

CORRECTIONAL ADMINISTRATORS' SOURCE BOOK

**Summary of National and Four Regional Training
Institutes for Correctional Administrators**

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and Assistance, U. S. Department of Justice**

**Sponsored by
AMERICAN CORRECTIONAL ASSOCIATION**

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TABLE OF CONTENTS

	Page
PREFACE	1
INTRODUCTION	5
NATIONAL INSTITUTE FOR ADMINISTRATORS	
<u>SECTION I</u>	
Welcoming Address	14
Keynote Address	17
Opening Session	23
Defining the Objectives of a Modern Correctional Program	28
New Resources for Modern Correctional Systems	35
New Concepts of Treatment	40
Research, Demonstration & Pilot Projects	46
Preliminary Findings - Ford Foundation	52
Law Enforcement Assistance Act	56
Summary by Honorable Nicholas deB. Katzenbach	59
Measuring the Effectiveness of Correctional Programs	61
Role of Management in Introducing Change	68
Legal Implications of Prisoners' Rights	74
Evaluation Panel Report	87
Future Plans for Training Institutes	91
Summary Report	94
REGIONAL INSTITUTES FOR WARDENS AND SUPERINTENDENTS	
<u>SECTION II</u>	
<u>OPENING SESSION</u>	
Western Region	103
Northeastern Region	106
Southern Region - Keynote Speech	110
Central Region	115

TABLE OF CONTENTS

	Page
<u>SECTION III</u>	
DEFINING THE OBJECTIVES OF A MODERN CORRECTIONAL INSTITUTION AND THE ROLE OF THE WARDEN OR SUPER- INTENDENT	
Western Region	123
Northeastern Region	126
Southern Region	131
Central Region	137
<u>SECTION IV</u>	
NEW RESOURCES FOR CORRECTIONAL INSTITUTIONS	
Western Region	145
Northeastern Region	156
Southern Region	161
Central Region	164
<u>SECTION V</u>	
NEW CONCEPTS OF TREATMENT IN CORRECTIONAL INSTITUTIONS	
Western Region	168
Northeastern Region	173
Southern Region	177
Central Region	185
<u>SECTION VI</u>	
ROLE AND CONTRIBUTION OF RESEARCH FOR CORRECTIONAL INSTITUTIONS	
Western Region	191
Northeastern Region	194
Southern Region	197
Central Region	202
<u>SECTION VII</u>	
PRESIDENT'S COMMISSION ON LAW ENFORCEMENT AND THE ADMINISTRATION OF JUSTICE	
Summary of Sessions at all Institutes	206

TABLE OF CONTENTS

	Page
<u>SECTION VIII</u>	
THE ROLE OF THE WARDEN OR SUPERINTENDENT IN INSTITUTING CHANGE	
Western Region	213
Northeastern Region	216
Southern Region	220
Central Region	227
<u>SECTION IX</u>	
IMPLICATIONS OF RECENT JUDICIAL DECISIONS RELATIVE TO PRISONERS' RIGHTS	
Western Region	233
Southern Region	237
Central Region	249
<u>SECTION X</u>	
ADVANTAGES OF A PROGRESSIVE CLASSIFICATION PROGRAM	
Northeastern Region	254
<u>SECTION XI</u>	
EVALUATION OF THE INSTITUTES	
Western Region	258
Northeastern Region	261
Southern Region	264
Central Region	267

APPENDIX I

	Page
NATIONAL INSTITUTE	
Program	A -2
Participants	A-11
Recorders	A-14
Attendees	A-15
Observers	A-17
WESTERN REGIONAL INSTITUTE	
Program	A-18
Participants	A-23
Attendees	A-25
Observers	A-27
Recorders	A-27
NORTHEASTERN REGIONAL INSTITUTE	
Program	A-28
Participants	A-34
Attendees	A-36
Observers	A-38
Recorders	A-38
SOUTHERN REGIONAL INSTITUTE	
Program	A-39
Participants	A-44
Attendees	A-46
Observers	A-48
Recorders	A-48
CENTRAL REGIONAL INSTITUTE	
Program	A-49
Participants	A-54
Attendees	A-56
Recorders	A-59

APPENDIX II

STUDY OF CURRENT ORGANIZATIONS AND PROGRAMS
IN THE FIELD OF CORRECTIONS

Page

B-1

SOURCE BOOK FOR CORRECTIONAL ADMINISTRATORS

VOLUME ONE

1966 National & Regional Institutes for Correctional Administrators

PREFACE

A major difference between a field that is an art and one that is a science may be found in the degree to which information, techniques, data and knowledge are mutually exchanged, developed and shared. There are "secrets" to an art which are jealously guarded by those who possess them in order to avoid the possibility of a competitor obtaining the private information or know-how. Only when, in any given field, the practitioners shared knowledge, and systemized not only the knowledge but also the sharing process, did that field become a science. The field of corrections, so long an art, has embarked upon a process of metamorphosis in which it is changing into a science as well as an art. A manifestation of this change, and a stimulus for further change, was the convocation of a national and a series of regional institutes for correctional administrators. It is the purpose of this Source Book for Correctional Administrators to compile, set forth, and share the content of these institutions. This Source Book is an attempt to partially fulfill the requirement for a systematized process of data dissemination, and for the sharing of the best available knowledge and thinking.

We call this "Volume One" as an expression more of hope than of fact. We cannot now guarantee that there will be subsequent volumes which would cover additional and adjunctive topics and concerns. The compilation of future volumes depends upon the availability of funds and, presently, no such funding exists. There was a time when there were no real grounds for hoping that institutes on a national and regional level could be convened, as they were in 1966. Indeed, years of hopes and dreams preceded the event. This is equally true of this Source Book which reports on the content of these institutes. But, having accomplished this once, there are now sounder grounds for hoping for more and better. A precedent has been set which puts a new face on the future.

The institutes, themselves, and this Source Book, were made possible by a grant of funds by the Law Enforcement Assistance Office of the United States Department of Justice to the

Research Council of the American Correctional Association. The National Institute was planned jointly with the Correctional Administrators' Association, while the Regional Institutes were planned in cooperation with the Wardens' Association of America. Both of these professional associations are affiliates of the American Correctional Association. The National Institute for Administrators of State Correctional Systems was held February 19-23, 1966, at the University of Maryland. There were four separate Regional Institutes for Wardens and Superintendents of Correctional Institutions: The Western Regional Institute, May 4-7, 1966, held at Enumclaw, Washington (University of Washington); the Northeastern Regional Institute, May 31-June 4, 1966, held at Pennsylvania State University; the Southern Regional Institute, July 17-21, 1966 held at the University of Georgia; and, the Central Regional Institute, October 3-7, 1966, held at Carbondale, Illinois (Southern Illinois University). The administrators and faculty of these five universities are due special appreciation and recognition for their aid, services, and goodwill support that contributed so greatly to the success of the institutes, and presenting yet another demonstration of the growing relationships between the correctional field and the academies of higher learning.

The organizational style of this volume was designed to convey to the readers a picture of the national scope attendant to the topics that were the back-bones of these institutes. We could have chosen to organize this material by institute, presenting the material of each institute apart from the material of the other institutes. We rejected that form of presentation in favor of organizing the material according to topics. Inasmuch as the topics were the same in each of the four regional institutes, this gives the reader the chance to compare and contrast the expressions of each of these regions on a topic by topic basis, a far more specific method of comparison than one which is based upon the entire content of each regional institute. The National Institute for Administrators of State Correctional Systems is presented as a separate unit and entity primarily because the national picture cannot and should not be confused with the regional. The National Institute was the keystone on which the regional institutes were based. In the material that follows, the National Institute is presented first, and the regional material is then presented topic by topic. Under each topic will be found what each region had expressed, and these regional expressions are given in the same chronological order in which the regional institutes took place: Western, Northeastern, Southern, Central.

It is not possible to list the names of all those who made these institutes and this book a reality. Quite literally, there were hundreds of persons who contributed in one manner or another, and the contribution of each is highly valued and esteemed. The names of the participants in these institutes, as well as the names of the recorders, may be found in the section of this book which immediately follows the title page. The names of those who attended these institutes are listed in the appendix.

The contents of this source book concern themselves only with the material that was formally presented at the various sessions. What is not included in this book are the several hundreds of informal discussions and interchanges of ideas that took place in hallways, corridors, meal times, leisure hours and, subsequently, in the exchange of mail. The pooling of information and ideas, both formally and informally, is not a cumulative process in which the ideas of 50 people are merely added one to the other. In an atmosphere that is supercharged by ideas that carom off of each other, there is created a stimulus which produces ideas that would otherwise not have been born. Through the impact of idea upon idea, an interaction occurs which can bring the thinking of individuals and of groups to heights that only the rarest of persons working alone could achieve, and then only infrequently. It was this atmosphere which pervaded these institutions and, even weeks and months later, letters and phone calls are being received and exchanged which indicate that ideas and actions still flow from the stimulus of these institutes.

As a further aid to this interaction, several steps were taken in the manner in which the sessions were structured and organized. One of these steps was to hold each workshop in a separate self-contained facility unto itself. This provided maximum opportunity to generate intensive concentration free of distractions and diversions. Other steps that were taken are described in the body of the material which follows.

The President of the United States, Lyndon B. Johnson, in his Special Message of March 9, 1966, on Crime and Law Enforcement in the United States, stated, "Even seeking the most imaginative reforms, however, underscores a fundamental truth: How well a job is done depends on the training and the ability of the men who do it." Ultimately, therefore, a major purpose of these institutes and this Source Book which records them, will be well served when this material will find translation into training programs for staff, and as a resource for administrators seeking

guidance from the expressions of fellow administrators. This book, therefore, in keeping with President Johnson's message, seeks to aid in the development of ideas and methods, the systematized dissemination of this material, and the enhancement of both the training and abilities of the men and women of the correctional field so that a better job gets done.

Mr. Ellis Grayson, Program Coordinator of the Crime Prevention Association of Philadelphia, and consultant to the American Correctional Association, is the editor of this Source Book. The manuscript for offset printing was typed by Mr. William K. Ryan, Secretary, Membership and Research, American Correctional Association.

INTRODUCTION

The years of 1965 and 1966 will go down in history as one of the major bench marks in the history of correction. For the first time there is a gigantic upsurge of interest in improving the correctional services. This interest was expressed by President Johnson in speeches, by Congress in passing legislation, and by the public as reflected in opinion polls.

Many examples of action by public officials and citizens have been observed throughout the country. Opinions frequently expressed concern in the desire to prevent and reduce crime, and to improve correction services so that the offenders would re-enter society as tax-payers, rather than tax-users, as constructive citizens instead of anti-social individuals.

This upsurge of interest presented a welcome challenge to the correctional administrators and to all individuals directly or indirectly identified with correctional systems. For years, many had hoped for this climate of interest. The challenge was eagerly accepted, and planning as to how to meet the goals started immediately.

The first step was to analyze what had happened in the past in order to take advantage of the successes and benefit by the failures.

The last major movement in the correctional field occurred in the 1930's. During this period the Federal Bureau of Prisons was organized and programs of individual treatment using the vehicle of classification were introduced. Professional staffs which included psychiatrists, psychologists, social workers and sociologists were employed in the correctional institutions. The aim was to study the individual inmate and make recommendations relative to security, training and employment in accordance with the needs revealed by the professional studies.

The classification process represented a major contribution because it stressed the importance of the individual inmate, rather than considering him as part of the mass. Considerable information about individual inmates was secured; the importance of the correctional staff was emphasized; and the needs for improvements in institutions were indicated. However, the classification program did not prove to be as effective as the designers had hoped.

A major factor which retarded the success of the classification program was the lack of communication and training prior to the introduction of the program. The correctional administrators did not fully understand the program and many instituted it because it appeared to be the "right thing to do". Little or no attempt was made to inform or train the correctional personnel as to the philosophy, purpose or procedures of classification. The few training programs gave maximum emphasis to custody and little or no attention to treatment.

Since the classification program was a new technique, there was little experience and the trial and error methods frequently had to be used. Frequent changes and a lack of definite direction added to the confusion.

Unfortunately, there was created a chasm between the professional and correctional staffs which resulted in a serious impediment to the classification program. Evidence of this schism can be seen today in many correctional institutions throughout the country. The second major hindrance was the lack of educational, training, and employment opportunities within the institutions which would guarantee a follow-through of the recommendations. In many states, little or no planning, short or long range, occurred to make certain that the necessary physical plants were built and personnel needs were fulfilled.

Research geared to evaluating and testing the effectiveness of the program was practically non-existent and, as a result, changes were based on subjective judgment or crises. In other words, the correctional administrators had to "fly by the seat of their pants".

On the basis of these facts, past experience indicates clearly that the introduction of new techniques and methods must start with the command level. The state administrators must be informed and knowledgeable about the new methods and techniques and must have an opportunity to evaluate them in consultation with others with the same responsibility. Old laws must be changed, or new laws must be enacted, and plans must be formulated for the inauguration of the programs.

In order to implement change, to meet the challenge, and to assure the maximum amount of success and effectiveness, the American Correctional Association, through its Research Council secured the first grant under the Law Enforcement Assistance Act.

The purpose of this grant was to hold a National Institute for Correctional Administrators of State Systems and four Regional Institutes for Wardens and Superintendents of Correctional Institutions.

The National Institute was held at the University of Maryland at College Park, Maryland, from February 19th to 23rd, 1966. There were in attendance commissioners or directors of state correctional systems from 33 states. The sessions started at 8:30 a.m. and frequently terminated at 9:30 p.m. It is significant that the days included in this Institute were Saturday, Sunday and Washington's Birthday. The meetings were conducted on a workshop basis with the maximum amount of participation from the correctional administrators in attendance.

The keynote address was given by Mr. Myrl Alexander, Director of the Federal Bureau of Prisons and the subject was The Current Upsurge of Interest and New Developments in Corrections. This set the tone for the entire Institute.

Other sessions dealt with the function of the State Correctional Department and the Role of the State Administrator. Additional sessions dealt with a discussion of the new resources in corrections available in the community including other departments, citizens organizations, sectarian and civic groups.

Considerable discussion was held relative to the new techniques and concepts of treatment in the correctional institution. This included consideration of such new developments as the continuum of treatment which involves all personnel, both custodial and professional. Also included was the concept of treatment teams, which breaks down the traditional classification committee into a number of teams so that more inmates will have personal contact with the professional representatives. The teams include both custodial and professional staff. The importance of a therapeutic climate within the institution, work release, furloughs and other new methods were discussed in this workshop and were frequently referred to in other workshops.

The role and place of research in a state correctional system was discussed at length, and the various aspects and needs to which research might make a contribution were identified. It was stressed that administrators need evaluative research in order to be able to test the validity of the various programs and in order to plan long range programs and capital investments.

A very interesting session dealt with the role of the state administrator in instituting change. It was brought out that the problems faced in the correctional field by the administrators were not a great deal different from those faced by administrators and executives in industry and in business. Also stressed was the responsibility of command in initiating change.

Another area of exploration related to the recent court decisions as they effected administrative policies and procedures. These sessions dealt with subjects which involved the rights of the inmates, the availability of legal reference material, the problems presented by the various religious groups who desire to hold religious meetings, and issues involving medical treatment. There was an interchange of experience among the various states relative to court cases and the importance of judicial decisions.

The National Institute was addressed by the then Attorney General, Nicholas deB. Katzenbach, who gave his reaction to the current attitude of the public concerning improving correctional services. He also indicated his interest as Attorney General and stressed the role of the Department of Justice in helping to improve correctional services.

One of the sections included representatives from various Federal Departments which had manifested an interest in the correctional field by making funds available for the grants and demonstrations. Also at this meeting was Mr. Christopher Edley from the Ford Foundation who reported on the activities of private foundations, especially the Ford Foundation, in the improvement of correctional services.

It is impossible to give a specific evaluation of the effectiveness of the Institute, but there are plans to have a follow-up technical evaluation which will give specific facts. However, some definite, positive results are already apparent. One of the members of the group indicated that at College Park a new prospective was received by many of the state administrators. He likened it to the launching pad in Florida where the rockets have a countdown, and the College Park meeting, he said, represented a launching pad from which there was a countdown on the launching of the new movement in corrections.

Since that meeting some of the states have passed laws dealing with the new procedures such as work release, educational release and furloughs. Other states have stepped up their

programs of vocational and staff training, and there is definite evidence that some states are checking their building programs in light of the new developments.

In attendance at the meeting were administrators with many years of experience and there were approximately five who had one year or less. In fact, one man had not yet reported to his new position and his state had approved his attending the meeting prior to reporting for duty. This was the first time in the history of the country that such a meeting was held. Improved transportation has reduced distance, and improved correctional services in one state affect many states. This emphasizes the importance of a close working relationship between states. The National Institute made it possible for the state administrators to discuss and begin planning along parallel lines of thought so that their experiences could be shared with each other. This should result in corrections having a more unified and systematically scientific approach.

The Western Regional Institute, held at Crystal Mountain in the State of Washington from May 4 to 7, 1966, was the first of four Regional Institutes. In attendance were wardens and superintendents from all states west of Colorado, with the exception of Arizona and New Mexico. There were two superintendents from Alaska, one from Hawaii. Two Canadian wardens from the Province of British Columbia attended as observers.

The format of the workshops was comparable to that outlined for the state administrators, with the application of the subject matter to the warden and institutions. The importance of command in following through the various programs was emphasized, and the relationship between the command post of the warden and that of the state director was freely discussed.

Like the National Institute, the Regional Institute was conducted on the basis of workshops and the interchange among the members was very stimulating and objective. At the meeting at Crystal Mountain there were 37 wardens and superintendents in attendance.

The second Regional Institute was held at the Nittany Lion Inn on the campus of Pennsylvania State University from May 31st to June 4, 1966. Thirty-four wardens and superintendents from all the northeastern states, including the District of Columbia were represented. Like the meeting previously mentioned in the State of Washington, the exchange of ideas and the interchange of experiences was very noteworthy. Favorable comments were

expressed about the opportunity of getting acquainted with superintendents and wardens in adjacent states.

The third Institute was held at the University of Georgia at Athens from July 17th to 21st, 1966. In attendance were 37 wardens and superintendents representing all of the southern states with the exception of Arkansas. The same fine spirit of cooperation was in evidence and there was indicated a real desire that additional workshops be made available in the future. One of the techniques which was used at the institutes was the basic requirement that no two people from the same state or same system were permitted to sit together either at meals or at the workshop meetings. This provided opportunity for superintendents to get to know one another, and it proved to be very effective.

In all the wardens' institutes, the potentials of the Law Enforcement Assistance Act were discussed. Also a report was given relative to the interest, activities, and planned report of the President's Commission on Crime and the Administration of Justice.

The last Regional Institute was held for the Central States in Carbondale, Illinois from October 3rd to 7th, 1966. This was carried on in cooperation with the Southern Illinois University. At this meeting, in addition to wardens from the central states, wardens and superintendents from other states, who for some reason were unable to attend the meeting held in their regions, were invited. A total of forty-five wardens and superintendents attended.

The Regional Institutes were the first times in the history of the country that the wardens and superintendents of the various states had met together in a workshop setting and discussed problems and procedures, new developments and techniques. In all four workshops the subject matter followed the same pattern and in some cases the same discussion leaders were used in two or more institutes.

Conclusions:

(a) There was a unanimous feeling of the state administrators and the wardens and superintendents that these institutes were the most beneficial they had experienced.

(b) There was unanimous feeling that such workshops should continue, and that future workshops might include opportunities for discussing ways and means of implementing the new methods, procedures and techniques.

(c) There appeared to be an agreement that the uniform use of subject matter gave a unity of discussion across the country and when wardens meet in subsequent conference, such as the regional wardens meetings or the Congress of Correction; there would be improved communication as a result of their participating in the Regional Institutes.

(d) The regional meetings provided an excellent opportunity for observing the various problems which exist in the different sections of our country. What might be a positive impact in one section of the country might be negative in another. The need for a thorough understanding and knowledge of the specific problems presented by the regions is definitely essential for national planning and for an understanding of the total field of corrections in this country.

(e) The importance of command taking initiative in instituting change was accepted by both the state administrators and the wardens and superintendents.

(f) The importance of having an intensive program with both professional and correctional personnel was agreed upon. It was hoped that this would make possible not only the introduction of new techniques and methods, but also would tend to reduce the existing areas of disagreement between the two groups.

(g) The importance of research, on both the institutional and the state level, and the responsibility of administrators in supporting, understanding, directing and participating was a major consideration.

(h) In selecting locations for the Institutes, an attempt was made to hold them on or near a university campus. Graduate students were used as recorders and university professors participated as discussion leaders. This resulted in a better understanding of the potentials of the university by the correctional administrators. It also brought to the attention of the universities the importance of helping to improve the correctional services.

The methods used in planning the Regional Institutes was a close working relationship between the Research Council of the American Correctional Association, The Wardens Association of America, and the Regional Wardens Associations. On the national level, the Institute was planned in cooperation with the Correctional Administrators' Association. The method used in planning

programs demonstrated that team relationships are essential in the total field of corrections in order that progress be made and advantage be taken of the upsurge of interest in improving the correctional services.

The reason this Book is in a loose-leaf binder is because we hope to issue supplementary material such as follow-up evaluation, etc. This material will be punched so that it can be added to the appendix of the Book.

The writer would feel remiss if he did not exercise the editorial privilege of making some personal observations. Having attended all sessions of all Institutes, both National and Regional, he was impressed with the caliber of administrative leadership on both state and institutional levels of correctional services. The depth of the discussions, the sincerity of interest, the desire to improve the correctional services characterized all the meetings. With this type of leadership there is no doubt that the next decade will be the most productive in the history of corrections.

E. Preston Sharp, Ph.D.
General Secretary
American Correctional Association

SECTION I

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

February 19-23, 1966

Sponsored by the Research Council
of
American Correctional Association

in cooperation with
Correctional Administrators Association

Center of Adult Education - University of Maryland

College Park, Maryland

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

OPENING SESSION

WELCOMING ADDRESS

Harold V. Langlois, President
American Correctional Association

During the year 1965 Federal Legislation of a broadly significant nature became law. The Correctional Rehabilitation Study Act, the Rehabilitation of Federal Prisoners' Legislation and the Law Enforcement Assistance Act all brought into sharp focus the wealth and the vast national influence of the federal government in a long overlooked and long overdue area of public service. The Rehabilitation of Federal Prisoners Law established the backbone for Director Alexander's philosophy of crime and the criminal to a marked degree.

The furloughing of prisoners, the "confinement in-work out" aspects of legislation, and other ramifications, are serving now and will serve to an even greater degree in the months ahead as forerunners to similar legislation in various states throughout the country. Already, legislation has been prepared and has been introduced in our own State of Rhode Island permitting work release. The Correctional Rehabilitation Study Act, appropriating \$2,100,000 for some two and a half fiscal years ahead, to study the problems of education and the ramifications thereof in the correctional field will produce in the immediate years ahead a solid scientific professional foundation upon which the professional field can base an ever-forward moving program for the treatment of crime and the offender. This kind of legislation removes, to a great extent, the "trial and error" method of dealing with the prisoner. It reaffirms, underscores and illustrates the emphasis on the behavioral sciences as the hub, nub, and center of sound professional practice.

The Law Enforcement Assistance Act which, by the way, prompts and permits our attendance and collective association and study here at College Park, Maryland, for the next few days, appropriates the sum of between \$7,000,000 and \$11,000,000 for this, and for each of the next two fiscal years, for assistance in training state and local law enforcement officers and personnel

and to improve capabilities, techniques, and practices in these same areas. The Act directs attention to prevention and control of crime and correctional remedies in areas unexplored, needs unmet, and experimentation wanting, but never tried, in working with people whose attitudes, behavior and outlook have been, and are, extremely negativistic in content, thought and action.

These are most exciting times. They call for an exercise of immediate response on your part and dictate a demand note that you, as leaders in the correctional field, commit yourselves to carrying out the philosophies embraced therein, and to translating such lofty objectives into action through program development and community interpretation at a grass root level.

What can you do? How can you do it? When can you do it? I submit you can begin now -- you can do it right away and you can commence through mutual cooperation from state to state, program to program, and director to director. I lay before you a suggested target goal, through the possible instrumentality of the American Correctional Association, of developing a correctional compact embracing all fifty states which would permit the exchange of prisoners, the inter-change and exchange of paid personnel for training purposes, and the pooling of such resources for the common correctional good as may be indicated and needed. I would suggest as a tie-in with the Law Enforcement Assistance grant, presently enjoyed by this Association, that the purposes of the coming Regional Wardens and Superintendents Institutes consider, among other things, the regional development of such contractual relationships as a compact would provide.

Two such areas of the country already have compacts permitting the exchange of prisoners. Only last week, I received a letter from a mother and housewife in Rhode Island whose husband is serving a sentence in New Jersey. She inquired about the possibility of his transfer to our state so that he might be near her and the children during the service of his sentence. The matter of exchange of prisoners is not one of personal accommodation to the prisoner and his family alone, although this has certain salutary benefits. It is one of common sense, permitting an individual to be located in an area where he is planning his immediate future life.

Work release programs, furloughing, "vocational training out-live in" programs in the correctional field can be far better accommodated through the existence of such a compact. The breaking up of institutional gangs, the ability to transfer prisoners who have created extremely dangerous social living situations

for themselves while under confinement, permit for greater harmony in a culture, such as a prison setting, already strained and unnatural for man and his needs. The matter of interpreting and selling such a program rests with you. You are the leaders who must understand and accept -- yes, and want such programs.

Therefore, during the next few days of deliberation, examine in depth, ask with candor, and respond with the keenness of intellect and the fullness of the disciplined minds you possess to the questions and problems within the correctional field that shall be analyzed, discussed and reviewed.

In behalf of the American Correctional Association, I welcome you, the Correctional Administrators, to College Park, Maryland, to the first and most unique conference yet called by this Association in cooperation with the Correctional Administrators' Association, the Research Council of the American Correctional Association, as made possible by the Office of the Attorney General of the United States through the Law Enforcement Assistance Act. May your deliberations be weighty, yet fruitful; may your conclusions be sensitive to the needs and problems in all areas of this great nation, and may you return to your respective locales and continue, through translation into action, that which will be developed here.

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

OPENING SESSION

KEYNOTE ADDRESS

Myrl E. Alexander, Director
United States Bureau of Prisons

At no time in history has so much attention been focused on the problems of crime and delinquency. One need only pick up the morning paper or listen to a news report to see the interest devoted to this subject. We are continually being reminded that our highly developed country has the highest incidence of crime in the history of modern civilization.

Looking back into the past, we find that the concern with crime and other forms of anti-social behavior is by no means a new phenomena. Throughout history, these problems have plagued philosophers, lawyers, teachers and laymen. Various methods and means of dealing with offenders have been attempted. Jails and other forms of detention have been in existence for centuries. Until recent times, however, they were primarily a place of detention until some other form of punishment could be used. In early days the most common forms of punishment were execution, mutilation and corporal punishment. Later, public ridicule and scorn were used in attempting to solve the crime problem. One could go on at length and develop an elaborate list of the various forms of punishment that man has used in attempting to solve this problem. We know from history that virtually all of them were unsuccessful in stopping or effectively deterring criminal behavior.

Imprisonment as a means of dealing with a problem is a relatively new concept. It is interesting to note that it has been only during the last 200 years that society has used this means in attempting to solve the problem.

During the latter part of the 18th century, a group of Quakers in Philadelphia conceived a new use for prisons. Stemming from the same humanitarian approach that carried them into other areas, the Quakers became convinced that offenders could be redeemed in the sight of man and God only if they were placed

in solitude. While there, they could read the Bible, pray, meditate on their sins, and as a result they could reconstruct their lives.

It was through the persistent efforts of the Quakers that the old Walnut Street Jail in Philadelphia was converted into an institution where offenders could reach a state of penitence. This was the origin of the word "penitentiary", a word which we still use today. In the institution, offenders were confined in small single cells and isolated from each other and from the outside world. The only personal possession in the cell was the Bible.

While this plan developed by the Quakers may have resulted in a redemption of some offenders, it is certain that many more deteriorated both physically and emotionally. Some became completely insane. From this and other experiments, we have learned that man is basically a social creature who cannot endure long periods of isolation.

Although in retrospect we can say that the experiment was a failure as a means of redeeming offenders, it was of great importance in stimulating a mission in which many of our modern day concepts were developed - that criminal behavior can be re-directed by institutional programs. Thus, what began as a humanitarian experiment in reform some 200 years ago has served as the foundation on which much of current correctional practice has been built.

Since the creation of the idea of using institutions in dealing with the offender, a number of major modifications have occurred. One of the most important of these changes followed the Civil War when a group of social reformers in the State of New York conceived of the idea of a reformatory - an institution designed to change human behavior primarily through education. Their contribution culminated in the development of the Elmira Reformatory, an institution which has served as a prototype for many institutions throughout the country. Subsequently, the reformatory concept led to the development of inmate classification, enabling distinction to be made among offenders. Also, the idea of the indeterminate sentence evolved whereby an offender would be released whenever he demonstrated his ability to function adequately in the community.

While these developments were in progress, other approaches were emerging - the beginnings of a search for alternatives to imprisonment. Around 1840, a Boston shoemaker named John

Augustus fathered the concept of probation. Today, its dual purposes are to furnish essential services to the courts and to provide a regimen of correctional treatment for certain offenders in the community. Around 1900, parole as we understand it today, appeared on the correctional scene. Parole provided an interval of supervision and control in the community for offenders who were imprisoned and, theoretically, continued the programs of correctional treatment that were begun during the period of institutionalization.

Another significant influence which occurred around the turn of the century was the notion that institutions must be economically self-supporting. This resulted in the development of the industrial prison, the large institution where mass inmate manpower was concentrated in factories to produce goods which later would be sold for profit. In addition, large scale farms were developed to produce enough food to feed the entire inmate population.

In the years immediately after World War I, the slowly emerging social sciences began to take an interest in corrections. By the 1930's the concept that crime was a result of a number of emotional and social factors contributed to a multi-disciplinary approach to dealing with crime. The notion of individualized treatment based on the diagnosis of individual problems began to emerge.

During the next 20 years the more progressive correctional systems began to implement this individualized treatment concept. It became clear that thought should be given to the institutional setting in which the treatment occurred. As a result, a number of studies were conducted on the social structures and culture within the institution. The foremost of these studies was the one conducted by the late Don Clemmer in his book, "The Prison Community". As a result of these works, we, in corrections, became concerned with the need to develop a community life within the institution which was as near normal as possible. The realization emerged that custodial control and treatment were inseparable and that these component parts must function together if the treatment program is to succeed.

During the past few moments I have reviewed briefly with you some of the early developments on which much of what we are doing today is based. At this point, I believe we should focus on what we are doing today, and, more importantly, some of the future trends which are beginning to emerge.

There is no question that we are living in an age of very rapid social and technological change. We see about us evidence of sweeping social changes which are reshaping the world in which we live. With all this change occurring, we realize how little we actually know about human behavior.

To be more specific, we know how to put men in space and land vehicles on the moon, but we don't know how to treat the kid next door who steals a car, much less how to prevent him from doing it. We fly across the country at the speed of sound, but we don't know what to do with the alcoholic or drug addict. Despite this note of pessimism, I believe we are now on the threshold of new and exciting breakthroughs in the prevention of crime and the treatment of the offender. We see evidence of this in the behavioral sciences where major discoveries are being made. In addition, the fields of management and public administration are finding new ways to develop organizations which will greatly improve their effectiveness.

Another recent development of great importance is the expression of our courts of renewed interest in the area of corrections. We see daily evidence that the courts are beginning to take an active interest in what we are doing. This sharing of ideas and responsibilities for crime and delinquency is much more than an improvement in communications between the courts and correctional agencies. It represents, I believe, the beginning of a concerted effort on the part of all areas of criminal justice in finding new and more effective means of dealing with the problem. These and other developments are an indication that we in corrections are being challenged to improve our effectiveness. The current interest in the problem of the offender reflects a close concern about the mounting crime rates and the apparent failures of past methods of coping with the problem. These attitudes and concerns were clearly expressed by President Johnson in his message to the Congress on March 8, 1965, in which he said: "We cannot tolerate an endless self-defeating cycle of imprisonment, release, and reimprisonment which fails to alter undesirable attitudes and behavior. We must find ways to help the first offender avoid a continuing career of crime."

The prison, per se, hasn't produced the required results. Even as the creation of the penitentiary was a revolutionary step in the administration of justice and control of the offender, we stand today on the threshold of another new great stride forward in our search for the answer to the causes of crime and delinquency. The dichotomy of institutional or community treatment and control must be broken down and bridged by a continuity of process.

In response to these challenges a number of new and exciting programs have been developed. Among these are the Half-Way Houses spread across the country for selected juvenile and youth offenders. These facilities are designed as a transitional step between the correctional institution and release to the community. In our system, we operate six of these programs which we call Pre-Release Guidance Centers. In reality, these are community treatment centers which are professionally staffed and directed. Their mission is to serve as an intermediate step between our institution and release to parole supervision. The encouraging results of these centers led to extension of this concept to adult offenders, and we are considering operating models that will be designed specifically to meet the various needs of adult offender groups.

Another recent development is the expansion of work release programs. In our system, for example, we now have over 500 offenders who work daily in the community and return to the institution at night. Only the laws of North Carolina, Maryland, Michigan and the Federal Government, however, make work release available to felony offenders. The Federal law differs from other similar legislation in several respects; the most important being specific safeguards to protect both the community and work release inmates from any kind of exploitation.

The recent Correctional Rehabilitation Study Act focuses on another area of problems and needs - the numbers and kinds of people needed to perform the multiple tasks of corrections. Studies and evaluations are being made of all correctional programs and services to determine present and future manpower needs. It is expected that these studies will lead to recommended standards for the training and recruitment of persons entering the correctional field, determination of staff organizations and functions and personnel development.

The Law Enforcement Assistance Act was enacted in response to the President's Crime Commission, the law is being administered by the Department of Justice and enables the Department to award financial grants for study, training and demonstration in the broad field of administration of criminal justice at all levels of government.

There are numerous changes taking place within our institutions as well. All kinds of old traditions, habitual institutional ways of handling problems and shibboleths are being examined and discarded. The role of the correctional officer or guard is changing rapidly. He is becoming "treatment oriented".

There are many new experiments in the area of education. For example, at the National Training School for Boys, a Federal Institution in Washington, D. C. for juveniles, an intriguing project is under way. Here a concentrated effort is being made to learn ways of motivating delinquent youth. This began as a pilot project with 15 boys who participated for a four-hour period five days a week. The program has been expanded to include 30 boys who will participate in it seven days a week, twenty-four hours a day. This program attempts to take hardened delinquent school dropouts and set up conditions under which they will want to learn. This project has demonstrated that significant educational advance can be made in a relatively short time.

Mutually productive relationships with a number of universities are evolving. The psychology and sociology departments of more than ten universities are engaged in collaborative research projects within a number of federal institutions. Graduate students in sociology are working as members of field work placement units at a number of institutions.

And I could go on and on. Things are happening. The widespread and growing concern, both from correctionalists and the public, has produced a ferment. And it is leading to greater expectations - and to concentrated action. Today, in a very real sense, we stand at the threshold of a new era in corrections and the administration of justice, a new era in which the traditions and practices of the past are being questioned, re-evaluated and modified to build for the exciting and challenging things to come.

Many unresolved issues still confront us, to be sure. But three factors give us hope: an increase in public awareness, promising new techniques and resources, and a growing effort to understand the forces at work and to do something about them by accepting a share in the total responsibility.

We must all move forward together in forging methods vastly improved over those of the past.

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

THE OPENING SESSION

The National Institute for Administrators of State Correctional Systems was, from the very first, pervaded by a sense of business-like urgency which was mutually shared by all of the participants. Indeed, the key characteristic was that of active participation in a process of intensive exchange of ideas, plans, concepts and goals. So intensive was this process that there hardly existed any real division between speakers-discussants and audience. It was made clear by all of those who addressed the opening session that the Institute was geared to a provocative analysis and assessment, as well as exploration, rather than an exercise in contented self-congratulation.

The significance and importance of the Institute were underlined by the fact that new resources are available to the correctional field, and that these resources of today were part of yesterday's dreams. The suddenness, rapidity and scope with which these dreams have now become possible of realization demand that the correctional field take stock so that none of this newly developed potential is ignored or unused. What is needed is not only a willingness to exploit this potential, but also a fuller examination of its dimensions and creative applicability.

The advent of the federal government's heightened interest in the field of corrections via its sponsorship of research, demonstration projects, the development of new concepts and systems of program, as well as its support of efforts to develop more effective means of correctional treatment processes, provides all of us in the field with unparalleled opportunities to put into practice so many of the things that were, only yesterday, considered visionary and utopian, but unobtainable. It now becomes the responsibility of each correctional administrator to familiarize himself fully with all that is available to him through the federal government.

The Research Council of the American Correctional Association, organizer and sponsor of this Institute, in cooperation

with the Correctional Administrators Association, have long ago joined the trend toward modernism, and now we find ourselves faced with the position of expanding this trend into the farthest reaches. This prospect is, at once, dazzling and challenging. The significance and importance of this Institute reside in its stated purpose of evaluating and exploring the nature and the scope of the opportunities now in our possession and those that are yet to come.

In the process of implementing change, new ideas and new opportunities, there is bound to occur a clash between the old and the new. This confrontation will produce conflict if for no other reason than that change occurs in a world of reality and not in a vacuum. There will be resistance encountered. There will be the temptation to yield to the comforts of the status quo. There will also be the forces of inertia that will have to be overcome if change is to occur. Conflict is not unnatural to change, as may be seen in the analogy drawn from the thunder and lightning that can accompany a change in the weather. It is clear, however, that changes in the field of corrections will occur more rapidly than ever before. It is equally clear that unless these changes are brought about by planning, research and hard work, they may well be brought about in a disordered fashion which could compromise or contaminate their effectiveness.

These problems and concerns are not confined to merely local, regional or national scope. The international scope of these concerns has been demonstrated by the Third United Nations Congress on the Prevention of Crime and the Treatment of Offenders, which took place in Stockholm, Sweden, August 9-18, 1965. Change, therefore, is not exclusive to or limited by geographic region.

Some points were outlined as being deserving of attention, but it was stated by the speakers who presented them that these points were being used only as illustrations and do not represent more than a fragment of what we could examine. Among these illustrative points were:

a) What additional choices could be made available to the correctional treatment of offenders than the classic choices of IN or OUT of prison treatment?

b) What else in addition to present practice might be done to reduce the rate of recidivism?

c) How might we strengthen the links and relationships between the college campus and the correctional field in matters of research and development?

d) How might research and development be better coordinated, shared and exchanged on world-wide, national, regional and local bases? What mechanisms, organizational structures, procedures and methods might be developed or employed to accomplish this most expeditiously and efficiently?

e) What might be done to secure better trained manpower and personnel to staff the field?

Each speaker who addressed the opening session stressed points such as those listed in the above paragraph. Therefore, there was ample demonstration of the fact that the field, its professional organizations, the federal government, colleges, and international organizations were becoming more deeply committed to the infusion of planned improvement in corrections. The backgrounds of speakers and participants served also to demonstrate that the sources of ideas and concerns were not confined exclusively to the field of corrections, but were to be found outside of the field as well.

Special focus was directed upon the fact that ideas, research, research proposals, proposed programs, and projects are apt to become even more sophisticated and complex. Funding sources and processes are becoming more numerous and complex as well. With increased sophistication as a major characteristic shared by the proposals and the sources of funding, matching the two requires a coordinating process that can deal with the complexities that would be involved. A coordinating office or agency that would serve to put the packages together - the proposals matched to the funding sources - now becomes a necessity. Speakers re-iterated the opinion that if the correctional field does not establish such a coordinating office or agency, some outside group will eventually do so. It was pointed out that the Research Council of the American Correctional Association is the logical choice to act as the coordinating body, so that maximum impact would be achieved without the surrender of autonomy.

The correctional field must make itself more effective in several areas of operation before it can take fuller advantage of the opportunities now being presented to it. The participants at the opening session heard it claimed that state correctional systems, for example would have to tighten and vastly improve administrative practices before new developments available to the field can be adequately exploited. It was also claimed that

the public itself must be "sold" on these new developments. The public has a vested interest in what the field of corrections is doing and planning to do, and public support is an absolute necessity if we wish to bring about all of the improvements that are now possible. Creating an informed and supportive public opinion is the responsibility of the field, as much of a field responsibility as that of tightening administrative practices or developing program.

