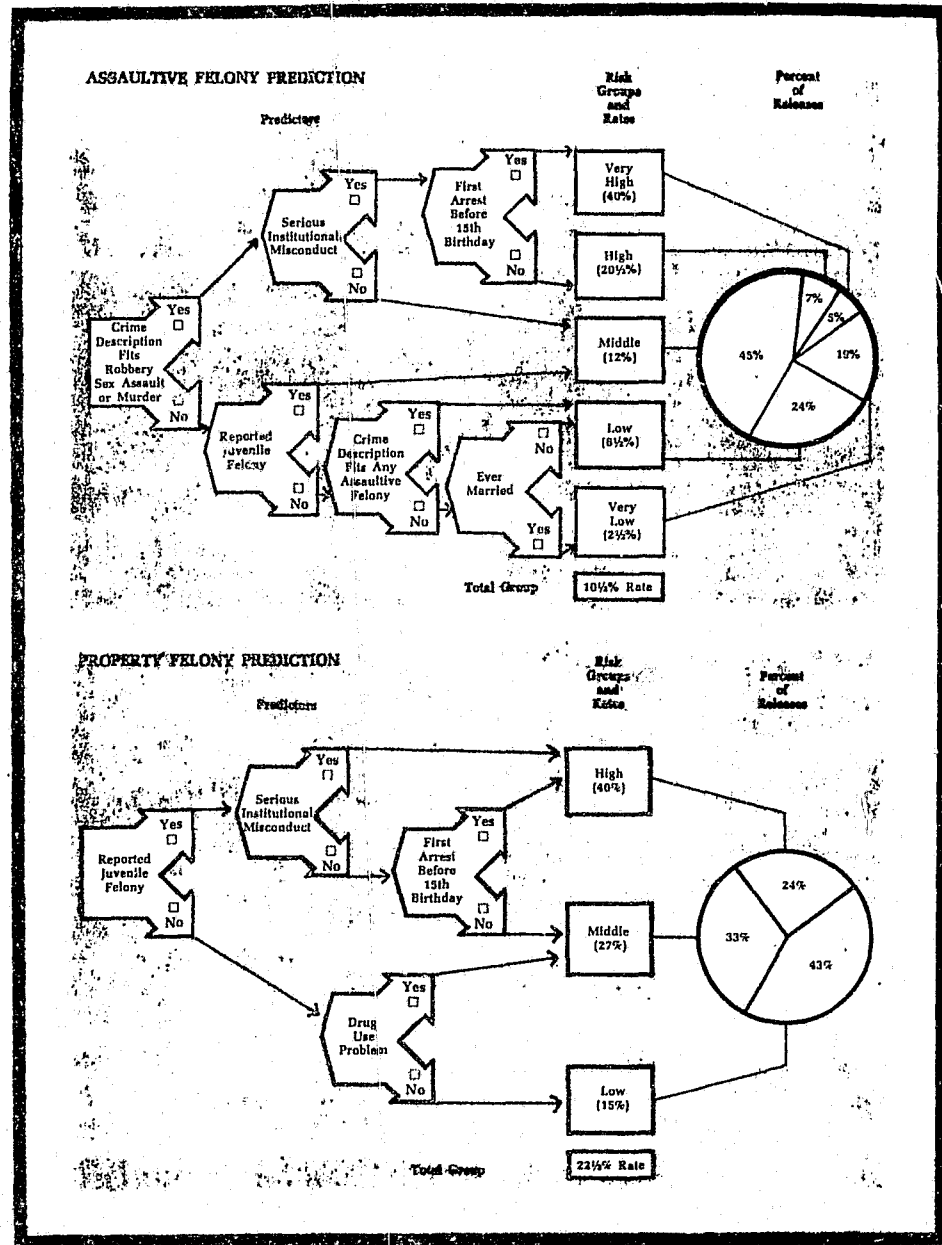


Exhibit 59: Information Concerning a Special Study Related to Prediction of Criminal Activities  
(Source: Michigan Department of Corrections)

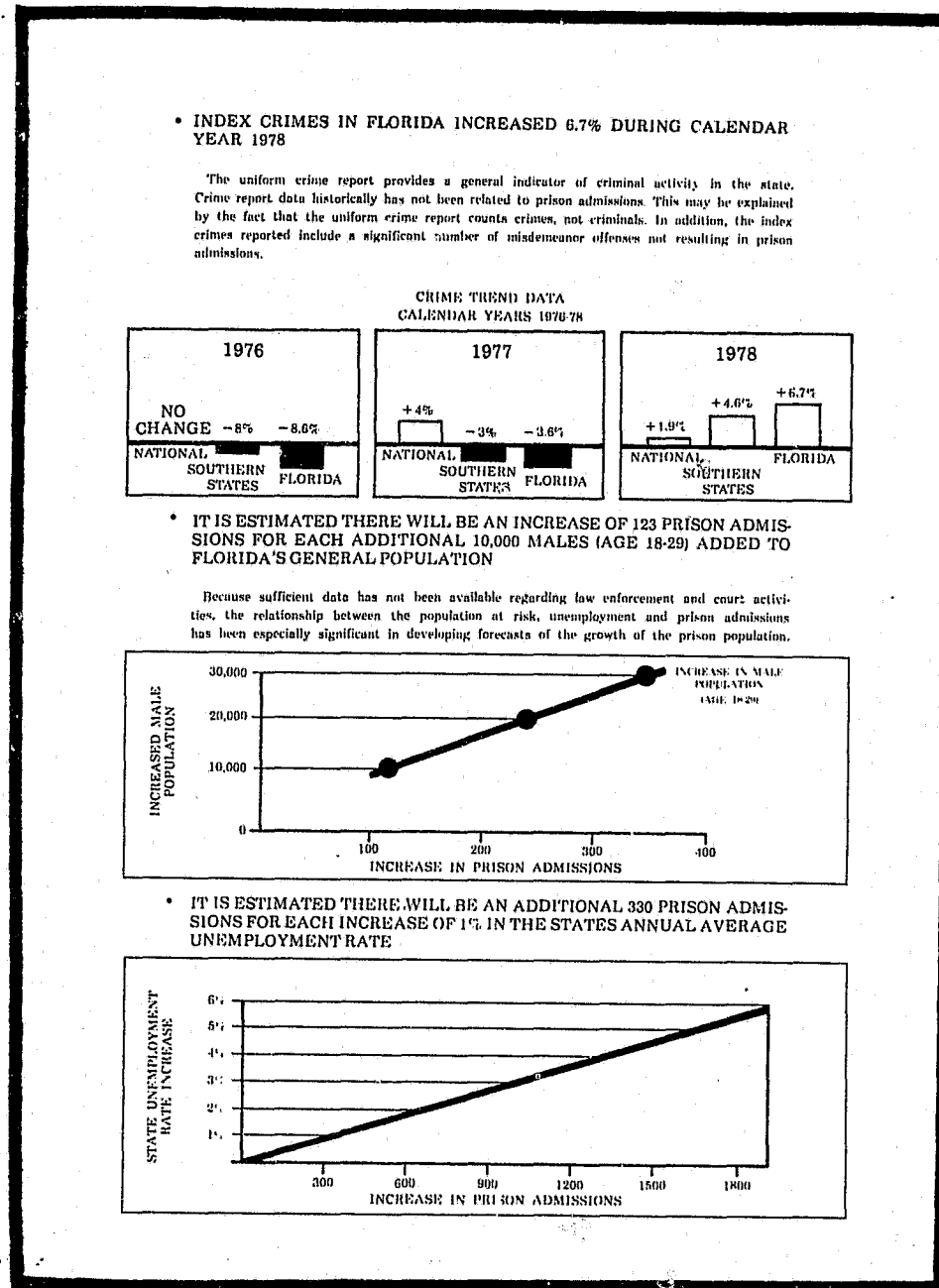


Exhibit 60: Special Study Related to Predicting Prison Population  
(Source: Florida Department of Corrections)



**AND THE SMILING DEAF**

A poem about prison painting and poetry workshops.