The final phases of the opening session were devoted to a review of what is now available to the field, as well as what seems to be coming in the immediate future. In this review, some broadly significant federal legislation which passed into law in 1965 was discussed. The Correctional Rehabilitation Study Act, the Rehabilitation of Federal Prisoners Act, and the Law Enforcement Assistance Act all brought into being the power, the support and vast influence of the federal government. Such federal legislation will serve, in the months ahead, as fore-runners to similar legislation in various states throughout the country. This kind of legislation will remove much of the trial and error method of dealing with prisoners, and substitute methods based upon solid scientific research upon which the professional field may build a more effective program for the treatment of crime and criminals.

The Law Enforcement Assistance Act, which paid for and encouraged this Institute, also appropriated funds for the assistance in training state and local law enforcement officers and personnel, as well as for the improvement of capabilities, techniques and practices in these same areas. This Act also directs attention to prevention and control of crime, and the application of correctional remedies in areas that have not yet been tried in working with people whose negativistic outlook and behavior have structured their conflict with law and society.

Further, such legislation now makes it possible to establish workable inter-state compacts for the training and sharing of correctional personnel and specialists. It would make possible the greater pooling of resources so that the most effective energies, powers, ideas and techniques may be brought to bear upon problems that jointly confront all states. Work release programs, furloughing, "vocational training out-live in" programs in the correctional area can be far better accommodated through the existence of such state compacts as may grow out of the enabling and funding legislation.

The conclusion of the opening session stressed the need to explore the ways in which existing and pending legislation may be utilized by the field. It was through some initial examples of such utilization potentials voiced by the speakers that several participants were moved to comment that changes are being produced so rapidly that the book on correctional standards, which has just been written, may have to be re-written even before it leaves the printers.

NATIONAL INSTITUTE
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Defining the Objectives of a Modern Correctional Program

Our society is presently involved in a period of great social change unparalleled in human history. Confrontation and concern for societies disadvantaged, deprived, and poor have added to the impact of change. We are presently in the mid-stream of social planning, and rather than ask ourselves where we are going, we should decide where we want to go.

Organizations, like plants, have life cycles. However, the analogy ends at this point. The organizational life cycle is unpredictable, and there may be periods of flourishing growth, stagnation, death and revitalization. We must be cognizant of this stagnation, and attempts should be made to eliminate organizational "dry rot."

The National Crime Commission

This 19 member Presidential Commission was created in 1965 and has one year to make its assessments and recommendations. Four task forces have been established to study the areas of public safety, judicial administration, crime and delinquency, and corrections.

The Correctional Task Force will specifically map out a blueprint of what corrections should be in the future. To arrive at this stage, the Commission will first have to chart existing programs in corrections and determine what are the gaps. An assessment of correctional needs and trends will be conducted.

The Commission's three-phased work plan includes defining national standards which should guide today's corrections. This will be a synthesis, not a creation of new standards. A study of corrections on both the national and county level will be undertaken. Special problem areas will be probed. These probes will range from small studies to scholarly papers touching upon areas such as types of offenders, treatment modalities, border problems, and offender employment. From all these investigations, the Correctional Task Force will arrive at a clear picture of what corrections should be and what are the strategic pathways to obtain these objectives.

The Perception of Organization

When addressing ourselves to what correctional organizations are like, we must be aware of two schools of perception. The first school perceives organization as a mechanical human machine, stressing form, structure, and mechanical concepts of management and change. This is the scientific management perspective which ignores human factors and needs.

During the last 10 years there has been a growing emphasis on human relations and sociological perspective in viewing organizations. This position is exemplified by an awareness of informal, as well as formal organizational structure, concern with communication content and direction, formal and informal power authorities, and resolutions of conflicts within and between organizational structures. There has been a movement away from the scientific management perspective and a merging with the social science position in explaining what organizations are really like.

The Role of the Correctional Administrator

It was indicated that correctional administrators are on the horns of a dilemma. Their chief function is to keep the system going, a maintenance of the operatives. At the same time correctional programs must be dynamic and respond to the changes in society. There should be attempts to question old programs and practices in terms of the systems, needs and goals. These are also objectives that the correctional administrator needs to concern himself with in the maintenance of the system.

The Field of Influence Surrounding the Correctional Administrator

In analyzing the position of the administrator, it must be recognized that he is working in a field of forces. There are a number of intra and extra forces with which the correctional administrator must be cognizant and with which he must deal. These forces can be presented as being in concentric circles. (See Diagram) In the inner area or region closest to the administrator, we have the forces of the immediate environment. These include the influence and pressures of the personnel and inmates in the correctional system. Beyond this area lie the pressures and demands of the governor, legislature, public and press. The outer area contains social, political, economic and scientific

influences. Correctional administrators must concern themselves with this total picture whenever initiating any new activities.

The Four Goals of Corrections

The field of corrections must address itself to the reintegration of the offender into the community. This goal implies more than rehabilitation. Reintegration implies a successful interchange in terms of family life, education and employment. Such success can be achieved only if direct attention is focused on the offender and the total milieu which supports him.

A second goal of modern corrections is public understanding and support. There is a need for public awareness of what corrections is attempting to do. Corrections, without this public support, cannot move to reintegrate the offender.

A third goal should be evaluation and feedback of programs. There should be an abandonment of the trial and error methods which exclude evaluation. Enhancement of correctional effectiveness can be achieved only with the evaluation and feedback of programs.

Reconciliation and integration of the treatment and custody functions as a cooperative unit is the fourth objective of corrections. Reintegration of the offender is the primary objective of corrections, and the three other goals are steps to achieving it.

Reactions of the Workshop Participants to Statements on Correctional Objectives

a) Workshop participants agreed that the underlying premise of corrections is reintegration of the offender. We need only to recognize that 98 percent of all institutionalized offenders and 100 percent of all probationers will, at sometime, be reintegrated back into the community. Reintegration, however, should connote more than just a re-entry into the community.

b) Assuming that reintegration is the primary goal of corrections, we must recognize some basic problems. The participants in this workshop pointed out that the process of corrections doesn't begin with the idea of offender reintegration.

The process begins with segregation and places the offender in an atmosphere of insulative isolation. It was felt that there is a need to utilize community resources from the onset of the incarceration period.

c) Some members expressed the belief that the public has been over-sold on correction's goals. The question of whether punishment should be a correctional method and goal as a means of protection of the public was raised, but the group, as a whole, tended to favor reintegration as the primary objective of corrections.

d) There was a general consensus that offenders should not be the charge and concern of corrections exclusively. Community involvement is essential. This feeling is not new to the correctional field. The stock and pillory punishment of the New England colonies is just one of many examples of the public's awareness and involvement in the correctional process. It was stressed that community involvement is essential for the ultimate reintegration of the offender.

e) There was a suggestion that the offender's initial isolation should not be overdone. Inmates should be put no deeper into the institution's milieu than is necessary. Deep isolation only makes the reintegration process more time consuming and difficult.

f) There was a unanimous feeling that better diagnostic procedures need to be developed. Better diagnosis at the early stages of treatment and a wider variety of programs will assist in the achievement of correctional goals.

g) It was agreed that there must be an awareness of the offender's readiness to return to the community. Correct timing is important, and furloughs and work release programs can be used in the reintegration process.

h) There was a definite feeling that it is necessary to inform the public of the needs and programs in corrections. This, it was felt, is the function of the line members of the corrections department. The correctional administrator was specifically mentioned in this context. The need for well trained personnel for this area was also stressed.

i) The participants suggested five techniques which could be developed and utilized in gaining greater public support and

understanding. The first was that more speeches should be given to public and civic groups. Standardized materials might then be disseminated which would emphasize the common objectives and goals of corrections. A dressing up of annual publications was a second suggestion. The use of officers and ex-officers in discussions and speeches was mentioned. There should be an awareness of the types of public which must be dealt with, and special programs should be developed which would be pitched to the interests of the specific public group being addressed. Citizen groups, for example, might be urged to visit institutions to get a better idea of their functions and needs. Attempts should be made to open the doors to schools, universities and government to the offender.

j) There was unanimous agreement that feedback is important if accurate evaluation is to take place. Without feedback there can be no productive evaluation. The participants, however, were uncertain of what are some specific evaluation techniques and how to apply them. Self-assessment was felt to be of paramount importance in this process and this was deemed to be one of the correctional administrator's functions.

k) The key points to any evaluation program include: (1) decision on what information is needed (2) a continued scrutinizing of needed information (3) a system for collecting information and (4) time for evaluation and for assessing the probable consequences of each possible choice, so that the administrator can choose from among several options.

l) It was felt that some controls are necessary in the institution in order to maintain a positive community reaction toward the offender and correctional program.

m) It was suggested that the custody staff should be used to a much greater extent in the treatment process of offenders. This, and a balancing of salary differentials between custody staff and treatment staff, reduce friction between these two adjunctive groups.

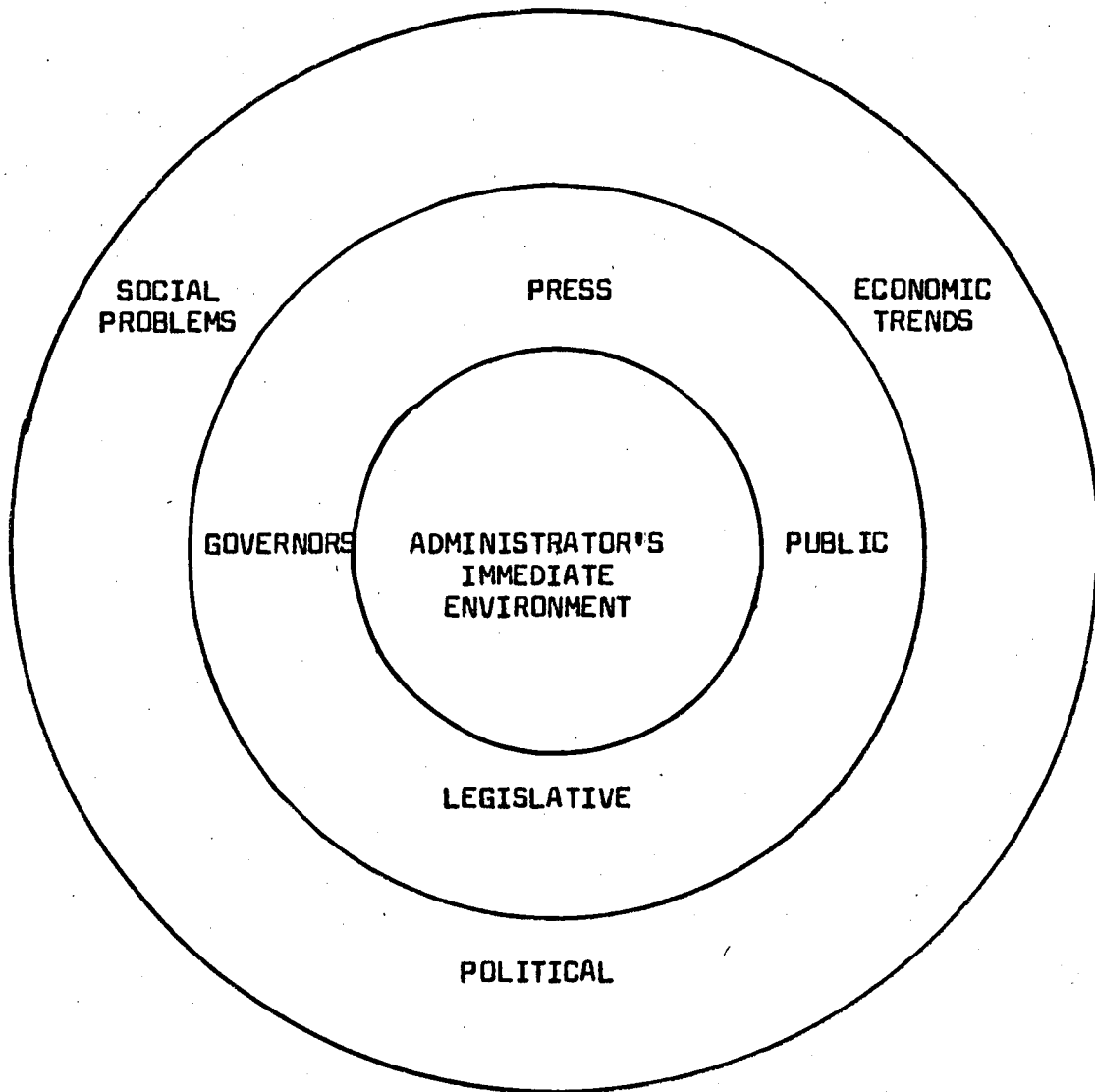
n) The participants questioned if corrections should concern itself so much with the escapee issue. Community consciousness of corrections is often effected by the number of escapes, however.

o) There was a general feeling among the participants

that universities should become more involved with corrections. Internships should be given to university students. Also, there should be a greater involvement of the faculty, particularly those in departments of psychology, sociology and education. Our relationships with faculty and students should be expanded and cemented so well that they are encouraged to relate more closely with the correctional field.

NATIONAL INSTITUTE

COMPLEX OF FIELDS OF FORCE SURROUNDING THE CORRECTIONAL
ADMINISTRATOR



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NEW RESOURCES FOR MODERN CORRECTIONAL SYSTEMS

During the course of the discussion, the various resources (i.e., programs, people involved, and funds utilized) which the correctional administrators had operating or were planning to operate within their states were pooled under six broad areas of implementation: (1) in the community, (2) in the correctional institutions, (3) in parole, (4) in research and evaluation, (5) in the development of public understanding, and (6) in the coordination of correctional systems. Few state correctional systems have tapped the existing resources, and each particular resource has been utilized in relatively few of the total number of correctional systems represented at the Institute.

There was unanimous agreement that work release and furloughs (educational, medical, home, and employment) were important innovations in corrections, and that there needed to be an extension of these programs to the total sentence-serving population. A close cooperation between the correctional administrators and the courts was pointed to as essential in order to establish and maintain these types of programs. Another form of this program, reported by one state, was the use of weekend furloughs for youthful offenders, which utilized private agency supervision and facilitated the re-involvement of the offender back in the community.

A second program discussed, one which directly involved the community, was the pre-release program. In conjunction with this program, the community leaders in business and industry could be utilized in giving talks and discussions on how to keep a job, money management, and various other topics which would aid the offenders re-entry into society. One reported program, "Opportunities Incorporated", has been able to establish a placement service for ex-offenders, which is operated by community business and industrial leaders.

Another program suggested was "recall from commitment," which requires close collaboration between the correctional administrators and judges and the establishment of diagnostic centers. The results of these diagnostic examinations would be made available to the courts to aid in the disposition of sentencing and planning. In this way, inadvisable commitments could

be reviewed, and re-adjusted when it is indicated that readjustment or change in the disposition would be appropriate.

Community guidance centers were also pointed to as an innovative source which could aid in the continuation of close supervision, vocational training and guidance counseling which were initiated in the correctional institutions.

It was the general consensus that the primary key to the implementation of these programs and the opening up of these resources is directly related to the leadership and tact of the correctional administrators in gaining the necessary coordination and cooperation from the involved persons and agencies. Efforts must be made to gain the interest of the community, to establish coordination between corrections personnel, parole authorities, and courts, and to maintain continuous communication with the persons involved. Then, and only then, can we begin to tap the resources in the community and initiate programs in the community.

The focus of the discussion of the resources and programs within the correctional institutions was primarily directed to the education and training of the inmates and the recruitment and training of staff. In the area of inmate education and training, the following were discussed: the use of programmed learning, educational television, college courses for credit, and even the use of telephone lectures in cases where the institutions do not have access to the needed instructors.

There was a general concern with the means of attracting students and personnel into the field of corrections, and with educating and training the existing staff. Some of the suggestions offered were: the use of stipends given to graduate students, establishing residencies in psychiatric services, field placement programs in social work, psychology, and other areas. Also, one administrator reported the use of VISTA volunteers to assist in areas where personnel could not be recruited. The use of high school students during the summer, as institutional aides, and the establishment of career training programs were pointed to as means of attracting students to the field.

The use of incentive educational programs was mentioned as one way to motivate staff members to further their education and training. One administrator stated that, if the staff completed two years of college course, they received an increment in salary. The general consensus was that a close cooperation with the colleges and universities was needed in order to attract personnel needed to implement these programs and to

encourage students to enter the field of corrections.

There was a discussion of the means of diversifying parole supervision in terms of a typology of parolees. The nature and length of supervision and the size of the case load would be structured in relation to the ascertained needs of each particular type and class of offenders. Such a procedure would require the establishment of a typological classification system for parolees and it would vary from state to state in terms of types and frequency of offenders found in each state. The use of parole was pointed to as a means of cutting costs of institutions and it would give more funds which could be utilized in improving the institutional programs, parole, and probation services.

The use of half-way houses was encouraged as a means of filling the gap between the period of institutionalization and the return to the community. Such facilities would prove beneficial in helping to re-integrate the offender back into the community by providing him with the needed guidance and assistance. It was mentioned that community aides could be utilized in these programs. This would assist in gaining the community's understanding and support by making them a functional part of correctional programs.

The matter of building research designs and measurement into initiated programs was considered as instrumental to the planning of effective programs, and as an aid in administrative decision making. One of the primary resources in this area is the university-directed research which is staffed by university researchers and graduate students. The other possible resource is the establishment of a research branch within the state department of corrections, staffed with full-time or part-time research specialists.

While there was an agreement as to the need of research, it was obvious from the discussion that few administrators felt that they had satisfactory statistical record-keeping of the characteristics and number of offenders found within their systems. The general consensus was that these record-keeping practices must be improved before effective research studies can be carried out.

The public is a resource. A primary concern of the administrators was that not enough had been done to gain the public's understanding and support. Some of the possible means

to accomplish this goal are through press series and features on correctional programs and institutions, having the offenders give talks at schools and civic organizations, and by setting the stage for the public's acceptance of the ex-offender by hiring parolees to work within the correctional systems. Another possible means is the conducting of mock parole hearings with public involvement in deciding the outcome. More direct approaches would be the establishment of a position of public information officer on the staff and the encouragement of visits to the correctional facilities by groups. It was stressed that the administrators, themselves, should take some initiative in making addresses to the community groups and to the business and industrial groups.

New resources may be developed through and grow out of an all-encompassing system of inter and intra-state coordinated correctional programs. The administrator is the prime mover of coordinative efforts. Two areas were suggested as beginning points in bringing about needed coordinations: (1) by developing closer working relationships with those responsible for the paroling and supervision of adults and juveniles, and (2) by cooperating with other state systems for the interstate transfer and placement of offenders.

At this point, the discussion turned to how to secure the needed funds, Federal, State and Local, to implement programs and to bring about innovation. It was suggested that a committee, group, or individual be maintained on the staff with the set purpose of uncovering the sources of public and private funds which are available and can be utilized in correctional systems. This individual or committee would be responsible for establishing contacts with these resource persons and agencies in order to stay aware of the new developments and to keep the door open for existing resources. The **Catalog of Federal Programs for Individual and Community Improvement was pointed to as a source which outlined the existing funds available, the funding agencies, and how the funds may be used.

An intense discussion of the resources for training staff revealed that there was a need to improve the level and quality of in-service training programs.

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Too often, these programs are geared to the minimum requirements and lead to ineffective training. It was pointed out that Wisconsin has established a Correctional Academy, for the training of staff members, which utilizes its own personnel (social workers and sociologists from the field and from the institutions) and even inmates as teachers. The Academy is located away from the institutional setting because it was felt that this would lead to a better program. North Carolina has set up a short-term training program for new employees and for the retraining of existing staff members in conjunction with the Institute of Government.

There was a great deal of concern over exactly what type of training was wanted for employees in correctional systems. It was felt that something similar to the police program in universities is needed for the professional and custodial staff members. A university program with training in generalized correctional work was suggested, and it was felt that correctional officers should be brought up to at least the Associate of Arts level (a two year degree). It became apparent in the course of the discussion that there is a definite need to define the roles and characteristics of the various positions, if any steps are to be taken in the direction of raising the level of education of the various staff members. The participants agreed they were looking to the Joint Commission on Manpower and Training for guidance in this area.

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

NEW CONCEPTS OF TREATMENT

Institutional confinement or "warehouse penology" as the major focus of correctional rehabilitation has long since been considered obsolete. In many respects the conventional programs of education, vocational training, and some aspects of clinical services have not kept up with the increasing knowledge and changing concepts. As these changing concepts offer new avenues for the development of correctional treatment programs, they also present new problems for the administrator.

Many new concepts of treatment are relevant to the goals of correction adopted by the Institute during the previous meeting. Those goals are:

- a. Reintegration of the offender in the community.
- b. Public understanding and support.
- c. Evaluation of correctional programs and feed-back.
- d. Reconciliation and evaluation of treatment and custody.

Much more than the existence is desired in the area of research. Nevertheless, in recent years, this country has been provided with the most developed research apparatus ever to appear in any century.

New concepts of treatment in the correctional field involve not only newly developed ideas or correctional programs, but also the use of old ideas which can be used for the first time in a certain correctional setting, or which can be applied in new ways. It was strongly emphasized that extreme caution should be used in the application of new ideas.

One example cited was the application of the "Therapeutic Community" concept. A most significant aspect of the use of the "therapeutic community" is to let ideas substitute for money and personnel. But, in one specific case, the extreme limitation of financial resources and trained personnel backfired on the effectiveness of the program. This resulted in no more appropriations for the Therapeutic Community programs in that area.

It was agreed that the poor application of a fundamentally good idea can inhibit or prevent its eventual effective use. One way to avoid this is by securing constant consultation and advice from agencies and experts who have had experience in the application of such programs. Also, steps toward the application of the idea should be gradual and not rushed. At times, two years' preparation is necessary, combined with a thorough review of the literature. All those measures being taken, an adequate and trained staff will be needed to secure the success of the program.

The correct application and administration of an idea can result in its wide acceptance. Efforts for its continuation are rewarded and, at times, legislation is created for its extension. Also, the successful use of an idea serves as a model for other correctional systems. This was the case in the use of the principle of the "Hubert Law" used in North Carolina. The success of work release programs resulted in legislation extending their benefits to inmates not eligible under the provisions of the law as it was used in the beginning.

Poor communication and cooperation among courts, correctional institutions, boards of parole and probation, and diagnostic centers can create obstacles which may prevent or limit the application of new treatment concepts. One way of securing the favorable attitude of a judge toward a program is to help him understand the significance of the program. This can be accomplished by presenting fundamental concepts and ideas in simple and clear language. The judge will also be favorably predisposed toward a program when he feels the program is of service to him. This feeling can be cultivated when the correctional administrator asks the judge to send to the program those cases for which the program was designed.

It was agreed that the success of the inmate's reintegration into society depends upon the kind of treatment he receives. At times the wrong treatment is given because the diagnosis was incorrect.

There was general consensus that many failures are due to the fact that criminal behavior is not treated in the beginning of its appearance, but only when it becomes a menace to society. Some examples were cited of States that provide correctional programs in the lower courts at the level of misdemeanor. There was agreement regarding the necessity of such programs.

There was strong expression of the idea that diagnostic services can be effective when they are isolated and not in direct contact with the courts, the police, and the correctional administration. Some States reported that their probation, parole, and prison authorities are housed under the same roof; the system works effectively through the close contact between them.

The majority opinion was in favor of the establishment of diagnostic units located close to the courts, so that offenders can be referred for the period between conviction and sentence. There was a suggestion that inmates could be handled and kept by a local correctional agency, but the personnel who would diagnose them would come from the State diagnostic center. This view was not discussed further.

Although the statistics on pre-sentence reporting do not prove the effectiveness or relevance of such reports to the final disposition of the offender, this is not an indication of the uselessness of such reporting, but of the lack of communication between courts and diagnostic facilities. The need to preserve confidentiality on the pre-sentence report was discussed. One way of preserving the confidentiality of pre-sentence reports in open-hearings in courts is through the presentation of the recommendations devoid of intimate personal details and data.

At this point, another reason was given for the limited effectiveness of the pre-sentence reporting: the lack of confidence in the judgement of psychiatrists and psychologists working in the diagnostic units. Although the ability of these scientists as clinicians was accepted, their sophistication and knowledge regarding criminal behavior and its treatment was seriously argued.

There was general agreement concerning the importance of research and evaluation of the feed-back obtained by the presently existing diagnostic services. The training of psychiatrists in the area of correction would improve the quality of their work, and the accuracy of this diagnostic-treatment service would also be improved.

The advantages of a correctional laboratory were discussed as related to the services it can provide to both the courts and the correctional institutions. The correctional laboratory will be a facility where new programs will be tested. Judges, instead of necessarily sending unsuccessful probationers back to jail,

could send them to the correctional laboratory, one of whose main functions would be the operation of work-release programs. The directors of the laboratory should have the authority to return offenders to the community when they think it appropriate.

The effective operation of the work-release programs used either in the correctional laboratory suggested, or in any other correctional set-up, will be facilitated when certain known obstacles are removed and some careful steps are taken.

Some measures should be taken to improve the effectiveness of citizens' groups serving in an advisory capacity in the work-release programs. These groups, many times, base their decision either on a general ever-sentimental humanitarian attitude which does not take into account every case individually, or are conspicuously vindictive towards the "social scum", as the offender is regarded.

Another problem of the work-release program is the occasional judicial review. The courts, at times, don't trust completely the administrators of the work-release programs. This mistrust becomes a problem when a judge decides to give or take away work-release privileges from an offender, based only on paper records and not on actual contact and experience with the inmate. There was agreement that the granting of work-release privileges and the general regulation of such programs should be the job of the prison officials.

At this point, a request was made for a specific presentation of the goals of the work-release programs. Are the work-release programs part of the general treatment of the offender? Do they serve only as a more humane means of treating the offender? Or are they the preliminary steps which lead to his final reintegration with society? The responses revealed that the philosophy of these programs contains all of the three above-mentioned goals. One part of an inmate's treatment is the vocational training he receives in prison. Work-release programs, as extensions of an inmate's vocational rehabilitation training, serve as part of his general treatment program. The humanitarian element presents itself in two instances: first, in the mitigation of his sentence provided by the liberties inherent in the work-release program and, second, in preservation of his family's respect toward him as a bread winner. These programs definitely help the final reintegration of the inmate with the society by providing partial integrating elements. Some of them appear in the form of responsibilities

which have to be met by the inmates while in the work-release program. The opportunity for making responsible decisions is provided by the program but not by the prison routine.

Additional beneficial aspects of the work-release program were cited. These programs cost less to the State. The close supervision of the offender, characterizing parole, is shared by the work-release program, but this program has the advantage of being granted to offenders who are not eligible for parole. It also serves as a prognostic measure of the offender's potential for successful reintegration in the society. A good performance in the work-release program is one indication of probable successful rehabilitation. Some people, while they perform well at work, tend to get into trouble and into criminal activities during their leisure time. For them, incarceration is a complete incapacitation. While the work part of the work-release program preserves their productive capabilities, the return to the correctional institution after work limits the potentially harmful effects that could occur when the inmate is not yet capable of organizing positive self-directed leisure-time pursuits for himself.

Regardless of their beneficial aspects, work-release programs should not substitute for parole or probation. At this point, the two main differences between work-release programs and parole were clarified. In parole, an inmate lives at home and handles his own money; this is not the case with the work-release programs.

A compilation of laws and legislative procedures facilitating the creation of work-release programs was suggested to States not yet offering such programs. While such a suggestion was favorably accepted, the use of pre-release guidance was recognized as a substitute until work-release programs were created.

A number of crucial steps towards successful reintegration of the inmate into society were summed up as follows:

- a. The reintegration should not be sudden, but gradual.
- b. If the work-release program is the last step before the expiration of sentence, intermediate steps should be taken in the period between complete confinement and work-release.
- c. Decisions about the suitability of a program or the granting of privileges should be left to the judgment of the correctional workers who communicate most frequently with the offenders.

- d. Knowing the inmate and his progress in the correctional set-up is most fundamental in choosing the treatment which will help him the best. This will be facilitated by stabilizing the prison population. Curtailing the continuous shifting of inmates from one correctional institution to another will secure greater opportunity of personal contact between the correctional personnel and the inmates; particularly will this occur when the inmate is serving in an institution located near the geographic area of his residence, and his family can become supportively involved in his treatment.
- e. The correctional treatment should start at the level of misdemeanor before it develops into a matured criminal career.
- f. The inmate's family must be fully informed about his progress, and be instructed how they can help the rehabilitation and reintegration of the inmate into society after the expiration of his sentence. Children should be realistically informed and not provided with convenient but incorrect stories.
- g. Crucial to the reintegration of an inmate to society is an effective classification system provided by the State Board of Corrections which continuously reviews the inmate's status and possibilities for reclassification and introduction into pre-release programs.

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ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

RESEARCH, DEMONSTRATION AND PILOT PROJECTS

This session was devoted to an intensive discussion of private foundation resources and federal grants available to correctional administrators. A panel representing various private foundations and government funding agencies reported as follows:

Ford Foundation Survey of Research Needs and
Interests of State Departments of Corrections: Dr. Robert Fosen

Dr. Fosen reported that, in the summer of 1965, a survey was made on a nation-wide basis, using a ninety item questionnaire to ascertain the present level of state correctional research facilities. From this study, certain trends and patterns are discernable: (1) most states have only the minimum in corrections research; (2) readiness for acceleration and innovation has been achieved; (3) to determine how and where to begin, there must be communication and a carefully designed partnership between science and operations personnel to embark upon experimental research. Most states have only partial manpower statistics, and few have systematized information as to which programs are designed for, and are actually affecting, particular inmates.

The study at the National Training School for Boys was cited as an attempt at cottage life intervention, increased contact with officers, and reduction of case load. Unfortunately, studies reported in current literature on the impact of programs on behavior have not revealed a tremendous impact. It was felt that experiences in the field of corrections have not been studied systematically.

Suggestions were made for research on the desire of the general public for punitive or retributive treatment, on problems of resources, on integration of social science and practitioners, on overcrowding and alternatives to incarceration, on programs for particular offenders rather than random assignment, and on criteria for determining amenability and response to such programs. There is a need to encourage implementable, promising research by indicating its usefulness to administrators.

Responsive Comments: Mr. Christopher F. Edley, Ford Foundation

The Ford Foundation has a record of ten years of interest in the field of correction. In 1959, Dr. Glaser received a grant to study the effectiveness of parole and prison systems and found that knowledge has not advanced in 100 years and that current research is not relevant to current problems. Recently, more significant contributions have been the establishment of half-way houses, the study of and work with youth gangs, and the creation of the Social Science Research Council, a Criminal Law Institute at the University of Chicago, a National Council of Crime and Correction, and the testing of the opportunity theory through Mobilization for Youth.

Problem areas include lack of funds, discouragement of social scientists, resistance of some correctional administrators, and the actual possibility of rehabilitating offenders in comparison with present success levels. The Ford Foundation cannot, alone, make a significant contribution. The capacity for research must be accelerated in the state systems until it is self-generating. There is a correlation between the research posture of the state department of corrections and grant funding.

Dr. Richard Grant, Executive Secretary, National Advisory Council on Correctional Manpower and Training of the Department of Health, Education and Welfare.

This Council, as the federal counterpart to state vocational rehabilitation associations, has 46 centers in the 50 states to provide services for restoration of disabled people to remunerative employment. Intensive involvement in the field of corrections began in 1961 with a marked increase in grants. Twelve states have formal cooperation agreements between state correctional institutions and state vocational rehabilitation associations, involving two and one-half million dollars since 1961. The number of rehabilitation personnel has been increased through training, fellowships and work placements.

Growing out of the Arden House conference, the Correctional Rehabilitation Study Act of 1965 was sponsored by Representative Edith Green and Senator Joseph S. Clark. The Act was needed to rectify the high rate of recidivism, the current level of prison reform and rehabilitation, and the short supply of qualified workers in the correctional rehabilitation field.

Currently pending amendments include: (1) liberalization of eligibility requirements by specifying behavior disorders, (2) increased allotments to states along with matching grants, (3) innovation grants, and (4) assistance in expansion of personnel and facilities under a construction and staffing authority.

Mr. Loren Helberg, Research Analyst: Division of Research, Grant and Demonstrations, Vocational Rehabilitation Administration, Department of Health, Education and Welfare.

Mr. Helberg emphasized demonstration projects and the need to inform the staff of state institutions that local Vocational Rehabilitation Associations do exist and do provide services which can be utilized by the correctional field. He made the analogy of integrating handicapped children and welfare recipients into a society of work and independence, and he indicated that the inmate must also, ultimately, be integrated into a society of work and independence.

Mr. Joseph W. Collins, Jr., Research Analyst: Office of Manpower, Policies, Evaluation and Research, Department of Labor.

The Manpower Training and Development Act of 1962 has as its goal to increase every person's ability to contribute his constructive talent, whether he resides in an institution or among the larger society. By 1965, there were many trainees in correctional institutions and, through cooperation with the U. S. Employment Service, placement to releasees was provided.

Recent projects include Riker's Island, investigating whether a field laboratory can exist in a local jail to provide training for technical jobs in short supply, and a longitudinal study in Baltimore and Pennsylvania to determine the employment problems of parolees. Experimental demonstrations include: a project, under the Youth Corrections Act, at Lorton Reformatory in Virginia, showing a preliminary lowering of recidivism; a United Planning Organization project accepting trainees among misdemeanants as well as felons, and including training after release by a community agency; and a program in the Elmore, Alabama, Draper Correctional Institution for vocational training. All training programs must be in areas with a high probability for employment. An economically productive releasee has a greater chance for achieving a stable personality and a lower probability of recidivism.

Mr. Ian Pearis, Manpower Development Specialist: Office of Special Manpower Procurement, U.S. Department of Labor

Mr. Pearis, supplementing Mr. Collins, reported an emphasis on demonstration projects, or experimental pilot programs. There is special interest in working with the correctional field.

Mr. James Murphy: Office of Law Enforcement Assistance, United States Department of Justice

The Law Enforcement Assistance Act of September, 1965, places the responsibility in the Department of Justice for administering state and local programs with police, courts and corrections. Seven and one-fourth million dollars is divided into 50 percent for police and 50 percent for court and corrections. The interest is in: (1) new techniques or approaches to introduce new knowledge, meaning that expansion of the traditional is not applicable; (2) stimulating change, rather than improvement, of existing facilities, of which, to date, 90 percent is in training of staff; (3) broadening significance beyond the individual, i.e., models; (4) grants preferably of short term duration, up to two years; (5) grants up to a maximum of \$150,000 with substantial contributions by the grantee; and (6) public or private, non-profit sponsorship. Unfortunately, demonstration of need alone is not sufficient.

Mr. David Twain: National Institute of Mental Health, U. S. Department of Health, Education and Welfare

The first NIMH grant dates back to 1952. Research is in the area of human behavior within the family and the community. Criminal and delinquent behavior are regarded as socially deviant. Questions of definition, community programmed research, work with juvenile gangs, and correctional counseling have been considered. Since 1952, 283 projects have been undertaken in many areas, including inmate subculture, community services, problems in the confronting and directing of personality, counseling, and new careers. Approximately nine or ten million dollars per year is spent, with one million of that sum uncommitted or newly circulating each year. The emphasis is on innovation, flexibility, broad impact, evaluation and research. As part of the emphasis on synthesis, the National Council on Crime and Delinquency puts out an international bibliography on a quarterly basis.

Mr. David Bushnell, Director: Adult and Vocational
Research, U. S. Department of Health, Education and
Welfare

Growing out of the Vocational Education Act of 1963, this year old program has seventeen and one-half million dollars, twenty-four research coordinating units on the local level, and allots ten percent for research and in-service training of teachers. It performs a consultative service on the federal level, disseminates research findings, and evaluates education within correctional institutions.

Major areas of interest are: meaningful, basic educational experiences such as literacy, and learning to continue after inmate release; tapping valuable sources of research, demonstrating that rehabilitation enables a profession; and, providing employment opportunities within institutions and the larger community. Programs include a study, under consideration at the University of California, to analyze the function of current job positions, expansion beyond data processing for technical placements, and a program with the Washington School of Psychiatry giving pre-vocational training to drop-outs with criminal records, to prepare them for vocational training and placement.

Mr. John Scanlon, Deputy Director: Office of Juvenile
Delinquency and Youth Development, U. S. Department of
Health, Education and Welfare

This office is the funding arm of the President's Committee on Youth Crime. The demonstration programs have been transferred to the Office of Economic Opportunity. Programs include professional training, alternatives to institutionalization, curriculum development grants, short-term workshops and institutes, all with an emphasis on evaluation and potential for replication. Service or on-going program expansion cannot be funded. An outline was given of the steps for preliminary proposals, and an example was presented of a project wherein a correctional institution would train youth who would, in turn, be hired for a cooperating industrial organization. This would include consultation, training, and community and multi-agency participation. It was pointed out that information on research and grant funds can be obtained by contacting the state congressional delegation.

Questions and Discussion

Questions regarding grant applications pointed up the problem of innovation combined with need for replication. It was suggested that all projects and programs have a demand or component for replication. It was explained that an "old" idea could be innovative for the particular state.

In writing proposals, correctional administrators should use university research staffs, regional offices, and reasonable budgets, should learn the criteria and the format of agencies, and should inquire as to the reasons for any refusal. Certain training grants and Article III of the Vocational Rehabilitation allow for some replication or implementation and in-state innovation.

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PRELIMINARY FINDINGS OF THE FORD FOUNDATION SURVEY
OF STATE CORRECTIONAL RESEARCH CAPACITIES

Through the encouragement and support of The Ford Foundation, a nationwide survey of state correctional research capacities was carried out during the summer of 1965. This survey attempted to answer the following questions:

1. Where are we now in corrections research?
2. What is our readiness for acceleration of research and innovative programming?
3. How can we initiate or accelerate scientific management?

Where are we now in corrections research?

A preliminary analysis of survey results indicates that only a few correctional agencies in the country are currently attempting serious evaluation of any programming. Of the 48 responding agencies (in 46 states, the federal government, and the District of Columbia), 19 report some kind of research operation. Approximately \$1,300,000 or roughly one-third of one percent of the total annual budget in U. S. adult corrections (over \$400,000,000), is invested in a self-study through these organizations. Over one-half of this small research investment is expended by California and New York.

Most states are not now engaged in correctional research. Except for a few, most of the states pursuing some kind of research operation are limited to management or administrative statistics. More serious efforts, involving correctional or experimental research, are limited to five or six agencies.

What is our readiness for acceleration of research and innovative programming?

While we spend over three hundred times as much on running our business as we do on evaluating our product, there is some evidence for optimism. Three-fourths (36) of the agencies report

a definite interest in either initiating or expanding self-study within their jurisdictions.

It's now time to bring correctional science to the aid of common sense. Two critically important and inter-related problems face us. First, we must unravel the right kinds of programs for the right kinds of offenders. This is another way of saying that the new penology never gave us client-specific treatments. It simply said that all offenders ought to have opportunities to make gains, in an across-the-board way, in such areas as individual treatment, education, vocational training, and the like. Present evidence indicates little, if any, improvement in recidivism scores when offenders are in this way assumed to be the same and are given the same treatments. We are undoubtedly getting here what might be called masking effects. That is, the gains in treatment by some offenders are concealed by an understandable lack of response by others. The situation may be even more aggravated than this. Lack of response may all too often be coupled with detrimental impact in producing the masking effect we see as "no measurable difference following treatment."

Second, we must address directly the problem of who should come to prison in the first place. This is clearly the most serious manifestation of our present inability to differentiate effectively between persons and programs. Progress has not kept pace with the problem beyond the point of agreeing that there are some people in prison who probably shouldn't be there. Finding out who these people are, how many of them we have and can expect, and what program alternatives to incarceration would be effective with which ones, is a difficult and unavoidable challenge. We have to get started now. And we can get started with the reasonably safe assumption that the resocialization value of the institution has been overestimated. Also, it may be true that public's interest in protection, restoration of the offender, and cost will be best served through management of some offenders in the community.

Additional problems which face correctional research include increasing population pressure, unclear correctional objectives, additional financial resources needed for research, and the productive integration of research and operations people within correctional agencies.

How can we initiate or accelerate scientific management?

Readiness to build science is more complex than simple

fusion of need and money. Like all measuring instruments, science has life and functions independent from the desires of the consumer. The readings do not always tell us what we want to hear -- the fever thermometer tells us we are sick, the stethoscope tells us we are dying. Correctional science, therefore, must be based on a flexibility of mind which permits one to look for the facts -- whether they reveal ill or nil -- and on some recognition of the possibility that the tail might indeed start wagging the dog. Here are some problem areas and tasks ahead of us in correctional research:

1. Science in our field must grow from basic counting and description, but the presently available narrative records of correctional agencies require serious appraisal. Nineteenth Century habits of recording experience with clients, efforts to deal with clients, and assumed results must give way to modern methods. As opposed to the interminable chronicles of quasi-relevant historical facts and guesses, the critical focus must be on what we do to whom -- and why -- and with what consequences.
2. Contemporary data processing techniques promise not only to reduce the time of recording this more useful information, but to make the information accessible for management decisions as well as for research. We must move in this direction.
3. Modern access to information facilitates the development of actuarial prediction equations. These prediction devices permit the formulation of base-line estimates of performance, in essence "the known efficiency" of agency operations. This is essential growth.
4. Armed with accessibility to the correctional experience of clients and some prediction capability, research can make visible the processes and results of on-going correctional activity. Constant measurement of additional delinquency, re-arrest, parole violation, or commitment of new felonies is fundamental. Combined with measures of recidivism, answers to what we do, to whom, and why, permit attainment of correlation research and progress in scientific management. And guessing about recidivism and its relationship to programming becomes obsolete.

5. Correctional research is, in effect, clue-hunting from measures of what we do with our clients against the outcomes we observe. Progressively more meaningful and useful inquiries will develop as experimental designs in which relationships between kinds of offenders, kinds of staff, and kinds of treatments are examined.

The policy needs of the correctional administrator and the increasing financial and human costs of his action constitute a mandate for scientific management. Complacency by either manager or researcher contrasts sharply with increasingly serious responsibilities. A workable compatibility is essential in which the manager can be given immediate information for current decisions as the scientist evolves more applicable universalities of human behavior.

LAW ENFORCEMENT ASSISTANCE ACT

This session discussed specific projects which wardens and superintendents perceived as being beneficial in institutional work. Those present gave a brief description of a demonstration and/or training project or program innovation which would be helpful in improving the effectiveness of the program in institutions.

Concern with that age-old problem of custody versus treatment was expressed, and a discussion was held as to what community resources are related to what institutional programs. Institutes for educators in correctional programs with an investment of up to \$50,000 each are to be set up by the Federal Government. These will be workshops of three to four weeks' duration. The Department of Vocational Rehabilitation is taking an interest in corrections, especially in terms of the physical, mental, and emotional handicaps of prisoners. The degree of implementation of such programs varies from state to state, and they are the connecting steps between institutional and parole services. For instance, in some states there is post-release follow-up of the inmate by Vocational Rehabilitation personnel. One group member related a case from his experience in which a man was sent to IBM school via Vocational Rehabilitation and, while still on parole status, was earning \$800.00 per month. Another referred to a system whereby a person from Vocational Rehabilitation carried a selected caseload of emotionally disturbed inmates and followed them along with the parole counselor. Only one of these individuals has been returned to the institution. Vocational Rehabilitation paid all of the expenses for these parolees. In other words, there is an attempt to teach not only new skills, but better social functioning.

It was suggested that applications for grants should be made on the basis of new techniques and approaches. We should consider getting community resources involved where possible. For example, we might initiate a voluntary rehabilitation program by giving mental hygiene classes to inmates and call upon resources in the community to operate such a program from the beginning. There is a need for teaching such elementary things as how to dial the telephone.

One of the group mentioned "inmate programming" or "prescription programming.", i.e., planning an inmate's program from the beginning of institutionalization.

LAW ENFORCEMENT ASSISTANCE ACT

A discussion of funding of programs with money from the Office of Economic Opportunity was held. The Office of Economic Opportunity has funded at least one correctional program, but it must be kept in mind that programs must be a part of a total community action package. The Office of Economic Opportunity is interested in people oriented changes, and will not buy equipment for an on-going program already in existence. The Office of Economic Opportunity programs are aimed primarily at the underprivileged. We might think about training parolees to participate in community programs.

One group member commented that many of our men can't drive, yet if you ask them, they always say that they can. Many men are released partially on the strength of their driving ability. The discussion leader suggested that we might think about asking business and labor people set up a program for training men to drive large rig trucks.

There was some interest in involving the community in socialization programs teaching such things as tying neckties. One institution has involved the community in contributing all sorts of resources to the institutional setting. It had help from the Boy Scouts, 4-H, Bankers, Bell Telephone experts, etc. in giving panel discussions to inmates. The idea behind this was to keep the inmate identified with the community while in the institution. The inmate understands that these businessmen are giving their time free of charge.

Another institution had inmates certified by the National Association of Umpires so that they could go into the community to umpire Little League games. This seems to help the inmate see authority from the other side.

Airline stewardesses have developed certain special interest volunteer groups to go into girls' industrial schools to give instruction in the social graces.

In Washington, D. C. there was interest in getting VISTA people involved in institutional settings. But there must be a plan for using these people.

A pilot project in which inmates are given pay for work done in the institution was suggested. We can teach good work habits. We might require our men to do an honest day's work and pay them union scale. Poor work habits formerly taught in prisons.

LAW ENFORCEMENT ASSISTANCE ACT

carry over into the parole process and contributes to recidivism. When a prisoner is in an institution his family is often on welfare. Payments to inmates while serving their sentences should diminish this.

The Law Enforcement Assistance regulations provide a \$150,000 maximum for any single program, but this is really based upon the merit of the program proposed and the amount requested. The program must involve the total community in some manner. The following breakdown of other government resources are:

1. Socialization Program..... Volunteers
2. Therapeutic Techniques..... NIMH
3. Vocational Training..... OMPER
4. Rehabilitation..... VRA
5. System Changes..... OLEA

The Point was made that priorities for grants were in the areas of work-release programs and staff training.

A question was raised as to the feasibility of bringing probationers into the institution to give them vocational training. It is well known that our institutions often have much better training facilities than the local community.

This session closed with a suggestion that institutions do something for pre-institutional types, such as having county prisoners serving one year or more come to the institution for vocational training. It was suggested that there must be innovation, evaluation, and continuity in institutional demonstrations to be carried out under the combined auspices of the community and the institution.

NATIONAL INSTITUTE
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GENERAL SESSION

Speech by The Honorable Nicholas deB. Katzenbach

The development of correctional systems and the concept of the total correctional process have led to the creation of a new position -- the state correctional administrator. This Institute of administrators concerned itself with a review of the objectives of corrections, the new resources now available, both financial and technological, and the current perspectives that underpin modern correctional approaches.

The Honorable Nicholas deB. Katzenbach, Attorney General of the United States at the time of this Institute, stated in his address:

a./ In order to deal effectively with crime in the United States we must see corrections as a total process. Improvement in methods of dealing with offenders must consider each aspect of the correctional system, ranging from preventive measures through institutional treatment. The primary responsibility for enacting correctional programs lies with the states, with the federal government playing an incidental role.

b./ The major purpose of this Institute is to share ideas and coordinate progressive action. This effort should focus on the more serious offenders, while short sentences and purely punitive actions should be dealt with separately.

c./ An important part of our correctional objectives should be the re-integration of offenders into society. In this task, our goal should be to minimize the chances of recidivism.

d./ We must accept the fact that high rates of recidivism will continue, but a reduction of ten or twenty percent can have a substantial effect on the overall crime problem.

e./ It was noted that the primary target for our correctional programs should be the young offender. The most vital rehabilitative tools in working with these inmates are a high school education and job training.

f./ Prospects for released inmates are presently extremely hopeful. Attitudes of business and the public toward parolees are good, while unemployment is quite low. These conditions, combined with a closely supervised parole system, offer great opportunities for success to the releasee.

g./ The state correctional systems must work with the federal government to build a more unified and integrated correctional approach. The correctional administrator should know what the federal government can do to improve his programs and also how the exchange among, and coordination between, state systems can better our complete attack on crime.

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MEASURING THE EFFECTIVENESS OF CORRECTIONAL PROGRAMS

WHERE ARE WE?: The Present State of Measurement in Corrections:

Corrections has been a very backward field insofar as evaluating the effectiveness of programs, practices, and procedures is concerned. Correctional administrators spend many hundreds of millions of dollars annually in the processing of human beings, yet cannot assess, with any true degree of accuracy the results of their endeavors. Contrasting with the ten percent of gross income spent annually on research and development by industry, it was noted that corrections spends not one cent on scientifically devised evaluation programs.

For too many years correctional administrators have assessed the effectiveness of their programs on the degree of smoothness of operations, the lack of embarrassing incidents and the low per capita cost of operations. Corrections has been impeded in its development of effective research for several reasons. Some researchers were interested primarily in "exposes." Other researchers were interested in "pure research" which often fails to help the correctional administrator with his unsolved problems and yields less immediate utilitarian value of the assessment of correctional programs.

Evaluative research, until recently, has not been recognized as essential by legislators in making appropriations. Correctional administrators have not encouraged self-evaluation, for the most part, and have feared the possible results of program evaluation.

A NEW ERA IN CORRECTIONS: Mandate for Change:

With the beginning of this decade the correctional field has been increasingly confronted with demands from the public and government for better results. Some criticism has resulted in demands for longer sentences, less probation and parole, and for legislation which would restrict and make more rigid sentencing alternatives available to the courts.

New federal legislation and support for programs aimed at control of crime and delinquency, as well as increasing interest on the part of private foundations in supporting demonstration programs which hold promise for reducing crime and delinquency, have given impetus to a variety of new innovations and a new era in corrections. On the state level similar support has been demonstrated. It was noted that, last December, the legislature of Pennsylvania passed a dozen bills which create improvements in corrections. Never before in Pennsylvania's history has such a sizable package of correctional legislation been enacted.

In this era, there is an increasing awareness that obsolete measures will not do and that mere cold storage of offenders in the traditional penitentiary is not giving the results that modern society demands. Correctional administrators can no longer assume that what has been handed down from the past, in the way of correctional tools, are sufficient.

It must be recognized that the foundation of a modern, effective, viable correctional program must be based on scientific measurement and evaluation. Only through evaluative research can we assess and demonstrate the degree of our success or failure and the effectiveness of our programs.

THE IMPORT OF CORRECTIONAL RESEARCH AND ITS COMPONENTS

In the modern correctional system, and among the multitudinous roles and functions of the correctional administrator, the research function is perhaps one of the most important, yet often the most neglected function of the system. Increasingly, correctional administrators are coming under constant scrutiny of the governor, the public, legislature and other public and private agencies. There is great demand in every state for facts rather than pat answers and speculation in justifying correctional programs. There are three considerations in developing such factual information:

a. The first consideration in developing factual support is the development of an Information System which provides information on number and distribution of population, classification of inmates, which inmates are doing well in which programs and which are not doing well in others, etc. This information system, which provides feedback, is the core of the research function or operation.

b. The second consideration is the development of Program Research. This research operation utilizes various measurement systems for purposes of analysis and study of at least the more critical programs. Ideally all programs should be evaluated, but in view of limitations imposed by financial and staff limitation, etc., priorities should be established. This stage of total program evaluation has not been realized as yet, even in California which, to date, has the most sophisticated and highly developed research operation in the correctional field.

c. The third consideration is a provision for Basic Research which concerns itself with the importation and infusion of new ideas and knowledge into the system. This research updates the system and adds to its viability.

In its earliest stage of development, corrections represented the prison as an isolated unit, totally isolated from society. An institution with program based exclusively on punishment, the prison was operated by a politically appointed warden who operated as the "prison boss". This administrator was the law unto himself, and was supported by a politically appointed staff. The institution emphasized, exclusively, custody and security, and its style of management might be termed "management by caprice" and was based exclusively on a priory ideas. It should be noted, however, that during this early stage, there were some exceptions among institutions and administrators, from which the next stage primarily evolved. Among these progressive penologists were Thomas Mott Osborn, Howard Gill and Mordecai Plummer.

The second stage of correctional evolution is characterized by the emergence of isolated systems. This stage reflects programs of custody and treatment. The warden in this phase of development may be considered an institution manager. Management might be characterized as "management by received ideas". This is a process of taking ideas, on faith, from other sources and disciplines e.g., psychiatry, education, etc. At this stage there is still little coordination of corrections and its institutions with courts, police and other social and governmental agencies. The system remains, for the most part, isolated from the larger social fabric.

Sweden was cited as a present day example of the "management by received idea" style of correctional management. Institutional units in Sweden average about 300 inmates with the staff-inmate ratio reported to be 1:2. They are also noted for their

progressive cottage management which has 10-20 inmates per unit. Dr. Conrad queried the Director of the Swedish system, Thorsten Erikson, about the derivation of their system which seems to reflect so many progressive ideas. In response, Erikson noted that they believe in certain principles such as: all prisoners should work; people are better off in small groups; use of technology such as control of inmate movements and supervision by closed circuit television; and the inmate responds better to a comfortable environment. It was noted by Dr. Conrad that none of these ideas have been tested but, rather, there is a reliance on common sense which, in our terms, is "management by received ideas."

The third stage or phase of correctional evolution is represented by the system administrator who operates the system on the basis of correctional knowledge, plant, and staff. This is an integrated system, within and without. Program emphasis is on "milieu therapy" (as in California's system) rather than the conventional hour a week of group or individual treatment. Inmates in this system are not regarded as homogeneous masses, but are considered in typologies related to various treatment strategies and amenability to various types of intervention. There is experimentation with rewards and incentives as inducements for change. Emphasis in such a system is also placed on coordination and formalization of relationships with courts, police and other social and governmental agencies. Management in this third phase is described as "management by correctional objectives", and is based on study and evaluation of the extent to which sub-systems and the total system succeed or fail to achieve objectives.

With reference to correctional evolution, it is noted that the various stages are characterized by varying degrees of reliance on research. One phase required little research (except to determine the most expeditious method of execution, perhaps). The other phase requires some accounting system, i.e., numbers in population, etc. Reliance on management by received idea makes feedback research unnecessary.

DESCRIPTION ON CORRECTIONAL RESEARCH ORGANIZATION IN CALIFORNIA AND ITS CURRENT PROJECTS

The California State Correctional Research Division, and its organizational structure and current projects are: The Research Chief is responsible directly to the Director of Correction; research activity is divided into three major units: statistical, program research, and the crime studies division.

Proposals have been made for creation of two more units on community studies and staff studies. The former will concern itself with the effects of the community on the offender and the latter with determining qualifications and special needs in personnel for various types of programs.

In response to questions from the floor, Dr. Conrad defined The Crime Studies Division as a basic research or omnibus approach. Current projects include development of base expectancy tables to be used for distribution of population on the basis of expectancy of parole success on a predictive evaluation. A second project is concerned with "violence" and is an attempt to develop a profile on the violent offender, how he gets that way and how to manage him in the system.

Program research was defined as concerning itself with evaluating effectiveness of various programs. Current projects include an evaluation of the work unit program, with focus on identifying parolees in terms of problems they represent to the parole agent. A project is presently investigating success and best utilization of the medical facility at Vacaville. Evaluations are also being made on community correctional centers (half-way houses) and conservation camps, in terms of the type of inmate who needs that particular kind of program.

GENERAL DISCUSSION AND RESPONSE TO DR. CONRAD'S PRESENTATION.

- a. About nine out of approximately forty state correctional administrators or their representative reported having a researcher on their staff.
- b. California has twenty-two professional researchers and forty-eight clerical workers in its research division. Youth Authority positions in research and personnel working on foundation supported research are excluded.
- c. Minnesota reported experimentation with the use of computers to which their department has limited access. Attempts are being made to develop methods of random access to case materials and categorization of anecdotal reports from probation, parole, institutional counselors and correctional officers. A part-time researcher, with Ph.D. in Sociology, is directing their research.

- d. Delaware reported that they are pooling resources of data processing in hopes of eventually centralizing data collection in the Department of Correction. They are hopeful that they can benefit from resources of other agencies who have had better success in getting funds from the legislature.
- e. From New York came repeated appeals for the development of the Research Council of the American Correctional Association as a new tool to spearhead and coordinate research efforts.
- f. Vermont reported that they are using data processing and are working toward establishment of a research position. They are presently participating in three federal programs in corrections, made possible through collaboration with other agencies, such as Public Health, Education and Vocational Rehabilitation.
- g. Maryland reported that they are beginning research with data processing by combining statistical collection functions of Department of Correction with those of juvenile delinquency and mental health services.
- h. California is also now concerned with an investigation of information requirements in decision-making in the various institutions and the Youth Authority.
- i. It was noted that perhaps one of the most important considerations of the President's National Crime Commission is its study and recommendation on a national uniform statistical reporting system. It is hoped that a blueprint would result which could be used with the application of data processing, or other scientific technology, to make possible the compilation of more meaningful uniform statistics. It was noted that the National Council on Crime and Delinquency is presently making a survey to gather basic information requirements necessary for the establishment of uniform information services.
- j. It was suggested that a void exists in that there is no compilation of judicial statistics. Dr. Peter Lejins responded by pointing out that he served on the Commission which recommended abandonment of compilation of judicial statistics because of non-cooperation

of courts in reporting. Only 32 states cooperated, and only a few courts in each state reported. The result was meaningless reports.

- k. It was noted that one needs only the funds, technical knowledge and equipment, and cooperation to make a uniform statistical reporting system a reality. Federal Bureau of Investigation uniform crime reports are strictly police statistics, and an expanded system is needed with a criminology division, staffed with personnel who can give meaningful interpretations of data. Unanimous support was expressed for a more complete system of statistics at the Federal level. It was one opinion that compilation should be housed in a division of the Department of Justice, other than the Federal Bureau of Investigation.
- l. California is presently working on the development of a model statistical reporting system. Background or preliminary information could be made available to other states interested in developing a similar system, but considerable technology, particularly data processing, is required.
- m. Unanimous support was expressed for the development of a research clearing house within the framework of the American Correctional Association. Such a division could serve as a depository and dissemination center which would make research based information available to all participating state systems. Such a division possibly could be supported by funds made available from the various states systems.
- n. Daniel Skoler, Office of Law Enforcement Assistance, U. S. Department of Justice expressed the feeling that an expanded statistical reporting system at the Federal level should be a relatively easy project to get funded, if the objectives were clearly defined, and sufficient support could be demonstrated by the various state correctional systems.

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

THE ROLE OF MANAGEMENT IN INTRODUCING CHANGE

The chairman introduced the session on "The Role of Management In Introducing Change," by pointing out that, traditionally, corrections has lagged behind the remainder of the social structure. Although the degree of this lag has varied, since 1946 there has been an increasing effort to overcome this deficiency. In order to obtain advice and guidance in this direction, Edward A. Kieloch, Assistant Director of the American Society for Public Administration, agreed to present a few perspectives on introducing change into any organizational system. The guest speaker emphasized that he was not personally familiar with correctional administration, but felt that many management and organizational problems were universal, and that many principles and concepts concerning change were widely applicable.

CHARACTERISTICS OF CHANGE

Ten characteristics of change were presented:

- A. All change is incremental. That is, change develops out of historical antecedents. Even though change may occasionally appear abrupt or even revolutionary, it has a continuous history of development.
- B. Change is a survival mechanism. The extinction of biological species is a result of the inability to change. Organizations, just as species, survive by adaptation (change) to various environments.
- C. Not all change is constructive. Simply because an idea is new and different does not guarantee its desirability. Change itself is neither good nor bad. However, it is usually considered good to the extent that it aids in achieving organizational goals.
- D. Change can be introduced internally or externally. The administrative section of a given organization is not the only body capable of introducing change.

- E. Change generates change. That is, a change in one aspect of an organization spawns change in other aspects. Because of this, frequently the consequences of change cannot be predicted.
- F. Change may be resisted or rejected for both rational and irrational reasons.
- G. People tend to accept change when they perceive an advantage and reject it when seen as a disadvantage.
- H. The climate of an organization is effected by the type of people the organization rewards.
- I. Change can be introduced by force or by gradual moves. In either case, there are tactics and strategies to which anyone introducing change should be perceptive.
- J. Change is rarely original or creative. It is usually an adaptation of ideas gained elsewhere which are modified to fit particular circumstances. Therefore, in order for any organization to change, it needs to seek out and identify with many outside activities. In an isolated organization then, there is little potential for change.

INTRODUCTION OF CHANGE

Change is most effectively introduced in either highly successful or highly unsuccessful organizations, due to risk factors. The highly successful organization is secure and can afford to risk change. This type of organization normally becomes successful because there is no threat to its security and, consequently, time and energy are expended on development rather than defense. Further, a highly successful organization is usually over-staffed. If certain members have surplus time, this encourages thought concerning new programs, new goals, and a more efficient organization. Typically, these thoughts dwell both on what change the individual would enjoy inaugurating, and simultaneously advance the purpose of the institution.

The highly unsuccessful organization is receptive to change because its plight forces a search process in order, hopefully, to uncover successful operating procedures. The risk factor here is almost negligible since a failure in securing alternative procedures places the organization in no greater danger

it was before it attempted the change. The pressure for change comes from sources outside the organization, while the search process is conducted within. Frequently the search can discover possible changes which will produce a viable organization.

On the other hand, forces external to the organization may change, making a formerly successful organization a failure. What might have been adaptation, at one time and place, may become mal-adaptation in changing circumstances. The belief that one technique of adaptation, or that several basic procedures will be constantly successful, was termed "Trained Incapacity" by Thorstein Veblen. All organizations attempt to achieve success; however, various members within the organization may be less concerned with the speed and direction of achievement, than with their own personal performance. Thus, management and personnel may not be unified in attempting to achieve success.

The speaker concluded by stressing three key points in administrative science.

1. What the organization rewards.
2. What the personnel desire.
3. The way in which change is introduced.

INTRODUCTION TO GENERAL DISCUSSION

The Discussion Group Leader prefaced the question-answer period by noting several aspects of change endemic to corrections. It was pointed out that, all too often, the greatest difficulty is overcoming tradition. Perhaps it is not so much a matter of introducing change, as effecting change. New ideas and procedures may be readily available, but placing them in effect, and gaining their acceptance, is an additional and possibly more critical problem.

Furthermore, correctional administrators should be concerned with "publics" when considering change. These publics include:

- A. The inmate Public
- B. The Staff Public
- C. The Court Public
- D. The Law Enforcement Public
- E. The Institution's Community Public
- F. Society in General

Thus, there are many people to consider when contemplating change.

PRINCIPLES ADVANCED DURING GROUP DISCUSSION

- A. Committing policy to writing makes change more difficult than by implementing policy informally.
- B. Change is accepted by those who see real and/or imaginary personal advantage. Those who perceive the change as a disadvantage will be obstinate. Therefore, perhaps the most effective way to introduce change is with the accompaniment of at least perceived advantage.
- C. If a person participates in a proposal for change, or at least has the planned change explained personally, he will be more receptive to its introduction. An example of this recommendation working effectively was later provided by Vermont in its experience of eliciting acceptance of group psychotherapy among correctional officers.
- D. Never let staff make judgements where no controversy exists.
- E. In attempting to alter inmate attitudes positively, especially with adults who have a value system inculcated since infancy, one should consider the amount of prestige an inmate loses in conforming to official values.
- F. If one wants simply compliance by staff, and nothing else, then threat and punishment are more effective in securing change. However, if one wants willingness and cooperation in change, then incentives and rewards are preferred.
- G. A repeated array of known and expected incentives is less effective than less identifiable rewards.
- H. The acceptance of sanctions or rewards depends on expectations. If there is clear understanding of the possibilities of either, then less animosity will be created than when these possibilities are in doubt.

GENERAL DISCUSSION

Planned Program Budgeting System (PPBS) was explained basically as a method of administrative organization programmed about a fixed, projected budget. This method was supplemented in the Defense Department by using Operations Research, a technique which insures that (a) alternatives to a decision are fully explored and (b) the probability of the outcome of the various alternatives are predicted.

In applying PPBS to corrections, it was suggested that administrators might approach their respective legislators with the question, "How many inmates are you willing to rehabilitate this year?" Also, that a successful approach might be the use of probability theory in predicting what results might occur should certain funds be denied. For example, Project Head Start was successful in giving Congress the following estimates of pathology among 500,000 prospects for that program.

48,000 Tuberculars
8,000 Congenital/Venereal Disorders
12,000 Sight Defects
14,000 Hearing Defects
200,000 Malnutrition

A subsequent appropriation of 283 million dollars resulted.

A proposal from the floor recommended submitting three budgets to the legislature.

1. An Essential Budget
2. A Desired Budget
3. A Preferred Budget

TRAINING

The policy of sending personnel to training courses outside the given organization has generally been unsuccessful. A study which investigated this problem disclosed that the returnee's peers thought the venture profitable for the individual, even though he returned with some unusual ideas. The returnee's subordinates tended to think him more informed. The returnee himself generally wished his supervisor had attended for he felt unable to implement his newly acquired ideas. The supervisor, however, while justifying the cost involved in sending him, felt that little had been gained. Nevertheless, top administrators

may find value in training programs since they can then be instrumental in arranging in-house training sessions upon their return.

MERIT AWARDS

Money is probably the best incentive. Further, a system of dispensing awards, contained in the immediate organizational hierarchy, is believed to be more efficacious than a system performing as a separate agency.

CONCLUSION

In conclusion it was declared that the most urgent change presently required in the field of corrections is the need to have society recognize that correctional facilities are an integral part of the community, offering a public service of equal or greater importance with hospitals, police, courts and other public agencies.

LEGAL IMPLICATIONS OF PRISONERS' RIGHTS **

By: Eugene N. Barkin
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Federal Bureau of Prisons

** Editor's Note: Mr. Barkin's speech is reprinted in its entirety, rather than through a recorder's summary, due to the importance of the material.

Earlier sessions were mainly concerned with the future - where you want to go - and how to get there. But where you go and how to get there is not your decision alone. The approaches you take and the rules that you promulgate are more than ever subject to scrutiny by the courts, both federal and state. These courts are measuring your rules and your conduct against their concepts of the requirement of statutory and constitutional laws. The widely recognized growing concern for the rights of accused individuals is being reflected in a new interest in the treatment of the convicted. No longer is he regarded as the "slave of the state" as was expressed by a court some years ago. And with that concern, the virtual immunity of the penal administrator's regulations from judicial review has become almost as extinct as the dodo. True, most courts continue to pay lip service to the old doctrine that, except in extreme cases, the courts may not interfere with the conduct of a prison, with its regulations and their enforcement, or with its discipline. But what constitutes a sufficient reason for a judicial review today is a far cry from what it was just a few short years ago.

While lawful incarceration must necessarily withdraw or limit many privileges and rights, prisoners should not be stripped of rights other than those which would be detrimental to the administration and discipline of the institution or the program established for them.

There are certain areas of administration which have become somewhat "prickly." One is the right of the institutional officials to intervene in certain types of correspondence. There is no question but that prison authorities have the right to examine and censor mail passing to or from the prison. 1/ It is

1/ Ortega v. Ragen, 216 F. 2d 561 (7th Cir. 1954 cert. den. 349 U.S. 940; U.S. ex rel Vraniak v. Randolph, 161 F. Supp. 553 (E.D. Ill. 1958), aff'd. 261 F. 2d 234 (7th Cir. 1958), cert. den. 359 U.S. 949.

just as clear, however, that there can be no interference with an inmate's access to the courts. To put it the way a Federal Judge in Philadelphia recently expressed it - "For although prison mail may be censored, regulations or restrictions that effectively preclude an inmate from communicating with courts cannot be tolerated." 2/ Access to courts must mean at least that the letter or the writ must be physically delivered to the court. 3/ It is also very important not only that these legal documents be forwarded, but that they also be forwarded expeditiously. I think the need for expeditious handling can best be demonstrated by two recent Supreme Court cases which were decided on the same day. In the federal system a person must appeal his conviction within ten days from the date of the judgment and the Supreme Court has held that this ten day period is mandatory and cannot be extended. 4/ In the first case the defendant had retained a lawyer and the tenth day fell on a Saturday. On the ninth day, Friday, the attorney who was to file the notice of appeal left his office with a fever and went home to bed and stayed there until late Sunday. Thus the notice was not filed until Monday morning. The Supreme Court said that it was too late despite the fact that there was a clear intention to file a notice of appeal, that the delay on the part of the attorney was unavoidable, that the client had no control over the notice of appeal would be filed, and as a matter of fact apparently had no knowledge of the possibility that it would be filed late. 5/ On the same day the court concluded that a prisoner's appeal was filed within the permissible time although the clerk received it 14 days after the sentencing because the date placed on the letter by the inmate was dated within the allowable period, and there was no postmark to disprove that date was untrue. 6/ It seems to me that in the first case the client was at least as equally blameless of fault as was the inmate in the second case. As a matter of fact, the proof of his blamelessness was much more conclusive than was the proof that the inmate had actually attempted to mail the appeal within the allotted time. Incidentally, one of the Supreme Court Justices was of the view that the Prisoners Mail Box acts as the clerk of the Court

2/ U.S. ex rel Wakeley v. Commonwealth of Pennsylvania, 247 F. Supp. 7 (E.D. Pa. 1965)

3/ Ex parte Hull, 312 U.S. 546

4/ U.S. v. Robinson, 361 U.S. 220

5/ Berman v. United States, 378 U.S. 530

6/ Fallen v. United States, 378 U.S. 138

of Appeals and therefore when a document is put in the slot in the institution, it is received at the court. This again is to be contrasted with rules pertaining to the person in free society where it is incumbent to get that pleading to the court at the specified time.

The handling of correspondence with the prisoner's attorney of record has recently been a source of great concern. It has become a common contention that the prison authorities have no right to inspect mail passing between the attorney and client, because the content of this correspondence is within the purview of the confidential attorney-client relationship and that the inspection of this mail would breach this relationship. First of all, it is well to bear in mind that in order to come within the concept of this relationship, the attorney must be rendering legal advice and the mere fact that he is an attorney does not mean that the requisite confidential relationship is established. As you well know, attorneys can be used by the inmates for a variety of reasons many have nothing to do with legal advice.

Of course, it is difficult for the administrator to knowledgeably ascertain what matters come within this relationship. But even if such relationship should exist, it seems to me, that the security of the institution requires the administrators to retain the right to open any incoming and outgoing mail. It is a simple matter for anyone to have return addresses with attorneys names printed on envelopes, and if such incoming correspondence could never be inspected, the consequences could be disastrous. The federal District Court for the District of Oregon specifically held that letters between prisoners and their attorney are not exempt from inspection. ^{7/} However, these letters should be given extra tender care insofar as forwarding is concerned. A recent New York case the court held that a warden over-reached his authority when he intercepted communications addressed to the prisoner's attorney without notifying counsel of that fact. ^{8/} And, despite administrative rules to the contrary, the fact that the prisoner has been making derogatory remarks about you or your administration, should be no reason to refuse to allow him to

^{7/} Bailleaux v. Holmes, 177, F. Supp. 361 (D. Ore. 1959); see also Green v. State of Maine, 113 F. Supp. 253 (Me. 1953); U.S. ex rel.

Vraniak v. Randolph, 161 F. Supp. 553 (E.D. Ill. 1958)
^{8/} Brabson v. Wilkins, 256 N.Y.S. 2d 693 (1965)

LEGAL IMPLICATIONS

E. N. Barkin

write to counsel. This is precisely the situation where counsel may be important. 9/ As a matter of fact, I would be extra careful where you might have a vested interest in the inmate's writing because then there could be a reasonable basis for the accusation that you are interfering with access to counsel and betraying the confidentiality of the attorney-client relationship.

Of course, letters to friends, business associates or anyone not concerned with law enforcement activities are subject to greater restrictions. In the Birdman of Alcatraz case, Stroud demanded an order restraining the warden from unlawful interference with his business interests. 10/ The court held, back in 1951, that the prisoner was not entitled to carry on business affairs representing efforts to secure publication of a book or to engage in general business correspondence with outside parties to promote and further his interest. Just before Stroud died a couple of years ago, he renewed the same complaints in the District Court for the W. D. of Missouri stating that he wanted to have his old bird book revised and re-published, and also wanted to send out a manuscript which he had written on the federal penal system while in Alcatraz. Although Stroud died before this case was decided, the court indicated pretty clearly it was having a good long hard look at Stroud's contentions and that it was impressed with the fact that many great works were written in prison. It seemed to be of the opinion that, unless we could show that the publication of these writings would be detrimental to the security and administration of our institution, it would be inclined to order us to allow him to attempt to have his manuscript published.

You might be well advised to consider the possibility of different rules with respect to attorney visits with their clients. It seems to me that the supervision of a visit cannot be as stringent as supervision of written communications. The Supreme Court of the United States, about four years ago, had a case before it which arose from a New York jail. 11/ In that case, the prisoner held a conversation with his brother and six days later the prisoner was released on parole by the order of one member of a state board parole commission. This prompted an investigation, the brother was called to testify and after being granted immunity from prosecution, as permitted by state law, the

9/ Fulwood v. Clemmer, 206 F. Supp. 370 (D.C. 1962)

10/ Stroud v. Swope, 187 F. 2d 850 (C.A. 9 1951)

11/ Lanza v. New York, 370 U.S. 139 (1962)

committee directed him to answer several questions, which he refused to do. His conviction was affirmed and was before the U. S. Supreme Court. The argument was made that he could not be punished because the questions put to him related to a conversation he had with his brother while in jail, which had been electronically intercepted by the state officials, and that the transcript of that conversation had furnished the basis of the committee's questions. It was conceded that there was a "bugging" device installed in the visitors room at Westchester County Jail and that the two brothers conversed without the knowledge that their conversation was overheard and being transcribed.

The Supreme Court pointed out that while the Fourth Amendment insures the right of people to be secure in their homes and that houses, papers and effects are protected against unreasonable search and seizures, a public jail is not the equivalent of a man's house in that it is a place where you can claim constitutional immunity from search or seizure. To quote Justice Stewart, "In prison, official surveillance has traditionally been the order of the day." But, perhaps the most significant statement by Justice Stewart, not even relevant to the decision in that particular case, was:

"Though it may be assumed that even in jail or perhaps especially there, the relationships which the law has endowed with particularized confidentiality must continue to receive unceasing protection, there is no claimed violation of any special relationship here."

Reasonable access to courts can well be construed to require permission to acquire certain legal documents or books, and a reasonable opportunity to study and prepare materials. I previously referred to a case in which the Federal District Court found that attorneys mail to prisoners was subject to inspection. In that same case the District Court found that the prisoners were unduly hampered in their efforts to study law and prepare legal documents. The Court of Appeals held that whether or not in a particular case access afforded is reasonable depends upon the surrounding circumstances of the case. The Court held that the restrictions on those in punitive segregation are permissible because of the relatively short duration, imposed only for violation of the rules, and not imposed discriminately against persons who are engaged in legal work. With respect to the general population there had been a liberalization of time and fa-

cilities of the library so that no delays in excess of one day for those wanting to use such facilities. Further that there is a substantial increase in the prison library, prisoners in segregation, because they do not have access to the law library, are permitted to engage in legal research or preparation of legal documents in their cells or about 7 hours a day, 7 days a week.

Other prison rules upheld included the ruling that prisoners are not permitted to purchase bound books and must keep them in the library, based upon difficulty of examining incoming mail and packages for contraband. Enclosures from a primary source such as the publishing house requires less scrutiny than if it comes in secondhand.

This court held that it was not up to them to decide whether the regulations were salutary or achieved the purposes for which they had been written, but if the purpose is not to hamper inmates in gaining access, and in fact did not, the court's inquiry was at an end. The fact that access could have been further facilitated without impairing effective prison administration is not a matter that the court should get into. The court went on to say that the state has no obligation to provide library facilities and an opportunity for their use to enable an inmate to search for a legal loophole in the judgment or to perform services which only a lawyer is trained to perform.

In a recent Pennsylvania case an inmate in Graterford Correctional Institution also complained that he had been denied the use of law books, and had been prevented from acquiring legal materials from sources other than the issuing court, the Government Printing Office, and West Publishing Company. The Philadelphia District Court followed Hatfield v. Bailleaux.^{12/} That court pointed out that the plaintiff has access to three sources of legal materials and had been permitted to retain these materials in his cell while he prepares his legal action. His right of physical communication with the court had not been interfered with nor does he claim it has been. There is no law library at the Graterford Institution, and this court also held that one was not necessary. Under these facts, the court ruled that the plaintiff had not been denied his access to the courts. However, even if there is no denial of rights on an individual basis to a particular inmate, if it is shown that the complainant is getting

^{12/} U.S. ex rel Wakeley v. Commonwealth of Pennsylvania. et al
247 F. Supp. 7, 13 (E.D. Pa. 1965)

less than other inmates, he has stated a complaint which is cognizable under the Federal Constitution, i.e., the denial of equal protection under the law. Of course, this increase of interest in the prisoner's ability to be able to judicially test their confinement and conditions relating to it is not exclusively the interest of the courts, but generally prison administrators are thinking along the same lines. And while our reasons are, I am sure, primarily altruistic, lest the halo fit too tight, I think that we ought to realize it is in our own self interest that we keep abreast of the times. There is an old adage that bad facts make bad law. This means that if a factual situation in a given case is so aggravated that an inequity will result by the literal application of the law, the courts will stretch the law to avoid that consequence and may come up with a ruling which will have an adverse impact generally. A case which might fall into that category came across my desk a couple of days ago. ^{13/} It involved a rule, which I am certain is widespread - prisoners are forbidden to prepare legal documents for each other. In this case, however, the court found the petitioner had been kept in solitary confinement in a state penitentiary for eleven months because he violated this regulation. At the time he brought his suit, such confinement continued and would continue for an indefinite period, to be terminated only on the order of the Commissioner of Corrections. The court pointed out that it was aware that there is a steadily increasing number of habeas corpus applications. But the great load of cases is a matter which the courts have to deal with and the administration could not give it help by repressive regulations.

The court observed from its experience, that without the assistance of some third party, many persons in penitentiaries would be totally incapable of preparing an intelligible petition, letter, or request on his own behalf. The state officials did not deny this, but said that the solution is to contact a licensed attorney. The court pointed out, however, that this begs the question because the same incapacities which make it impossible for a prisoner to draft a meaningful petition would make it impossible for him to draft a letter of sufficient clarity to arouse an attorney's interest. Thus the court concluded that if this type prisoner cannot have the assistance of "jail house lawyers", their valid constitutional claims may never be heard and that at stake is the denial of their day in court to an in-

^{13/} Johnson v. Avery, Civil No. 4170 decided 1/21/66 (D.M.D. Tenn.)

LEGAL IMPLICATIONS

E. N. Barkin

determinate number of prisoners who are incapable of preparing their own requests.

Since state prisoners have a federal right to petition for writ of habeas corpus under the federal law, they have the right to have this remedy implemented by authorizing some third party to proceed in their behalf. As a consequence, the court concluded the prison regulation clearly conflicts with the statutory right of prisoners incapable of acting for themselves just as effectively as if the officials had made it an offense for the persons to request such assistance.

It is significant that the court said that "a regulation prohibiting the practice altogether might well be sustained if the state afforded to prison inmates any reasonable alternative such as an available list of qualified lawyers willing to volunteer their services, access to a public defender having statutory authority to represent them, or some other mode of ready and convenient contact with some qualified person capable of rendering assistance in the preparation of their petitions or applications for habeas corpus relief." But since these regulations were absolute in their terms and were without alternatives, it therefore silences any constitutional claims which such prisoners may have. Incidentally, I understood from the court this case is on appeal.

It, therefore, seems to me that it is the obligation of the administrator to run his institution as equitably as possible with the retention of reasonable controls and through this means avoid unduly restrictive judicial decisions. The adage that is chiseled on the Archives Building in Washington - "Past is Prologue" - could well be our guideline. We tried to do this in this particular area in the Federal Bureau of Prisons by issuing a new Policy Memorandum which attempts to define rights of access to counsel and legal materials.

The Federal System is working to start some legal aid programs run by the several law schools. We hope to expand them in the future. A couple months ago one started with the University of Kansas Law School for Leavenworth Penitentiary inmates. That program includes twelve senior law students who are divided into six teams. It is under the supervision of an experienced law professor. The inmates make application for the legal aid program stating their complaints and interests. The application is assigned to a team of two students who work out the factual

LEGAL IMPLICATIONS

E. N. Barkin

and legal aspects and, if it appears to be warranted, the students pay a visit to the inmate and discuss his problem with him. They then advise him whether his case appears to be frivolous or has some merit. Incidentally, this program covers not only questions relating to conviction, sentence and confinement, but also all kinds of civil legal aid such as domestic relations and the like. Last Friday, I talked to the Warden at Leavenworth, and he is quite pleased with the way things are going. In the first week the program was in operation, 25 applications were sent to the Law School, the second week 19, and now it is down to 2 or 3 every two weeks. We felt that the same answer from someone who is not the prisoner's keeper is more apt to be accepted. Of course, the Law School is delighted because their students are getting practical experience and are rubbing noses in real live cases, and in the event a case winds up in court, the law students will assist the appointed counsel.