*Colored pencils recording changes  
that remain the same.*

*Charcoal scholar fencing the shadows  
to teach us the very few solid lines of perception.*

*Percept mad eyes that consume  
the paper with mental flames.*

*Concept of graying crippled hands  
scratching lines in an effort to be heard.*

*And the smiling deaf.*

Derek Butler, No. 83602  
Oklahoma State Penitentiary, McAlester

Exhibit 61: Use of Inmate Poetry and Artwork in Annual Report  
(Source: Oklahoma Department of Corrections)

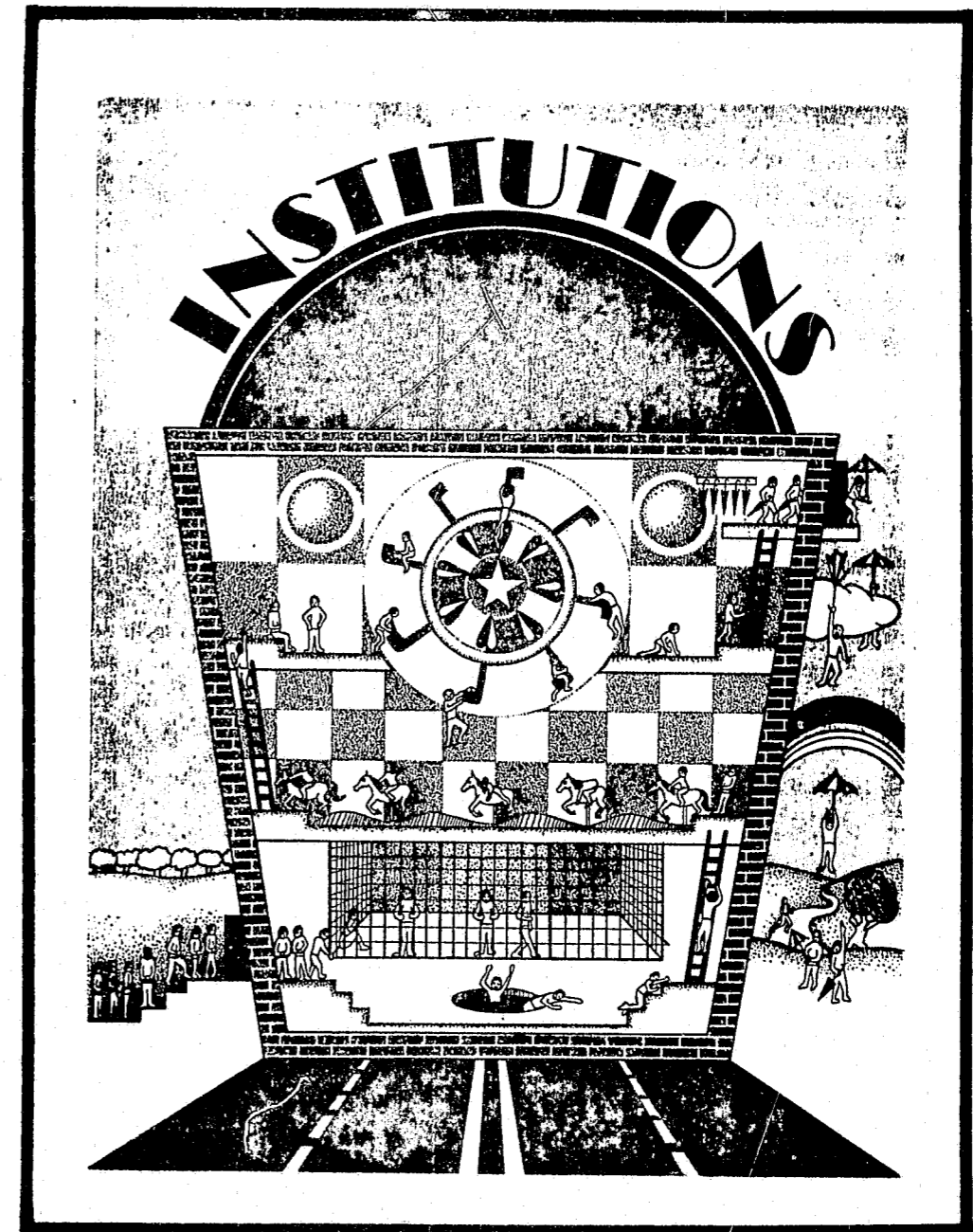
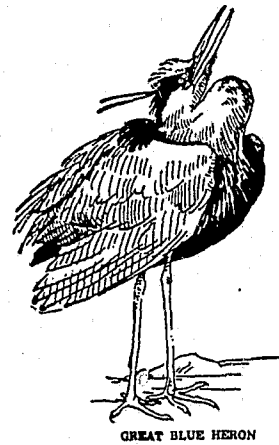


Exhibit 62: Inmate Artwork Used as Divider Page for the Annual Report

(Source: Oklahoma Department of Corrections)



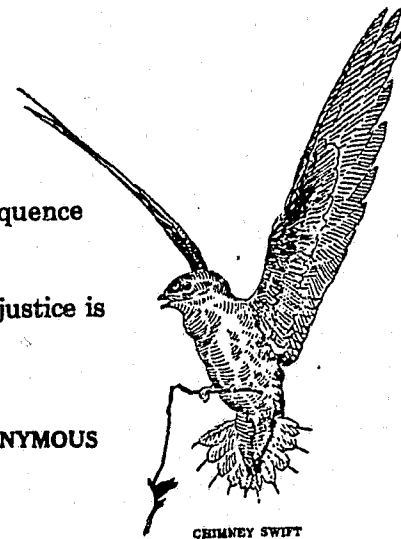
GREAT BLUE HERON

It does not matter how fair  
our laws may be, if access to  
their enforcement  
is denied or unavailable.

-GRIFFIN B. BELL

Safety without justice  
is the beginning and consequence  
of social decay. Safety is  
the promise of the tyrant; justice is  
his first victim.

-ANONYMOUS



CHIMNEY SWIFT

Exhibit 63: Use of Artwork and Quotations as a Special Feature  
in Annual Reports

(Source: South Dakota Board of Charities and Corrections)

At the present, it appears that most correctional agencies seldom include more information than is required of them. Undoubtedly, cost is a big factor, but another factor may be the inability to envision the annual report as a powerful public relations agent. Also, the correctional community is in many ways very traditional and hesitates to experiment for fear of adverse consequences.

The European approach to annual reports in business and industry gives quite a different result according to Vita Toros (1978, p. 30). Some of these reports may be over 100 pages and include much more than the minimum financial information. Although the length of a report can be detrimental when trying to induce a neutral audience to read it, corrections could take note and expand their annual report to include some of the ideas expressed in this chapter. Some advantages which can accrue to a more comprehensive report include the following:

- Promotes openness

With more information about the agency in the annual report, the agency becomes transparent to the audiences. A transparent agency is better understood and less likely to be suspected of mismanagement.