We are about to start another one for the Lewisburg Penitentiary inmates in conjunction with the University of Pennsylvania Law School, but because of the geographic distance involved, this one is not nearly as ambitious and most of the aid will be given by way of correspondence. There have been other indications of interest from several other Law Schools. There is also another beneficial aspect to this program, if it blossoms as we hope. It will help us find out what actually happens when inmates in a maximum security penitentiary get help, compare this to a medium security, to a correctional institution, the minimum security institution, or a youth institution, and perhaps we can draw some conclusions as to the validity and the necessity of a legal aid program. Some people have expressed the view that the time is not too far off that institutions will require at least on a part-time basis, a legal officer on their staff. As a matter of fact, Federal Judge Youngdahl heads an American Bar Association Subcommittee on Post-Conviction Remedies and he advises that the Committee is looking into just that possibility. I am not sure that this is necessary, but one thing seems certain - alternatives should be provided. If the administrator sits back and does nothing, he may not have the choices of how he wants this legal aid program administered.

Probably an even more difficult problem confronting the prison administrator is how to handle demands made upon them by comparatively small groups of inmates because of the requirements of their religious beliefs. At the moment, the litigation is pretty much centered upon the demands of the sect known as the Black Muslims. As you all know they demand the right to be

treated as a religion and from that, the right to hold religious services and be provided a place to meet; the right to certain "religious literature"; the right to certain religious insignia; the right to certain diet; the right to have their own religious leaders come into the institution to lead services and so on, ad infinitum.

Prison administrators have taken various views and approaches and there have been numerous court decisions with different results. The approaches have ranged from "We decided that the Black Muslims are not a religion" to "It may well be a religion but even if it is, in view of their background and teachings, if we give them what they want, trouble will result".

The first approach, I think, is untenable. Who are you as an administrator to determine what is and what is not a religion? A court is almost compelled to accept this organization as a religion, even though its activities are not exclusively religious. 14/

Once the complaint is made that an inmate has been deprived of something or punished because of his religion, you can't dismiss it by merely saying that these are administrative decisions not subject to review by the courts. An approach close to this was taken in a case where an inmate alleged that he was placed in solitary because he insisted upon a particular translation of the Koran. The Federal District Court, after considering "accredited social studies of Muslims, police reports and reported Muslim difficulties elsewhere" dismissed the complaint on the "broad discretion" rule. The Court of Appeals affirmed but the Supreme Court, taking the allegations as true, as they must in a motion to dismiss, held that the complaint stated a cause of action and held it was error to dismiss the case. 15/ I understand that as the remand the Federal District Court ruled that the plaintiff was entitled to the version of the Koran he originally tried to get.

Of course, anyone has a right to believe anything he chooses. But the guarantee of religious freedom is absolute only insofar as it assures religious belief. The state, the Congress, officials cannot interfere with religious beliefs,

14/ Sostre v. McGinnis, 334 F. 2d 906 (C.A. 2, 1964)

15/ Cooper v. Page, 324 F. 2d 165 (C.A. 7, 1963) rev'd. and remanded 378 U. S. 546 (1965).

opinions or conscience of the individual. This rule applies within the confines of a prison.

The practice of religion, however, is not an absolute freedom. It is restricted wherever its expression is contrary to the public good or whenever it presents a clear and present danger to the safety, morals, or general welfare of the community. This is demonstrated in Supreme Court cases involving activities of Jehovahs Witnesses 16/ or conscientious objectors 17/ or a Mormon practicing polygamy as an expression of his religious beliefs. 18/

The necessity of restricting religious activities in prison, including the right to meet in a group for religious services, has been upheld by several courts. But these cases have been decided after a full hearing where it was demonstrated just why granting the demands would be detrimental to the administration or security of the institution. Mere conclusory statements by the administrator are not enough. You must establish factually the reasonableness for your conclusion. This can be done by evidence of the dangerous teachings of the group, past difficulties with them in a prison setting; and the nature of the institution involved. It is also helpful to have testimony of an unaffiliated correctional expert.

This approach was successful in New Jersey, and California among others. 19/ It was the approach successfully taken by the federal government in the three cases it has been involved in thus far. 20/

About a year and one-half ago the Second Circuit Court of Appeals considered a case from Attica State Prisons, Sostre v. McGinnis, 334 F. 2d 906 in which the court said "No romantic or sentimental view of constitutional rights or religion should induce a court to interfere with the necessity regime established

16/Board of Education v. Barnette, 319 U.S. 624 (1943)

17/Hamilton v. United States, 293 U.S. 243 (1934)

18/Cleveland v. United States, 296 U.S. 245

19/Cooke v. Tramburg, 205 A. 2d 889 (S. Ct. N.J. 1964) In re Ferguson 361 P. 2d 417 (S. Ct. Cal. 1961)

20/Desmond v. Blackwell 235 F. Supp. 246 (M.D. Pa. 1964); Jones v. Willingham, (Kans. 1965); Davis v. Heritage (E.D. Va. 1965).

LEGAL IMPLICATIONS

E. N. Barkin

by prison officials". It then recognized that the teachings of the Muslims are inflammatory and experiences elsewhere were turbulent and that this was the basis for restraints. It concluded that upon a clear demonstration of the imminent and grave disciplinary threat of the Black Muslims as a group in a particular prison, proscription of their activities seems constitutionally permissible. It stated, however, that:

"The problem -- is not whether they should be permitted to have congregation services, a minister, religious literature, but rather, under what limitations protective of prison discipline, they should be permitted these rights."

Perhaps the federal case in which the most complete record was made arose out of Leavenworth Penitentiary. In that case, a Muslim sued for the right to meet, to be instructed by a Muslim minister, and to receive Muslim literature. Thus the reasonableness of the Leavenworth rule had to be established. In that case, it was shown that Leavenworth is a maximum security institution. The teachings of the Muslims were placed into evidence through testimony of Lorton Reformatory officers. The turbulent history of the Muslims at Leavenworth was shown by a near riot resulting in a large part from their meeting in the yard. In addition to the Warden's testimony as a witness, Mr. Sanger Powers testified as the outside expert as to the reasonableness of the Leavenworth rule. The court held that the restrictive rules were justified and that there was no constitutional deprivation or violation. However, since that case, it was decided to allow supervised meetings conducted by Clyde X, the Muslim minister from St. Louis, which is open to anyone. Warden Willingham told me a couple of days ago that about 50 inmates, including one white one attends, that Clyde X has adhered to the religious aspects and has warned his congregants not to engage in karate and to obey the institution officers. This is pursuant to our present policy which precludes proselyting and that meetings conducted by visiting clergymen are limited to bona fide members of the particular faith. Frankly, I doubt that a rule which prohibits a person from converting in good faith, from one religious preference to another could be successfully defended in court. As a matter of fact that was a defense available to us in the first Muslim case at Leavenworth since the complainants were not registered Muslims. It was a defense we felt was dangerous and we thus decided to forego it.

LEGAL IMPLICATIONS

E. N. Barkin

The state of our law is certainly not fixed. I hope that this brief talk, however, gives you some vague notions of what it is today.

NATIONAL INSTITUTE
FOR
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EVALUATION AND FUTURE PLANS FOR TRAINING INSTITUTES

THE EVALUATION PANEL REPORT

Discussion was given to specific sessions, and to the Institute as a whole, by the panel members. The following is a synopsis of their presentations and the reactions of the participants to the Institute.

Sunday's Sessions

The general consensus was that correctional administrators should make efforts to avoid organizational "dry rot" and stagnation in their correctional systems. But, some effort should have been made to pool, synthesize, and integrate the various goals of corrections as conceptualized by the participants. There is, it was agreed, a need to make a critical analysis of correctional goals, uniform correctional standards need to be formulated, and the role of the correctional administrator needs clarification. Such measures would have mitigated the barriers of communication which were felt to exist in the discussion of the objectives of modern correctional programs.

While there was some dissent, it was felt that the reintegration of the offender back into the community is the major goal of corrections. The methods mentioned to accomplish this goal were: (1) gaining public understanding and support, (2) evaluation and feedback on programs and practices, and (3) integration of control and help as a functioning unit in the correctional process.

It was stated that the session on "New Resources" tended to leave the impression that corrections should only be concerned with innovation. But, it was stressed, that we should not adopt programs and practices just because others have them. It was recognized that one of the curses of corrections is fadism, which tends to exclude the knowledge gained from past programs and experience. The consensus was that innovation is good, but a balance must be maintained between the old and the new.

University researchers, trade advisory boards, and federal, state and local funds were viewed as potential resources for modern correctional systems.

Monday's Sessions

It was pointed out that there was a noticeable difference among the participants, in terms of their sophistication and maturity, during the discussion of "New Concepts of Treatment," which, at times, caused faulty communication and lack of understanding. It was also stated that the highlights of the "New Concepts of Treatment" were covered, but in certain areas (i.e., work release) there was more intensive discussion. The feeling was that a deeper analysis should have been given to similar areas.

There was a unanimous opinion expressed by the participants that too much was attempted to be covered in too short a time in the area of "Research, Demonstrations, and Pilot Projects." The participants suggested that more opportunities were needed to discuss the availability of federal and private funds, and how to gain access of these funds.

There was a pressing concern that no funds are specifically earmarked for corrections. The funds come from other sources (VR and LEA), which have objectives of their own, and correctional programs must be tailored to the objectives of these other agencies in order to gain funds. One of the concerns of correctional administrators should be the procurement of funds which would be allocated for the specific use of corrections.

There was an apparent need for a clearing house for research projects which are being carried out in the various states. Information concerning these projects, and their results, could be disseminated to the state correctional systems. Thus, there would be a reduction in duplication, and administrators would be more knowledgeable as to the current practices throughout correctional systems.

It was realized that there was an availability of both public and private funds which could be utilized in connection with correctional programs. However, it was pointed out, many states are not in a position to establish research branches within their departments. A partial remedy to this problem of making corrections ready for research and funding is to establish a close relationship with research personnel within the universities.

Tuesday's Sessions

Unanimous agreement was given to the need for an on-going evaluation of correctional programs, and that we can no longer operate on the impressionistic level. It was the consensus of the correctional administrators that they go on record as requesting the establishment of a uniform reporting system which would facilitate the evaluation of the effectiveness of correctional techniques and practices. Also, the data from the uniform reporting system would aid in justifying expenditures and in explaining to the legislatures why innovations and new funds are needed for correctional systems.

The feeling was that the broad aspects of correctional management was given deep thought throughout early sessions of the Institute. However, in the session dealing with the topic, there was a noticeable reluctance on the part of the administrators to explore the role of management in bringing about change and improvements in correctional organizations. One participant stressed that this was a very pertinent area which should have received deeper scrutiny.

The seminar on "Legal Implications Relating to Prisoner's Rights" created quite a disturbance among some of the correctional administrators. There was a deep concern that the topic be given extensive investigation, particularly in relation to the Black Muslim movement.

General Evaluation of the Total Institute

There was a general agreement that the quality of the state administrators participating in the Institute, funded by LEA, had made it more than "just another conference." There was consensus among the participants that a nation-wide gathering of state correctional administrators had been a definite need for many years, and this Institute represents an innovation in the area of corrections. However, the primary weakpoint of the Institute was felt to be the number of states which were not represented.

The format of the program and the material covered was felt to have been well organized and timely, well directed to the problems and needs of the correctional administrators. However,

it was the general opinion that the Institute did not deal sufficiently with the general trends and changes in society which affect contemporary correctional systems. A few participants felt that the conference should have been more tightly woven around narrower topics. But, others indicated that this first Institute needed a broad and general structure which could be built upon in the future.

There was a general consensus that the sessions tended to be dominated by a few of the participants, while others contributed relatively little to the discussions. Efforts should have been made to bring each representative into the discussions.

The participants were of the opinion that the recurrence of specific topics, like "organizational structure" and "half-way house," indicated that deeper analysis of these topics was needed and should be taken into consideration in future conferences.

There was general agreement that the participants had gotten to know each other better, gained a greater respect for each other, and gained much in the way of new ideas from the conference.

It was the unanimous opinion of the participants that this Institute was the realization of a dream which had begun ten years ago. We have defined the road to travel, and the direction we are going, and it is hoped that this was not to be the last such Institute but, it is hoped, that this is just one of many such Institutes to come.

The suggestion was made that the governors of the states represented should receive a letter indicating who the states representative had been and, also, they should receive a copy of the proceedings of the Institute. This, it was stated, would give the governor an awareness of what had transpired at the conference and perhaps gain his assistance in improving the correctional system in his state.

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

FUTURE PLANS FOR TRAINING INSTITUTES

Warden's Institutes

The second phase of these series of Institutes, funded by the Law Enforcement Assistance Act, includes plans for four Warden's Institutes. Tentatively, these Institutes are to be the four regional Warden's Association meetings. Each of these Institutes will involve approximately 40 to 45 in each region.

Appropriations have been allotted for 182 Wardens on the adult penitentiary and reformatory level. Present plans do not include juvenile or women's institutions, but if there is a residual of funds after these four regional Institutes, then an Institute at that level will be considered. The budget allows for \$100.00 traveling expenses and \$16.00 per day board and room for each warden, plus the cost of materials and recorders.

There was unanimous agreement among the Correctional Administrators that they receive letters indicating the number of wardens to be selected from each state. Also, the choice of wardens or warden-designates to attend should be left to the discretion of the Directors in each state. It was strongly felt that, in all cases, those appointed should represent the highest level possible.

It was agreed that Deputy Directors could attend at the expense of the representative state's Correctional Department, but they would act only as observers, not participants.

The program for the Warden's Institute, with the approval of the participants, will be patterned after the format of the program utilized in the Correctional Administrators Institute. It was pointed out that appropriate changes have been made to keep the sessions at a level which will encompass the problems and areas with which the wardens are concerned. In all cases, efforts will be made to have each of the Institutes at a self-contained facility, such as a university, which will lend itself to a productive workshop situation.

Future Correctional Administrators' Meetings

There was agreement as to the importance of these institutes for Correctional Administrators. One of the important values of such meetings is that it allows for the sharing of problems and the exchange of ideas. There was a unanimous agreement, with no objections or abstentions, that such an institute should be repeated. Sanger Powers was appointed as chairman of the planning committee for a second Institute of Correctional Administrators. A tentative time was set for six months from the current Institute, but it will follow the Wardens' Institutes and take place sometime after the Congress of the American Correctional Association in August, 1966.

For the next Correctional Administrators' Institute, it was agreed that something should be done to involve a representative for each state not represented at the current Institute, even from those systems with only one prison. Those systems which do not have directors of state corrections should be represented by a warden.

The general feeling was that the next Institute should not be longer than three days, and it was suggested that questionnaires be sent to the administrators to get proposals of the topics which should be covered.

The question was raised whether observers should be included in the next Institute. Arguments were advanced that they should be excluded until a firmer organizational structure has been established among the correctional administrators. Counter-arguments were given that paroling agencies should be involved as observers. It was also suggested that one day could be set aside to meet with these paroling agencies. No agreement was reached, and it was decided that the planning committee would cover this detail at the Congress in Baltimore.

It was unanimously agreed that a resolution should be passed and taken to the Attorney General of the United States, by an appointed committee, urging the continuance and expansion of the Criminal Careers Records. It was felt that letters from each state governor and director of corrections should be attached to the resolution attesting to the dire necessity of the Criminal Career Records.

The participants supported the proposal to send a letter

of appreciation to the President of the University of Maryland and to L.E.A. for its support and guidance.

Mr. Walter Dunbar, President Designate of the American Correctional Association, outlined the following tasks which must be confronted by correctional administrators if progress is to be made in the field of corrections:

1. We must determine the role and function of the correctional administrator. California offered to undertake this task. If correctional administrators would forward their job descriptions to Mr. Dunbar, he will have them compiled and distributed. 1/
2. Serious consideration must be given to developing techniques for gaining greater public understanding, and also to the development of information and evaluation systems.
3. Efforts must be made to establish a system for the exchange and dissemination of ideas and research findings. A beginning step would be an exchange of communications regarding innovative programs which have been implemented within the state correctional systems. 2/
4. We must keep informed on new legislative decisions pertaining to correctional management, half-way houses, and work-release programs.
5. Efforts must be made to recognize and understand the factors in society that cause and shape crime, and determine the quality of the releasees' adjustment.

1/ See Tabulation of Questionnaire.

2/ Correctional Management Publication Memo, issued bi-monthly by the Correctional Administrators Association.

NATIONAL INSTITUTE FOR ADMINISTRATORS
OF STATE CORRECTIONAL SYSTEMS**

SUMMARY REPORT

By Peter P. Lejins, Ph.D.

Professor of Sociology, University of Maryland, and
Chairman of the Research Council of the American
Correctional Association.

In his CRIME MESSAGE to the Congress March 9, President Johnson referred to the first Institute ever held by top-level state correctional administrators. Known as the National Institute for administrators of State Correctional Systems, it was convened at the University of Maryland, February 19 to 23, under the auspices of the Research Council of the American Correctional Association, which received a grant from the Law Enforcement Assistance Act for the Institute and also for four regional warden's institutes to be arranged later. The American Correctional Association planned the first phase of the Institutes with the Association of Correctional Administrators, an affiliate of the American Correctional Association.

Purpose of the Institute

With the gradual emergence of the concept of a continuous correctional process operated by a correctional system (which replaced the earlier concept of separate correctional measures administered by independent agencies or separate institutions), the role of a correctional administrator in charge of such a correctional system evolved. This is a new development. Not all states have correctional administrators. It was only in 1955, at the Congress of Correction at Des Moines, Iowa, that the state correctional administrators organized a professional association.

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With the general realization that this country has now entered a new period in dealing with crime and delinquency, it was apparent that the state administrators, as key correctional-policy personnel, should assemble in workshop groups to discuss the new developments facing the field of corrections. These new developments might be characterized as follows.

There seems to be a radical change in the public attitude toward offenders in the sense that the people of the United States are willing to seriously consider moving away from the punitive and conventional correctional methods in dealing with offenders. Thus, experimentation with new forms of incarceration such as work-release programs, furloughs, home visits, half-way houses, hostels for probationers and parolees, is now possible. Also, there is an increasing opportunity to involve the community in the process of rehabilitating the offender who, by way of fully or partly extramural programs, need no longer be separated from the community, but can be in continuous contact with it.

Another major development is the availability of new resources for corrections through rapid and revolutionary changes in technology. For instance, electronic data processing opens new opportunities for record-keeping, research, and scientific evaluation of programs, agencies, and institutions on a scale totally impossible before. These opportunities for evaluation give new sense and impetus to experimentation. On the other hand, new technological developments open new opportunities for the employment of the offenders, suggest new areas for training, and also new areas for prison industries.

Concurrent with these new developments, the late fifties saw the beginning of private foundation grants on an unprecedented scale for research and demonstration programs in crime and delinquency prevention and control. Beginning with the sixties the Federal Government stepped into the picture with refreshingly new legislation and funding, also unprecedented, for experimental programs and demonstration projects in law enforcement and correctional programs.

It is for the purpose of taking stock of these new developments, new resources, and new responsibilities that the heads of 33 state correctional systems came together. Their response was impressive. Other states were represented. Together with the chairmen, workshop discussion leaders, speakers, and resource persons, the Institute achieved a national top-level

working assembly for shaping correctional policies of the states.

The nucleus of the Institute was six workshops, each lasting half a day. They were preceded by an opening session at which the purpose of the Institute was outlined and explored, and were followed by a closing session with an evaluation of the Institute by its participants and plans for the future. Two evening sessions, one devoted to an address by Attorney General Nicholas deB. Katzenbach, and another, organized as a seminar on "Legal Implications Relating to Prisoners' Rights," were among the meetings. There also was a meeting of the Association of State Administrators and of the Research Council of the American Correctional Association.

The Institute was opened by the chairman of the Research Council of the American Correctional Association who outlined the purposes of the Institute. After words of welcome by Vice President R. Lee Hornbake of the University of Maryland and Harold Langlois, president of the American Correctional Association, Myrl Alexander, director of the Federal Bureau of Prisons, gave the keynote address, outlining the new perspectives, new opportunities, and new responsibilities of administrators in the area of corrections. Ellis MacDougall, president of the Association of Correctional Administrators, followed with an address on "The Role of the Department of Corrections in the New Developments."

Objectives of a Modern Correctional Program

The first workshop was devoted to the topic, "Defining the Objectives of a Modern Correctional Program." It was chaired by H. G. Moeller, assistant director of the Federal Bureau of Prisons. Dr. E. K. Nelson, director of the Correctional Task Force of the President's Commission on Law Enforcement and the Administration of Justice, was the discussion leader. Mr. Moeller set the theme for the discussion of institutions and agencies in the area of corrections by paraphrasing a statement from John W. Gardner, pointing out that organizations, like living organisms, have life cycles. They originate; then there are periods of flourishing and growth, and finally aging and stagnation. There is, however, the possibility of renewal through adjustment to new conditions. We are in such a period in corrections, he said, and the great challenge is to grasp the nature of the new conditions in order to revitalize our institutions.

Dr. Nelson described the purposes and the organization of the President's Commission on Law Enforcement and the Administration of Justice, popularly known as the National Crime Commission. Picking up the theme outlined by Mr. Moeller, he analyzed correctional organizations.

According to Dr. Nelson, the goals of corrections come within four headings. First, there is the general and overriding purpose of reintegrating the offender into the community, known as correction or rehabilitation. The other three goals are subordinate to the first and represent the methods and conditions for achieving the task of reintegration.

The second is the goal of securing public understanding and support for correctional programs. Public awareness of what corrections is attempting to do is an absolute requisite of success.

The third goal is the evaluation and feedback in the programs. The trial-and-error method which pervaded the field should be given up completely, as well as action on the basis of untested and unproved beliefs and assumptions.

Fourth, and finally, there must be a reconciliation and integration of the treatment and custody aspects of the penal and correctional programs. Stated more broadly, this implies a coordination of the punitive, security, and correctional goals, methods, and techniques.

In the workshop that followed, the four goals were endorsed, with many additional and qualifying observations, as well as a number of specific suggestions for implementing the respective goals. The group felt that there is confusion with reference to the goals of corrections, especially the relationship between the corrective and punitive purposes and functions and strongly endorsed the need for an analysis and clarification of these objectives. Thus, it was pointed out by several speakers that since the purpose of the correctional process is the reintegration of the offender into the community, the initial isolation of the offender from the community should not be overdone and the offender should not be separated more than is absolutely necessary.

The importance of better diagnosis in the early stages of treatment also was stressed, as well as the development of methods to determine the readiness of the offender to return to the

community. Correct timing in this respect was emphasized. The role of furloughs and work-release programs in determining this readiness was brought out.

A catalogue of techniques for improving public understanding of corrections and securing support emerged from suggestions by the participants. The need for evaluation and feedback was accepted as obvious and self-assessment was singled out for special comment. The important role of the custodial staff in the process of correction was emphasized and reference was made to a number of recent studies which brought out this fact.

It should be added that, throughout the discussion, the desirability of closer ties with the universities was emphasized, as well as the role of the Federal Government in developing an exemplary modern correctional program.

New Resources

The workshop on "New Resources for Modern Correctional Systems" was chaired by Walter Dunbar. W. T. Adams was the discussion leader.

This workshop developed a series of brief reports by the correctional administrators on the resources which were either utilized, contemplated, or known to have been utilized by them. The session was rich in practical, down-to-earth suggestions under the following six headings: resources (1) in the community, (2) in the correctional institutions, (3) in parole, (4) in research and evaluation, (5) in the development of public understanding, and (6) in the coordination of the correctional systems. As the various means of tapping diversified resources were brought out, it became more and more apparent that few states have tapped all available resources, and that the methods mentioned were, as a rule, utilized only in a few states.

Unfortunately, space does not permit a detailed enumeration of the practical suggestions growing out of this workshop. The following is singled out. Concern was expressed for the organization of all the elements of a correctional system--probation, institutional treatment, and parole--into a harmonious operating unit. The feeling was strong that this should be the state administrator's task and responsibility. His leadership, his energy, and his tact were emphasized as indispensable prerequisites.

New Concepts of Treatment

Under the chairmanship of one of the most respected elder statesmen of corrections, Dr. Garrett Heyns, discussion leader Dr. V. Lee Bounds conducted a session devoted to new correctional devices leading away from the "warehouse penology" of bygone days. Although many new methods were mentioned, the discussion centered around work-release programs. In the opinion of the participants, work-release programs, if properly organized, represent one of the most promising methods--methods which are in line with the major goal of reintegrating the offender into the community. As a sequel to the vocational training in the institution, the work-release program, it was expressed, contributes further to the development of skills and the ability to adjust to the true life situation. It is a logical overture to final reintegration after termination of treatment. It implies a gradual increase in the responsibility of managing one's affairs. It builds self-respect and the respect of the family for the prisoner in work-release as a breadwinner. It is in line with the humanitarian attitude of society. The participants agreed that the work-release program is the business of the institutional administration and stressed its difference from parole. They want to see it protected from the encroachment of the courts in view of the tendency of some judges to utilize the work-release program as a milder form of punishment.

Among other new methods, the "therapeutic community" and the diagnostic facilities for determining the best way of handling the offender prior to sentence received considerable attention.

Research and Demonstration Projects

In many respects this workshop turned out to be one of the highlights of the Institute. With the increasing role of foundation grants and governmental programs in the area of corrections, the state administrators had the unique opportunity of having before them as a panel the high-level representatives of some private foundations and most of the major governmental research and demonstration programs. It was important that this session did not develop into a discussion of "grantsmanship" but rather a seminar on the objectives and content of the new, experimental, and demonstration programs.

Again, because of limited space, no description of these

programs can be undertaken. Joseph Cannon, Commissioner of the Department of Corrections of Kentucky, was in the chair, and William Gaul, Counsel for the Special Subcommittee on Education of the U. S. House of Representatives, led the discussion. The workshop started with a special report by Dr. Robert H. Fosen on the Ford Foundation's "Survey of Research Needs and Interests of State Departments of Corrections" conducted during the year. Christopher F. Edley of the Ford Foundation further commented on the survey. This was followed by the presentation of the programs that have a bearing on corrections--the Department of Justice, the Department of Labor, and the Department of Health, Education and Welfare through its Vocational Rehabilitation Administration, the National Institute of Mental Health, and the Office of Juvenile Delinquency and Youth Development.

Effectiveness of Correctional Programs

This workshop was devoted to the very heart of current correctional developments--the approach to corrections through evaluation based on research. Frank Loveland of the American Foundation and John Conrad, chief of the Research Division of the Department of Corrections of California, conducted the session as chairman and discussion leader, respectively. Mr. Conrad presented an incisive analysis and diagram of the evolution of corrections through the stages of "management by caprice", "management by received ideas," and finally "management by correctional objectives." He brought out as components of correctional research the "information system," "program research," and "basic research." He followed this up by an analysis of the California Research Division organization. A number of the participants followed with a description of the research organization in their states.

Role of Management in Introducing Change

The last workshop consisted of a presentation by Edward A. Kieloch, assistant director of the American Society for Public Administration. Although not an expert in corrections, Mr. Kieloch presented an analysis of the role of the administrator in introducing change in a way that permitted immediate translation into the terms and needs of the correctional field. The content of this lively session will be a worthwhile contribution in the final report on the Institute.

Evaluation and Plans for the Future

The closing session of the Institute started with statements by the overall chairman of the Institute, Dr. Peter P. Lejins, chairman of the Research Council, and the three members of the evaluation panel, Ross Randolph, Harry Tinsley, and Albert Wagner. The generally positive reaction toward the Institute, clearly sensed throughout the five days of meetings, was borne out also by the statements of the panel members. The importance and the timeliness of the Institute was concurred in, moreover, by comments from the floor.

The future plans presented by Dr. E. Preston Sharp, general secretary of the American Correctional Association and indefatigable project officer of the Institute, and by Ellis MacDougall, president of the Association of Correctional Administrators, mentioned four forthcoming regional Warden's Institutes and follow-up meetings of the Correctional Administrators Association.

It is only fair to state that the Institute ended on a note of sincere enthusiasm, voiced by Mr. MacDougall for the participants.

SECTION II

REGIONAL INSTITUTE
FOR
WARDENS AND SUPERINTENDENTS OF CORRECTIONAL INSTITUTIONS

Sponsored by the Research Council
of
American Correctional Association
in cooperation with
The Wardens Association of America

Western Institute - May 4-7, 1966

Northeastern Institute - May 31 - June 4, 1966

Southern Institute - July 17-21, 1966

Central Institute - October 3-7, 1966

REGIONAL INSTITUTES FOR WARDENS AND SUPERINTENDENTS
OF CORRECTIONAL INSTITUTIONS

OPENING SESSIONS

WESTERN REGIONAL OPENING SESSION

The keynote speaker, in his address, used the hypothetical vehicle of an archeologist-historian of the year 4966 AD discussing the correctional system of the 19th and 20th centuries through materials uncovered in cornerstones of that era. The "archeologist" first stated that the people of the 20th century were certain that some actions were crimes and that punishments were assigned to these actions. They were, however, confused about some other acts which might or might not be considered to be criminal. Secondly, this society had some philosophical conflicts about prison programs, goals of corrections, crime prevention, and rehabilitation, and they were confused by phrases such as "debt to society," or "paying the penalty." The Correctional personnel of the 20th century used such devices as pre-sentence diagnostic studies, probation, imprisonment and parole, but their records showed little in terms of the success of these programs.

They also referred to new programs rather hopefully. These programs being "work furlough" and "half-way houses." It was apparent to the archeologist-historian that the parole agent caseloads of the 20th century were reasonably large and that often the agents had little training. The fourth point that the archeologist made was that the 20th century people spent a lot of money on crime control and appeared to be treating the symptoms rather than the causes.

The archeologist discussed a document that he had found, referred to as "the proceedings of the Western Regional Institute for Wardens and Superintendents," held in 1966. He said that the proceedings stated a number of significant points: that there was national leadership directing the energy of the country called the United States of America toward the resolution of the "crime problem", that the President of that country had created a "crime commission" and that the President had also asked his Attorney General to draft a Law Enforcement Assistance Act to aid the police and courts; that the nation's Congress had passed another Act to develop correctional manpower. The proceedings of the conference demonstrated that the wardens and

superintendents were goal-minded, that they were interested in discussion of management by objectives, the standards to be employed, and the importance of measuring their results. It appeared to this archeologist that the most important symbols of the 20th century wardens' philosophy and methodology were (1) the community, (2) the prison, (3) the continuum of corrections. It appeared that they had abandoned the previous symbols of control and treatment, (1) the lash, (2) the gun, (3) the ball and chain, (4) the stripes. He noted that the wardens were interested in instituting change and becoming more effective. They expressed concern about poor organization, lack of money for staff, buildings, equipment and program, and concern about misunderstanding of the citizenship and lack of participation by the public in correctional work.

The keynote speaker concluded his presentation by suggesting that some of the questions that should be asked by our present day correctional people are (1) what are the crimes and what is criminal responsibility?; (2) what are the goals of corrections and what programs will be effective in attaining these goals?; (3) how should we be organized to carry out our mission?; (4) is not our target the kind of person we are controlling and treating rather than the crime?, and (5) what kinds of persons are needed for correctional work, how do we recruit and select them and how do we train them?

DISCUSSION OF KEYNOTE ADDRESS

Social Apathy - What should be done about it?

Participants' discussion and conclusions were as follows: (a) Legislative apathy is most probably the result of public apathy; (b) Objectives of corrections need to be more clearly stated, thereby overcoming legislative and social apathy; (c) Perhaps a lobbyist is needed to go to the legislature representing corrections; (d) Perhaps it would be better if the correctional staff of each institution could be so well oriented that each staff member could act as that kind of a "lobbyist", (e) Methods of dealing with the legislature were discussed. Methods considered to be effective were as follows:

- (1) Know your objectives;
- (2) Know your legislators;
- (3) Train and orient your staff to your program policy;
- (4) Develop citizen leadership within the community;
- (5) Develop and utilize imaginative techniques.

(f) To combat local apathy, these suggestions were made:

- (1) Utilize the surrounding community, develop advisory committees.
- (2) Perhaps pre-release work could be done by community agencies.
- (3) Have community groups help organize institutional programs such as library, pre-release programs, and job placement programs.
- (4) Continue to make use of AA and other methods of alcoholic treatment within the institution.
- (5) Involve school boards and ministerial groups within the advisory committees in the institution.

What Is Crime - What about the responsibility of correctional personnel in crime control?

Comments: (1) More clearly define crime; understand innuendo in crime such as repetitive check writing, repetitive car theft, etc. (2) Correctional personnel are involved in crime control. Their use of new programs may effectively reduce recidivism or perhaps reduce the intensity of the offense. (3) It is the responsibility of correctional personnel to learn more about the control of behavior and to develop techniques of earlier detection of the potential recidivist offender.

Escapes

Q. How do you rate maximum, medium and minimum custody?

A. Consensus was that rating is based primarily upon an educated guess. It was noted that there was a need to develop a scientific instrument to measure escape potential.

Warden or Superintendent Responsibility to Influence Community Opinion and Action Toward Better Correctional Programs.

Techniques discussed were: (1) development of better communication with the community, within and without the institutions. (2) honestly share institutional problems with the community. (3) understand the community's objectives as well as your own. (4) develop a good program and avoid the attempt to sell poor programs to the community. (5) state and make known to the community the institution's realistic needs.

NORTHEASTERN REGIONAL OPENING SESSION

The assembled wardens and superintendents from the Northeastern Region were welcomed both to the State of Pennsylvania and to the University of Pennsylvania. The interest of the State of Pennsylvania in the field of corrections was reviewed and, although this was of considerable importance, it was doubly refreshing to note the intense interest in the field of corrections displayed by Pennsylvania State University. This provided further example of the growing relationships between universities and the field.

Two major areas were stressed by the speakers who followed. The first of these concerned itself with a review of how these Regional Institutes come about. In this, the role of the Research Council of the American Correctional Association was underscored. In the second major area covered by the speakers, a historical overview of the field of corrections was presented, along with a presentation of where the field should be and is going.

The following was stressed in the first of the two major addresses to the opening session:

The Research Council was formed at the 1965 Congress of Correction in Boston by a Constitutional Amendment. The Council is composed of fifteen members serving on a staggered long-term basis, in contrast to the ACA's other officers and committee members who serve only for one year. Dr. E. Preston Sharp is the Director of the Council. Thus far the Council has secured the LEA grant which makes this Institute possible, as well as the other Regional Institutes and the National Institute. These Institutes are a response to a national need. This particular Institute is a completely new type of activity in that it brings wardens together, gives them a sense of perspective, and gives them a chance to explore as a group new ideas and new methods of handling common problems.

The Research Council's activities are timely in light of the increase in the crime problem, new resources for dealing with it, and new opportunities in the area of training in the community for inmates without having to fight certain vested interests. Criminologists and penologists are bringing about a new conception of prison programs, methods and techniques, and are fostering concepts of community-based treatment facilities such as half-houses. Computers now give us the chance for extensive eval-

uation and study of crime and correctional problems and the programs that exist to deal with them.

The second address stressed the following history of the field of corrections:

1. The "prison concept" was created in Philadelphia with the establishment of the so-called Pennsylvania system. This idea spread world-wide and represented a gigantic step forward at the time.

2. The Auburn type of prison was started in New York State. This reform swept the United States.

3. The Reformatory was created at Elmira, New York. Closely connected with the Reformatory idea were both parole and indeterminate sentencing.

4. Probation was started in Massachusetts by a private citizen of that state whose name was John Augustus.

5. The New England Interstate Compact shows great promise for the future. It is one of two regional organizations (the Western Interstate Council on Higher Education being the other) which signify cooperation between states and which point the way to the future.

The principles adopted at the initial meeting of the American Prison Association in 1870 serve as a "Sermon on the Mount" for the field of corrections. It has taken almost 100 years to get the necessary ferment to carry out all the principles expressed at that meeting in Cincinnati. Even the contemporary newspapers of that date put news of the meeting on the third page.

There is now a national ferment in the field of corrections:

1. The world in which we live has placed a strong emphasis on human rights, has taken steps forward in the field of mental health; yet has left crime, delinquency, and corrections almost untouched. Three-quarters of the people who commit crimes have been in prison. People want new methods in this important area. There is now a climate for them. Either we in the field do it or somebody else will. We should do it because we alone have the experience. Look at the old facts and get some new insights (examples: average age, mental capacity, and education of our inmates).

2. Correctional education today consists of transplanted public schools. This is precisely the type of education that our inmates failed to respond to in the first place. Our real job is to motivate the people who need it. As far as our vocational education, are we really training people for employable skills?
3. Break down the dichotomy caused by the philosophy of the offender being under close institutional supervision and then being sent right out to the community. There is no bridge to span this vital gap. We should begin to look at half-way houses and work release as a means of spanning this gap.
4. There is a need for new kinds of industry compatible with outside industrial needs and advances. Federal funds are now becoming available for this in the outside community. There is a need for federal funds for this purpose in the institutions.
5. Corrections is moving in the same direction as Mental Health did 15 years ago. Maybe a National Institute of Corrections can be established.

Straws in the Wind

1. Education: create curiosity and motivate; teach employable skills.
2. Build bridges to the community.
3. Develop and train personnel.
4. Concentrate on youthful and young adult offenders. Can you rehabilitate an old "con"? Concentrate on those offenders who are in their teens, twenties, and thirties.
5. There is an increasing interest and involvement of industry and labor unions. Examples of this are their cooperation in work-release programs, General Electric's training inmates at Atlanta to be computer programmers, and Ford's auto mechanic training program for inmates at Milan, Michigan.
6. The public is showing the same type of acceptance for our newer programs that it did for those in the field of Mental Health.
7. There is some bridge-building taking place between corrections and higher education. This meeting is an example. Eastern

Michigan University is planning to establish a National Institute of Correctional Education which will grant graduate degrees and provide consulting services. Legal clinics in cooperation with universities have been started at three federal institutions. Universities are starting to wake up to the complex problems of Corrections. Each new federal institution must be near a university. This will facilitate personnel training and staff development. There should be new kinds of training for correctional officers leading up to an Associate of Arts degree.

8. The ferment is intangible, but it's there. The federal government needs to step into the field because we can't go at the problem piecemeal.

9. There is a world ferment in this field as evidenced by the U. N. conferences last year at Stockholm and Geneva on Crime and Corrections.

10. Solutions will come from experienced correctional practitioners.

11. We are now on the threshold of something far greater than 200 years ago when the Pennsylvania system was started, and greater than 100 years ago when the American Prison Association was founded.

SOUTHERN REGIONAL INSTITUTE

KEYNOTE SPEECH

It's a pleasure to get the chance to talk with you today, although I find this a most difficult task. Usually a speaker in the field of corrections is talking to civic groups or other groups where there are no experts to refute his statements. Talking to a group like this today is really a challenge.

There is a current upsurge in the interest of corrections and new developments in corrections in the country today, being faced by many problems, and I think it is important that we in the field of corrections take advantage of it at this time.

First of all, I would like to give credit to Dr. Ted Sharp for his untiring efforts at working towards getting the institutes formed. From the standpoint of a Correctional Administrator, I don't think I have ever been or don't ever expect to be at a more exciting meeting than took place in the University of Maryland's Adult Education facility. All of this was made possible by Ted Sharp's hard work, and the work of the Research Council of A.C.A.

The reason for the upsurge in interest in the field of corrections is not a phenomenon. People are excited about the cost of crime. In South Carolina alone last year, the cost of crime was 341,000,000 dollars; 60,000,000 dollars more than it cost to operate State Government. At this figure, we were charging ourselves with 10,000 people going before our courts \$34,000 per failure. At this kind of money, businessmen-taxpayers start looking toward corrections to find out why we are failing.

The Supreme Courts new interest in the problem of the prisoner, and our good friend Louie Wainwright being attacked by an inmate named Gidion has brought interest from the public and from the government to the problems of corrections. I might say that I don't think we ought to be afraid of Supreme Court rulings, because really when we look at ourselves and the rulings that have come forth, sometimes it is just making us better public servants, and demanding that we be more able to perform the services due to the tax-payer.