- Broadens perspective

Expanded reporting includes information both on the functioning of the organization and the environment in which it operates.

- Creates new audiences

The annual report is a good vehicle for providing "incidental" information, which may create entirely new audiences. With varied information in the report it is possible to use it as a response to numerous ad hoc inquiries from individuals who had no previous interest in the agency.

- Provides messages to specific audiences

The expanded report is more likely to satisfy the information needs of identified audiences. The agency can also provide specific messages and points of view for certain audiences such as legislators and researchers.

- Prepares for the future

By including information related to the future in the

annual report, the agency is obliged to plan future goals and to anticipate future needs.

- Explains management style

The function of management and the style used by the administration are often not understood. A discussion of this topic can promote understanding and acceptance of decisions and decision-making procedures.

- Stimulates other agencies

Other organizations can be inspired to improve and expand their annual reports for comparative study.

- Encourages ethical behavior

An expanded report can increase the record of accountability to the public. Agency personnel will be more aware of the importance of good record-keeping and the job performance upon which the records are based.

It must be emphasized that not every annual report must have all the material which has been presented in this chapter. The ideas are intended to be suggestions for better meeting the needs of the agency and of the various audiences. Each agency must balance the information needs with the readability of the report and the cost of producing it.

## Chapter 5

### Style and Format

If the annual report is difficult to read because of style, layout or its complexity, any previous planning or selection of contents is wasted. The key to any presentation is simplicity and organization. The reader must be drawn along into reading the report with no obstacles to slow his progress or to reduce his understanding of the data. The correctional agency can never assume that when a reader has received a copy of the annual report he will actually read it or even skim it. Most shareholders in business and industry spend under ten minutes with the annual report, with 40 percent giving it five minutes or less, often only skimming through the pages (Shapiro, 1978). If these figures are any indication of the amount of time spent on a correctional annual report, each agency must make a special effort to stimulate readership.

David Brown (Northart, 1979) offers the following guidelines for writing an annual report. Hopefully, these guidelines will enhance the readership, promote desired communication with the audiences, and, possibly modify the readers' attitude and/or behavior toward the agency.

- Tell the truth, especially if it hurts
- Keep it short and sweet, but complete
- Write it in readable language
- Make it informative
- Make it interesting
- Design it to be handsome, inviting, individual
- See that it has at least one central idea
- Don't be afraid of a new idea

### Tell the Truth

No one likes to expose his personal faults in an open forum, but when an agency omits the negative aspects of its operation in the annual report the reader may assume that the agency is covering up the problems. Rarely will a reader believe that there are no problems.

The term transparency, used earlier by Toros (1978), denotes volunteering information as opposed to being forced to reveal it. Transparency in reporting the agency's operations can reduce the chances for negative impressions and distortions, and increase the long-term credibility of the agency.

### Keep it Short and Sweet, but Complete

The length of a report can only be determined by the agency after consideration of all the factors involved. A study of major corporations in the United States (Smart, 1979) showed that the "heavier" the annual report, the more seriously it was considered and less likely to be thrown away. On the other hand, the audiences for the report may be less likely to read a voluminous report, and correctional agencies do not have the financial resources to compete with the "heavier" corporation reports. If an annual report can be complete in 30 pages, there is no need to add unnecessary filler.

### Write in Readable Form

Even an interested reader will give up trying to read a report if it is poorly written, lacks organization, or is too complicated. A report built around simplicity in word, appearance and style will appeal to a much wider range of audiences. If it is necessary to use complicated or technical terms, a glossary can be provided. (Exhibits 64 and 65)

Appearance can be enhanced and simplified with a judicious use of headings, subheadings, page layout, varied type face, underlining and numbering. If a reader only has time to skim the report, the information he gleans will most likely come from the headings and subheadings and other items which have been emphasized

### GLOSSARY

I. PLANNING DISTRICTS - the counties comprising the ten planning districts are as follows:

Appalachian - I	Santee Wateree - VI
Greenville	Korahaw
Anderson	Lee
Oconee	Sumter
Pickens	Clarendon
Spartanburg	
Cherokee	
Upper Savannah - II	Pee Dee - VII
Abbeville	Chesterfield
Laurens	Marlboro
Greenwood	Darlington
McCormick	Dillon
Edgefield	Marion
Saluda	Florence
Catawba - III	Waccamaw - VIII
York	Horry
Union	Georgetown
Chester	Williamsburg
Lancaster	
Central Midlands - IV	Berkely, Charleston, Dorchester - IX
Hewberry	Berkeley
Fairfield	Charleston
Richland	Dorchester
Lexington	
Lower Savannah - V	Low County - X
Calhoun	Colleton
Orangeburg	Hampton
Basberg	Jasper
Allendale	Beaufort
Barnwell	
Aiken	

The regional alignment of the ten planning districts are:

#### Appalachian Correctional Region

Planning Districts I and II

#### Midlands Correctional Region

Planning Districts III, IV, V and VI

#### Coastal Correctional Region

Planning Districts VII, VIII, IX and X

- II. 1. Youthful Offender Act 5.b: This section allows the court to release the youthful offender (age 17 to 21, extended to 25 with consent) to the custody of the Department's Youthful Offender Division prior to sentencing for an observation and evaluation period of not more than 60 days.
2. Youthful Offender Act 5.c: Pursuant to this section, the court can, without his consent, sentence the youthful offender indefinitely to the custody of the Department's Youthful Offender Division for treatment and supervision until discharge. The period of such custody will not exceed six years. If the offender is 21 years of age, but less than 25 years of age, he may be sentenced in accordance with the above procedure if he consents thereto in writing.
3. Youthful Offender Act 5.d: This section provides that if the court shall find that the youthful offender will not derive benefits from treatment, it may sentence the youthful offender under any other applicable penalty provision.

Exhibit 64: A Glossary Can Make Information in the Report More Understandable

(Source: South Carolina Department of Corrections)



Definitions

1. State correctional institution - These institutions represent the Bureau's major correctional facilities, located at Camp Hill, Dallas, Graterford, Huntingdon, Muncy, Pittsburgh and Rockview. The State Correctional Institution at Muncy receives all female commitments to the Bureau of Correction.

2. State regional correctional facility - These are specialized facilities in two of the Commonwealth's six "Common Human Service Regions" which usually receive inmates sentenced from six months to two years. The State Regional Correctional Facility at Greensburg (formerly the Westmoreland County Prison) was dedicated on April 21, 1969. The State Regional Correctional Facility at Mercer was dedicated on September 8, 1978.

3. Community service centers - These centers provide community-based programs for offenders as an alternative to incarceration, and they are operated as a continuum to the rehabilitative services provided in state correctional institutions or regional correctional facilities. Community service centers are residences in the community with custodial structure and a strong emphasis on guidance and counseling, with the hope of preparing the inmate for parole. The Bureau operates fifteen community service centers, three of which are exclusively for women.

4. Group homes - These homes provide another phase of transition from prison to community living. For those inmates who do not need the structured setting provided by the residential community service center, a group or individual home is an appropriate setting. This type of placement provides the former institutionalized inmate with a considerable amount of responsibility and freedom while they receive both supervision and an increased opportunity for rehabilitative treatment.