The universities of our country are now beginning to realize the size and complexities of the problems of corrections,

and are taking an ever more serious interest in the field and planning programs for training people for the field of corrections. The news media everyday are reflecting the problems of corrections in their copy in the cases of failures and in the problems within institutions themselves. They have taken a new interest and are developing a new interest in the public because of the exposure they get to our problems. All of this comes down to one thing; the public is not satisfied with prison failures, that they are not satisfied anymore to hear of the thousands of cases coming out of prisons not succeeding and going back. They are asking the question, why aren't the prisons doing the job of keeping the men from returning to crime.

Ladies and Gentlemen, we must find new methods. For example, the Governor of New York, in a message to the Legislature, told that New York must stop it's prisons from being breeding places for crime. That there must be sweeping changes in New York's Prisons, and that they must be innovative. He mentioned to the Legislature at that time that the changes that were taking place in two countries in the world, Mexico and Russia. He talked about Mexico and it's indefinite sentences, and it's visiting, and it's teams of psychologists and psychiatrists dealing effectively with inmates, preparing them for a return to society. He talked about Russia and it's work release program where they kept the men in prison during the week and work, thus learning a trade. He talked about vocational education in prisons in Russia where men were being trained for use by the party. The interesting thing about this Governor is that his name is Franklin D. Roosevelt. And here we are today, supposedly looking at these new methods.

Are these really new methods that we are talking about today? Let's look at them. Staff Training - How many of us have Staff Training Programs? They aren't really new. We have been going about training people and personnel for thousands of years, but maybe we just haven't been utilizing this to our full potential. Private industries spend up to 30% of it's budget per year for personnel training. How much are you spending?

Reception Centers - This is really the foundation for a correctional program, as in any case with dealing with a human being, we can't begin treatment until we determine the cause. A Doctor, when approaching a new patient, must examine him, searching for the cause of the illness before he can prescribe a cure. The same applies to the field of corrections. Before we can plan a treatment program to correct the criminality in an

individual, we must be able to study and understand their weaknesses, and in studying and recognizing these weaknesses, try and rebuild the total human being by endowing them with the tools and abilities that they have lacked, and through this lack have become criminals.

The diversifications of correctional populations for many years have operated large institutions which has been the melting pot of all types of criminals. Again, based on the same findings as our Reception Centers and our evaluations of prisoners needs, there is a need to separate the types so that we may more effectively deal with their needs. Again, pointed out by reception and classification studies, there is a basic need for education programs for inmates. How many of us today are running both adequate education systems both in basic and vocational areas meeting the needs of our inmates? Let's be honest about this. How many inmates can return to the free world, as we call it, without the ability to read and write or without a vocation and compete with the citizens of today who are being bombarded with adult education, vocational education, technical education, and in-service training in industry. It is impossible for a man leaving prison with the black mark of the ex-con to compete on an equal basis with these types of citizens. The only way he can be expected to compete and earn a living in today's society, is by having the tools of education and vocational background that enable him to find and keep a place in the industrial world of 1966.

Pre-Release Programs - I heard one correctional administrator say that a prisoner returning to society can be equaled to an astronaut returning from outer space. The most difficult time for the astronaut is during the re-entry, and I think this is probably true for the prisoner. His most difficult time is during his period of re-entry into society. After many years of institutional programming where his every move and decision has been made for him by correctional administrators and officers, all of a sudden he is released and starts making a re-entry into society. There has to be some area and time devoted to preparing him for this change in responsibility and decision-making. This is the Pre-Release Center. The area that puts him through a de-orientation from prison life to that of a free citizen again, preparing him to meet the needs and frustrations of his new life.

Work-Release Programs - The deorientation from prison to a free world life can sometimes best be met effectively by work release programs, putting the prisoner back into a free community

in slow and increasing doses. The Work-Release Program through its ability to control his behavior in his off-time periods while allowing him to re-enter society in a slow process, can best be met by the Work-Release Program. Especially cases where men have had alcohol problems, non-support problems, problems with adjusting to fellow employees, this best can be done through the Work Release Program.

One of the areas we must give particular attention to today is research. Why or Why Not? Why are things working? For years corrections have been operating on the basis of trial and error, but we are no longer satisfied with this. We must take and study the things we have been doing, discarding those things that do not work, and improving the techniques that do. Finding new methods to attack the problems of criminology; finding new methods to reduce the recidivism that is facing prisons today.

Sometimes I wonder if we are using all that is available. For example, architecture. Are we using paint colors and designs in our correctional institutions to overcome the drab interior of our institutions? There are many techniques in architecture today that allow us to do our job better. The use of music in our institutions, reducing the problem of tension that warps many of the efforts of corrections. Using training techniques for staff training, film strips, and other visual aids that are available to us today for staff training. The use of public information, to keep the public informed of our problems and our needs and consequently winning them over to our side in the fight to find new methods and new successes in the field of corrections. Management concepts: Are we getting the most out of every person that we have on our staff? Are we training them to get the most out of every inmate? Educational concepts: The new methods of program teaching and the other aspects that are available to us today. Therapeutic methods: Therapeutic methods of training and dealing with the inmate.

The challenge of today: The Correctional Institution of today must be a depository of training techniques available to every inmate. Every experience he has should be a learning one. Every employee of a Correctional Institution a teacher. Prison is a highway, not a dead-end. Prison is the beginning of a life for these men. It shouldn't be the dead-end. Are prisoners maintained in your institution for the benefit of the prisons or are the prisons maintained for the benefit of the prisoner? A Treatment Program should not oppose discipline of prisoners, but discipline should be an important tool of treatment.

The South will lead the way! The South has not been steeped in old traditions, but is open to new ideas. Southern corrections are taking on a new scope, a new leadership in the world today in the field of corrections.

I would like to tell you one story in closing. One of the weakest points I have in my experience is that of agriculture. I am a city boy and grew up in the city streets, so farming is fairly distant to me. If our farm manager comes and tells me that we have had a good year, and that the sow just had a nice heffer, I would say, "That's fine, let's have some more." Recently I was invited to one of our counties to speak to the Agriculture Club. As I was preparing to leave my office and make this speech, one of my men asked me, "Mr. Mac, where are you going?" I explained that I was on my way to make a speech to the Agriculture Club, and he said, "Well, that is very difficult for you, not knowing much about agriculture, but just tell them to fertilize the crop, and that will keep all the farmers in the group happy." But really, we are talking about the same thing, the only difference being that the crop, you and I, are interested in human beings and they take the same type of treatment unless the public legislatures of today are willing to fertilize the crop. By giving us the tools to improve the crop, we can bring forth the product.

CENTRAL REGIONAL OPENING SESSION

Just recently, correctional institutions and universities have come to recognize a real need in the area of training and research. They have developed most successful relationships between these two institutions whereby, the university, with its wealth of resources, can be of some meaningful assistance in the involved process of training and research in corrections.

Centers, such as the Center for the Study of Crime, Delinquency, and Corrections at Southern Illinois University, have been able to bridge the gap between theory and the applied setting. These study and training centers, with their wealth of experience and background, represented by various disciplines, are truly aiding in the search for answers to the difficult problems in corrections.

The external assistance given to these centers, often in the form of government grants, is of great benefit in their attempts to put into effect in the institutions the knowledge and understanding of the theoretical discipline.

We need and welcome the advice and suggestions of men actively working in the field as to where existing programs and services can be expanded or revamped and in what areas our services are needed. Only by this active interchange of ideas and suggestions can the university and these centers be effective in offering service and aid to help solve the problems of corrections.

The last major upsurge in corrections came with the introduction of the classification procedure in the 1930's. This was the first time that professional persons were actively involved in the correctional setting.

The classification procedure has never been able to be totally effective due, in a large part, to the separation and distance between the professional and custodial persons. This breach between these two populations is largely due to the way this change was introduced.

The custodial personnel were threatened and very unsure of their role of this "new addition." The professional people were equally unsure of their duties and roles. This interjection of

CENTRAL REGION

Opening Session

a new element, without a coordinated effort on everyone's part to insure a smooth transition, was a poor method for effecting change. It is small wonder that this rift has never been wholly overcome.

We are on the threshold of a new thrust in corrections. This can best be described as a climate of questioning past traditions and practices, an increased public awareness, and new techniques and resources growing out of work in the behavioral sciences.

The purpose of this and the preceding institutes is, in part, to avoid the problems of the 30's. It is designed so that the wardens and leaders in corrections can and will take command in the discussion, participation, and innovation in corrections. It is our feeling, and the feeling of the Office of Law Enforcement Assistance that change in corrections will never be effected unless command is invested at the top. For, unless the wardens are knowledgeable and supportive in this process of innovation, change will not take place.

The Central Regional Institute is the fifth and final Regional Institute attempting to involve wardens and superintendents in a productive interchange of information, new programs, and new techniques. We need to share thoughts, ideas, and experiences in order to help shore up weak segments of our services, to reduce our vulnerability, and increase our effectiveness.

We are all aware of some of the problems with which institutional management is faced. We cannot take the institution out of the cultural context of the community. We are truly involved in the 1966 cultural problems and social unrest and we need to face the issues squarely. More realistic approaches to selling treatment programs are needed, and we must continually ask for increased community involvement and participation.

Management faces regional problems which are unique to certain areas, and this is to a large degree our rationale for the Regional Institutes. Community reaction is very important in terms of programs, for it dictates the types of programs allowed. For example, security is less of a problem in the South, but a dollar return is demanded, whereas, in the North East, security is more important and less emphasis is placed on a prison being self-sufficient.

Don't undersell management in corrections. This is where

the innovation is coming and will have to come in order for it to be felt down the line to the ever-important correctional officer.

At no time in history has so much attention been focused on the problems of crime and delinquency. This concern with crime and other anti-social behavior is by no means a new phenomena. Various methods and means of dealing with offenders have been attempted. But we know from history that all of them have been unsuccessful in stopping or effectively deterring criminal behavior.

The work of corrections is of critical importance, for it is the most effective in solving the problems of crime and delinquency. Law Enforcement and other agencies cannot really effectively intervene in the career of the potential or actual offender. Corrections can be the most effective step in this intervention process.

Much ground work has been laid for us in the field of Mental Health. Increased concern and study of the problems of school dropouts, illegitimacy, the undereducated, and many other inter-related problems have been aided by advancement in the behavioral sciences. National support for programs designed to solve some of these problems has been increasingly strong.

This interest in corrections has been international, as evidenced by the United Nations Congresses on the Prevention of Crime and the Treatment of Offenders. The last Congress held on August 9, 1965, at Stockholm, Sweden, attempted to answer such questions as: How can we best bridge the gap between prison and parole? This international flavor is also seen in such programs as the Agency for International Development's training program here at Southern Illinois University with the Center for the Study of Crime, Delinquency and Corrections. This program is designed so that officials involved in corrections in countries throughout the world can come here to study and compare methods.

There have been two major upsurges in the area of corrections which have laid much of the ground work for what is being done in the field today. The first happened during the latter part of the 18th century, when a group of Quakers in Philadelphia conceived of a new use for prisons. The decision was made not to exile, brand, whip or mutilate, but to take an offender and place him where he could introspect -- where he could "get right" with himself and God.

Although in retrospect we can say that the experiment was a failure as a means of redeeming offenders, it was of great importance to the development of the modern concept that criminal behavior can be redirected by institutional programs. Thus, what began as a humanitarian experiment in reform some 200 years ago has served as a foundation on which much of current correctional practice has been built.

A century later, the American Correctional Association set forth the 1870 principles, principles we are still striving to achieve. This second major step came after the Civil War, when a group of reformers conceived of the idea of a reformatory, an institution designed to change human behavior primarily through education. This contribution culminated in the development of the Elmira Reformatory, a prototype for many institutions throughout the country. This concept led to the development of inmate classification and the idea of indeterminate sentence.

Many other developments came at this time. Probation today serves the dual purposes of providing services to the courts and a regimen of correctional treatment for certain offenders in the community. Parole, as we know it today, also appeared around the turn of the century. Also, at this time, came the development of the industrial prison, the large institution where mass inmate manpower was concentrated in factories to produce goods which later would be sold for profit.

In the years after World War I, the emerging social sciences began to take an interest in corrections. The concept of individualized treatment based on the diagnosis of individual problems began to emerge.

Finally, as a result of studies on social structures and cultures within the institution, we in corrections became concerned with the need to develop a community life within the institution which was as near normal as possible. The realization emerged that custodial control and treatment were inseparable and that these component parts must function together if the treatment program is to succeed.

We are now at the threshold of a third and major step in the area of corrections. This has accompanied development of the behavior sciences and an increased emphasis on experimentation and innovation.

We are living in an age of rapid social and technological change. We see sweeping social changes which are reshaping the world in which we live. Yet, we realize how little we know about human behavior. We know how to put a man in space but do not know why a juvenile steals a car, much less how to prevent him from doing it.

There is evidence of new breakthroughs in the behavioral sciences. In addition, the fields of management and public administration are finding new ways to develop organizations which will greatly improve their effectiveness.

Another recent development of great importance is the renewed interest of the courts in the area of corrections. It represents the beginning of a concentrated effort on the part of all areas of criminal justice in finding new and more effective ways of dealing with the problem.

The current interest in the problem of the offender reflects a close concern about the mounting crime rates and apparent failures of past methods of coping with corrections. The prison, per se, has not produced the required results. The dichotomy of institutions versus community treatment and control must be broken down and bridged by a continuous process.

In response to the challenges of corrections, a number of new and exciting programs and "tools" have been developed. One of these is the Half-Way House, designed as a transitional step between the correctional institution and release to the community. The Pre-Release Guidance Center, whose mission is to serve as an intermediate step between the institution and release to parole supervision, has proved to be quite successful.

As a correctional tool, work release provides extension of community academic and vocational training programs and a wide variety of recreational and religious activities. It also serves as an excellent mechanism for feed-back from the community as to the effectiveness of many of our institutional programs. The Federal System has had only eight percent failure with its work release program. At least 19 states have adopted the principle of a 1913 Wisconsin law which enables sentenced offenders to be employed in the community during the day and returned to the institution at night. Only the laws of North Carolina, Maryland, Michigan, and the Federal Government, however, make work release available to felony offenders.

The Rehabilitation Act of 1965 is probably one of the most critical legislative acts for the Federal system. It provides funds for the study and evaluation of all correctional programs and services to determine present and future needs, along with the power to grant furloughs up to thirty days and various other powers.

The Law Enforcement Assistance Act, enacted in response to the President's 1965 message on crime, and administered through the Department of Justice, enables the Department to award financial grants for study, training and demonstration projects in the broad field of administration of criminal justice at all levels of government.

The report from the President's Commission on Crime, scheduled to be released in February, 1967, will give us a comprehensive picture of the American correctional process.

There are many new experiments in the area of education. Mutually productive relationships with a number of universities are evolving.

Correctional institutions are changing. Established traditions are examined and some discarded. The traditional role of the correctional officer is becoming treatment-oriented.

The role of the federal government will expand. It probably will become more involved in training personnel and the development of programs. It will assist states with specialized programs such as institutions for women and for aggressive, youthful offenders. It may establish training centers emphasizing the dialogue among top management rather than training per se. A clearing house in Washington for the development and dissemination of information may be established. Federal participation will not bring federal control but assistance in the establishment of standards and guidelines, through such organizations as the American Correctional Association.

The wide and growing concern of both corrections specialists and the general public has produced a ferment. This leads to greater expectations and new orientations. A recent Harris poll found that citizens of the United States favored training institutions rather than punitive ones seven to one.

Many unresolved issues confront us still. Three factors give us hope: growing public awareness, the development of new

CENTRAL REGION

Opening Session

techniques and resources, and a growing effort to accept a share of the total responsibility. The only correctional administrator likely to fail in the next decade is one who resists change, who wants to let things alone.

SECTION III

REGIONAL INSTITUTES

DEFINING THE OBJECTIVES OF A MODERN CORRECTIONAL
INSTITUTION AND THE ROLE OF THE WARDEN OR SUPERINTENDENT

DEFINING THE OBJECTIVES OF A MODERN CORRECTIONAL INSTITUTION AND THE ROLE OF THE WARDEN OR SUPERINTENDENT

WESTERN REGIONAL SESSION

The traditional objective of correctional institutions has been the protection of society. This objective is, in fact, too broad; the question is, "How do you go about protecting society?" Three methods have historically developed. The first was deterrence. This involved punishment being imposed upon offenders. The next method of protection of society was deterrence plus control. This incorporated incarceration with punishment, thereby incapacitating the offender by holding him in prison. The third and most recent development has been the addition of rehabilitation to the previously mentioned deterrence and control.

Early rehabilitation thinking was done by psychiatrists and psychologists and it assumed that inmates were mentally ill. Effectiveness in diagnosis of the mentally ill was reached, but effective treatment was not and has not yet been achieved. Many of the inmates of a correctional institution are considered untreatable by psychiatrists, yet we in corrections are attempting to treat these people with psychiatric methods.

The conflict of treatment and authority has been a notable one. In the past there has been the concept that when authority is used by a therapist it destroys the potential for treatment. Corrections now, however, has demonstrated its ability to use authority effectively by creating change through its use, and through the use of good disciplinary processes. The resolution of the conflict in the use of authority has now nearly been made.

It was noted that there has been a change from looking at the inmate from psychological views to looking at him sociologically, as socially maladjusted or socially adjusted to the negative or delinquent society. The attempt to make social change through the use of group therapy or the therapeutic community has been the offspring of this new way of thinking.

The idea of the prison inmate population as being an abnormal population is now changing. It has been shown that inmate population's average IQ is the same as the average population of society and that the distribution of their emotional problems is

similar to the emotional problems in our society in general. The changing image of the prison to a rehabilitative and educative center poses only the problem that, to the public, we may give the image of being no longer a place of deterrence.

Corrections as a separate discipline is beginning to question itself. It is asking if institutionalization is the most effective way of dealing with offenders. A recent report in California indicates that the crime rate will increase 100% by 1975 over the base of 1960. This has application to the nation as a whole. Corrections, therefore, is now faced with a very urgent problem. If it is to fulfill its obligations, it will need to come up with some new answers.

If the objective of corrections is rehabilitation (change), then there are the following four questions:

1. Change from what?
2. Change to what?
3. How do we measure change?
4. What will create the change?

During the discussion period, the following salient points were discussed:

1. The prison guard has changed in the past few years in name only. The training of the correctional officer is in critical need of updating.
2. Ideas of change that are being instituted in prisons throughout the country need to be more effectively researched in order to instigate programs of change that are, in fact, effective.
3. There is an increasing need for "reality therapy," a method of insisting that the inmate see the problem as his and thereby face reality.
4. It is important to find out more about each institution's personnel, identify their talents and skills, etc. New and innovative qualifications for hiring institutional staff are needed. If you have employees that you state do counseling, then you must be sure that your personnel are qualified and able to do such.
5. A comment was made that to attempt to change people is wrong, that rather we should help people to accept what they are. There was some discussion of this statement and it appeared that,

in general, there was not agreement with it.

6. A question was raised as to what should be the qualities of a good correctional officer. Two points received majority agreement in discussion. First, the correctional officer should have an impact on the inmate because of the way he acts, the way he relates to the inmate, not merely what he says. Second, the correctional officer should have the ability to get across to the inmate that he cares about him and his condition.

7. It was noted that the warden has the responsibility of setting the tone of the institution and that his degree of confidence, acceptance, and progressiveness will be reflected by his staff. A comment to this statement was that what the warden does is what will be reflected by his staff. Another comment followed that it was the subordinate employees who set the climate of the institution. There was general disagreement to this statement.

8. A question was raised as to how success is measured. What are the goals of the correctional institution? Should a warden's effectiveness be measured on scales based on recidivism? On cost effectiveness? On smoothness of institutional operation? No actual conclusions were reached by the participants to this question.

In conclusion, it was pointed out that the method of allocating staff in the correctional institution was a matter needing closer scrutiny. Is it more effective to saturate your trouble spots with staff or to saturate your perceived best risks with staff? Or, is it more effective to utilize the majority of your employees with your mid-group? Another question left with the participants was, "Must we learn to live with limited resources, or can we fight effectively for more and adequate resources?" In answer to the question, "What is the goal of corrections?", the participants had responded, first, control the convicted offender; secondly, attempt to help effect change in the offender and, third, to communicate this to the community.

DEFINING THE OBJECTIVES OF A MODERN CORRECTIONAL INSTITUTION AND
THE ROLE OF THE WARDEN OR SUPERINTENDENT

NORTHEASTERN REGIONAL SESSION

The objectives and the role of the correctional institutions are matters of opinion. This is to say that different people view this from different perspectives. For example, the community feels that the institution is doing a fine job; the wife or mother of the prisoner sees the institution, especially the wardens, as a "so and so" for keeping her husband or child away; youngsters on the street see the warden as a "head screw"; inmates see the institution as something that is operating to make their lives miserable. On the other hand, the warden believes his job is hard and that he is underpaid.

It was felt that the modern correctional institution must overcome these opinions and realize fully that they have a down-to-earth job which must be done. The job of the modern prison warden is to coordinate his institution.

It is difficult to devise objectives since each institution is different. It was felt that each institution must concentrate on its own areas and problems, but it was believed that each one could benefit from listening to others.

The new philosophy of correction is that people are sent to prison for correction, not punishment. It is the responsibility of each warden to establish the best philosophy he can within his area and his budget. Each philosophy should recognize the objective that the institution must attempt to make each individual the best candidate for society.

Common sense is one thing that must be kept in mind when running the correctional institution. Common sense has been overlooked by laymen, experts in the field, and even by sociology texts. Some textbooks create the image that people involved with the responsibility of correction are out to abuse inmates and the police are interested in graft. A closer relationship between the field and those who write text material could improve the accuracy of the textbooks material.

In running the modern correctional institution, it is important to think of ways to stimulate people to do things. Certain institutions have used such things as church attendance, civil defense crews, fire fighting crews, state park work,

visiting choirs, charity work, etc. to stimulate their inmates.

There is a need to improve public relations in every respect. This will in turn benefit the institution, the offenders in the institution, the released man, and perhaps the public in the long run. If a better image can be built up, then the institution can do a better and a more complete job.

Consideration of the purposes and objectives of the modern correctional institution must be undertaken more and more as the functions of the correctional institution undergo certain changes along with society. In considering the purpose and objectives of the modern correctional institution, wardens and others are conscious of the basic rights of man, including the rights of the inmate population as well as those of the societal population.

One objective of the correctional institution is to educate and vocationally train the inmate. The institution gets the high school drop-out and the individual who has no occupational training. In the process of educating these people, it was felt that the objective of restoring them to the community could be achieved. This is to say that the objective is the return of these people to society. These people will then be better prepared to live there than they were when they were committed to the institution. One major dissent to this objective was, that since most of the inmates did not have previous training, the correctional institution could not rehabilitate them, but had to habilitate them.

One of the major responsibilities of the correctional institution is to change the attitudes and values of the inmates so that they are more socially acceptable. It was summarized that the objectives of the institution were to protect society, and to punish, deter, and rehabilitate the offender. These were given with no priority of importance.

The reaction of those present was that the institution protected society by punishing, deterring, and rehabilitating. The expressed opinion here was that, by trying to rehabilitate the individual, the correctional personnel were trying to make sure that he did not return to crime. Some of the members present could see the correctional institution only in the role of custody and treatment. It was the general conclusion of this discussion that the modern correctional institution cannot just detain, but also must motivate, direct, and change, if possible,

the attitudes of the inmate so that he can become a productive member of society.

When considering the objective of rehabilitation, it is assumed, naively at times, that everyone who is committed to a correctional institution wants to be rehabilitated. If rehabilitation is rejected by the inmate, it becomes the responsibility of the prison officials to provide the inmate with the tools for rehabilitation. In essence, it was agreed that the institution must help the individual to help himself, but he must make the decision.

A differing opinion was that no one is ever rehabilitated, but that the individual must rehabilitate himself. It becomes the function of the institution to show the individual that someone is interested in him so that he is motivated to accept and use the processes of rehabilitation. It was also suggested that the institution must provide the inmate with the means of self-discipline, to create the atmosphere in which he can become a new member of society.

There is general feeling today that the word "punishment" should not be used. Many feel that punishment is wrong, but it was suggested that there is rehabilitating value in punishment.

The real problem of the modern institution is the means or the "how" of carrying out these objectives. The accomplishment of the stated objectives and the creation of the new view of the correctional institution will make this field the most exciting in the coming decade.

The question of the adequacy of the existing programs in correctional institutions was considered. It was suggested that the programs must conform to the budgets and the objectives of the institution. The need for a unified program which includes such things as psycho-therapy, education, religion, vocational training, social education and community participation was suggested. It was suggested that such a program could apply to all institutions and could reasonably be included in diversified types of institutions at all levels.

The function of a correctional institution and the implementation of many of the new programs which would help the inmates and, in turn, the larger society, rests with the administrators of correctional institutions. They must define their

roles in terms of the courts, the law, their boards, etc., and they must also have the freedom to experiment with new programs. It was felt that no proposed program was acceptable until it was tried in the institution and found to be effective and workable.

The size of the institution was discussed. It was felt that the size and the type of institution should or must be considered in any analysis of the objectives of the institution and in the types of programs developed. It was agreed that size was a rule of thumb and could only be one of a number of variables considered. Other variables involved in the establishment of programs are; the size of the staff, the facilities available, etc.

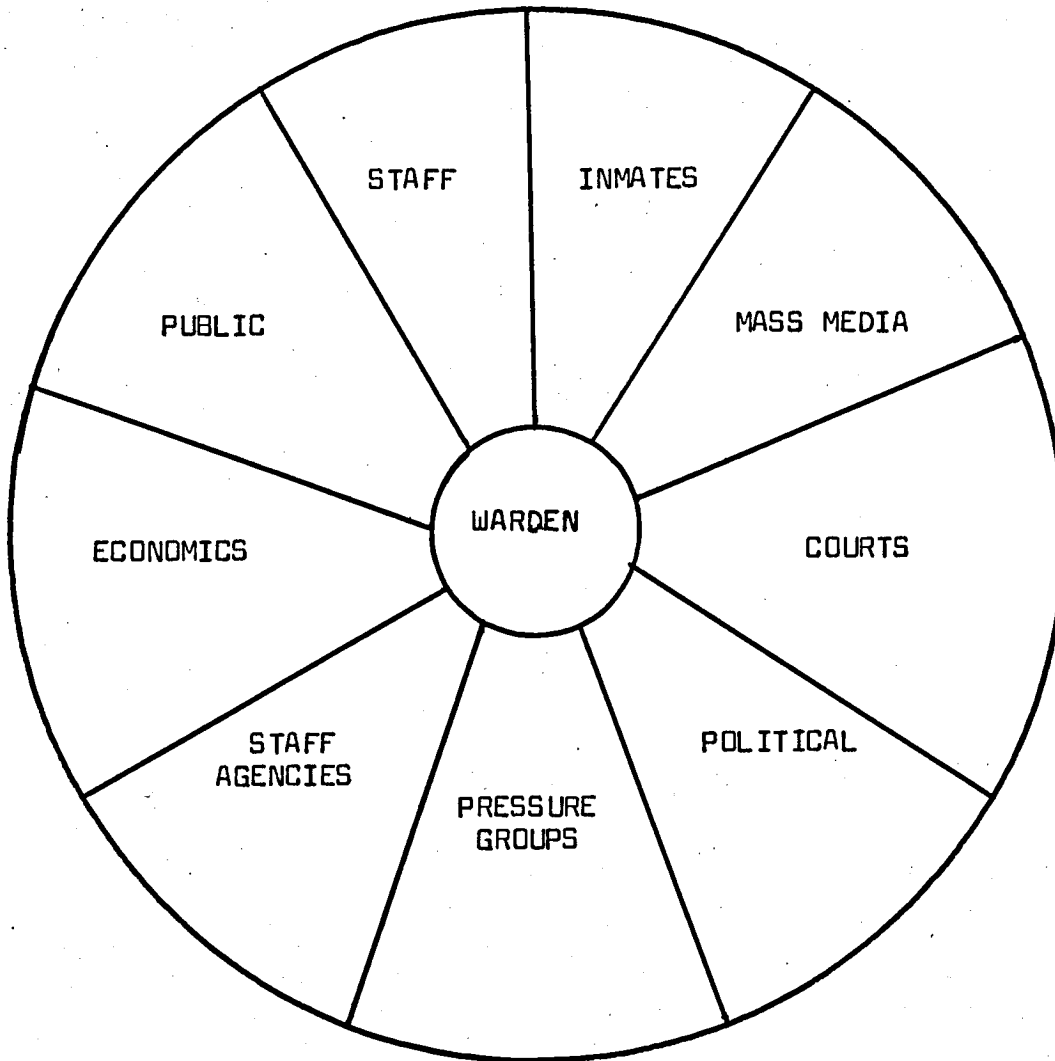
There is a need for extended community relations and even the involvement of the community in the correctional institution. It was felt that the institution has nothing to hide. Some institutions have utilized the community in the programs of the institution. For example, the public school system could conduct classes for the inmates, local industry could conduct inmates in performing new jobs, local therapeutic agencies could conduct therapy in the institution, etc. It was the opinion of some present that the community has not been asked to become involved because the administration of the institution does not want them to become involved.

It was the concern of some administrators that if the community became involved in the institution, the discipline of institution might suffer. The solution to this problem was that the administration of the institution should continuously define the limits of the community's involvement, keeping in mind at all times the main or primary function of the correctional institution.

The participants felt that there was an unknown quantity involved when they were discussing the amount and degree of the community's involvement. To what extent should industry, the community, educational facilities, and community service organizations become involved? There was no answer given to this question. It was decided that the administrator of the institution should in all probability make the decision. That is to make a decision which was applicable to type of institution, the location of institution, and the type of personalities involved.

The question of the starting point for the change which was suggested was found to be within the institution itself. It was finally resolved that the warden becomes the crucial man in

any of the changes which occur in his institution. It was also agreed that he was in essence the man in the middle. (see diagram below).



DEFINING THE OBJECTIVES OF A MODERN CORRECTIONAL INSTITUTION AND
THE ROLE OF THE WARDEN OR SUPERINTENDENT

SOUTHERN REGIONAL SESSION

Society is concerned with the high rate and cost of crime. However, it was pointed out that there was little evidence to support the idea that society was ready to establish programs to undertake prevention.

The premise that the main goal of our correctional system is the protection of society was questioned by some participants. This acted as the focal point for a discussion of the objectives of a modern correctional institution, as well as how much is really known in and about the field of corrections; and, if the resources were available to do an effective job, what would be asked for.

In regard to that portion of the question dealing with the objectives of our correctional system, several participants voiced the opinion that the ultimate objective is to return the individual to society as a profitable citizen. Other participants broadened the objectives to include: carrying out the sentence to the court; rehabilitating the offender; holding cost to the tax payer down; and developing research programs in an effort to learn how to do a better job.

There was general agreement that the public seemed to understand little of what goes on in our institutions and that no rehabilitation program can be effective without public involvement. It was suggested that society holds an "out-of-sight-out-of-mind" attitude, but that a treatment philosophy would be accepted if the treatment programs of our institutions were brought into the public view.

One of the South Carolina representatives advanced the idea that the public's view of the institution was directly related to the work the administrator has done in the area of public relations. In an effort to create better understanding and improve public relations, Florida has produced films for television viewing concerning the functioning of their institutions. In an effort to get administrative and treatment programs over to the legislature, the Louisiana representative advocated inviting public relations men from the Governor's office to view institutional operations.

The Air Force representative expressed the opinion that the correctional staff in his branch of the service did not view

incarceration as punishment, but that the prisoner did. Other participants advanced the notion that their experience was similar and that the only people who really cared about the inmate were his family, who also viewed the sentence as punishment.

The question was raised as to the role the institution should and does play in the area of crime prevention. One Virginia delegate addressed the problem by advancing the theory that prevention should take place before imprisonment. Several participants concurred, stating that they felt the fear of imprisonment had no effect on crimes of violence or passion and, that in crimes against property, the professional criminal viewed prison as a gamble.

A discussion of the high recidivism rate ensued. Florida reported far lower recidivism rates than expected in view of the large number of prisoners released following the Gideon Decision. However, it might be that the normal recidivism rate cannot be compared with that of this group as, by in large, these men were those who were released due to legal processes that were unexpected by the men at the time of their initial commitment. It also suggests that judicial acts of mercy may go a long way in restoring a man's belief in himself, in the law, and in society.

The question raised as to what is meant by the statement that one role of our prisons is to protect society. It was answered by the participants' stated belief that, while one objective of the prison is to offer experiences to individuals that will enable them to re-enter society, another objective is to remove the potentially dangerous criminal from contact with a society whose members he can injure or whose property he can take or destroy.

The point was made that 99% of all incarcerated individuals will someday be released and that 50% of these individuals will return to prison. It was stressed that the United States has more people in prison than any country in the world, and that prison should be used as a last resort.

In terms of the rehabilitation process, it has been found that society may sometime reject released prisoners. Therefore, they may again turn to crime, even though they had a genuine desire to succeed upon release. Along these same lines, it was agreed that most prisoners have poor social backgrounds which prevent them from dealing constructively with rejection.

The Alabama delegate advocated a training program in conjunction with the employment board in the community to which the prisoner would be released. In this way, board counselors could help the individual to bridge the gap between the institution and the community, through help with personal and social planning. Several participants offered discussion on this proposal and stressed the point that training programs were definitely needed. Over 90% of the people in prison don't have a trade. Training programs must be effective and dynamic enough to capture the attention of the inmate. The general feeling is that 10% to 15% of those now incarcerated are ready to begin vocational training, but that this number would grow as new programs were offered.

The need for diversified research programs was established and the point made that what works in one place might not work in another. At this time, there are no research programs to determine the nature of existing problems, what has been accomplished, what is effective, or what resources are needed to meet the challenges of the correctional field. All we have now is a general idea of programs needed, and that they should be community-based. One question in need of research is how many effective programs do we have now and how many prisoners, following a complete work-up, should be returned to a community-based program in lieu of institutionalization.

Throughout the country, most juvenile institutions offer a great deal of professional help, but large portion of juvenile offenders later go on to prison. We must look at the question of whether or not existing programs are effective.

It was urged that all disciplines be utilized in the programs applied and that a team approach be established. Individual study may give us clues to motivation. A large proportion of the prison population can benefit from group techniques. The Texas delegation felt that the prison should be concerned with convicted offenders before they arrive, while they are there, in prison, and following release. Adequate records should be kept on all programs for review by the legislature and public.

There was widespread support for the proposal that personnel should be carefully chosen, and that there was a growing need to upgrade and train correctional officers. It was pointed out that the correctional officer can have as much or more effect on the inmate as the professional, but that it was difficult to get qualified men due to low salary ranges.

Now is the time to make headway in the field of corrections through new and established programs as laymen, professionals, and legislators are interested in involving themselves. Society is interested in effective rehabilitation and government programs offer funds and guidance.

In discussing the prison of the future, the participants supported and acknowledged the premises that new prisons will be established in the area from which the inmate comes; that new legislation concerning prison produced products will be forthcoming that will allow entry into public competition; programs will be established that will offer financial support to inmates for involvement in certain programs; extensive links with the community will be established; the prison staff of the future will be involved in treatment processes no matter what their job classification; the correctional officer will be the base of the treatment program and this will mean upgrading, retraining and advancing new ideas and discarding old programs. There will still be room for specialists, but most counseling will take place in informal sessions. Most parole supervision staff will have offices in the new, decentralized institutions and will work with the offender before release. There will be more and more community-based programs in lieu of institutionalization. New programs of intensive care and treatment for a period of weeks or months will be established instead of those spread over a period of years.

With the misdemeanor group, the indeterminate sentence is viewed as a good measure. With this sentence, provision for review by the Warden and Social Worker is made in Virginia, and they recommend review by the Parole Board. It is the Board who decides when release should occur, and sees that supervision is carried out.

There is a move toward unification of service in the correctional field, e.g., placing the Probation and Parole Boards under the same direction. This has occurred in two of the states represented.

Programs must be established which will lead new inmates to reject prison sub-culture. This sub-culture is the most important behavior-shaper in the prison. Through it, inmates shape the lives and behavior patterns of other inmates. We have learned that this sub-culture can be manipulated, especially if the administration supplies the male role model that many prisoners

seek. Through this model, the new prisoner learns that conforming to society's goals produces rewards, acceptance and status.

In order to accomplish this, all of the inmates behavior must be controlled. In order to profit from their prison experience, many inmates must know that they are being watched and supervised. It is also helpful for them to know that they will be held accountable for their actions, but not in a harsh or vicious way. Some institutions are utilizing former inmates as aids and this program appears to be of some value if they are trained to function as a staff member and accepted by their fellow workers. Air Force programs use ex-inmates in all capacities except custody officers, and it is felt that many of these individuals are manipulated by the new prisoners. Therefore, little is felt to be gained by this program unless it is carefully supervised and administered. The literature fails to support the practice of using former offenders as aids to the Parole Board in determining whether or not an inmate is ready for release.

Some additional points made in discussion are:

- a) One of the Warden's major functions is to sell his program to the entire staff in order to assure adherence to one philosophy.
- b) All key personnel should attend staff meetings held on a regular basis and they should be responsible for passing on information to their subordinates.
- c) It was generally agreed that it is more helpful to have correctional staff from other institutions or states as guest speakers than bring in university personnel.
- d) Many institutions have found it helpful to have the function of the institution as well as personnel policies and procedures in writing.
- e) If such material is not already in use, then the staff should be consulted in formulating and writing such a program.
- f) The best public relations men available are the institution staff and vendors who come into the prison.

- g) The Warden must become a leader rather than a mere keeper of the keys if he is to be effective.
- h) Our best administrative programs are two or three deep in command. Our weakest are one deep.

DEFINING THE OBJECTIVES OF A MODERN CORRECTIONAL INSTITUTION AND
THE ROLE OF THE WARDEN OR SUPERINTENDENT

CENTRAL REGIONAL SESSION

Wardens or superintendents have as their primary reason for existence only one purpose, and that is to correct and reform. It is their responsibility, through a wise choice and application of techniques, to change attitudes and to reduce recidivism. If they fail to do this the operation is a total waste of the taxpayers' money.

The Arden House Conference on Manpower and Training for Corrections of 1964 emphasized seven areas of major concern for development:

- a. Managers, (wardens, supervisors) must conserve and maintain their organizations on the one hand, while facilitating needed changes on the other. Managers are decision makers and, to a degree, policy makers.
- b. The need to provide leadership in systematically evaluating and refining programs. How many are guilty of perpetuating a program because somebody else was doing it formerly?
- c. The need to act in terms of the entire field of corrections, not merely in terms of the one organization.
- d. The need to act in terms of our relationships with other systems, Education, Mental Health, Social Welfare.
- e. The need to bridge the gap between penal institutions and the related university departments and academic disciplines in order to develop a closer partnership in research and educational activities.
- f. The need to assume a greater degree of leadership to provide increasing job satisfaction for employees, and to develop imaginative training plans for first-line supervisors and for middle management, in all aspects of correctional work.
- g. The need for additional educational training of wardens and supervisors, so as to develop understanding and abilities, and to provide information on research and

development in fields in which managers are not yet trained.

Administrators must prevent recidivism. Meaningful change can only be brought about when administrators can think in broad terms, and profitably blend the talents of all disciplines that are available both within the walls and outside. Those who are unwilling to abandon non-effective programs are like the dinosaur, a relic of the past.

What are the objectives of a correctional institution?

- (a) to punish, (b) to deter, (c) to reform, (d) to rehabilitate, (e) to protect society.

The discussion leader asked the following questions:

What is the particular objective of your institution in your state as determined by law, the people of your state, the administration of your state agency, the legislator?

Respondent: The law tells the administration what they can do. Money and material that can be received from the legislature also determines what could be done.

Discussion Leader: Do we need to have stated a particular philosophy of the Department of Corrections with particular objectives, and try to obtain the resources to carry these out, or do we shape our objectives and philosophy on the basis of what resources we have?

Respondents: a) In Wisconsin it is against the law to commit murder and rape the neighbor's daughter or steal somebody else's money. The objectives are to keep the offender from doing this same thing again. How do you go about it?

b) How do you define success? Is it success if a grand larcenist goes out and becomes a petty larcenist?

Discussion Leader: How many here feel that the objectives of your institution, according to the philosophy of the people of your state and laws under which you operate is, first, punishment? How many think your objectives are to reform, to rehabilitate?

- Respondents:
- a) If there are two main objectives to an institution viz., security and rehabilitation, the big problem comes as to how far you can go in relaxing security in order to accomplish rehabilitation.
 - b) Which should we have -- punishment or reformation? We must retain custody as an act of reformation, which is the final and main objective.

Discussion Leader: Is there any place for punishment in corrections?

- Respondents:
- a) Isn't deterrence punishment?
 - b) Deprivation of liberty is punishment enough.
 - c) What is punishment? Anything that I do that I like to do, I'm not working. Anything I have to do that I don't want to do, I'm working. This is punishment.

Discussion Leader: This concept has a lot to do with program development, structure, and limits. Punishment may be a part of rehabilitation. Punishment can be positive.

What does the public see as the objective of corrections? Protecting the public is not only the process of locking up, but providing those locked up with a positive program.

What is the public's feeling about the rate of crime, especially in recent months when we have experienced the lowest rate of incarceration? There seems to be more public concern with the reduction of the population of institutions.

- Respondents:
- a) It is an obligation on the part of the administrators to maintain good public relations. They should inform as well as involve the public with what they are doing. What is public opinion? What does the public think? There should be objective ways of measuring what the public thinks.
 - b) As regards to public opinion, especially in a

major crisis in the prison, it is not the entire public, but a certain segment of it which gets stirred up. The administrators are not conducting a public opinion poll and cannot run an organization on the basis of fluctuations of opinion.

Discussion Leader: Everything goes in cycles. Fifteen years ago we were concerned with killing. Now we are concerned with the disadvantages of killing. We are now more concerned with rehabilitation, correctional aspects, human needs, etc. The public is far more receptive to new correctional practices that ten years ago might have been seen as the heights of liberalism.

We have to state what is needed in corrections. A correctional institution is designed to rehabilitate and carry out, at the same time, the mandate of the court, to keep the individual there, to protect society and to return him as a better citizen. Can we do that? Many administrators complain that they do not have enough psychiatrists, sociologists, and psychologists in their institutions, so the rehabilitation program cannot be successful. Yet these very psychiatrists complain that they cannot work with these types of people.

Can we rehabilitate? What do we know about human behavior and the inmates in our charge, and can we change their behavior?

Respondent: When we talk about rehabilitation, we mean it in a narrow framework. There are certain people for whom we can do very little. Some will remain recidivists in spite of what is being done for them.

Discussion Leader: We do know what rehabilitation is, and we know that human behavior and other sciences tell us that a rehabilitation program that will work for some people will not work for others. What is needed is a variety of rehabilitation programs with proper diagnosis and classification and placement.

Respondent: Is it the superintendent's or warden's role to define and implement the objectives of his institution?

Discussion Leader: Do we have the responsibility in setting the framework in which programs and practices are carried out, and then do we have the responsibility for determining and interpreting?

Treatment is a more mysterious and involved process. Treatment takes place in a variety of settings under a variety of people. Today, much is done by the non-professional person. All the members of the institution should be involved in the treatment process. We are kidding ourselves when we refer to stereotypes in inmates.

The goals and directions of treatment are:

- A. To evoke in offenders an enduring identification of themselves with anti-criminal persons.
- B. To enhance the prospect that released prisoners will achieve satisfaction in legitimate post-release activities. What are the directions that we are going to move to in the future in order to do a better job? We must keep in mind two things: (a) To change the inmates value system and attitudes so that he values non-criminal behavior and (b) To give him the strength and resources so that he will have a better chance of making it in the community.

Respondents: (a) They are conducting an experiment in the local Rotary Clubs in Texas. They found a Post-Release Counseling Committee, which consists of experts in all fields, where inmates with any problems can simply phone the Rotary Club. They will, in turn, connect him with somebody who specializes in his special problem, who will then counsel him.

- (b) Redesign the prisons of the future. The effects of institutionalization have to be lessened. This can be done by keeping the institution much smaller.

Discussion Leader: We are going to get far more involved with the community in our treatment and follow-up programs with inmates. Do the people in corrections have any responsibility for prevention? What do we know about prevention?

What is the role of corrections in preventing crime? In the past we moved away from Metropolitan areas. The trend of the future is to move back to metropolitan areas with small isolated institutions, in order to keep the inmates closely involved with the community.

Respondent: Civilian participation. This is applicable also to the recruiting of personnel. Then too, there are certain limitations of the public ability to employ ex-convicts.

Discussion Leader: We have found that when an employer takes an ex-inmate into his facility, if the inmate does a good job, the employer has a tendency to keep him even though the employment situation changes.

Respondent: Recently a publication listed the vocational areas in correctional institutions in the United States. I was amazed at the programs listed that were non-existent. Who are we deceiving?

Discussion Leader:

- (a) All probable programs will have to be regeared for modern day training.
- (b) The restrictions on prison industries have to be lifted.
- (c) Why is the institution not operated like society? If a man wants to further his education in society he has to go to school at night, with recreation on week-ends or at night. Why aren't institutions kept going until 9 o'clock at night?

The role of the superintendent becomes more complex, especially now since the population of the institution is going down, so that he is faced with the hard core of the inmates. Is it going to be a normal society? What are the limitations and strengths for which we can develop programs? This is something in program development that any superintendent has a responsibility to know. What real legitimate efforts have been made in institutions? Utilizing the knowledge we have, the techniques which have been developed, the superintendent must decide which inmates can profit from what programs, and to see to it that these

programs are translated from plans to action.

What does this say for us in the future about new techniques of training and teaching? What does this mean in terms of subsidy? Should the inmate be paid if he makes progress?

It is beyond comprehension where in this next decade some areas are going to go in training. In San Quentin there is a breakthrough, and a degree will be offered. This will be the most significant area in corrections in the next decade, viz. developing vocational and educational techniques within the institution. For example, an outside agency, The National Committee for Children and Youth, was given a federal contract to go within a correctional institution and run a vocational program.

- Respondents:
- (a) A point that should be brought up is the problem of drug usage. The warden cannot control this since the medical doctor would not like to be told how to do his job. (one respondent felt that 95% of contraband drugs is brought into the institution by dishonest employees).
 - (b) We need guidance on the question of drugs. If any superintendent has any problems on the question of drugs, on which an advisory statement is necessary, he can send in this query to Dr. Sharp, who will forward it to the appropriate resource person.
 - (c) No major solution has been offered. What has been said is that there are going to be some changes made in the future. Our roles can be summarized in that, since there is a change coming, we are the ones who will have to make this change. We'll have to be adaptable, introspective, and do what we must.

SECTION IV

REGIONAL INSTITUTES

NEW RESOURCES FOR CORRECTIONAL INSTITUTIONS

NEW RESOURCES FOR CORRECTIONAL INSTITUTIONS

WESTERN REGIONAL SESSION

We want to discuss primarily external resources for institutional use. We're interested in an interchange of information from the audience, covering such issues as innovations and differences between states. The idea of this session is to pool the information which is based on the knowledge and experience of the audience.

Corrections are now in full swing with newly expressed concern from the public and in legislation. There is an atmosphere of ferment. We are beginning to intervene in the lives of delinquents. The phrase "prison walls are crumbling" merely suggests that there are some recognized limitations in the prison system. There must be more public and community involvement in the total correctional process.

There is no member attending this workshop who will not be involved in these three programs:

1. Work Release
2. Half-Way Houses
3. Home Furloughs

There are already several programs which have been in existence for varying lengths of time. There is no ready-made package for every situation. Our main concern is work release. It is new, but has been a sleeping giant, awakened about nine years ago. Indicators suggest a success rate of 93 percent in over 7,000 individuals on Work Release Programs.

We need to know what is involved in such programs and how they are implemented. There are five members of this group presently involved in using some sort of Work Release Program.

Problem: Legal Authorization by State Legislatures -- To whom can one turn for getting legislation supporting the Work Release Program in the state? One needs some evidence that there is public interest. A citizens' council is most influential in sparking legislative interest. Officials interested in corrections may be influenced by the changing philosophy of the correctional

field if such officials are kept informed by a citizens' council. One participant in this session stated that he had no trouble in getting legislation passed. He pointed out that one of the prime factors which makes Work Release acceptable to legislatures is its low cost.

A general discussion ensued as follows:

Chairman: Q. Is there any organized group to get interested in bringing about legislative change?

ACA Member: Our Association is not really involved in such a thing, but will testify in support of Work Release Programs.

Group Member: I approached my state's Attorney General who told me that prisoners are my charge and to go ahead and establish a Work Release Program.

Group Member: States differ in legislation. Many states allow this sort of correctional approach without legislation because the responsibility for the prisoner goes beyond the prison walls already.

Group Member: We have a group of prisoners working for our state on a Work Release Program without any state legislation.

ACA Member: I suggest getting at least a letter of permission from the Attorney General, regardless of the elasticity of existing legislation. One should be familiar with all legislation pertaining to correctional operations and responsibilities in his state.

Group Member: In the case of my institution, we are not only releasing men for work and returning them to prison at night, but also local jails are now being utilized by involving local community law enforcement agencies.

Group Member: I gave a press conference on Work Release Programs and received very good news coverage, which resulted in immediate and enthusiastic community support.

ACA Member:

Jealousies between divisions of the correctional process are still evident. One must involve all segments of the correctional process, especially the parole boards, if a Work Release Program is to succeed.

ACA Member:

Paroling authorities and correctional (institutional) groups can get along. Let us at least talk over this thing before coming to blows in the legislature. Strangely enough, the impetus for these changes is coming from institutions.

Discussion Leader:

Are we perhaps usurping the job of the parole arm of the correctional process? In my experience, community acceptance has been excellent. They were always asking if local law enforcement officers knew about the presence of the offender in the community. Fortunately, we had always informed them, but they are not interfering too much. Not all wardens go this route, but we have been fortunate in having a Citizens' Advisory Committee for the specific purpose of assisting in implementing the Work Release Program. On this Committee we have:

1. School Board President
2. Doctor
3. Attorney
4. Newspaper Editor

The School Board President called a meeting and it was decided unanimously to hire work releasees. This initially caused some problems because school teachers and parents in the community were not informed. We handled this by giving several indoctrination speeches in the community.

Group Member:

Your staff must also be on board in this approach, but this is no problem if it is recognized as necessary.

Group Member:

In my state, counties gave descriptions of those Work Release offenders which would be acceptable to them. One county had such high standards that no offender could ever qualify.

Group Member:

In my state, the County Sheriffs were on supportive of the Work Release Program before the State prisons began to use it.

Discussion Leader:

Work Release should be based upon the job the offender is qualified to perform, and the man should be in a program in the community where it is anticipated that he will be paroled, for the sake of continuity in planning.

Group Member:

That is most desirable, but not absolutely necessary. One can expect success if the job and the location are changed with a purpose in mind.

Discussion Leader:

Q. (to above group member) Is your population decreasing?

A. Yes.

Discussion Leader:

Q. Is this due to some increase in probation?

A. Yes, but we feel we had something to do with increased probation also, since we gave them one million plus dollars from prison funds.

Group Member:

I am from the Midwest with a large institution in the middle of nowhere, and this program is not feasible for felons. A lot of wardens and superintendents were being steamed into a situation with a lot of community pressure, support, etc., which was creating a very large transportation problem. It appears that the federal correctional system had bought this Work Release Program, is it being recommended for all states?

Group Member:

We have been housing many men in the county jails. Without this we would be in trouble because we would not have transportation

facilities. Our Work Releasees live in the county jails on a transfer basis.

Group Member:

Who has responsibility for the prisoner when the sheriff is housing the man? We don't know until a man does something wrong. We have an unusual situation, in that sheriffs are pushing for Work Releasees because the State Correctional Institution guarantees money for these men. They pay their own way in the County Jail when they are working, and when they are out of work the State Institution from which they came pays for them.

Group Member:

We established field units under our control. When the man is not employed in the community he still remains in the field unit.

Discussion Leader:

Q. (to above group member) What is the percentage of felons in that program?

A. Forty percent.

Q. Who participated in selecting inmates for work assignments?

A. We used the classification system and tried to fill 10,000 requests from businessmen in the community. We received great support from public communications. We even had sheriffs running on a platform of supporting the Work Release Programs. There is a great public appeal in pointing out the money saved in Public Assistance payments to families of inmates.

Group Member:

Q. (to above member) How much do the men get paid?

A. The standard rate. We had to blacklist a few employers who wanted to take advantage of the inmate by paying less than the going rate for his skill. We still cannot fill all of the requests from the community.

Discussion Leader:

We have found public response to the Work Release Programs to be

overwhelmingly positive.

Group Member:

We keep our men in the institution and have a serious transportation problem.

Discussion Leader:

I am aware of some cases where the men spent as much as three hours per day in transportation.

ACA Member:

One should not place the inmate in an unusual stressful situation.

Group Member:

We are not running an employment service. There should be some coordination with local employment officials.

Group Member:

Twenty years ago a local hospital agreed to train men for hospital work. One man escaped and the superintendent of the institution was threatened with indictment for aiding in an escape. The point is to be sure of your legal ground before proceeding, regardless of the amount of public support.

Discussion Leader:

Our law allows us to place our men in any training situation. We even have some inmates attending college during the day.

Group Member:

Women's Prisons are not making much of an inroad yet because of the fear of contraband.

Discussion Leader:

Our concern over contraband led us to completely strip and re-dress the men returning from Work Release to the institution. Men mix together within the institution in taking part in other programs. Contraband need not be any greater a problem in dealing with women than it is in dealing with men.

ACA Member:

You are spending a lot of money in that shake-down. Housing planning is of vital importance in operating a successful Work Release Program. Men on such programs should not be submitted to the pressures of prisoners who are not on Work Release Programs.

Group Member:

How about the pressures from outside on contraband?

Discussion Leader:

These men have such a desire to be involved in the Work Release Program that they are not easily seduced. Also there is a drive from within to become eligible for Work Release.

Group Member:

We have seen even hired some men to work on our staff who were in our institution. The tough-guy prisoner tends to put the most pressure on here. There is a fear of the collapse of the prison culture.

Group Member:

The Work Release Program is a good idea. Half-Way Houses seem to be the answer to our problem. We need Community Work Release Correctional Centers.

Discussion Leader:

I think that is the direction we must take.

Group Member:

We have authority to establish Work Release Community Centers. A community center actually located on the grounds of the institutions.

Group Member:

We are doing this also. Men on the Work Release Program are separated from the general institutional population. A man's money is kept for him until he is paroled. We allow him enough

for out-of-pocket expenses and he pays for room and board.

Group Member:

We release men in spite of reason for commitment, the crime, the length of sentence, etc., but we really need more evaluation.

Group Member:

Q. (to the above member) How much of a sentence must a man serve before he is considered for the Work Release Program?

A. We make no requirements here whatever.

Discussion Leader:

Our greatest failure rate is a result of drinking. We're more inclined to look at drinking habits than offenses or length of sentence.

Group Member:

Can we establish minimal rules regarding drinking?

Discussion Leader:

We can and do.

Group Member:

If we discover a man on the Work Release Program with a drinking problem, but he has not attempted to escape, he is simply referred to adjustment.

Discussion Leader:

I have a word of caution offered by one of the group members. He warns us to be sure that the public knows that some men will fail on the Work Release Program and that this should be made absolutely clear. In my institution, inmates ask the Citizens' Advisory Committee what they might do in return for the interest and kindness extended them by the community. The committee suggested that inmates might participate in a delinquency prevention program. It was thought that inmates might be able to reach, understand, and communicate well with delinquent-oriented youth. I understand that some members of this audience have had experience along this line.

Group Member:

We have such a program in its fourth year. First, we allow inmates in their cells to tell their stories to male delinquents, interested male adults, and other groups who wished to visit inmates in prison to hear their stories. This soon became so popular that inmates began to go out into the community, addressing PTA, High School Assemblies, and so forth. In our program, inmates appear in their prison clothing and discuss only experiences from their own lives. After the success of this program we were prevailed upon to hold group discussions with pre-delinquent youth in our institution and, after much success, this program was also carried into the community. We began with six men. They were hooted and jibed by the other inmates. Soon the others became positive also and began to request being allowed to participate. We had 100 applications from inmates. In short, the program seems to have had a positive influence on the community and on the inmates themselves. One of the other institutions in my state tried a similar program, but dressed their men in uniform and called the Program "Operation Youth." It was not thought that this was as successful as the above program.

Group Member:

Q. (to the above member) What specific qualifications do you require of men in this program?

A. Only that they have long experience in all phases of crime. I would suggest not selecting people who speak well, nor those with ulterior motives for getting into the program. My men are warned that they will be given no special parole consideration. All of the men in our program are maximum custody and are guarded, but not handcuffed, when in the community.

Group Member:

Q. (to the above member) How have you measured the success of this program?

A. Only in terms of our own observation. We began the program in the institution and exposed the kids only to the most negative aspects of institutional life. Public interest was so great that we were soon moved out of the institution into the community. We got a great amount of support from the "Crime Prevention Exchange Club." We have already begun to

move into the Junior High School with our program.

Group Member:

Q. (to the above member) How about feedback from the community?

A. High School Principals have responded very favorably.

Q. How about the law enforcement segment of the community?

A. We have received much support from them and they are requesting more of this sort of service to the community.

Q. How about negative reactions on the part of the prisoners?

A. There have been none.

Group Member:

We allowed school kids to submit questions to teachers, and these were, in turn, submitted to the prisoners for responses. This tended to sidetrack the program into a question and answer session. We also began our program in the institution and were asked to move out into the community. We restricted ourselves to a classroom situation, however.

Group Member:

Q. (to above member) How about methods of selecting prisoners for this program?

A. Somewhat different than what was described by the other group member. We had in our group:

1. A representative of a minority race.
2. A seven-time-loser.
3. A young, outstanding boy in his community who had murdered his girlfriend.
4. A man with an IQ of 141 who was a failure and a runaway from Boys' Town.

We used a moderator for each presentation and the moderators were shifted from presentation to presentation. We have been in operation for only eight to nine months, but the experience has been very positive. We use only minimal security men. We allowed the men to practice their presentations, but kept content to strict testimonials.

Group Member:

In 1959 or 1960 we had attempted to do somewhat the same thing, but with a different approach. Our program was called "Operation Youth." This program was not very successful. I could see why now that I have heard of the successful programs described by the other two group members. In our case, we had allowed a live question and answer session. We had selected glib men. We did not have a good approach in terms of control. The man would be alone in his presentation and would begin to lie quite a bit. After some negative experience in the community, the program was moved back into the institution. Community interest diminished and the program was completely abandoned. I can now see our mistakes. We should have used the approach of the other two group members.

Group Member:

We call the men on their lies, and, when they finally see the value of presenting the true story, the lies go down to a minimum.

NEW RESOURCES FOR MODERN CORRECTIONAL SYSTEMS

NORTHEASTERN REGIONAL SESSION

The general focus of the discussion centered around new resources which are now available to correctional institutions, and other resources which are not particularly new but which simply have not as yet been generally utilized by correctional institutions.

During the discussion it was emphasized frequently that good organization and planning are necessary if various resources for correctional institutions are to be utilized fully. In the initial remarks it was also emphasized that the basic principles in regard to resources for correctional institutions are the same, regardless of the size of the state in which the institution is located and regardless of the size of the correctional institution.

The importance of including the correctional institution, probation, and parole under one administrative control, for effective management, was pointed out. Also mentioned in the discussion were many changes in legislation which help to initiate new programs for correctional institutions. For instance, Delaware's new correctional law gives the state a more flexible and liberal parole law which does not sacrifice public safety. This law includes a stipulation which makes review of incarcerated persons mandatory. Another recent piece of legislation in Delaware is the Work Release Law. This law actually saves the taxpayers money. Delaware also has a state-wide inter-agency council. This council includes such agencies as Public Instruction, Mental Health, Correctional Institutions, Employment, and Public Welfare. This coordinating council can be the key to getting new programs started in correctional institutions.

An inter-agency council can make it possible to bring resources from other agencies into the correctional institution, thus introducing the possibility of starting new programs in the correctional institution without using the budget of the institution.

Some specific resources utilized in Delaware were discussed. These resources were obtained by the correctional institution from outside agencies to start new programs. After a great deal of planning a literacy program was initiated in the Delaware

Correctional Institution. Resources were obtained from the Department of Public Instruction. Even the inmates were carefully prepared and they received the program enthusiastically. This program takes place in the evening which helps the inmates to occupy constructively their free time. Highly qualified teachers are brought in from the community. This seems to have a greater impact on the inmates than if the staff of the institution had been utilized for teaching purposes.

Another type of program which has been introduced in Delaware is a program of intensive training in welding. This program again does not cost the institution a cent. The money to finance it came from the Department of Public Instruction. The rationale behind the introduction of this program is to help the inmates gain an economic foothold. Prior to the program's adoption, job opportunities in the area were surveyed and it was found that there is a need for welders.

One of the institutions in Boston deals mostly with juvenile delinquents having low IQ's. At this institution, an auto shop has been established. Two staff members who were knowledgeable in automobile mechanics canvassed the various garages and auto shops in Boston and collected \$10,000 worth of equipment. The Ford Company also contributed a great deal of money for the project. It was pointed out that much can be gained by looking for the strengths and abilities of the institution's staff.

A program which is now in the planning stages in Delaware concerns work release. This program will hopefully be initiated in the near future. It is felt by the staff at Delaware that there are many people in institutions who do not have to be incarcerated, and that the proper use of work release, probation and parole will lessen the number of people in institutions.

Resources for staff training were also discussed in some detail. In Delaware, DuPont donated \$300,000 to the University of Delaware to establish correctional curricula -- not only for a degree program, but also for a non-degree one. Federal funds, in most cases, were not specifically available for staff training. However, it was pointed out that funds available to other agencies for educational purposes can, in many cases, be applied to correctional institutions. Institutes, for instance, can be arranged by universities for the staff of correctional institutions. It was also pointed out that there are resource potentials for staff training in a number of new bills which will be intro-

duced, or have been recently introduced, in Congress.

Community resources available to correctional institutions were discussed. One major resource, the initiation of a Junior Chamber of Commerce Chapter in the institution, which would work with the community's Jaycees, aroused a good deal of comment. A Jaycee Chapter at Delaware is now in the planning stages. It was pointed out that, before introducing this kind of program, a great deal of careful planning must take place. Many issues must be discussed, such as race, and whether or not the members of the Jaycee Chapter in the institution will be accepted into the community's Jaycee Chapter when they are released. On the question of acceptance into the community's chapter after release, there was some disagreement. Many people present at the meeting felt that, if the inmates were not accepted into the community's Jaycee Chapter after release, more harm than good would result.

A question concerning the value of a Jaycee Chapter for a correctional institution was raised. A representative from Vermont, where this type of program has already been initiated, pointed out that it has a two-fold value: (1) The members in the chapter in the institution must pay dues, just as members in other chapters. This motivates the inmates to use their imaginations and to take on worthwhile community projects. (2) A Jaycee Chapter in the institution also helps to bridge the gap between the community and the institution, and is a good source of promoting better public relations.

There was also some disagreement as to whether or not the offenses of the inmates should be made known to the local Jaycee Chapter. In Vermont these are not confided to the local chapter, while at Delaware they are.

It was pointed out that such things as the need to attend conventions, etc. should not keep an institution from initiating this project. Attendance at a state or national convention by an inmate is not beyond the realm of possibility.

The resources of private industry are another source which should not be overlooked. Training materials and financial grants can be obtained from many corporations and, so far, this source has been virtually untapped.

Making use of a Half-Way House Program is another resource with considerable merit. It was pointed out that it is helpful

to have the Half-Way House under the framework of the institution.

Similar to the Half-Way House Program is a program centering around the use of camps in New York. The difference is that the camps are utilized prior to release; the Half-Way Houses are utilized after release. In New York, the camps work closely with conservation. This helps the inmates to learn good work habits. The officers in the camp are known as counselors, and they are selected by their ability to work with inmates, as well as on the basis of their attitudes toward them. In Delaware, minimal security farms are utilized for the same purposes as the camps in New York.

A question concerning whether or not a correctional institution should have a legal advisor or attorney on the staff to aid the administration, as well as the inmates, aroused a considerable amount of discussion. Many present felt that if the legal advisor or attorney was identified with the institution, the inmates would be suspicious of him.

In Minnesota, the institution asked the local attorneys to prepare statements concerning various legal problems of interest to the inmates. When these statements were given to the inmates, it was found that the number of writs were remarkably reduced.

One of the institutions represented already has a legal advisor on the staff. This attorney spends approximately half his time working with inmates, advising them on legal problems. The inmates seem willing to accept him and they do consult him frequently. When the time comes to introduce a writ or a plea into court, the staff attorney tells the inmates to consult another attorney.

In Massachusetts, legal help for the inmates is worked out in conjunction with Harvard Law School. A number of the law students work with the inmates and prepare briefs. When the time comes for court action the law school provides the lawyer. It was pointed out that the majority of members of the legislature are attorneys. Bringing young attorneys into the institution for experience will eventually help the legislators understand the problems faced by the inmates as well as the administration of correctional institutions. All of the institutions represented at the meeting provide law libraries for the inmates.

Another point discussed at some length was whether or not

communication between a lawyer and an inmate is privileged. In New York the wardens have the right to read a letter between a lawyer and inmate, but cannot delete any item, except one which does not pertain to the inmate's case. A copy of the original letter and a copy of the revised one are kept on file.

In Massachusetts, legal communication is not interfered with, but a staff member records all in-going and out-going letters between a lawyer and his client. In New Jersey, attorneys are permitted to interview their clients in private, but they must sign a statement that anything which an inmate mentions which has no relevance to his case will be brought to the attention of the administration.

Another institution has partitions in a special room through which the lawyer and the inmate communicate in private. This is done for the protection of the lawyer. The institution must be careful on the point of communication between the lawyer and his client so as to avoid legal difficulties.

In summary, the major points discussed in the meeting were: (1) a great deal of planning and coordination are necessary in developing new programs and utilizing new resources; (2) the importance of including correctional institutions, probation, and parole under one administration; (3) the new legislation which can be of great help in initiating new programs and providing new resources for the institution; (4) the potentials of an inter-agency council; (5) the various specific resources which can possibly be utilized by correctional institutions; (6) the various community resources available, such as the initiation of a Jaycee Chapter; and (7) the feasibility of having an attorney on the staff of an institution to advise the administration as well as the inmates.

NEW RESOURCES FOR MODERN CORRECTIONAL SYSTEMS

SOUTHERN REGIONAL SESSION

During the course of the discussion, participants sought to determine the value, place, and workability of various new Federal and State programs. Special emphasis was given to the Work Release section of the new Prison Rehabilitation Act, as well as the use of furloughs, guidance centers, and the involvement of specialists from various fields.

As of June, 1966 only 5% of the prisoners who had received benefit of the Prison Rehabilitation Act had been placed on escape status. The Work Release Program appears to offer a great deal of promise, as can be seen at the Federal Texarkana Institution, which has employers ready to accept every man that participates and graduates.

Work Release is especially good for long-term prisoners as it can be used to establish good work habits long before they are eligible for parole. Many of these long-term prisoners have a difficult time in adjusting to society and its leisure time activities. This program can be used to help bridge the gap between institution and the demands of freedom. One problem with work release is that contraband is brought into the prison.

The prisoner on work release should be expected to adhere to the standards of the community and failure to do so is justification for removal from the program. Another prime reason would be leaving the job without permission.

It would be desirable to establish a work release assignment in the inmate's home community if the community was willing to accept the individual and if such a placement met the inmate's total needs.

Maryland reports that it goes slow with such home town placements, and would rather take longer to find the right job and community for the individual than simply return him to his last place of residence. Good public relations is extremely important to the establishment of such a program.

Work Release programs should be cleared with both Union and Management. Some Unions will accept work release participants

as members. A few businesses have been willing to come into various prisons and train men and women for labor shortage jobs prior to their being placed on work release.

Maryland also reports excellent results with this program and indicates work release participants do better on parole than non-work release participants. They have never had a man fired, and have a waiting list of employers. Employers report work release participants to be extremely dependable.

Times scheduled for reporting back to institution from work release assignment must be flexible. Longer hours can be granted on special occasions.

If county or city jails are used in conjunction with work release programs, they must meet certain standards and, on the Federal level, be desegregated. California has this type program.

Federal work release participants are given an initial clothing issue and can be loaned up to \$100.00. Later, the inmate must furnish his own clothing. Some federal programs charge participants for their confinement and there was a consensus that this was a good policy. In the federal system, the criterion for the selection of work release participants is that they must not have committed a crime of violence or notoriety; that they are in a minimum custody facility, and that they have six months of their sentence to serve.

In some states prisoners must serve 15% of their minimum sentence before they are eligible for the work release program. Florida's formula for establishing a work release program was through agreeing the program was desirable, studying the program of other states, and gaining the approval of the Attorney General and support of some key legislators.

To date, no serious offenses have been committed by work release participants in the Federal program.

There was a consensus on allowing men convicted of violent crimes to become participants in the work release programs on an individual basis.

The present is viewed as a favorable time to move forward on work release program planning. Caution should be applied in the early stages, as success or failure of the total program may rest on the first few participants.

It was agreed that Guidance Centers have possibilities but it was felt that the present time was too early to judge their ultimate value to the program.

The majority of the states represented reported that they had used furloughs from time to time in special cases. The main reasons for granting such requests were deaths or emergencies in the immediate family, or the inmates need for surgery. North Carolina and Mississippi were the only two states reporting they allowed the prisoners to make such trips unescorted. The time allowed for such trips differed from state to state, but the median appeared to be around 48 hours. Mississippi was the only state reporting that the warden had the power to grant such furloughs.

It was suggested that the correctional and paroling authorities of the various states should work in close harmony. Without agreement between these two bodies, the legislature has a perfect excuse for not passing the new and effective legislation that is desirable in the field of corrections.

Many institutions are now obtaining Federal funds from the new government welfare programs. Such programs can be used as prime resources. State operated Vocational Offices and Schools, Medical Colleges and Universities, as well as the Medicare program were suggested as other possible resources. Some colleges and universities offer credit for courses taken by prisoners.

Changing human behavior is hard work that does not adhere to a concise formula. The correctional field is undergoing a broad change in an effort to meet this challenge.

NEW RESOURCES FOR MODERN CORRECTIONAL SYSTEMS

CENTRAL REGIONAL SESSION

Indicated areas of outside resources were:

- (a) New government programs.
- (b) Community resources, i.e., Rotary Clubs, Chambers of Commerce, church groups, labor unions, and industry.
- (c) Local colleges and universities.

There is a need for positive programs in the institutions. The primary result of such programs should be rehabilitation, but a concomitant effect could be the gathering of public support for programs by community involvement. Public awareness and acceptance assist in legislative approval of corrections budgets and programs.

Local universities and colleges may provide assistance in writing proposals and information about which agency should be approached in applying for grants. While an idea is necessary, it must be properly written into proposals form, the emphasis being on clarity. The idea does not necessarily have to be new, but should be unique. Use of staff within the institution was suggested as a method of creating new approaches worthy of application.

A question raised was, "If most proposals are accepted on the assumption that state legislators will carry on these programs after the grant has expired, how do you convince the legislature of the necessity of appropriating the funds?" The answer is that community participation in the initial program was the best method.

A similar question, "How do you get the state legislature to create matching funds that are required for many of the grants?", was answered by a suggestion that the agency look within other agencies of its own state. Vocational Rehabilitation and Education were mentioned as possible sources. A recent ruling has brought adult felons into a category where Vocational Rehabilitation agencies can function and assist them. General

discussion evoked agreement that matching funds were often available from various state agencies which could be involved in the suggested proposal. Such proposals could then be handled without legislative approval. It was pointed out that matching funds could be accounted for by placing a dollar value on the buildings involved, the services of the staff, and the equipment furnished.

The Manpower Development Training Act and the National Defense Education Act were mentioned as sources for financial assistance. The suggestion was made that N.D.E.A. be explored for reimbursement of monies paid out for textbooks, library books, and other materials purchased for school and library supplies. The agency must pay back initial cost, but the N.D.E.A. could be expected to pay back up to 50% of the expenditure.

Further discussion on the role of the University in corrections brought an explanation of the L.E.A. Project now underway at the Center for the Study of Crime, Delinquency, and Corrections at Southern Illinois University. This project is intended to develop methods and materials to assist correctional institutions in personnel training. It was explained that personnel responsible for staff training will be brought to the Center for nine weeks, where they will receive instruction and assistance in developing methods and materials. Following this, there will be forty-five correctional officers brought on campus, and the training officers will apply the new methods, under the guidance of the Center staff, following which the Center will evaluate the total program.

Colleges and Universities also may assist in developing educational programs within the correctional institutions. Illinois described their program of offering an Associate degree for two years of college work. They now offer a third year, with a movement underway for a fourth year to be added. They utilize educational television, with college professors visiting the institutions for weekly evening classes. The cost for this is paid from the inmate welfare fund and by donations from private citizens.

Michigan explained their program of part-time work release and part-time college. The inmate works one-half day, attends college one-half day, and returns to the institution at night.

A source of future staff, as well as an aid in community understanding and awareness, was described. This program involves

high school juniors who are recruited, paid at the lowest Civil Service rank, and employed in the institution for the summer. These boys work with every department, and gain a complete working knowledge of the problems and programs within the institution. The program has been totally accepted in the community and no problems have been encountered.

The use of the institution as a practice teaching facility was recommended, both as an ideal training ground for teachers and as a potential source of future employees. Caution was urged in the use of the institution for medical experiments. The Surgeon General's Office is making an intensive investigation of the medical experimentation program. It was strongly recommended that the institution carefully review applications for experimentation.

SECTION V

REGIONAL INSTITUTES

NEW CONCEPTS OF TREATMENT IN CORRECTIONAL INSTITUTIONS

NEW CONCEPTS OF TREATMENT IN CORRECTIONAL INSTITUTIONS

WESTERN REGIONAL SESSION

Attention was first directed to the home furlough. This concept is tied in with the work release law passed by Congress. The new part of the concept comes in allowing the inmate to go on the furlough unescorted. The law allows for a furlough of up to 30 days in length but which can be extended. There are three reasons set forth for granting the home furlough which includes: (1) illness in the family, (2) death in the family, and (3) to seek employment, just prior to release. There is a phrase in the law that could be interpreted to allow that a furlough may be granted for reasons other than those previously mentioned. In the future, it may be that furloughs will be granted for holiday leave. The expense of the furlough is the responsibility of the inmate. Furloughs granted by the federal prisons can be to anywhere in the country. However, those granted by the states are usually limited to the confines of the state granting the furlough.

The State of Alaska has written into its state laws a provision for a seven day leave every six months for vacation purposes. This is at the prisoner's expense. It has only had limited use at the present time, and the group questioned the advisability of its extensive use. There is no home furlough program in Canada but they are looking to the United States, and are presently considering this type of move. There have been some problems in connection with the furlough program. In one area, it was found that when Indians were sent on furlough, they ended up in jail, usually for drinking.

There was a general opinion expressed by the group members that there needs to be a thorough check to verify the facts and stories before a furlough is granted. This should be done to prevent more problems for the inmate in addition to helping him work out difficulties. The reason for the furlough needs to be more than just a vacation; it also needs to have a purpose in the overall program of the inmate.

Young people have a tendency to only see the good side of the home and family situation they left when they came to the institution, they forget the bad factors and forget that the home

hasn't changed. In contrast, adults are expected not to lose sight of a bad home situation. The young offender tends to look at the furlough as a vacation. They haven't thought it through, and tend not to take positive advantage of the furlough time they do have.

The question was raised about the possibility of a Christmas home visit, as is the practice in many places for the juvenile offender. It was felt that this was a good idea but is unacceptable to a large segment of society at the present time.

It is observed that some jurisdictions already have used the escorted furlough for emergency purposes. The group opinion was that this could be an effective treatment tool in preparing an inmate for return to the community.

Attention was then directed to half-way houses or pre-release guidance centers. This type of program, in present thinking, would be for those with only a short time remaining on their sentence, for those who lack any other community resources, and for those who may have to return to unacceptable family situations.

The half-way house is for those cases that are too difficult to place on probation or for the technical violator who doesn't need prison but does need a protective environment. This would be a place where the offender would go through a diagnostic work-up, evaluation, and observation. It doesn't seem sensible to remove an offender hundreds or even thousands of miles for short terms or for preparation for release. The half-way house system, locally situated, so that major geographic areas are individually served, may be an appropriate answer to this problem. The half-way house should not be seen as a jail in the community. The half-way house needs the support of the community. The community must be educated about the half-way house, and must accept the concept if the half-way house is to be successful. There is also a need to relate the program with the community. This can be done through the use of volunteer participants from the community as instructors and workers in the program. The half-way house needs to be close to an urban area to make it possible to coordinate the program with the community and get the community's support. In the post-release half-way house, there should be staff from such areas as vocational rehabilitation and professional social work. If possible these facilities should have no affiliation with the institution or the state; ideally they should be private, and the parolees should pay for room and board.

These half-way houses should be community treatment centers.

The pre-release half-way house should involve state and federal cooperation. It should not be set up as a camp program which is really an institution in the woods. It was felt by the group that these facilities should be kept small. An institutional atmosphere must not be part of the setting of the half-way house. The program must be kept separate from that of the institution, and movement must be kept at a maximum. It is emphasized that the half-way house is a short-term facility.

The last concept presented was that of the unit program or "team" approach in working in prisons. This is proposed as a way of enhancing the classification system. Through this approach, the prisoner would be studied and classified as to his needs rather than to the needs of the prison, and all personnel would be able to contribute to the prisoners' classifications and ultimate placement in program.

The make-up of a suggested unit consists of groups of ninety men. There are three uniformed correctional officers, one of which is the unit supervisor. These three men divide the unit into thirty men each, and handle the groups in group counseling, individual counseling, and recreation. There is one caseworker per ninety-man unit. There is also one assignment officer and one psychologist for every second unit. There is another uniformed correctional officer who handles the running and maintaining of the unit, but does not necessarily deal with the men.

The training of the three uniformed correctional officers is done by the caseworker. This is not a textbook type of training, but an interaction learning process. The correctional officers bring material that comes up in their daily routines for discussion at the training sessions. They also make case presentations. This training is given on a daily basis.

This program relieves many major problems. It saves time and provides for smaller case loads. Through this type of program, the correctional officer becomes engaged in a treatment role. Differences in physical facilities in different prisons, would not matter because this type of program could be easily modified. A word of caution: this approach should not get too mechanically routine or become procedurally oriented. During discussion, there arose a great deal of controversy on how this type of program could be put into practice in the different institutions. There was no argument over should it be attempted, only how it could be done was subject to debate.

This program doesn't attempt to make caseworkers out of uniformed correctional officers, but encourages them to communicate the information they get to the caseworker. The uniformed correctional officer continues to supervise and take responsibility for his thirty men. Good treatment is good custody and vice versa.

The question was raised, "where do the staff come from", especially in large institutions and cell blocks. It is possible to get the needed staff without hiring additional staff by modernizing posts where possible, and much modernization is possible in many an institution.

In the team approach, the uniformed correctional officer gets new status and inmate attitudes change. There is also better classification, as the classification is done in the unit. There is one caution, however; there is a need for stability in the assignment of uniformed correctional officers and inmates. Changes in assignments cannot be frequent.

In setting up this program, all personnel must be oriented as to what is taking place. This means starting at the top and taking it to the newest employee. This should include all employees.

During the group discussion, the participants were asked to share other new areas in treatment of prisoners in their institutions. The participants felt that it is important that inmates receive visits from persons outside the prison. At one institution, a citizens' committee has been formed in the local community which recruits people who will visit regularly. This committee sees that the prisoner who has no family, or whose family has disintegrated, or whose family is not close enough to visit regularly has regular visitors. This involvement of lay people should be accomplished only after they are given an orientation to corrections. The primary emphasis is for the visitor to be a friend and not a counselor. This visitor can be either an individual or a family.

Another idea is the post-release treatment program, where a group of twelve meet weekly in therapy with a professional person. This idea has been adopted in several places, and has demonstrated merit.

On significant religious days, such as Easter and Christmas, families come into the prison and worship at special services

provided for the inmate and his family. The regular services are held as usual for the total inmate population.

At one prison, couples' conferences are held every other Sunday. Other programs include an AA club and an inmate Toastmasters' club. The Fellowship of Christian Athletes should be studied, if it hasn't been already, as a possibility for providing a good tie with the community. Visitors eating with the inmates in the dining hall was suggested as a possible program, but the participants of this Institute were not overly responsive to the idea.