5. Diagnostic and classification centers - The Bureau's three centers (operated within the institutional confines of the State Correctional Institutions at Camp Hill, Graterford, and Pittsburgh) are responsible for processing all newly received criminal court commitments. (It is at these centers that the offender receives his educational, psychological, and vocational classification.) After the offender has been classified, he will then be transferred to an appropriate institution according to his established program.

6. Yearly average daily population - This represents the cumulative total of daily inmate population counts for the year divided by 365 days. The population count reflect those inmates who are physically confined.

7. Specified population movements - Generally, most population movements used in this report are self-explanatory. However, certain movements are defined for reader information.

- a. Authorized temporary absences - Court authorized appearances for inmate writs, hearings, funerals, etc. Always under the supervision of a law enforcement officer.

- b. Detentioners: Inmates awaiting trial or awaiting sentencing after a trial but in all cases without a sentence transferred from a county prison and detained in the Bureau of Correction for medical or security reasons.
- c. Furlough: Inmates are released on furlough for the purpose of family visits, job applications and pre-release planning. Inmates on furlough are not supervised but are still under the jurisdiction of the Bureau.
- d. Miscellaneous admissions and discharges: These groups represent returns or releases of inmates for special authorities under special conditions.
- e. Status change adjustments: These are paper transactions which are necessary to change the status of an inmate without changing the physical count while he is still under the jurisdiction of the Bureau of Correction.

8. Physically present inmate population - This type of inmate population count reflects only those inmates who are *physically present within a state correctional institution or a state regional correctional facility.*

9. Committed inmate population - This type of inmate population count reflects the total number of inmates who have been committed to the Bureau of Correction, and thus represents a more accurate representation of the Bureau's inmate responsibility. Specifically, the committed inmate population count reflects the following:

- a. Inmates physically present;
- b. Inmates confined in community service centers and group homes;
- c. Inmates on authorized temporary absences;
- d. Inmates on bail;
- e. Inmates detained by other authorities;
- f. Inmates on furlough;
- g. Inmates confined in local hospitals;
- h. Inmates confined in mental hospitals;
- i. Inmates listed on escape status;
- j. Etc.

Exhibit 65: Definitions Can Make the Report More Understandable  
(Source: Pennsylvania Bureau of Correction)

Exhibit 65 (continued): Definitions Can Make the Report More Understandable

by italics, capital letters, underlining, etc. The formidable appearance of long narrative can also be assuaged by the use of columns, although this is more difficult if the report is typed rather than typeset. It is important to leave ample white space between paragraphs and sections to help set them apart. A cluttered page is discouraging even to a dedicated reader of the annual report.

The same principle applies to the style of the report writing. Fowler, in "Modern English Usage," gives the following rule: "Prefer the familiar word to the farfetched, prefer the concrete word to the abstract, prefer the single word to the circumlocution, prefer the short word to the long" (Koestler, 1969, p. 31). Not only should the words be short, but also the sentences, paragraphs, and sections.

#### Make It Informative

A combination of narrative and statistics is the most common medium for transmitting information in the annual report. If the ideas of simplicity and brevity are followed, narrative information can be developed fairly easily. However, there are more problems in presenting statistical data.

Statistical data are usually technical and while agency personnel may be very familiar with the figures, other audiences often cannot understand them. Another problem is the method used to present the figures. Typically, the correctional annual report contains pages and pages of tables. Endless tables are not only boring, but they do not lend themselves to total statistical pictures or quick interpretations. As was mentioned earlier, any obstacle to a reader's rapid progress through the report may be enough to discourage him from reading it at all.

Statistical material for the annual report must be carefully selected according to the needs and objectives of the agency and the readers. It is not possible to include all of the statistics available. The format of the statistics selected must also be carefully determined. There are a number of graphic forms which greatly simplify complicated data and show relation-

ships between variables at a glance. (See Hart et. al., 1982 for a detailed presentation of graphs and charts designed with and for correctional data.)

Some methods of statistical data presentation include the following:

- Summary Listings:

Provides an overview of a subject such as an inmate profile or budget summary.

(Exhibits 66 and 67)

#### PROFILE OF INCARCERATED OFFENDERS

ADMISSIONS DURING FY 1978-79	
The typical offender profile of the 8,292 inmates admitted to the system during Fiscal Year 1978-79	
<ul style="list-style-type: none"><li>• Is White (55%)</li><li>• Is Male (94%)</li><li>• Is 24 Years of Age or Younger (51%)</li><li>• Is Single (Never Married) (59%)</li><li>• Has no Previous Military Experience (77%)</li><li>• Has a Religious Preference of Baptist (54%)</li><li>• Is a Resident of Florida (84%)</li><li>• Has an I.Q. of 98</li><li>• Claims at Least Occasional Use of Alcohol or Drugs (76%)</li><li>• Claims a 10th Grade Education</li><li>• Has an Average Tested Grade of 7.3%</li><li>• Employment Status<ul style="list-style-type: none"><li>1) Full-time Employment (48%) Average Annual Income at Arrest (\$6600)</li><li>2) Unemployed (38%)</li></ul></li><li>• Has no Prior Felony Commitments (77%)</li><li>• Was Convicted of<ul style="list-style-type: none"><li>1) B &amp; E (25%)</li><li>2) Robbery (16%)</li></ul></li><li>• Is Serving 4 Years or Less (53%)</li></ul>	

Exhibit 66: Summary Listing of Inmate Data  
(Source: Florida Department of Corrections)

**I. POPULATION AS OF JUNE 30, 1979.**

<i>Adult Centers</i>		<i>Juvenile Centers*</i>	
Dwight .....	346	Dixon Springs .....	52
Vandalia .....	757	DuPage (Girls) .....	55
Pontiac .....	1,732	DuPage (Boys) .....	18
Sheridan .....	400	Hanna City .....	84
Stateville .....	2,072	Joliet .....	134
Vienna .....	641	Joliet (IRU) .....	13
Logan .....	710	Kankakee .....	40
Menard Corr. ....	2,613	St. Charles .....	224
Menard Psych. ....	337	St. Charles (R&A) .....	125
Joliet R & C .....	579	Valley View .....	216
Joliet Corr. ....	690		

\*Data are provided as of June 27, 1979. Figures include those in residence and those on authorized absence from the centers.

**ADULT CLIENT CHARACTERISTICS**

- \* 10,824 Adults were incarcerated in ten prisons as of June 30, 1979.
- \* 96.8% are male.
- \* Average age — 25 years, 6 months.
- \* 57.1% are Black
- \* 41.1% are White
- \* 1.2% are Hispanic
- \* 1,589 (14.68%) committed the crime of murder.
- \* 4,187 (38.68%) committed Class X or Class 1 Felonies — primarily: armed robbery, rape and attempted murder.
- \* At least 25% are functionally illiterate.
- \* 59.2% are native Illinoisans.
- \* 56.1% have never been married.
- \* 43.3% have Cook County named as county of residence.
- \* 58.2% have Cook County named as county of commitment.

**JUVENILE CLIENT CHARACTERISTICS**

- \* 1,286 youths were at twelve youth centers as of June 30, 1979
- \* 1,217 (95%) were male
- \* Average Age — 16 years, 3 months
- \* 618 (48.0%) were Black
- \* 143 (11.1%) were Hispanic
- \* 525 (40.7%) were White
- \* 74.4% were from Cook County
- \* 1,287 youths were on parole as of June 30, 1979

Exhibit 67: Summary Data of Unit Population and Inmate Characteristics

(Source: Illinois Department of Corrections)

• **Tables:**

This method is best applied to raw data, especially when there are numerous variables and attention is focused on the value of the figures and not their relationship to each other. Most information can be presented in tabular form, but it impairs interpretation and quickly becomes boring to the reader. Do not crowd too much data into one table. The loss of readability outweighs the gain of additional variables on the same page. The use of mean, median, mode, ranges, percentiles or percentages is usually sufficient to make the data understandable. More complicated approaches should be reserved for a separate statistical report whose audiences are more likely familiar with such terms.