Vocational training was discussed. This program can be successful if the union approves the training of individual inmates. This type of program, backed by union approval, puts an end to the practice of training inmates in occupations that exist only in prison, and for which no job opportunities exist in the community. Training now is done by demand for skilled labor from the outside.

The affiliation of the prison with the local school district provides teachers and diplomas for prisoners. The school is held on a twelve month basis. The local school district usually has access to resources which could be utilized by the institutions. Close relationships between the institution and local schools will help the warden capitalize upon these resources.

NEW CONCEPTS OF TREATMENT IN CORRECTIONAL INSTITUTIONS

NORTHEASTERN REGIONAL SESSION

Today, in this decade, correctional institutions are witnessing a fusion of mental health philosophy and correctional practices. Institutions are undergoing major changes not only in types of treatment, but also in the definition of their nature and functions.

Treatment can be broadly conceived as all those activities which promote a state of well-being, a degree of self-improvement and a new sense of self-direction. Many inmates can be characterized as having a failure syndrome: life-long patterns of inadequacy and instability manifested by school drop-outs, alienated family relationships, poor work-records, social and economic deprivation, etc. Because of this trend, the individual's poor self-concept is continually reinforced; he tends to accept a devalued self-image and to feel unable to cope with his environment.

Correctional work should aim for: the development of an improved self-concept in an inmate, a better understanding of his own conflicts and defenses so he may take appropriate measures to ensure more satisfying and less destructive modes of behavior, and the acceptance of new values. To achieve these goals, efforts and resources must be combined. Treatment should not be limited to academic education or vocational training, counseling, psychotherapy or resocialization but should also include the whole gamut of medical services, physical health, recreation and leisure activities, spiritual guidance and work therapy. Workers need to be optimistic. Although there will be failure, their work will demonstrate that criminality is not incurable.

Implementors of a treatment philosophy need to: 1. introduce a wide range of treatment and training programs; 2. establish a therapeutic atmosphere, and 3. develop a system of incentives, awards and restrictions to motivate inmates. Motivation is essential for participation to work.

It was commented that there has been much more talk (for example, about classification and treatment teams, central social work departments, providing counseling, group and individual therapy, pre-release programs, honor cottages, etc.) than implementation. Correctional institutions need to put into practice

what they already know. Problems inhibiting this implementation are: insufficient staff and money, crowded conditions, antiquated architecture, tradition and the public itself.

Specific treatment measures discussed were: family counseling, half-way house, work-release program, classification and treatment teams, furloughs, counselor program and new housing ideas.

At a Massachusetts institution for girls, a half-way house and a family counseling program have been working. These programs take a lot of time and staff.

It is very important to try to tailor the institution to the needs of the individual -- to "fan the faltering flame of self-dignity." Most crucial is the need to motivate the individual and at the same time give him some room to breathe in. It is important not to have rigid rules. (It was pointed out that sometimes when rules are rigid and inadvertently broken, the individual may feel that as he will be fully punished anyway, he might as well really break them.

The Prisoners Rehabilitation Act of 1965 enabled the work-release program. The true test of correctional treatment is when the inmate leaves, the work-release program allows a trial situation in which some strings are still attached. In implementing the program, the full support of the whole staff is needed. It is very important to inform community officials, businesses and labor. (It was commented that one incident of uninformed police resulted in their returning an inmate although he was legitimately on work-release.) Labor has to be reassured: of the acceptance of the program by the national unions; that the program will not "flood the market;" that men will not be used as strike-breakers or as scab labor.

To be eligible for the program, individuals must not be of backgrounds of assault, sex offenses or organized crime -- nor can they have deep mental and emotional problems. Work-release is a reward -- not for good behavior but for quality of performance. Inmates are usually considered eligible when they have only six more months to serve, although there are exceptions. The federal system hopes to always have at least 10% of its inmates on work-release.

The work-release program helps to teach participants about accepting authority and cooperating. Individual responsibility is emphasized by participants having to arrange for transporta-

tion, paying income tax and insurance, etc., and paying a charge to the Treasury for "room and board." Men are encouraged to help support their families and save money. The working experience also teaches skills, and a good work record may be of great help in getting other jobs.

There are individual sessions with participants, and group sessions three times a week, in which what happens at work, the reactions of other employees, etc., are discussed. This helps the inmate to face the demands placed upon him by the experience.

The program has had much success with only a few failures. Transportation is one problem. Internally, the ideal plan is for participants not to be housed with non-participants. However, contact can boost the work-release program as an incentive for others. The problem of contraband has apparently been eliminated by the change of clothes when leaving and entering. Perhaps, in Pennsylvania, an important element in the success of the program is that participants are not on work assignments in the area where their crimes were committed. Another consideration is the importance of the men being able to account for their time so that they have proof of their activities in case a crime is committed by other persons.

Classification and treatment teams not only decentralize decision-making (and even save the warden from his own intuition) but also implement the principle that those who know an inmate best make the decisions about him. This system should find broader application in the near future.

In a District of Columbia institution, committees of three voting members are assigned to cover 75 inmates. Such committees keep up with their assigned inmates and thus furnish a continuity of concern. The committee considers reclassification, new assignments and commitments. Specialists are called in for added knowledge when desired; the chairmen of the committees meet to review any appeals from the committees.

A furlough program (at the same institution) has been found to be a successful motivator for the completion of other goals. The program employs an elaborate process of selection with grading based on school, cottage and worker-training performances. If an inmate achieves a B average in the previous two months, he is eligible for the Honors Program, membership in which earns him varying amounts of money. The inmate must pay for his transportation home and back. The furlough is usually three days at

home. Before the furlough it is very advisable to confer with the individual's probation officer not only to inform him but also to check-up on home conditions.

A counselor program (also at the same institution) has proved a successful venture in giving the boys closer contact with mature males as models, in turning assaultive behavior into verbal behavior and in educating staff members. Participants live in a separate cottage with a cottage officer and three counselors. Each counselor has a group of 25. There are two group sessions a week and one individual session a month. Staff correction officers trade off on this assignment as counselors. In the latter capacity they meet with a psychologist every day to discuss and critique their behavior.

A California study concluded that the most productive effort in corrections is to focus on the age group, 14 to 29. New Jersey is in the process of developing a program for this age group. In a new unit being planned, there will be a classification and reception center, four housing units in a semi-circle, an industrial building (for maintenance and vocational training) and a special treatment unit for the emotionally disturbed, etc. In the classification and reception center there will be a committee of representatives of the parent reformatories which will decide the housing, work, treatment and parole of an individual.

The design of housing units will include treatment and recreation rooms. The idea is to "build in" a treatment program; to utilize the principles of small groups and also to create identification of the inmate with the house and treatment. There will be a Department of Research which will evaluate the work of the Classification Committee and try to gauge the effectiveness of the programs.

Proposed legislation in relation to treatment (correctional education and library material for correctional institutions) was noted; topics such as narcotics care and the use of women in juvenile corrections were pointed to as worthy of further discussion.

NEW CONCEPTS OF TREATMENT IN CORRECTIONAL INSTITUTIONS

SOUTHERN REGIONAL SESSION

To be able to look at the field of corrections as it stands today, in its proper perspective, we must give some consideration to its history. In the Middle Ages, the treatment of offenders was mainly handled by the Church. If an individual transgressed the laws of society, the Church would mete out whatever punishment it deemed necessary. In the year 1790, the Quakers brought about a change in the concept of punishment by creating the custodial prison. Their theory was that there was good in every man, and, if one who had transgressed were only removed from society, he would be removed from the influence of sin and the good in him would naturally come out and take over. Of course, hard work was good for the soul, and so it was required while the offender was interned in the prison.

Since that time we have been through many schools of thought, but none of them has been sufficient. Religion and hard work did not do the job adequately. Education was not wholly the answer either, though it is a very useful medium through which progress could be made. The non-directive approach used in psychology and social work has not been able to yield the perfect fruit. Just locking offenders up to remove them from society has never been the answer, and the fresh air approach -- as in our work release programs -- has not been able to cure the ill. All of these things have had their usefulness, and the composite of all these is better today than it has ever been before, but even yet our tools are not as effective as they should be. Something more is needed, and we must realize that yesterday's tools will not do tomorrow's jobs.

Until recently our society said that if a part of its system was defective - i.e., the offender - then we simply throw it away. But, today, our value system has changed; it now says that when there is a defective part, we must correct it, and this is our job.

Often we tend to let budgetary and political expediencies get in the way when we look at our job. Of course, no one would say that these don't have to be reckoned with, but what we absolutely must not do is let these considerations become primary

with us. We must remember that these are but means to an end: they are means which must be supplied, but the end is the correction of a defective part of society, and this must be our primary goal.

We must experiment with new approaches and techniques and develop new theories so that we will be able to accomplish our task adequately. We must learn to take society's deviants and correct their deviancy so as to remold them into normal human beings who will identify with the norms of our culture.

To start at the beginning, we may say that when a child is born, he has no bad habits, but he does have a potential for learning all kinds of things. At this point we may say that he does not really have a personality, for he has not yet learned how to internalize values. At this point, it is the capacity to relate to that which is pushing him -- he needs to invest in something, to relate his own being to things around him, to find his place in his environment. The mother figure is very important at this stage.

After he begins to be able to relate, a new phase starts: With the advent of toilet training, the tone is set for later learning, for the imposition of controls and the setting of values. It is during this phase that he begins to learn some of the do's and don't's of life; he learns to internalize some of the controls and values demanded by his environment. Of course, at this stage, many of the controls and values have to be externalized to him before he will learn to internalize them for himself. In the next stage of his development, the child goes to school -- he gets out and mixes with others who have certain controls and values too, and theirs may not always be the same as his. So, he tries his values, and conflict arises. This is a key point: If his internalization process has been strong, he will be able to withstand and cope with the conflict; but, if not, he may succumb to those of others, or he may simply withdraw and the development of his personality may be deflected into an abnormal channel. In short, this could cause him to develop into the type of personality which will later need correction; he may even eventually need to be interned in a correctional institution.

About the age of puberty, another stage starts. Up until this time, he has been relying on his mother, but now he turns to his father as the symbol of authority and power. The mother figure is predominant up until the time of puberty, and then

the father figure takes over. Since the father figure is the authority figure in the development of the personality, the presence or absence of the father can be the main determining factor in whether this person will be able to cope with authority or not. As we know, the one characteristic which is common to all offenders is that they cannot cope with authority -- they are always in conflict with it.

It is sometimes asked if criminals are "sick personalities" and the immediate answer is "no." If there is trouble in the personality it is a case where a given factor did not develop properly -- it is not a case of deterioration of the personality, but of a malformed trait in the personality. It should also be pointed out that there is no such thing as a "criminal personality." "Criminal" is a term which describes an individual's relation to the group: it says that the individual has not been able to govern himself by the norms of the group. Somewhere along the line, the development process of the individual has been defective and an aberration has been caused. Possibly the mother has hindered the child's capacity to relate and, in later life, the lack of this capacity has not allowed him to live and react within the group. A basketball team must relate to each other or they cannot function effectively, and the situation is the same when an individual cannot relate to the varying groups into which he falls in life. Similarly, the capacity for the internalization of values may be defective in the individual because of some failure of the maternal figure in the early years of growth. Then again, it is possible that the mother's function was adequately fulfilled, and the father failed. Maybe he was a "pipsqueak" or was generally ineffective in his role. In many cases, a substitute for the father will be found, possibly a gym coach or high school shop teacher, and the authority figure is thus supplied even without the presence of the real father; but in many instances this will not be the case: an authority figure will not be supplied, and a malformed personality may result.

It is this kind of aberrations that we must correct; it is the function of the corrections field to complete the job of the family where it has not been completed. We may need to supply the authority figure or develop the capacity to relate. We must seek out what was lacking and supply it and, in so doing, we will actually be a recapitulation of the family function.

When an offender comes into our institutions, the first thing we must do is learn how to communicate with him, and this

has been one of the great failings of the corrections system today. We have not been able to find the proper frame of reference to be able to really communicate with the types of people we receive as inmates. If we could ever build up a knowledge of that particular type of frame of reference, then we could expand that knowledge and transmit it so that it would serve as a basis for experimentation. Then we would have something to start with when a new inmate comes in, and we would not have to start from scratch with him. Once we come to the point where we are really getting the types of information we want through to the inmate, and we are receiving his true reaction accurately, the door has been opened to begin trying to locate his difficulty and correct it. We must make sure that the inmate is not just pretending to go along with us just to keep us happy. We must make sure that our communication is real and valid.

In this connection there is one thing which we often fail to recognize -- the existence of non-verbal communication. Little things like a yawn, a bored look, or a little nervous twitch can tell us much about an inmate. Similarly, a bored look on our part when we are talking with an inmate may give him the impression that we are not interested in his information and alienate him. We may often cause serious complications in our relationship with inmates simply because we do not make the proper effort to understand and utilize non-verbal types of communication. In short, it may not be so much what we do as how we do it, and we need to do much more learning in the area of inter-personal relationships.

More study is needed in the field of group dynamics, also. We know that an individual reacts differently in a group than he does alone, but we tend to pass over this fact all too rapidly. We often attempt to break up the group instead of making it work for us. A group has a certain solidarity about it, and there is often a great deal of trust and loyalty within the group; it has its own codes, its own morality, and its own discipline. This being true, the thing to do is to get the group on your side so that it will maintain discipline for you; you must get it to identify with your way of thinking. Seeking out the leaders of the group, the centers of influence, is the first step. These leaders must be shown that your system will be more productive than the one they presently have, that they can derive more good from doing things your way than the way they are using. To make the transition easier, the leaders must be given confidence in the proposition that they are taking part in the decisions too;

and this must be done carefully, for alienating one leader may mean alienating a whole group, thus making the job of correction that much harder.

The leaders of the groups will probably have lieutenants, so that when the leader is brought over to your side the lieutenants will be brought along with him, and so on through the whole group. Admittedly, the job of bringing inmates over is not very easy. We must realize, that when an inmate changes his allegiance from the group to you, there is a void left which has to be filled: he no longer has the morality of the group to govern him; the values he has formerly adhered to are suddenly gone, and we must replace them with other values and another morality. The process must be handled carefully. It is a critical time, but if you handle it right he may eventually come to the point where he wants to give you something, instead of taking from you all the time.

Resistance will lower as time goes on and, eventually, the group will do much of your work for you. Once it is converted to your point of view, it will, itself, discipline any of its members who step out of line. The inmates themselves will keep the situation under control; and, in fact, the informal controls exerted by the group will be much more effective than any formal controls you might be able to institute. Homosexuality, use of drugs, and disruptive behavior can all be handled in this way, most effectively.

After this is accomplished, we can start to remold the personalities so as to make them normal, and to do this we must change their outlook toward authority. They need to learn to look on authority and authority figures not as pushing them down or always against them, but as supporting them and protecting them; they need to be able to see both sides of the coin. The function of the father image must be supplied.

In some cases, they also need to learn how to relate. Studies have shown that, among a group of inmates, those who could relate well and reacted well within the group, returned to prison after they were released much less often than those who were isolates and did not relate well with the group. When this is found to be the problem, the use of counselors may be useful. Trained counselors can work with the inmates to help them learn to relate and thus correct that defect in their personalities that was caused in early childhood.

Beyond the techniques for correction that may be used, we must also recognize the necessity for a sympathetic milieu in which to operate. The environment of our institutions must be favorable to corrections work; we must work against having the "gloom of incarceration" hanging over everything. Likewise, we must work to improve the environment to which an inmate returns after he is released, to make it more sympathetic to his needs.

At this point, we need to talk some about the staff of our institutions. Today we are coming more and more to the realization that the team approach is really the best, that the old lone wolf method is undesirable. We know, for example, that the people who have the most influence with the inmates are the guards and attendants, themselves. These members of the staff work with the inmates everyday and get to know them intimately, to gain their respect and trust. The implications of this are obvious: we need to pay more attention to the quality and training of our non-professional staff. It is probably true that, in reality, everyone on the staff is a correctional officer, a therapeutic worker; and, for this reason, we need to upgrade the tools that our guards have to work with, to instruct them in the methods to be used and to take them into our confidence and let them participate more directly in the remolding of inmate personalities. These officers need to be the type of persons that the inmates can respect and identify with, not the type that they will cower before. They are behavior-shapers, often even more than the upper echelon personnel and they must be equipped to shape those behaviors correctly.

The tough old guard who could use the lash must be a thing of the past. Our concentration must be on bringing inmates around to our side, and if we are tough we will be pushing them the other way. Also, the need for consistency needs to be stressed: inmates have sometimes complained that "one day something will be all right and the next day they will get mad at you for it." The example of induced neurosis in rats is appropriate here. If you reward a rat for doing something a certain way for a long time, and then you suddenly punish him for it, and you reverse this procedure enough times, the rat will eventually become neurotic. No stimulus will have the normal effect on him after that. He will cease to be able to understand things and will have a warped view of reality. This is exactly what may happen when inmates in our institutions are treated too inconsistently. They may eventually become neurotic and then our task becomes that much more difficult: all that trouble simply because the staff did not act consistently toward inmates. It is easy to see that arbitrary changes in policy should be avoided.

Irritability plagues us all now and then, but here is one way to treat that ill. Use a type of "mirror test." Tell your staff to look in the mirror before they come to work in the mornings and see if they are really themselves -- if they are in the mood they ought to be. If they aren't, their actions towards the prisoners that day could bring on just the situation described above. In short, the staff may suffer from many of the ills that the inmates do, and group dynamics must be studied among the staff as well as among the inmates.

The question has been asked, what about officers wearing uniforms? There is much discussion about this, but the consensus seems to be that they should wear them. In fact, the problem is not the uniform itself, but how the prisoners view the uniform. Certainly it is the symbol of authority, but they must learn to see authority not just as punitive but also as protective. We have pointed out this problem of the perception of authority before; and so it should be plain that our answer is not to remove symbols of authority, but to change and rectify the inmate's perception of them.

In summary, we can say that most of this is not new. We have been studying individual attitudes for some time and we are beginning to gain some knowledge of group behavior as well. One thing which we do need to look at much more closely is the concept of "behavior patterns," for, in effect, our institutions are actually "behavior hospitals," places for the correction of deviant behavior patterns.

In any of these suggestions, however, there is the unarticulated assumption that there will be casualties, there will be failures. Every personality is different, and must be approached so. With our present stage of knowledge of the problems involved, we are not going to be able to get every single prisoner to respond. This is one of the major reasons why we must continue to search for new methods and techniques: what we have is not sufficient.

Also, it is not intended that prisoners should be coddled. We must be strict or severe, to a certain extent, to keep the inmates from becoming lazy or institutionalized. Naturally, we don't want to be too severe; one rule of thumb that has been suggested is "comfort the afflicted and afflict the comfortable." Our keys to corrections are to get deviants to identify with the proper philosophy, to give them the capacity to relate and internalize values, and to give them the proper outlook toward authority.

Today we are all being pressed together more and more by society, and urban life necessitates some withdrawal. For this reason, problems of relating are becoming bigger and, because of this growth, our knowledge of corrections must grow too. Experimental prisons must become more and more the vogue; and experimental prisons set up on the college campus for study and investigative purposes, is probably a worthwhile suggestion. In any case, we must probe into the unknown and gamble where necessary, for it is only in this way that we can gain what must be gained.

NEW CONCEPTS OF TREATMENT IN CORRECTIONAL INSTITUTIONS

CENTRAL REGIONAL SESSION

The discussion centered around new concepts of treatment in correctional institutions. A reading of some principles, formulated in 1870 by the National Prison Association, emphasized the currency of visionary concepts of the past. It was agreed that truly new concepts were difficult to find. The novelty of most concepts existed in their introduction to new jurisdictional areas.

Some disagreement was expressed regarding the definition of the word treatment. It was suggested that treatment consisted of those things which were done to an inmate, while the word rehabilitation more aptly described that which was done for the inmate with his willing participation. The word treatment could be considered a euphemism for institutional retention, while rehabilitation is the advancement of the inmate toward the goals of the corrective process.

Throughout the remainder of the discussion, the use of the word treatment was not limited in the narrow sense of the above suggestion. Treatment was used in the sense of relating to all things done to, for, and with an inmate. Rehabilitation should be included as an integral part of the meaning and purpose of treatment in the correctional institution today. The purpose of the correctional institution is served by the return to society of rehabilitated, well adjusted, and useful members. In this way, society is best served, too.

The view was expressed that the correctional institution, both in program and architecture, is no longer related to the nature of the inmate. The hardened adult criminal population of the 1930's has been replaced by a younger and different group. "Normal" criminals today include the psychologically inadequate youth, the functional illiterate, the culturally deprived, and the transient. We are, in short, in the middle of a social revolution, and now is the time for the implementation of new concepts in treatment.

Treatment should not be considered the duty of the correctional institution alone. The need for the involvement of all

facets of the correction process, pre-sentence diagnosis, classification, probation, parole, etc., was stressed. Within the institution, the inmate-to-inmate potential in treatment should be utilized. The community also should be involved in the treatment of the offender. Federal and state governments can be particularly helpful in the field of employment through the opening of their civil service registers to the rehabilitated criminal.

The duty of punishment was seen not to rest with the correctional institution. Punishment was seen as a legitimate tool in the deterrence of crime, but its place was with the courts. The loss of freedom, which is involved in the sentencing of an individual to a correctional institution, is the punishment. What is done in the institution should not be of a punitive nature. The correctional institution must have a full treatment orientation.

Treatment within a correctional institution was compared with the many-faceted operations of a manufacturing process. The offender is the raw material subject to processing. The degree to which the processing is coordinated with the rehabilitation of the inmate is the measure of the success of the treatment.

The nature of the treatment process must be continuous and individualized. All actions of the corrections continuum have a profound effect on the inmate. For treatment to be effective, it must be focused on the individual. Each is different, with highly personal needs. The basic insecurity of the inmate must be overcome, and self-respect must be reinforced, in order for treatment to be profitable.

A recent Harris Survey explodes the myth that the public expects revenge to be taken on the criminal. It was found that the belief that crime could be best curbed by attacking the environmental and psychological causes is now the prevalent belief of the public. Specifically relating to the prison was the overwhelming belief that correction, not punishment of the criminal, is its purpose.

The question was posed whether we need new concepts or whether we could adapt and adopt concepts which are already available to us. The problem is not one of exploring new concepts, but of making better use of those we have. An example was given of the Huber Plan of work-release. Originally intended as a means of allowing misdemeanants to continue at their jobs so that

their families would not be a burden to the counties, this Wisconsin statute of 1913 was only recently expanded there to include felons.

Based on the mutual agreement that new concepts were scarce, it was decided that discussion should be oriented toward movements in correctional treatment. One suggested area of discussion was the movement toward the decompression of the inmate. Like the deep sea diver, he must gradually be prepared to make the transition from an unnatural environment to the everyday world. Pre-release centers, and activities such as work release, were mentioned as coming within this category.

It was agreed that the motivation of the inmate is of primary importance in any treatment program. Change cannot be imposed on an unwilling inmate. Attention given to the inmates by the correctional officials was viewed as an important stimulus to the inmates' motivation. The desire for affection was mentioned as an inmate need. The knowledge that they were cared for was essential in stimulating a response to treatment. It was admitted that there were exceptions. Some people have been in a pattern too long to be receptive to rehabilitation.

Considerable attention was focused on finding tools to effectively motivate the inmate. The participants were urged to follow closely the findings of such experiments in motivation as the one at the National Training School for Boys in educational motivation. Here, a point system, based on monetary reward, is being used to stimulate educational advancement. Some such immediate rewarding of accomplishment is necessary in the motivation of inmates. The participants were urged, as administrators, to try out new methods of motivation. There are many areas of exploration which have not been entered into in which there is a need to experiment. Many approaches are needed because individual cases require different motivators.

Release is the prime motivator of the inmate. It was not felt that this has been adequately exploited. There should be an emphasis placed on what kind of person he needs to be when he gets out, and upon what he needs in order to get along with others and to keep a job. The inmate should be encouraged to work out his own plan. He should become involved in his own rehabilitation. Motivation of the offender to want something better is one of the chief goals of the correctional institution. This can best be accomplished when it is shown to the inmate that people are honestly concerned with his welfare.

Various aids to the treatment process within the correctional institution were mentioned. The use of non-professional personnel to motivate an inmate by taking a personal interest in him was shown to be very effective. The instituting of twenty-four hour advisers was useful in keeping the inmate well informed and, thereby, less inclined to get in trouble. Effective leadership of work crews, which delegated more responsibility to the inmates and treated them with dignity, paid off in officer-inmate rapport and good morale. Milieu therapy was considered as a notable contribution to treatment because of the more ready acceptance of suggestions from within the inmate's peer group and the self insights which develop from discussing those of other persons.

The use of the three-man team classification system was shown to be an effective way of involving the line staff with the treatment process. An officer, a case worker, and a department head (the team chairman) are responsible for the classification program and its implementation for a group of eighty inmates. The team chairmen, together, make up the classification committee which reviews the actions of the various teams. The other members work with the inmates on a close and continuing basis. Work assignments, counseling, and the rewards system are duties assigned to the team.

A major breakthrough is needed in the involvement of the total line staff in the treatment process. A requirement for this is the upgrading of the qualifications of the correctional officer. In some institutions today, the educational qualifications for an officer are as low as a sixth grade education or its equivalent. Higher qualifications would necessitate higher salaries in order to secure personnel.

Cell time needs to be reduced, and the institutional environment must be brought nearer to that of free community living. Late afternoon and early evening programming were seen as ways of teaching the inmate the conventional habits of using his own time for self-advancement. The inmate should be involved in a regular work day routine. Visits to the social worker, chaplain, dentist, and etc., should be made on free time. Staffing needs during evening hours could be met by the use of "moon-lighting" professionals. The scheduling of later duty hours, one day a week, is being successfully utilized by one institution with its case-workers.

New to the federal system, consistent with the concept of the decompression of the inmate, is the work-release program.

Work release is a bridge back to the community wherein the inmate spends his day working in the community. It is demonstrated to the inmate in this program that people are interested in his getting back to work and into acceptable society. The experience builds monetary responsibility and, incidentally, provides savings to the institution. Fees charges for room and board in federal institutions have been utilized to increase release funds for those inmates without cash resources. Work release is a major incentive for non-minimum security inmates to advance in classification.

Necessary for the implementation of a work-release program is the support of the local populace. Law enforcement officials, businessmen, labor leaders, clergy, and other civic powers should be convinced of the values of such a program and its desirability in the community. Individual meetings, conferences, and visits to the institution are instrumental in bringing about this acceptance. Other necessities for the work release system are the nearness to job markets and the availability of transportation.

Other areas of innovation in treatment cited were the bringing of counseling services into the housing area, the development of hobby participation as a means of preparing the inmate for better use of leisure time when released, the use of off-ground activities to help the idea of self-respect, and the involvement of outside people (such as the Dale Carnegie Program) in the institution to stimulate inmate motivation to treatment.

It was recognized that many subjects germane to treatment concepts were not discussed at this session because of time limitations. Included in this category were pre-institutional treatment, pre-release centers, half-way houses, and differential treatment of various kinds of prisoners.

In line with an Institute policy of reporting the proposed new legislation in corrections, the chairman mentioned legislation for pre-sentence diagnostic treatment depots and the growing support in Illinois for a Department of Corrections separate from the safety functions with which it is now combined.

SECTION VI

REGIONAL INSTITUTES

ROLE AND CONTRIBUTION OF RESEARCH
FOR CORRECTIONAL INSTITUTIONS

ROLE AND CONTRIBUTION OF RESEARCH FOR CORRECTIONAL INSTITUTIONS

WESTERN REGIONAL SESSION

The effective use of statistics and reports is on the increase. There is a lot of money for research from both private and public sources. The legislatures are demanding studies and statistics, and there are both public and private committees making studies. With all of this demand, what do we do with all of the papers and analyses? We don't need a lot more researchers or research, but more thinkers and doers. We need to finish what is started. People in corrections are not doing the research, indicating that not enough people in corrections are dedicated to this methodology. Because people outside of corrections are doing the research, there is a great deal of negativism about research among people in corrections.

There is a need for a merger between common sense and correctional science. Maybe we are getting comfortable with crime rates. What are we doing about the apparent complacency regarding crime rates? There are many programs, but no funds to find out what makes them operate. Are we learning new things? The goals in corrections are clear, but the objectives are terribly vague.

In the Camp Elliot Study, inmates were measured for maturity, and assigned to a program according to their level of maturity. They were placed in a psychodynamically oriented treatment program, and divided into high and low maturity groups. There was a success rate of 70% in the high maturity group. In the low maturity group, the success rate was 41%, while the overall success rate was 62%. Common sense, alone, would not indicate that some of these people would not respond to this kind of treatment. These success rates are based only on a six months' follow-up.

In the Pico Study, severe psychotics were screened and divided into two groups, those amenable to treatment and those not amenable to treatment. There were experimental and control groups in each. After 33 months, who responded? The amenable experimental group found 2.06 in reconfinement; the control groups found 4.29 in reconfinement; and the non-amenable group found 5.0 in reconfinement. This indicates that no program is effective in all cases, but some programs were more effective than others. This is a clue to working with this group of people, and further study is necessary before any final conclusions can be reached.

There is emerging a model for correctional science. There must be a sorting out of the right kind of programs for offenders. Correctional officers must be involved in the program. In working our programs, always be aware of the masking effect. This occurs, when, in the general inmate population, a certain number will improve, while others will not, and some will get weaker. Each group thereby balances out the results in the other, so that it appears falsely that no observable effect has taken place.

Several problems in research were pointed out: (1) There is more than a need for a blend of people and money; there is a need for correctional science. (2) What are we doing with the records? There is a storage problem. The answer may be data processing, which is being used by three states at the present time. (3) The effort to predict can be successful for a certain group, but not for individuals. (4) Correctional research -- how much did a person get out of a program? (5) Experimental design -- these designs have to be developed with precision.

The discussant presented the following helpful hints, learned by administration and research, as a possible blueprint for combining operations staff and research staff:

- (a) Operations staff must develop program objectives in conjunction with research staff if evaluation is to be carried out. Research cannot assess action in the absence of knowing its intended target.
- (b) Operations staff can stipulate the operational methods or models through which the objectives are to be achieved, and share the plan with research staff.
- (c) Work with researchers in combining programs and research schedules as a single package. This forms an action partnership.
- (d) Operations staff can be realistic about program continuity. With it, research is possible; without it, research must be postponed in favor of different approaches to evaluation.
- (e) Operations staff can call on researchers to explain methods and findings, and to assist in the implementation of results. Researchers need identity with action as much as operation staff need research for action.

- (f) Operations staff can contribute to the staff time and energy needed to do the job. Institution and community research requires operations staff work.
- (g) Research staff can join the team whose responsibility it is to run and manage an entire operation, rather than be part of just social research laboratory.
- (h) Research staff can be explicit about what they have to offer and be prepared for such questions as:

It is interesting, but how will it help?

Why will it take so long?

I don't understand what it is you want me to do?

Does this have the support of top administration?

- (i) Research staff can acknowledge that the process of stating and clarifying questions for research is a joint venture.
- (j) Research staff can keep operations staff (particularly administrators) informed as to how research is progressing and what it means.

An objective of research is to build a correctional science, which should be done from inside the field of corrections. Administrators and researchers must work together, must keep everyone informed and must be involved in the problem. There must be a definite plan and not haphazard research projects without direction.

ROLE AND CONTRIBUTION OF RESEARCH FOR CORRECTIONAL INSTITUTIONS

NORTHEASTERN REGIONAL SESSION

The role of research has been non-existent in the correctional field. Institutions of correction have been criticized for the lack of research, and they have also been criticized for the emphasis and nature of research which was performed. The main type of research in the past did not solve the problems of the institution. It was suggested that research was the "heart-line" of the correctional institution, but there has been no motivation to do research in the past. In the past, the institution has had to live on state funds, and the state legislature would not spend public funds for research.

The present situation is that governments at the state and federal levels are asking for research in the correctional fields. There would be little opposition to research in the correction field, but the results of these investigations would have to be practical and would have to have some relevance to the current problems of the institution.

If correctional institutions would have had to compete with industry, they would have gone bankrupt. Correctional institutions have not spent any money on research, and industry has paid large sums annually for research and the development of new processes and products. Until recently the product of the correctional institution has been very poor in that many of the individuals who were rehabilitated returned. With improved methods and research it is hoped that the rate of return will decrease so that the product will sell better.

The lack of support for research cannot be placed entirely on agencies outside of the institution. The institutions have not welcomed critical evaluation in the past. However, researchers are also to blame for the negative attitude of the institutions. Most of the professional research in the past has been "pure", not applied research.

The growing support of the legislatures cannot cure the ills of the institutions. There must also be a growing awareness on the part of the field and of society that the old methods of correction won't work. There is little evidence existing which shows that the modern correctional institution is doing a better

job than it used to do. It was felt that new demand for a better product would, in turn, provide the societal and governmental support for more consistent and extensive research in the area of correction.

It was suggested that the correctional field not only needed more research, but also needed results that correctional staff can understand and use. It was also suggested that the results of these investigations be put into practical terminology, not in academic terminology.

The wardens and superintendents of correctional institutions can make a contribution to the research process. They can provide the motivation for empirical investigation, and they can provide the leadership under which research can be conducted.

The connection between research and the institution is that the institution becomes the laboratory in which the research is conducted. The opinion of the members participating was that since the institution was the laboratory for research, the role of the warden was more crucial in this area that was previously considered.

When considering the areas in which research was needed in the correctional institution, it was suggested that there was a need to evaluate the special programs in existence, their effectiveness and to evaluate the need for different or revised programs in the future. It was suggested that the warden and superintendent must prepare their line and staff people for the idea of research in the institutions.

A caution to the upsurge of new research ideas was given. It was suggested that research ideas must be viewed from the point of view of their applicability to the institution. The value of research must also consider the acceptance or rejection by the staff and line person. In essence, does the line and staff person understand what is being done, do they see any significance in this research, do they support it.

The need for a central clearing house of information was discussed. It was the opinion of the group that such an agency would be valuable. Some thought that the federal government should take over this function while others felt that some private agency should do this. There was no resolution given to this problem and the only recommendation was that such an agency be established.

In considering the role of the colleges and universities in the process of research, it was felt that many colleges and universities were not particularly interested in correctional research. We could promote the interest of university researchers.

There is a need in the correctional field for exploratory research. However, it was the opinion of those present that such research must not be entirely pure, but also must be applicable to the problems encountered by the institutions.

The interest in research in correctional institutions was seen as a good omen of the growing interest of academically oriented people in the corrections field.

Time is becoming important to the correctional institution. It was considered unimportant in the past. The inmate was committed to institution for a certain number of years and then released or paroled. The modern institution is concerned with intelligent planning. There was a time when the prison was run from one emergency to another but, now, long range plans and goals are part of each institution.

It was the opinion of those present that the future of research will be one in which the correctional institution and the researcher could share in the improvement and the innovation of programs for the development of the effectiveness of the correctional institution. If the correctional institution is willing to accept the researcher and his research ideas, and if the researcher is willing to apply his findings to the problems of institution, it is felt that the real significance of research in corrections would be found in the rehabilitated individual who is able and willing to accept the responsibility of active citizenship.

ROLE AND CONTRIBUTION OF RESEARCH FOR CORRECTIONAL INSTITUTIONS

SOUTHERN REGIONAL SESSION

Research was defined as a studious inquiry, a critical examination, which is exhaustive in its nature and conducted with a view toward revision of conclusions in the light of known and newly developed facts. This was proposed as a working definition for purposes of discussion and as a standard for avoiding published works of low quality or of a spurious nature. It was suggested, and generally agreed upon, that not everything labeled research should be accepted at face value.

One speaker proposed that the field of corrections should properly become a science and, if this is to occur, it will be only with the active participation of those already engaged in the profession. He expressed confidence that the scientific method is applicable and appropriate for use in correctional institutions. Thus, research was seen to have an important role in both present and future programs. Mere expedience measures, it was said, seldom meet the standards by which research should be tested. However, most institutions could profit, today, from internal examination and from the development of new techniques as well as the application of known principles not yet being used.

Certain types of published materials concerning research drew criticism. It appeared to many to be a difficult task to glean useful knowledge from the mass of material available. The product of many research workers is rendered useless by oversimplification. An oversimplified approach to correctional problems leads to faulty results which must be discarded in the search for useful and valid information.

Unfavorable reaction to low quality summaries, reports and books is necessary in order to focus attention on those which are accurate and useful. A critical approach is essential, for not everyone who does a survey or writes a book on corrections does a good, useable job. Some fail to deal with the real problems. The people who are attempting such research are often unqualified either by training or temperament. Best results have been produced by those who spent considerable time within the walls of the institution -- some having themselves committed in order to comprehend the varieties of personality problems present among inmates, for example.

It was observed that an interchange of viewpoints and information between those who are involved in academic pursuits and those in corrections will alleviate some of the aforementioned problems. An unpleasant and unproductive experience with an "expert" who contradicts everyday experience should not lead to a general rejection of all who approach correctional problems from a different viewpoint. Experience is not infallible nor necessarily the best method for finding new answers. Some research reports are done with an eye toward criticism from the start. This could damage any institution, without good cause. Still, this is the exception and, in general, research efforts are made in good faith. Reports of many worthy projects are, at present, unpublished or uncirculated, but will no doubt lead to future benefits. Another method of interchange is continuation of the policy of encouraging correctional personnel to raise their educational backgrounds.

A particular research project begins at a point in time. Administrators and staff of correctional institutions are continually analyzing the processes under which they work, and are coming to understand existing realities. It may not be known as research but, in effect, it is research's equal in value. Similarly, preparation of a budget for the legislature must be backed up by an accumulation of research data. If it is not, the budget may not be approved. On the other hand, many practices are followed, because of tradition or legal precedent, and are depended upon out of pragmatism or mere reluctance to change. Unlike the academicians, however, wardens must first take a functional approach to correctional programs. Then they may consider problems and programs in the abstract.

Concern was expressed about the recognition as "experts" of some persons who are totally unfamiliar with the operational aspects of corrections. This was said to be particularly damaging when they refuse to recognize the fact that most people in corrections are sincerely interested in the welfare of the inmates. For example, newspaper sensationalism is not very helpful. What is needed is new facts upon which to base better action. Real expertise is always quite helpful, but one must often search for it among countless works of dubious quality. Graduate students and professors are often, more or less, under compulsion to publish, and this may not lead to work of a consistently high standard. Seldom are the authors actually "experts". This is apparent not only from the end result. It can be anticipated by corrections officials who receive numerous forms and letters by

mail requesting information which is, presumably, to be compiled and commented upon without first-hand observation on the part of the form-senders.

Proper, competent research can certainly be useful in corrections work. However, it must be the right kind of research in order to be helpful. Evolving, dynamic correctional processes must meet high standards, and research standards must be correspondingly high. One speaker suggested that high standards could be maintained by insisting on two basic requirements as to those doing research. They should be required:

- (1) to know something about the institution from which data will be secured, and
- (2) to use proper research methods.

It was observed that this is being done in Texas. There, a research worker must know not only his own field of study, but must also be familiar with the relevant processes and all departments of the system in which he intends to work.

It was pointed out that research offers the greatest hope for the development of alternatives to present methods. Even the informed opinion of those with years of experience, of itself, is not enough to handle today's problems of policy determination, staff development, program administration and the like. Those working in corrections must point out the problems and develop research techniques in concert with those trained in research methods. It will be necessary to meet the academicians half-way in order to establish new lines of trust between practitioner and researcher.

It was recalled that corrections is a public problem -- not just the personal responsibility of a few. When the press asks why "they" are not doing something, it seems to shift the problem away from society's responsibility. This impression should not be encouraged. Links of trust between researcher and practitioner should help develop a more responsible public attitude.

One way to make certain that experience and theory are linked in research is to train corrections personnel to perform effective research. In some cases this might prove more workable than attempting to get a researcher to see things from the point of view of the operational man. Perhaps it is time to give the

man on the line a more effective voice. If progress is to be made, it cannot be accomplished if the institutional personnel are isolated from research persons.

It was pointed out that practical goals, if demonstrated by research projects, tend to be more often approved for grants from the federal government. One speaker recalled doing research and demonstration programs for this purpose. The institution involved had no vocational program and no program to prepare inmates to return to society. There were prison industries, but they were not highly organized nor did they provide any sophisticated training such as mechanics or radio repair. Only with a research data could the funds be obtained to develop these useful programs. A \$500,000 grant is making possible new buildings for classrooms, an all year vocational school where inmates benefit from useful training, a half-way house and several new personnel.