(Exhibit 68)

• **Pie Charts:**

The pie chart is one of the simplest graphics available and yet one of the best for showing the relationship of parts to a whole.

(Exhibit 69)

• **Pictographs:**

This method uses a picture of a symbol to represent specified data. Pictographs are difficult to construct and seldom used. They are, however, extremely effective for getting the reader's attention.

(Exhibit 70)

• **Bar Graphs:**

Bar graphs can be used to illustrate much correctional data. They can show the parts of a total or to compare categories.

(Exhibit 71)

• **Line Graph:**

Line graphs are most effective for showing the changes in data over a period of time or for comparing two continuous variables to each other. Line graphs are easy to construct and very popular.

(Exhibit 72)

When presenting statistical information in the annual report, the criteria and definitions used to identify the data should be included. For example, the distinction between felony and misdemeanor offenses for the state should be clear; the age at which an offender is an adult; the criteria of recidivism

**AGE AT ADMISSION/CURRENT AGE  
(INCARCERATED OFFENDERS)**

CATEGORY	YEAR	WM	WF	BM	BF	OM	OF	TOTAL	PER-CENT	CUMULATIVE TOTAL
16 and below	1978-79*	70	2	77	3	0	0	152	1.83	152
	6/30/79**	52	1	60	2	0	0	115	.58	115
17	1978-79*	121	3	107	2	0	0	233	2.81	385
	6/30/79**	89	3	85	0	0	0	177	.89	292
18	1978-79*	236	6	193	10	0	0	445	5.37	830
	6/30/79**	181	4	192	3	0	0	380	1.90	672
19	1978-79*	360	14	273	12	1	0	660	7.96	1490
	6/30/79**	365	13	308	15	1	0	700	3.50	1372
20	1978-79*	327	14	268	15	1	0	625	7.54	2115
	6/30/79**	495	15	453	19	1	0	983	4.92	2355
21	1978-79*	276	19	234	12	1	0	542	6.54	2857
	6/30/79**	613	24	513	18	0	0	1168	5.84	3523
22	1978-79*	305	17	268	22	1	0	613	7.39	3270
	6/30/79**	569	25	591	36	2	0	1223	6.12	4746
23	1978-79*	263	13	219	17	0	0	512	6.17	3782
	6/30/79**	653	20	604	34	0	0	1311	6.56	6057
24	1978-79*	243	9	199	21	0	0	472	5.69	4254
	6/30/79**	608	15	644	35	0	0	1302	6.51	7359
25	1978-79*	201	5	185	24	0	0	415	5.00	4669
	6/30/79**	480	11	592	46	0	0	1129	5.65	8498
26 - 30	1978-79*	761	40	669	76	1	0	1547	18.66	6216
	6/30/79**	2104	60	2596	159	0	0	4919	24.60	13407
31 - 35	1978-79*	472	24	284	34	0	0	814	9.82	7030
	6/30/79**	1311	39	1219	74	1	0	2644	13.22	16051
36 - 40	1978-79*	262	18	186	10	0	0	476	5.74	7506
	6/30/79**	825	33	638	29	0	0	1525	7.63	17576
41 - 45	1978-79*	201	11	116	5	0	0	333	4.02	7839
	6/30/79**	512	24	405	13	0	0	954	4.77	18530
46 - 50	1978-79*	116	5	66	5	0	0	192	2.32	8031
	6/30/79**	347	13	231	12	0	0	603	3.02	19133
51 - 55	1978-79*	78	2	34	2	0	0	116	1.40	8147
	6/30/79**	205	5	166	8	0	0	384	1.92	19517
56 - 60	1978-79*	46	2	22	0	0	0	70	.84	8217
	6/30/79**	136	6	90	5	0	0	237	1.19	19754
60 - 65	1978-79*	23	0	15	0	0	0	38	.46	8255
	6/30/79**	68	0	59	0	0	0	127	.64	19881
66 - 70	1978-79*	11	0	10	0	1	0	22	.27	8277
	6/30/79**	36	1	30	0	1	0	68	.34	19949
Over 70	1978-79*	7	0	8	0	0	0	15	.18	8292
	6/30/79**	19	1	25	1	0	0	46	.23	19995
TOTAL	1978-79*	4379	204	3433	270	6	0	8292	100.00	
	6/30/79**	9568	313	9499	509	6	0	19995	100.00	
AVERAGE	1978-79*	28	28	27	27			27		
	6/30/79**	30	31	29	29			30		
MEDIAN	1978-79*	25	26	25	25			25		
	6/30/79**	27	27	27	27			27		
MODE	1978-79*	19	21	19	25			19		
	6/30/79**	23	22	24	25			23		

\*Admissions during FY 1978-79  
\*\*Status population as of June 30, 1979

Exhibit 68: Statistical Presentation in Tabular Form  
(Source: Florida Department of Corrections)

# STATISTICS

- The tinted portion of the graphs appearing in the Statistics Section have been used to provide an instant inmate profile.
- The continued refinement of our computerized data system has permitted inclusion of demographic information for incarcerated inmates and probationers/parolees for two time periods:
  - Inmates admitted to the custody of the Department during FY 1978-79.
  - Inmates in custody of the Department as of June 30, 1979.
- Definition of terms:
  - AVERAGE:** The arithmetic mean, derived by adding all values and dividing by the number of such values.
  - MEDIAN:** The middle member in an array of values, with roughly 50% of the values above and 50% of the values below the median.
  - MODE:** The member in an array of values with the highest frequency of occurrence.
- Due to limitations of space in an annual report, a limited amount of data is included in the report. Data from reports which previously appeared in the Biennial Report Series is available upon specific request from the Research and Statistics Section of the Bureau of Planning, Research and Statistics.

Exhibit 68 (continued): Information Beneficial in Interpreting  
Tabular Data

(Source: Florida Department of Corrections)

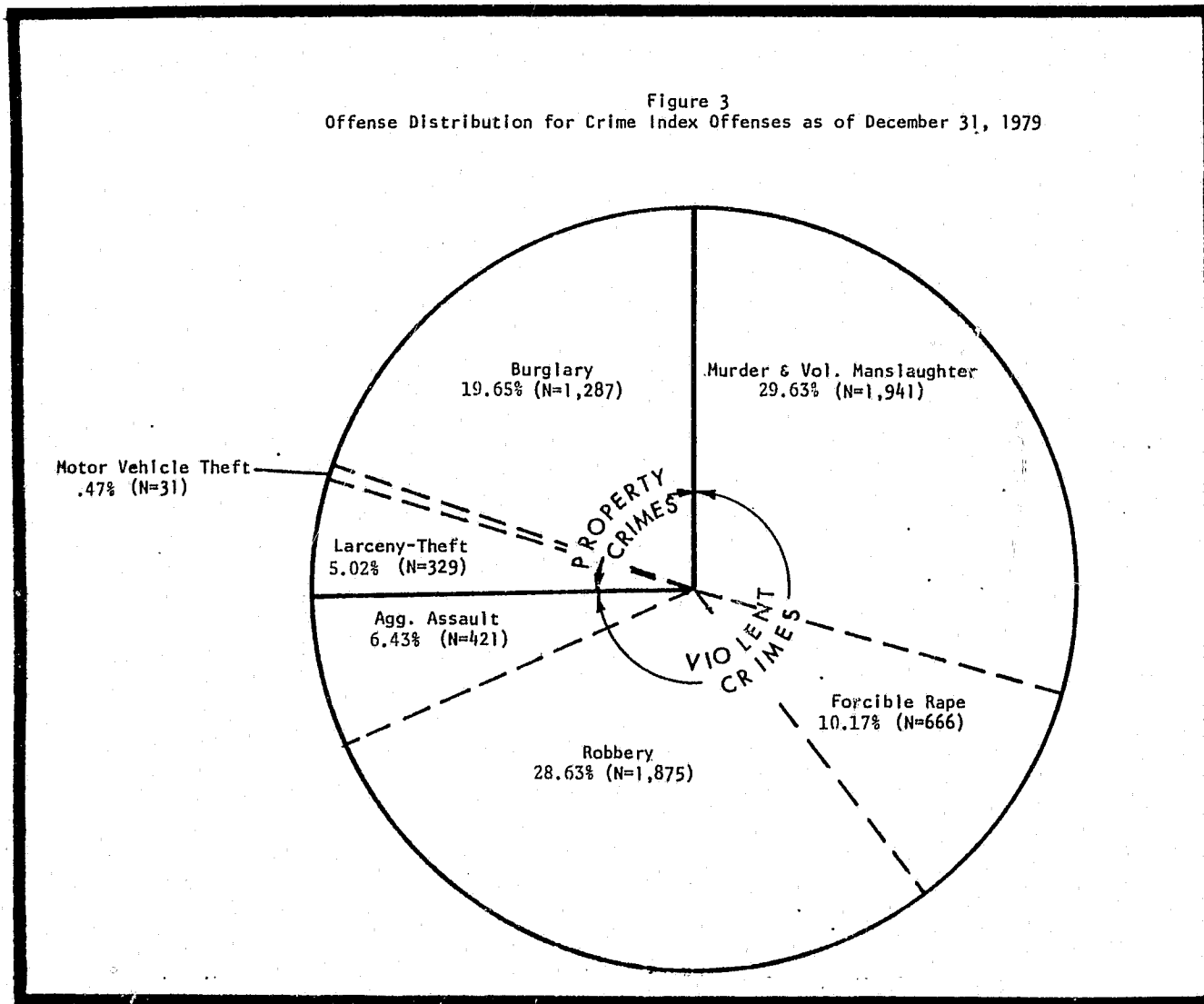


Exhibit 69: Statistical Data Presented in Pie Chart Form  
(Source: Pennsylvania Bureau of Correction)

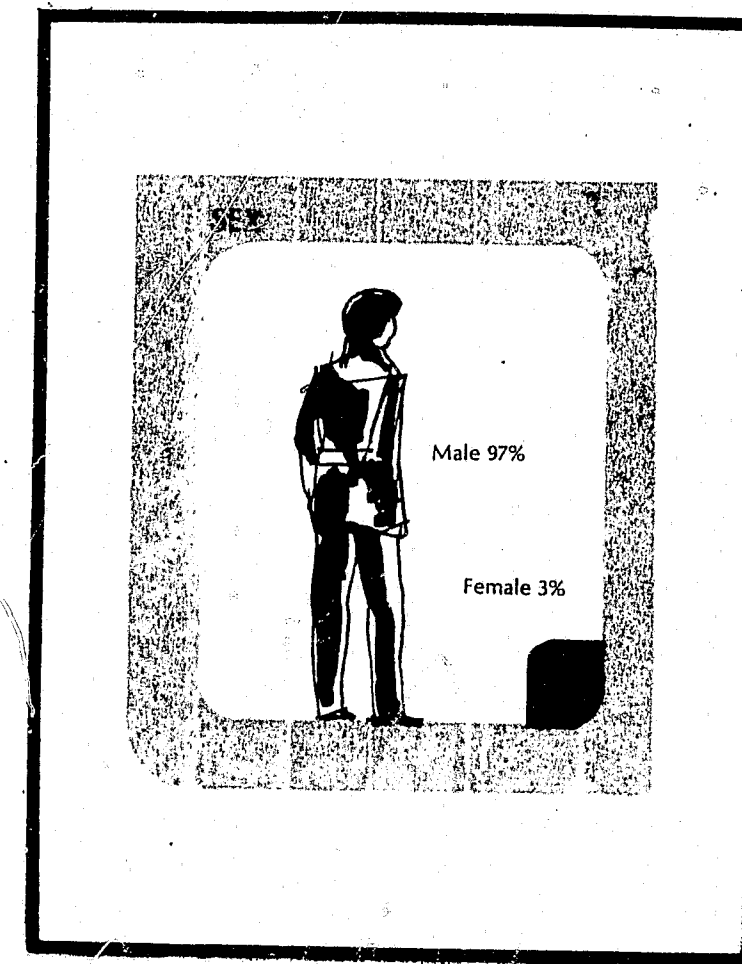


Exhibit 70: Statistics Presented as a Pictograph  
(Source: New York Department of Correctional Services)

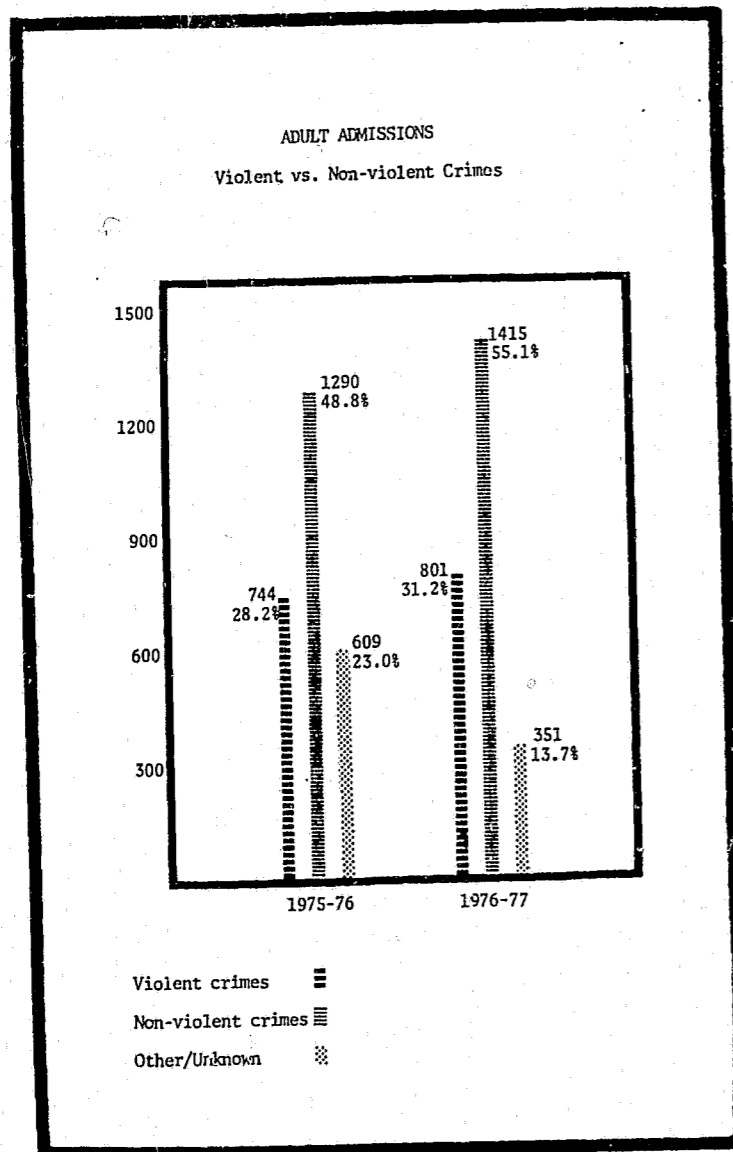


Exhibit 71: Statistics Presented in Bar Chart Form  
 (Source: Louisiana Department of Corrections)

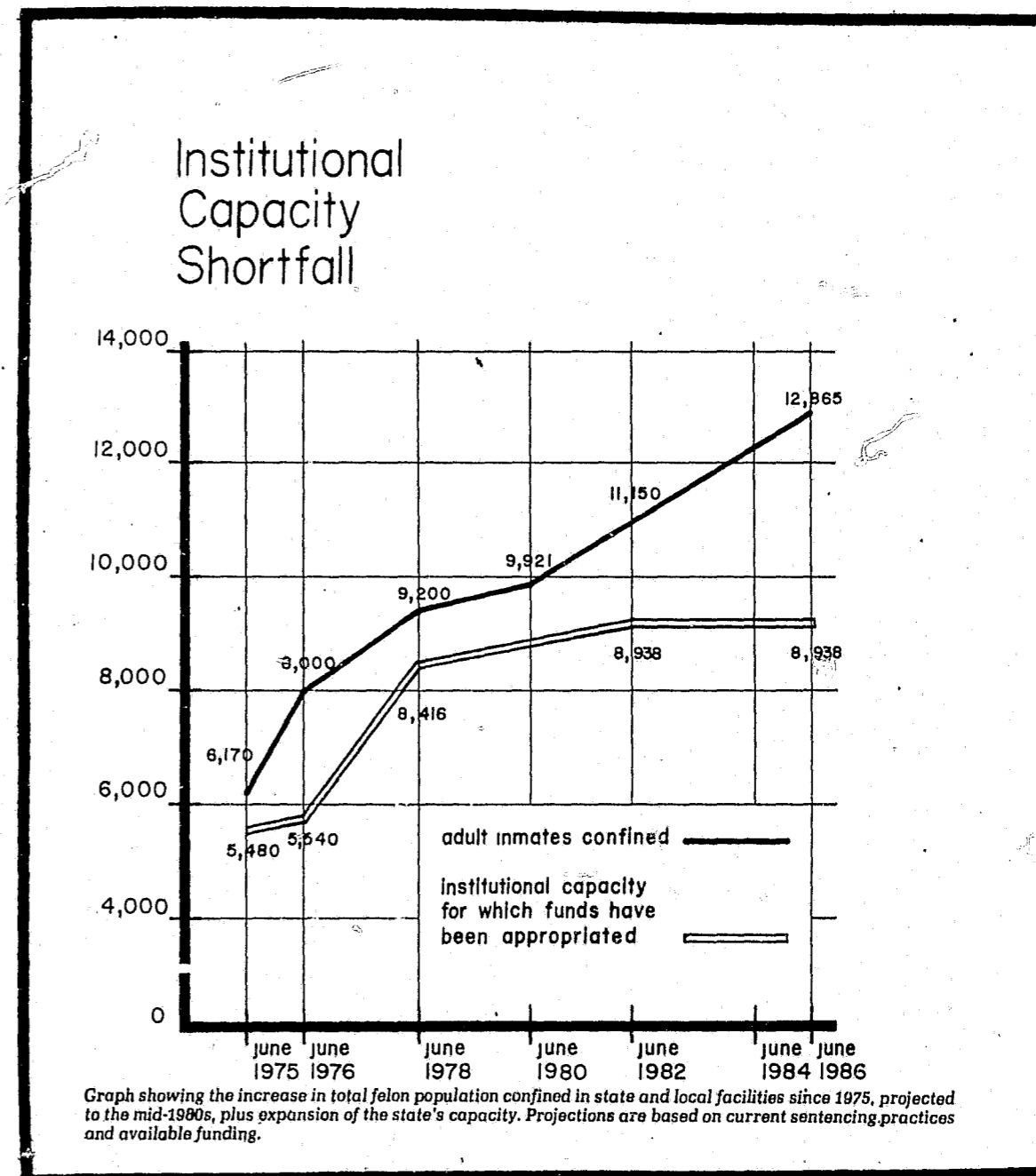


Exhibit 72: Statistics Presented in Line Graph Form  
 (Source: Virginia State Department of Corrections)

applied to the agency. With this information, readers can make better interpretations of data and can compare with figures from other state correctional agencies.

Where to place statistical information in the annual report may be a question for some agencies. Placement can vary according to the objectives of the information and the type or length of the statistical data. A small amount of data such as a few figures may be incorporated into the narrative and not listed in a table or chart. Other, more complete entries such as tables and charts may be integrated with the narrative or they may be included as a separate section of the report. Integrating the statistics with the accompanying text allows for continuity of the subject being discussed (if there are not numerous statistical entries), but it hinders comparisons with data from other sections of the report. A separate statistical section is an advantage if a major emphasis is placed upon statistical information. Persons using the data for research do not have to search the entire publication for the required data.

#### Make It Interesting

"A publication, like a person, evokes much interest when it is interesting" (Toros, 1978, p. 31). Too often the people responsible for the annual report all but ignore it. Their only concern is to publish the minimum information required of the agency.

There are many techniques for making the report interesting. Many of them have already been discussed, i.e., the selection of content and format techniques. Other methods have been used which, although not directly relating to correctional information, nevertheless increase the appeal of the report for the reader. The Office of Correctional Services in South Dakota inserted drawings of birds and quotations from noted criminal justice contemporaries as an interesting feature of their annual report (see Exhibit 63). A more unusual approach was that of the Health Planning Council of Central Virginia. Their 1980 Annual Report was a calendar.

#### Design it to be Handsome, Inviting, Individual

To make an annual report as informative as possible to as many audiences as possible may be asking too much of the budget. It can indeed be a real challenge to the creativity of the agency.

Good use of photographs, graphics, and artwork is usually the key to an attractive report. In the business field, it has been noted that "the pictures, captions, and text headlines are the best 'read' parts of the report after the cover, financial highlights, and president's letter" (Shapiro, 1974, p. 11). Corrections should take advantage of the benefit which these techniques can bring to the annual report and include more visual features.

Artwork is probably the least common eye appeal item used in correctional reports. Paintings by the inmates or artwork especially created for the report are an excellent means of providing a transition between report sections. Graphics used to present statistical information can also be used to add interest to the report.

Photographs are probably the most popular and best known means of adding artwork and eye appeal to the annual report. In fact, for many readers, especially those with little time for reading annual reports, photographs may be the primary source of information about the agency.

There is some debate about color versus black-and-white photography. A look at business' annual reports shows how effective and eye-catching color photographs can be. Color may be better for creating mood and carrying a message, but there are also disadvantages. The biggest disadvantage is cost. However, another negative effect for a non-profit organization is the possible reaction of audiences if the organization appears to be spending "too much" money on the annual report (Rimer, 1975, p. 24). Some observers might question the appropriation of money for an elaborate publication instead of for new programs. On the other hand, management can appear inept if its publications are crude. A balance must be struck between the two extremes, and

in the case of photography, black-and-white photographs are a good compromise.

The quality of the photograph is obviously important. Dark, fuzzy, off-center photographs or those with the subject a long distance from the camera will certainly create an unfavorable impression of the agency. It may not be necessary to hire a professional, but hopefully, the agency can do better than using a pocket camera. Someone in the agency, either an employee or an inmate, may be an amateur photographer. The agency may also want to use pictures which have appeared in newspapers in the past year. If a file is kept on these news articles, it may be possible to obtain the prints from the newspaper (Koestler, 1969, p. 56).

Photographs commonly used include administrative officials, facilities, and other general views of agency operations. The use of informal, candid pictures of the officials at work rather than a formal pose may communicate the concern of administrators for the total operation and for the people affected. A view of the facilities should do more than just show a building; it should demonstrate the function of the facility. The same principle holds for general views of agency operations. "Annual report photos should all be natural and alive, showing real people and being true" (Shapiro, 1974, pp. 12-13). However, before using pictures of inmates, the agency should consult its legal counsel to determine if such photographs constitute an invasion of privacy.

The number of photographs and the placement on the page calls for balance. Too many pictures crowd out narrative; too few make for an uninteresting presentation. Varied sizes of photographs can also contribute to the appeal of the publication.

#### See That It Has at Least One Central Idea

Using a central theme for the annual report is an idea common in business but not found often in correctional reports. The planning and creation of an annual report is a great deal easier if there is a theme to build on, but finding such a common denominator may be easier in business than in corrections.

Harrison Goff of the Allendale Mutual Insurance Company provides some guidelines to follow if a theme is followed in the annual report.

- Make certain that your theme is transferable and relevant to a dramatic and visually exciting concept.
- Make certain that you did not have to "reach" for your theme--it must be a natural.
- Make certain that you have a hard-nosed devil's advocate to help you guard against holes in your logic before it has to meet the test of top management approval.
- Make certain that your introduction of the idea to management is a full-fledged presentation. This approach must rely on sincerity and relevance--and you've got to prove it (Goff, 1977, p. 28).

The titles below are examples of themes which the Illinois Department of Corrections and the New York Department of Correctional Services have used in recent years:

"Overcoming 150 Years of Neglect"  
(Illinois Department of Corrections, 1978)

"Moving Toward Accreditation"  
(Illinois Department of Corrections, 1979)

"Humanizing the System"  
(New York State Department of Correctional Services, 1977)

"Toward a Safer Society"  
(New York State Department of Correctional Services, 1978)

#### Don't Be Afraid of a New Idea

Too many correctional agencies use the same format for their annual report year after year. If an evaluation shows that the report is fully informative, interesting, and satisfies the needs of a wide range of readers, then a commendation is due that agency. However, before settling into a complacent policy of no change, the agency should take a critical look at their information objectives and the needs of their readers. Should this evaluation show some dissatisfaction or room for improvement, the agency should consider revising the report.

New ideas can be obtained from numerous sources: other correctional reports, business annual reports, magazines, art



books, etc. Many of these can be adapted to correctional needs. Some unusual approaches in format include the Minnesota annual report which simulates a news magazine. The narrative is interspersed with short features, photo spreads, essays, commentaries, highlights of significant events and issues.

A question and answer format is one of the most efficient means of dealing with a wide variety of topics in a limited amount of space. Joseph J. Graves, Jr. listed a number of advantages for this format:

- It provides a means of acquainting the audience with management.
- This can help establish a one-on-one relationship between the reader and the agency's decision maker.
- Helps make a quick transition from one topic to another.
- More information is provided in less space.
- Can address problems and explain gray areas of organizational policy.
- Bolsters the agency's credibility by answering critical in-depth questions (Graves, 1975, p. 18).

This approach can backfire if the administrator provides his own questions rather than finding out what the readers really want to know. Questions should be obtained from a wide variety of audiences and should deal with a wide range of topics. These questions should be collected throughout the year to avoid a last-minute rush and an inadequate selection of questions.

#### Supplements to the Annual Reports

The annual report is a necessary but costly publication. Because of the expense, the agency may hesitate to distribute the report to those readers whose information needs are limited to one section or one type of data from the report. An alternative is to publish one or more smaller "mini-publications" designed to answer the most frequently asked questions.

This supplementary information can be presented in such publications as:

- Answer Sets--The agency's response to common public inquiries can be quickly assembled into "answer sets" from specific data which are kept available for distribution. A series of form letters, brochures, pamphlets, etc. can be maintained from which responses to specific inquiries can be selected by the staff and sent to the individual making the request.
- Booklet--A stitched pamphlet of eight or more pages, usually with a cover; it is ordinarily small enough to be carried in a pocket. It can contain a brief overview of the agency with a summary of basic statistics about the operation.
- Brochure--This is a larger, more impressive booklet such as anniversary books or histories usually produced for a special occasion or on a particular theme.
- Fact Sheet--Usually a single sheet or a few pages which contains condensed detailed background information and data about the agency. This information includes summaries of demographic information about the inmates, financial information and information pertaining to the divisions and the facilities of the agency.
- Leaflet--A thin printed booklet, perhaps a single sheet folded once. A leaflet usually has a specific message or special theme.
- Newsletter--A publication usually 8½ x 11 inches that goes periodically to a specific audience to convey news, opinion, or other information. It usually consists of four pages, but can be more.
- Pamphlet--Similar to a leaflet, though often containing more pages.
- Welcome booklet--This is an informative booklet designed to orient visitors. This can provide a good first impression of the organization (Nelson, 1978, pp. 538-542).

When less comprehensive data are required, these smaller publications have several advantages over the annual report.

- Production Cost--An obvious advantage is the much lower cost of a one-page folder compared with that of the annual report.
- Mailing Cost--With information in a smaller package and weighing less, a great deal of postage is saved. If the booklet is a self-mailer, there is added savings since no envelope is needed.
- Ease of Development--There often is no need for extended research to assemble this type of information. For example, an information sheet about the various prison units can be developed from information currently available requiring only that it be retyped in booklet form and reproduced.

- Use Over Extended Periods--Since some information does not change over an extended period of time, it will be possible to use the same publication over several years with no need for revision.
- Ease in Updating--When it does become necessary to update the contents, the changes are usually minor and can be made without a major investment in time or money.
- Avoid redundancy--Some information can be eliminated from the annual report if it is available in other forms. For example, historical information and a description of the physical facilities are good subjects for small informational handouts.

These "mini" publications can benefit the agency in other ways as well. The ready supply of conveniently sized and easy to produce data sheets will contribute to the communication flow between the agency and the public. Staff is more capable of quickly responding to more inquiries, and an increasing proportion of the public will become aware of correctional information. Even many ad hoc requests can be satisfied with a leaflet or small fact sheet. Visitors, potential employees, school groups, etc. can all be supplied with basic information about the agency and its function.

APPENDIX A

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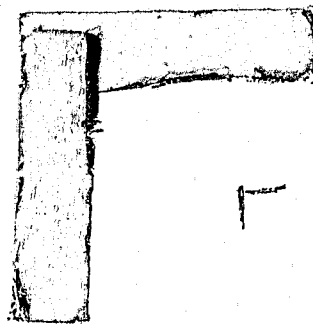
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