Research personnel, skilled in dealing with more focused and precise problems, may not be found easily. Universities seem to provide a sociology major with a very general sort of education in his field of study, and correctional specialists are rarely developed.

If wardens are to aid in the development of research as a tool for corrections use, then some personal effort and change may be necessary. This could involve a re-evaluation of personal objectives and attitudes. This self-examination may be the means by which one is led to initiate new research programs. This is so because people in positions of responsibility are typically conservative. Perhaps this could be overcome by frank communication with research workers. In this way, rehabilitation can be put into practice in areas where it is still theoretical. It was noted that employees are paid according to how well they maintain security, not according to their efforts to rehabilitate.

Theories and methods of discipline were next discussed. It was suggested that research may determine just what type is most effective. The ideal was expressed by one person that discipline should consist of training which makes punishment unnecessary. There was some feeling that the general rebellious spirit of the times could lead to great difficulty if it spread to the inmates.

The view was expressed that this is a practical problem that can be handled by conventional techniques and guidelines.

The common law rule permits force, but no more than necessary, to quell a disturbance. It was said there are three steps to handling such a problem:

- (1) control it,
- (2) find out why it happened, and
- (3) take appropriate measures to prevent its recurrence.

The hope was expressed that research might lead to improvement in each step.

Research offers great promise for improved methods in corrections, but it is no panacea, no substitute for present action. If information is incomplete on some particular problem, it must be acted upon, nevertheless, in the light of the best information available. But change is inevitable, and this change may be guided toward constructive ends through increased use of research.

ROLE AND CONTRIBUTION OF RESEARCH FOR CORRECTIONAL INSTITUTIONS

CENTRAL REGIONAL SESSION

There is a need for teamwork between administrators and researchers. A merger between these two areas can best be reached by a common sense application of the information obtained by the field of Social Research.

A set word pictures illustrating "Intensive Study of In-group Living" was presented. This was part of a study carried out at Camp Elliot, California. The men at Camp Elliot were confined for absence without leave (72%) and for aggravated assault and other more serious offenses (28%). The purpose was to see which men in the camp were "salvageable." Because there were so many different personalities among the men at Camp Elliot, a scale of low and high maturity was introduced as a way of classifying them. The low maturity personality was mainly composed of men who viewed the world as would a youngster, a "giving world and a withholding world." The high maturity group was composed of offenders who were much more neurotic. There were also subclasses under both the high and low maturity sides of the scale. Both low and high maturity men were placed with two different types of companies. (1) Some were treated by psychologists. (2) Some were treated by non-commissioned officers. (Figure 1).

Psychologists worked well with the high maturity individual, but the N.C.O.'s worked better with the low maturity individuals. This seems to indicate that there is a "special" type of communication going on between the N.C.O.'s and the low maturity men. Thus, there is a need for finding the right program for the right individual, and the right person to treat him.

	Psych.	N.C.O.'s
High	70%	58%
Low	41%	68%

(Figure 1) Results of restoration.

Another study that indicates a similar type of problem was done in California. It was called "Pilot Intensive Counseling Organization" (PICO). Instead of using high and low maturity, the study used "amenability," which means that a person is receptive to change or self-improvement. As the men came in, they were rated as "amenable" or "non-amenable" and then placed into experimental and control groups. The controls received no "special" treatment. Thirty-three months after release from the institution, the men were checked to see how much time had been spent in subsequent incarceration. This study found that the intensively treated group were not substantially helped. The data obtained seem to suggest the need for programs of treatment to fit the individuals involved.

A national survey was carried out during the summer of 1965 to see how many states were involved in research. Forty-eight states responded. Nineteen states were actively involved in research. The budget for adult correction in the United States was estimated to be 400 million dollars per year with only \$1,300 for research, 1/3 of one per cent.

A question one could ask when creating a model correctional science is, "Who should come to prison in the first place?" There are some men who would benefit by being under close surveillance outside of prison. This would help the institution to focus its attention on those men who really need to be there, and it would also help the men outside to reform.

The National Institution of Mental Health (NIMH) carried out a study to see who might do well without confinement. This project was called the Community Treatment Project (CTP). The first part of CTP involved dividing the offenders into two groups as they came from the courts: (1) the "normal" offender, and (2) the active psychotics, special interest cases, and cases of exceptionally difficult crimes. Out of group one, half were returned to the community and half were sent to the assigned institution to serve their required sentence. The men who were returned directly to the community were treated under a maturity type program similar to the Camp Elliot program. These offenders had programs more or less tailored to their needs. Those individuals placed in the institution did not. Fifteen months after release, 35% of the "community project" group had been returned as compared with 47% returnees of the institutional group. This study provides evidence in support of special programs designed to meet the needs of the offender.

It is important that common sense, social research, and the knowledge of behavioral science be combined. One of the ways this can be done is to check existing records. The records now don't tell us what we are doing, to whom, or why. There is a need for more information about each inmate's experience in the institution.

Electronic data processing (EDP) is another new power in correctional institutions. Indiana and Wisconsin are actively involved in this field. Electronic records can help in clue hunting. EDP records help establish "base expectancies", which are useful for telling at a glance who can be expected to succeed in a community, their probable response to a program, the best treatment to employ, and many other types of worthwhile information. Unfortunately, the accuracy of the predictions is no better than the accuracy of the original data fed into the electronic machines.

Base expectancies data are just good common sense. If you can identify a few people who have need for less supervision, then you can reallocate resources to those spots where they are needed more.

Correlational research is a good cross-check. It is hoped that this kind of search would lead to greater understanding of offenders. Thus, by having knowledge of past offenses, one is better able to predict the behavior of present offenders and their probability of success.

Specific programs still do not provide the total solution to recidivism. Many efforts do not pay off, but if one project contributes toward a solution, the program is worth all the effort put into it.

If there is a shortage in researchers now, the law of "supply and demand" will ultimately act to meet this need. Staff, inmates and administrators must all work in the same direction, and the researchers can help them to determine this direction.

Recidivism is not the only measure of success or failure. There is a need for multi-measurement. Any measure of behavior that is going to tell us more about what actually happened to the subject is important data and should be recorded.

SECTION VII

REGIONAL INSTITUTES

PRESIDENT'S COMMISSION ON LAW ENFORCEMENT
AND THE ADMINISTRATION OF JUSTICE

PRESIDENT'S COMMISSION ON LAW ENFORCEMENT
AND THE ADMINISTRATION OF JUSTICE

The President's Commission needs help. It is not, as some indicated, a give-away program. It has no money at all. It is an effort to find out what needs to be done; it must find out from the people involved in the job and on the firing line.

You have heard of the Law Enforcement Assistance Act and also of the Joint Commission on Correctional Manpower and Training. The President's Commission on Law Enforcement is not formally a part of either of these efforts, although it works closely with both. The main point of distinction is that it is going to leave the scene at the end of a period of study, while both of these will remain and carry on.

It is important to realize that something like the National Crime Commission comes along only once in a generation when, under Presidential auspices, a national spotlight is thrown on the problem of crime. The President and the Congress might put their weight behind getting things done that need doing if a practical approach to the crime problem is developed. It is important not to lose sight of this fact, particularly in light of all the other things that are going on. That's why the members of the Commission have pooled their thoughts for a year in an effort to do what they can for this worthwhile venture. It is too important an opportunity to let pass by without capitalizing upon it.

In the field of mental health, the last decade has been marked by tremendous strides, partly from the influence of major new resources and also from important help on the federal level, resulting in revolutionary changes. It is not too optimistic to suppose that the field of corrections and the treatment of the criminal offender may enjoy the same good fortune.

The Commission is composed of nineteen people. It is a mixed group composed of prestigious lay people, not workers in government, except for the Chairman and the Attorney General, both of whom are committed to this operation as strongly as any other members of the Commission. Personal involvement is what is encouraged.

The life of the Commission is a little beyond the halfway mark. To start something new and have it spring to life, you

pass through a torturous period of finding the people to do the job, getting space and arranging budget and a multitude of other details. It wasn't really until last Fall, that things really began to roll in the HOLC Building, Washington, D. C., where the Commission is housed. The Federal Bureau of Prisons is in this building. The representative of the field of corrections only recently joined the staff of the Commission.

The object of study of this Commission is the criminal justice system in the country as a whole. The chain of study starts with law enforcement, then it proceeds through prosecution, the courts, probation, parole, and so on, until all areas will be encompassed. The Commission is giving attention to prevention, but it is attempting to define its work in that area in fairly specific terms. This Commission cannot have impact on everything it could consider, social welfare, poverty, or what have you. It has been giving great attention to crime prevention. Also, it has been exploring how the whole field of corrections can from a more positive partnership with systems such as, for example, the Office of Economic Opportunity. DEO is gradually becoming more involved with the kinds of people we are concerned with in our work.

There are five task forces at work in the Commission now: (1) Law Enforcement; (2) Courts; (3) Corrections, which has under its jurisdiction all institutional work, parole, and the prevention area; (4) Assessment of Crime, which must design research that could reveal the nature and magnitude of the problem, and must also figure out the kinds of reporting systems that will produce the needed data; and (5) Science and Technology, most of whose members come from a group in Washington referred to as IDA (Institute for Defense Analysis). They will bring the magic of science and technology to all these problems. The rest of the Commission is trying to learn how to talk with this group and figure out how to make use of their talents.

The task of getting the work of the Commission completed in the short time that remains is both ominous and frightening, so great is the task and so short the time. The overall product will be combined into a report covering all of the areas mentioned. Also, major recommendations, leaning strongly toward action, will be included in the final report. It will request Congressional and/or State action, private agency action, etc. In each Task Force Area, and Corrections will be one of these, the Commission will be publishing what will be a book which will present

major findings and, in effect, attempt to underline needs and problems, and ways of meeting those needs which require action in the correctional field.

The Commission will submit its report to the President, and the country, sometime in January, 1967. The Commission is burning the midnight oil and working weekends to clear up this important job on schedule. The modus operandi is that of a small group of full time people devoting full attention to the field of corrections. Around this nucleus is built a network of consultants around the country who are tackling particular jobs. The general approach is to get as much done by the very best and most knowledgeable people available. Included is an advisory panel for corrections, consisting of four of the Commission members and a supporting group made up of correctional program and administrative people.

Factual information regarding corrections in the United States is being gathered through a national survey. This has been made possible through a grant from the Law Enforcement Assistance Act. This involves every state in the collection of data dealing with correctional programs (which isn't always available), the number of offenders being dealt with in the various parts of the correctional systems, per capita cost, the money spent, and the ideas of key-people as to their major problems and/or needs. Also sought is their view on where the breakthrough points are, innovative ideas and changes that should be brought about, and where should pressure be applied to produce change.

The Commission has tried to build into this survey basic standards which would enable a committee to extract and apply the collected material. An example is the latest edition of the Manual of Correctional Standards. In the juvenile area, standards from Children's Bureau, NCCD and other sources are other examples. As applied to progressive correctional practice, here is a yardstick which makes sense. It is not the intent of the Commission or the President to point a scornful finger at any state. However, if a governor of a particular state wants to know how that state looks in the national profile, the Commission will be able to provide that information.

The survey and standard measurement is one part of the Commission's effort. The data has been collected and is now in the hands of nine writers who will pull it together within the next month.

On the other end of the operation, the more theoretical end, the Commission again tried to get the best people to be found. Included are those who seriously think about what the future of the correctional field will be, who will take stock of where it is, where it has been, and where it will go.

We frequently talk in a vacuum about change. We must have a goal. Community treatment is a broad path leading to practical integration of the offender into the community. The Commission will challenge and test such ideas.

Some problems areas in corrections are critical, for one reason or another, and call for greater study in an effort to learn what might be done. One such area is the federal role which can be studied and defined through an effort to look ahead, in a long range way, and ask certain basic questions. What should be the role of federal corrections? What service should it provide? Should it provide help to the states or local government and, if so, how should this be done? The federal government is cutting across a bewildering array of programs in the form of grants, training, and technical assistance. Such federal action has implications for corrections and the prevention of crime.

The Commission has formed a sub-task force to coordinate with Health, Education and Welfare, Labor Department, Institute of Mental Health, Office of Economic Opportunity and other parts of the government which are or will be involved in correctional matters. This sub-task force is trying to map the federal effort and funding programs so that federal aid can be more effectively channeled to state and local governments. Federal grant programs present problems which seem to be confusing. It is hard to know where to go. The Commission is attempting to develop a set of guidelines relative to the obtaining of various forms of federal assistance available to the correctional field.

Another area which concerns the Commission is the area of programming for the misdemeanor offender. This is a neglected group of people across the country, particularly in lack of programming. Programming for the misdemeanor should be in the hands of professional administrators of correctional systems who are oriented toward the development of optimum programs. Under way is a study of the misdemeanor program dealing with management, as well as program questions. Thus far, it has been discovered that there are so few programs for misdemeanants that the Commission will make recommendations in that area.

The Commission has considerable research going in vocational and other opportunities for offenders. What are the restrictive practices? What are the limitations on employment training, on apprenticeship, on entry into government work, entry into the military? All these need to be critically examined and, if warranted, changed with the kind of leverage a Presidential Commission can generate. The Commission will develop recommendations about manpower needs, not just quantity, but quality. These recommendations should include the universities and other areas where trained people exist. Also, the Commission will study personnel recruitment systems, the retention of qualified people, and the problem of adequate pay. The Commission's state-by-state survey will furnish a base of information that will allow it to speak with authority on the serious need for the kind of human resources required in corrections.

We have not had information on the effectiveness of the things we try. It seems time that we build a system that will provide more information and data, and supply information useful to management. Statistical and other reporting systems are needed, as well as a clearing house for information. What does it take to develop research findings and make them understandable? These are the issues confronting the Presidential Commission's group of consultants.

The Commission is interested in finding alternatives to locking people up, not with the idea of putting correctional institutions out of business but, rather, to point the way in which resources can be used in a more discriminating fashion. Perhaps more important is the issue of how we can tie what we do to what is being done in the community. The attention of the Commission is directed towards bridging institutions to the community, helping inmates back into society, rather than keeping them alienated from it.

First of all, what do we mean by prevention? And where shall we really put our efforts? There seems to be a myriad of ideas about what is preventive, yet no real evidence to support any of these ideas. The Commission is looking critically at the programs which have been tried, such as the major comprehensive city demonstration programs that were launched under the President's Committee on Juvenile Delinquency. This gives the Commission a fair assessment of where the programs have worked, and where they ran into problems, and how we ought to move.

Everyone working in an institution feels sorrow because we cope with a group of human beings so far down the line. Why cannot they be reached earlier? Here, too, the Commission is at grips with the problem. On the Commission staff, and throughout all the task forces, there are taking place strenuous debates about how far its recommendations on preventions should go.

The Commission is a very interesting group of knowledgeable practitioners, brought together from around the country, dedicated to the idea that they cannot accept an untested study as expert. Included in its studies is the special offender type: the female, the youthful offender, the violent offender, the mentally retarded, the mentally ill, and the alcoholic. A lot of these people can be put on other tracks, especially at the lower court level and misdemeanor area. They can be routed away from the criminal justice system, and not pasted with a criminal label. The Commission believes such a project has real possibilities, and it is working hard in that area. It is developing papers on how corrections can work with, get assistance from, and relate more efficiently to social welfare and mental hygiene. It is asking the nation-at-large how to do this. It is doing this within a wide circle of community institutions, and it also includes the offender and his associates.

The Commission will be represented at all of the Regional Institutes in order to present this material and to ask advice.

(Editor's Note: This report on the President's Commission summarizes this material for all four of the Regional Institutes.)

SECTION VIII

REGIONAL INSTITUTES

THE ROLE OF THE WARDEN OR SUPERINTENDENT
IN INSTITUTING CHANGE

THE ROLE OF THE WARDEN OR SUPERINTENDENT IN
INSTITUTING CHANGE

WESTERN REGIONAL SESSION

There was strong agreement that the warden is the key figure in instituting growth and change within the correctional institution. Without the warden's leadership, setting the climate for change and establishing overall guidelines and priorities, change would be erratic, upsetting to the staff, and of little value or duration. The warden needs the help and understanding and support of the community, especially of the influential citizens, as the correctional process moves toward more open contact with the outside community.

Citizen's council members are an influential extension of the warden. They should be citizens of stature and prominence representative of big business and the taxpaying public. They should not be do-gooders, but interested in more efficient rehabilitation of offenders, even though the short-term cost may be higher. The citizen's council does not make policy or administrative decisions. It does investigate, evaluate, and advise. If the warden has a long-range plan, the council can help him get the support and funds needed to implement the steps toward achieving the plan. The council also serves as liaison from the community to the administrator. It was emphasized that a citizen's council, which includes business representatives, makes change for a profit motive, while the professional makes changes because he wishes to improve the condition of the people who are his responsibility.

A majority felt that a citizen's council would be a useful adjunct to the administration of their institutions. The work of the Washington Citizen's Council, in cooperation with the NCCO, in obtaining needed legislation was felt to be a hopeful example for other states. Most states do not have a Citizen's Council at this time.

There was sharp dissent from some participants who feared that such a council could easily generate controversy, then withdraw its support. Additional areas of concern included the possibility of interference with administration and the difficulty in educating such a group so that it understands the day-to-day problems of a correctional institution.

It was pointed out that the professional must have his stance and rationale clearly thought through and be able to communicate with precision and clarity, so as to make an effective contribution to the Citizen's Council. The record of the Washington Citizen's Council in working bills through the legislature was described, and its ability to intercede on behalf of the institutions was mentioned as an important function.

Until the 1930's prison reform tended to come from outside the prison, but, since then, reform has generally come from within the walls. It is the professional's responsibility to keep the public abreast of new innovations. The use of a citizen's council is one method to accomplish this. The efficient council executive secretary is willing to share ideas and accomplishments, and guides the group so that they do not dwell on small details or overstep their role and function.

The council should not be a crutch or apologist for poor administration. It can be a powerful enabler for the creative administrator.

The problems of the administrator who is trapped by archaic laws, grossly inadequate funds and facilities, and a punitive public were discussed. Possible solutions included use of a committee or council, and a national organization of administrators. Such an organization would offer protection, as well as professional mobility. Conversely, such an organization would also have to police itself.

"Project Rounds" was presented as an administrative tool. In doing the weekly rounds, the warden may focus on a special item for the week, such as mattresses or fire extinguishers. In so doing, he becomes knowledgeable of the details of the institution, how effectively they are carried out, and he gains some insight into the thinking and feeling of those responsible for the details.

Wardens and administrators, as knowledgeable professionals, have the responsibility of reaching out to the public, since, without public support, the corrections field cannot advance. Public relations officers can well tell the public about the good job being done. They can do this by taking every opportunity to answer inquiries politely, informatively, and promptly. Wardens or public information officers should meet with judges, committees, and news media people to tell the story of modern corrections. The public should have access to the prisons, just as the prisons should have access to the community.

The house organ as a means of developing a positive public image was discussed. It might be an inexpensive way of reaching the public and a highly valuable public relations tool. On the other hand, concerns were cited which impede the use of the house organ to tell the story. Some felt that few recipients had any interest in receiving the mailing and that the house organ is generally intended for internal circulation and has little value on the outside. There is no doubt that regular news media can gain the attention of more readers.

Because the group requested it, a portion of the workshop was devoted to an unplanned review and discussion of the therapeutic community, which was based originally on dormitories of sixty inmates, but has been found to function best with a maximum of thirty-five inmates. Daily group meetings, on several levels are used. The therapeutic orientation has to pervade the entire institution, including all members of the institutional staff and all prisoners. The group not only helps the individual member, but further aids by providing group self-control over acting out behavior. The therapy groups are not "chaired", but are led by a correctional officer. The use of groups can be a useful adjunct to custodial care, in addition to being helpful to the individual.

In summary, the warden is the key to change in the institution. The use of citizen's councils as a means of obtaining change was readily recognized and accepted, despite the fact that there may be problems involved in using a council or committee of citizens. Good public relations practice was considered essential. The group felt the need of more assistance in specific areas of needed change and in precise methodology for implementation. In effect, this was a plea for help.

THE ROLE OF THE WARDEN OR SUPERINTENDENT IN
INSTITUTION CHANGE

NORTHEASTERN REGIONAL SESSION

The basic problems of the warden or superintendent in areas such as custody and maintenance have not changed. Neither have the basic aims or objectives of correctional institutions changed. However, what has changed are the techniques for achieving the desired ends. The crucial figure in implementing these new techniques is the warden. The warden is no longer isolated in the functions he must perform. His role is not only an integral part of the correctional process, but also has a direct bearing on the whole social system.

In order to grasp the complexities of change, the concept of the total organization must be understood. The roles of the professionals, administrators and inmates must first be analyzed and then integrated into the innovation process. However, often innovation and change are given low priorities in favor of the custody and maintenance functions - the "survival functions". Therefore innovation must be programmed.

The need for organizational innovation can come from internal and external sources. To meet these innovation pressures, the administrator must take into consideration "economies of incentives". That is, he must balance the cost of change with incentives to participate in the change. These incentives are psychological and monetary. Psychological incentives revolve around the reduction of anxiety among personnel involved (e.g., reassurances of the employee's status and position).

There are four main phases of innovation: (1) understanding the concept of change. (2) making a concrete proposal to implement change. (3) the ratification of the proposal for change. (4) the final and effective implementation of the proposal.

One of the major problems in implementing a proposal is that organizations are basically conservative and resist change. Often the source of this resistance is found in the informal relationships that arise in organizations. Acceptance of the legitimacy of the change is crucial. The organizations personnel must be given a vested interest in the innovation.

There are at least two steps in implementing innovation: (1) Create a deadline by which the innovation must be implemented. (2) Clarify the purposes of the innovation to the personnel, and emphasize it by allocating more money and personnel to it. If "foot-dragging" occurs, build around the foot-dragger. If the innovation is worthwhile, then the administrator must risk the complications that may arise from going outside the chain of command.

The innovative process involves conflict. There are four general approaches to handling conflict: (1) Problem-solving meetings or conferences to determine whether goals and objectives were shared; (2) Persuasion involving informational exchange in an attempt to re-order employees' goals and objectives; (3) Negotiation and bargaining where an open difference of goals is acknowledged, and from which a solution emerges that is agreeable to all parties, but is not necessarily the "best" for any one party; (4) The political response involves the use of power -- for example, forming a coalition of like-minded people and confronting the opposition with this group.

The key to innovation and effective administration is communication within the organization not only from the top down, but also from the bottom up. The warden must have "feedback information" as to how things are going on the lower levels. Various methods are useful depending on the size of the institution: (1) The use of a suggestion box to overcome fear of reprisal for criticizing the administration; (2) In-service training seminars where various points of view emerge; (3) Employee conference committees with posted minutes; (4) Statewide monthly wardens' meetings (especially effective where there is frequent inmate transfer; (5) The use of administrative assistants to act as the "eyes and ears" of the warden; (6) The use of a manual that is revised periodically incorporating employee suggestions; (7) Clarification as to the type of information the warden wants from his subordinates; and (8) Personal contact between the warden and other levels of employees.

The latter point concerning personal contact between the warden and other employees is especially complicated. The most obvious problem involves the size of the institution. In small institutions personal contact is practicable, but in large institutions it is difficult. Although it was pointed out that it is impossible to delegate personal contact, the problem can be met reasonably well in large institutions by using an administrative

assistant. The problem also loses significance if the middle level personnel enjoy the confidence of the warden, and are loyal, but at the same time are frank with him.

To avoid over-burdening the warden's office, the employee ought to be encouraged to go through the administrative hierarchy with procedural problems. However, if the employee has tried this to no avail, or if his problem is of a personal nature, then the warden ought not to turn him away.

Generally, the administrative system of communications needs supports. Methods of support include: (1) commendation for communications of value; (2) training of personnel as to what to communicate and how to communicate it; and (3) the basing of communications on factual and objective materials.

Related to problems of communication are problems of close versus broad supervision. Studies done by social scientists at Yale, Harvard, and the University of Michigan indicate that supervision of a direct sort is counterproductive in that it allows little flexibility to deal with situations not explicitly mentioned in the "rule book". On the other hand, a problem arises when certain personnel will not operate in a given situation unless there is a rule. The problem is the result of the employee's insecurity, which in turn is caused by improper training, or perhaps lack of it, a common problem in the correctional field.

Concurrent with the problem of supervision, there is a conflict as to what is the best policy concerning "rounds". All agree that rounds are important in a correctional institution setting. Some feel that rounds ought to be routine so that the employees get used to the idea that they have a boss who is directly interested in their work. Others feel that spot-checks tend to make the staff distrustful of their superiors. Still others feel that lack of time limits them to making spot-checks or "personal audits" only.

Generally, the same suggestions which apply to the problems of communication apply to the problems of supervision, which is really a problem of communication.

The applicability of business organizational theory to correctional institution administration was raised. As a substitute for the profit motive in private enterprise, it was suggested that "cost-benefit or cost-efficiency analysis", such as employed

in the Department of Defense, be used. The key to such analysis is objectively "costing", or measuring in terms of money, the goals desired and distributing the financial resources accordingly.

In the last analysis, it is the individual warden, regardless of his administrative approach, who is the innovating force at a correctional institution. There is no necessity to replace the individual when "new blood" is needed. Rather, what is often needed is only a transfusion. Self-Renewal, written by John W. Gardner, present Secretary of the Federal Department of Health, Education and Welfare, was suggested as a book to read concerning the problem of stagnation.

THE ROLE OF THE WARDEN OR SUPERINTENDENT IN
INSTITUTION CHANGE

SOUTHERN REGIONAL SESSION

In this, as in most fields, the one thing that is always desired is improvement. Necessary to this is the concept of change. Before a leader attempts to initiate change, he must consider: what is wrong with the present situation; in what ways will a new system be better; what is the best way to bring about the change without causing too much friction. In order to answer these questions, he makes assumptions as to the motivations and needs of the personnel in his organization. Three views of personnel motivation were examined at the beginning of the discussion. These were those of Chris Argyris, Robert Dubin, and Robert Presthus.

Chris Argyris has distinguished himself by his work in the theories of labor and management and his concept of the "self-actualization" drives of the worker. He postulates that the individual enters into the world of work just as he reaches that state in his personality development when he wants very much to be self-reliant and to find free expression for his own personality. He wants to have something to say about this work situation and not be only the object of management techniques. In the Argyris scheme, most modern organizations are suited for the immature, rather than the mature, person because they operate primarily on concepts of management that require the worker to be the passive agent of the organization. The worker in these organizations has no chance to express his own needs and sentiments, but is required only to tool himself to the job requirements, over which he has little or no control.

Man is, to some extent, like all other men, like some other men, and like no other man; that is, each man is in some way a little different from every other man, with needs, goals, and values that are just a little different too. But modern management seeks to treat all men the same, to have them all "behave rationally", to standardize worker's personalities, so that transfer of skills will be easier. In this way, the modern organization is antagonistic to the individual's need for self-actualization. Workers are given increasingly more specialized jobs, thus narrowing their sphere of activity and allowing them to use an increasingly smaller fraction of their abilities: the worker naturally becomes more and more frustrated.

Argyris does not feel that the fault arises from mistakes in dealing with employees, but from a basic fault with the system of management itself. He does, however, suggest that something can be done to correct the situation. The trick is to alter the organization in certain ways so as to allow the worker more self-actualization while on the job. This does not mean that the organization should attempt to meet all the whims of each and every worker; obviously, this would cause a breakdown of organization altogether. Neither does this imply that formal organization is bad, it is not only good, but necessary. What is implied is that the worker can be given more voice in decision-making without weakening the system. This may even strengthen it. It is dangerous when a leader assumes that, simply because the organization chart puts him at the top, he may make all the decisions without even consulting with his subordinates. The leader should give the members of his organization the chance to participate in decision-making, especially when it concerns them directly. This participation will give them some sense of self-actualization. The greater feeling of security among the workers which will result from this will make the organization run more smoothly and be more productive.

Argyris' theory is sometimes referred to as the theory of "job enlargement". It gives the individual a chance to use more of his abilities, so that he is more satisfied. Of course, there can be no set plan for job enlargement. It will be the result of the needs of each organization. The conflict between the formal organization and the needs of the individual for self-actualization must be recognized and dealt with, and it must be done in an active way, so as to bring about fundamental changes in management processes which will cause the worker to become really involved, instead of being apathetic.

Robert Dubin agrees that the individual has a need for self-actualization, but he believes that the individual probably does not look to his job for this. He disagrees with the premise that an individual looks for full actualization out of every organization of which he is part, and says that every individual simply does not look for such satisfaction out of his job situation. Many workers are not really interested in what the job can do to fulfill his personality requirements. They look for that self-actualization in other places. To the majority of workers, including the management staff, the job is probably not the central life interest; they look more to their after-hours activities for that actualization, to clubs, sports, social endeavors, voluntary activities. The job is not really the dictator of the

individual's life. It is something that the individual tolerates, produces and operates under, and does quite well with, despite a general apathy. The principal requirement for the successful operation of the organization is that management make it sufficiently clear what is expected of the worker and provide the requisite financial inducements and fringe benefits. Management is required to sustain a certain type of behavior and level of production, even while realizing that the job is not the central thing in the life of the worker. Dubin says that the worker is not really unhappy in the work situation described by Argyris because he never really becomes involved in his job enough to experience the frustrations that Argyris describes.

It is never said that there are people to whom the job is the central life interest. Dubin admits that there are people who are absorbed in their jobs enough to experience some of the things Argyris reports. He feels that these people are in the minority and that, when our society is viewed as a whole, there is nothing about the way our organizations are set up or the way our management maintains a given level of production that is antagonistic enough to basic human nature as to require drastic changes in the fundamental concepts of management as we hold them today.

In Dubin's view, job enlargement is not necessary in most cases. There would be little sense in trying to make a job more interesting to someone who is seeking self-actualization in other areas. It is also true that job enlargement can be practiced only to a certain extent. Jobs can be enlarged to a certain limit beyond which everything becomes a mass of confusion, spawning antagonisms from conflicts of interest. This is not to say that consideration should not be given to the needs of the individual. Apathy must be treated for what it really is -- a natural consequent of a situation where the individual finds his principal interest in voluntary after-hours participations. Some feeling of involvement must be given to the individual also. It is particularly true in the professional classes that the individual is very interested in his job -- he is eager for success and accomplishment and his image of himself is very important. To these types of people the job is very central and they demand more from it than others may. Non-professionals fit the Argyris' scheme much better and many of the techniques he offers are very useful in dealing with them.

Presthus bases most of his theory on the concepts of psychiatry espoused by Harry Stack Sullivan, who attempts to show

that the personality develops because of the forces of social interaction. The individual's personality is shaped according to how he responds to the pressures exerted on him by those with whom he comes in contact, and the contacts and the pressures exerted on the individual builds up a tension which he seeks to release by deferring to certain "authority figures", such as teachers, parents, and later the supervisor in the work situation. The individual builds up anxiety which is released by the approval of these authority figures; and since he is always seeking to rid himself of this tension and anxiety, he is always seeking the approval of the authority figure with whom he happens to be involved.

Where Argyris shows an individual who wants to feel independent and free, Presthus accepts the theory of the individual who wants to be dependent in order to be released from his anxiety. The individual wants to take orders from the superior and be led by him. He relieves his tension by bowing to authority and relishes his dependence. Presthus is not saying that a superior does not have to be accepted and respected by the subordinates to be effective, but rather that the subordinate does not need to be given much part in the decision-making process, and that, in fact, he does not even want it.

Here then, we have three prominent views of what motivates the individual. Obviously, each of the views when taken by itself has some defects: none of the three has the "answer". But, when taken together, they may serve as a guide to understanding motivation. Since we deal with individuals, we may be able to use all of these at different times to help us deal with the problems at hand, both with staff personnel and with inmates.

We have agreed that we want planned change and progress. First, there can be a change in structure. If the old organization chart isn't working, throw it away, and shuffle the positions so that the work can be done more efficiently. Second, there can be a change in technology. We need to develop new and better tools with which to carry on corrections work and do a better job. Third, a change in behavior may be needed. How can people be helped in the present situation to develop behavior which will enable them to be more effective and creative persons? Finally, a change in assumptions and values may be needed. We may need to examine again what "we feel we know" about the people we deal with. We have discussed assumptions about motivation and will discuss assumptions about other things. The leader needs real

insight into the assumptions and values guiding his behavior, and why he has made his judgments about the importance of the change he is seeking.

Naturally, there will be conflict over change, and our task is to learn how to handle that conflict. Change, is needed, but the organization needs stability and predictability. The older members of an organization tend to want to maintain the status quo, and there will be conflict between the "needs of the organization" and the "needs of the individual."

The role of the leader is to resolve this conflict and to bring about the changes needed. It is always better if he comes with a well formulated plan, for this may help in keeping him from getting sidetracked. But how often does the new leader get "captured by the organization?" How often does he come in with new, good ideas and wind up being convinced that the old way is the best after all?

We must realize that there will be conflict among our staff and there will be conflict with change. People need a feeling of security, and they fear change because they fear that it will undermine that security. Therefore, the introduction of change of any kind and of whatever magnitude necessitates the leader's introducing support and help for the people affected.

The process of change is helped when the persons who will be affected can participate in the decision-making process and in planning for the change. The greater the participation the more opportunity to identify personal resistances and problem areas. Also, the greater the participation, the smoother the change, for people will feel that they have a direct influence on the direction and impact of the change.

Exerting a strong force to institute change can release strong forces to combat change if it is gone about the wrong way. The best possible method for exerting these forces needs to be found. Also, it is usually better to have the channels of communication absolutely open. If a climate can be created where feelings can be freely expressed, then pressures can be released calmly and specific areas of resistance can be located also. Change is really accomplished when you don't have to continue to exert pressure in order to maintain it, and even the smallest changes are likely to be pretty big for someone in the organization.

In the field of corrections change is particularly difficult because we often have to have political support for it. We need to influence the conscience of the public or of the legislature and make the picture for them more graphic. Often we make this job more difficult for ourselves by showing visitors who come to our institutions the very best we have. We clean up for them, act our very best for them, and often don't show them the bad parts. To get change for the progress we need, we must build up an interest group for our profession. We must get people interested in us, show them how the situation could be improved. There is never enough public money available, and we need to get a pressure group to help us get a larger share. This is difficult since our clients aren't the "cream of the crop." They are the deviants, the socially unacceptables. People want to forget that these deviants are around. It is difficult for the public to get very excited about them, especially since the average man still looks on institutions as places for incarceration instead of correction. We need to increase the driving forces, and to do this we need publicity.

We must not let criticism become personal. We must turn it to our use. No one likes criticism, but, through it, we can build up a group of people who are interested in improving the corrections field and get the changes which are needed. We must branch out and experiment.

When we finally get things set for a change, we must use a little social engineering also. Let the old staff participate in decision-making and utilize their ideas, but don't let them make the decisions for you. While you are listening to them, you can be putting ideas in their heads at the same time. When a decision is made, you must give the impression that you are sure about it. If you act with a more positive tone toward the group, the group will give you a more positive effort and a more positive response.

In summation, we may say that change is essential to survival. But, we need to pay more attention to the individual in our institutions. We tend to create an artificial condition where everyone is the same, but they aren't. We need to recognize this and treat inmates on a separate basis. This is not to say the group is unimportant; on the contrary, the group is most important. A person is controlled and disciplined and given his norms by the group. Hence, we must make greater use of the group to correct the individual. There are certain characteristics which are true of all organizations. Corrections are in many

ways just like other organizations of comparable size, and, for this reason, we need to look at the experiences of organizations in other fields and try to gain and learn from them.

To institute needed change we must first isolate the difficulty that demands the change, discover how it began and what is maintaining it. We must next examine our own motives and assumptions about the change. We must make sure that we understand why we want something. Then we can do a better job of achieving a goal and defending our reasons to others. We have to identify those forces which will attempt to resist change, to analyze the driving and restraining forces that are operating in the situation, and then we need to check what resources we as leaders may have to neutralize the existing restraining forces and bring about the change. Lastly, we need to examine what it will take to stabilize and maintain the change after it is brought about.

In regard to the use of publicity, there are three types of institutions: those that have good public relations, those who have neutral public relations (which you hear nothing about), and those that have poor public relations. When the time for progress comes we find that the first type is the most amenable to change, because it is used to being progressive and feels secure about it; the third group will be next, because it feels it has nothing to lose; and the second type will be least amenable to change, because it doesn't want to rock the boat. We will all ask ourselves which type are we.

THE ROLE OF THE WARDEN OR SUPERINTENDENT IN
INSTITUTION CHANGE

CENTRAL REGIONAL SESSION

There are many new programs and concepts at the forefront in modern penology. However, no one program can be used in all, or even most, situations. Implementation of any given program must be adapted to the present situation and, only after a serious study of its consequences, should the steps to place the program in action be taken. New programs and treatments are generally useful, but, must be used realistically and not applied to everyone in a blanketing approach.

There is much more similarity in institutional management and problems than there is difference. The clientele differs, but the generalized administrative decision-consequence area remains almost the same. The methods and general consequences of a "change" procedure are very similar. This is equally true of penal institutions.

The basic problem of management is the handling of exceptions. If the situation is operating according to a standard-operating-procedure, everything should be running smoothly. The test of a management is to deal with the exception to the standard-operating-procedure. And, the very existence of a standard-operating-procedure guarantees that there will be exceptions to be dealt with by management. This is a cyclical process.

A social system is a channel of communication with limits. If an individual or corporation goes beyond these limits, society will react and do something to the violator. One type of going beyond the "limits" is called criminal activity, another mental illness, and so on. If a man walked into the United States today claiming to be God, we would react to him before he could prove or disprove his claim. The "limits" would have been violated and a built-in societal reaction would follow. Our society is so structured that we cannot tolerate this beyond-limits behavior.

"Behavioral drift" is a conceptualized area in which an individual or corporation is free to maneuver without going beyond the limits of behavior accepted for a given situation by the interested segment of society. It is an area of flexibility for

discretionary decisions. A severely limited drift area produces many exceptions to the standard-operating-procedure and calls upon management to act, in some manner. The behavioral drift concept does not apply to criminal activity alone but is equally applicable to such items as everyday expense accounts. For example, if an expense account standard is applied which is not based upon realism, either it will (a) be violated or (b) the person who feels himself unduly restricted will withdraw from the situation unless the area of drift can be broadened.

Change of on-going systems comes about as a result of conflict. Change does not come about as a result of a desire for change, per se. Rather, it occurs as the result of a system goal failure or where serious intra-organization factors are breaking up the system.

In the modern corporation, there is an orientation which describes the aim and goal of the organization. Several group levels are present in the organization including (a) the action-oriented (the visible salesman who deals with a product and the consumer); (b) the management-oriented (whose main task is to give orientation to the action-oriented group); (c) the strategy-oriented (whose concern is with setting up methods, policies, etc.); (d) the planning-oriented (whose task is to concern themselves with long-range matters); and (e) the internally-oriented (consisting of the supportive routine groups such as fiscal management, engineering research, personnel development, etc.). Once you get away from the action-oriented group, everyone else is supportive to the orientation goal of the organization. The action-orientation group must be supported by other group levels or the other group levels will not function. Therefore, the organizational orientation must be defined and the various group levels direct their activities toward attainment of this goal. In a penal setting, determine whether the real goal is a custody orientation and, if this is the case, support it by appropriate action. If the goal is really rehabilitation, then actively support this. The supportive routines must be designed to implement the organizational orientation and help the action-oriented group to achieve it.

Change is an administrative relationship. The area of behavioral drift becomes more open by administrative wish in the organization-orientation approach and change becomes a normal by-product. People don't continue to defend their own special interest or approach because the organizational orientation has

already been determined. Change now becomes concerned with how things will work better and bring maximum efficiency to the attainment of the organizational orientation. Criteria of individual success become involved with organizational orientation success and the person working in this system devotes added care to the organization goals.

Hindrance to change comes from individual fear of losing prestige or power factors, fear of inability to perform in a new task role, etc. However, if change is a normal administrative procedure, there will be little resistance based upon these factors. An important question in effecting change is how to implement it without destroying the currently-operating organization. What effect will a policy change have on daily work patterns? One point-of-view: The only way to change a system is to destroy it at the same time you are using it. That is, you must effect change at the same time that the present policies are operating. This requires a mature and insightful approach.

One way to change is through the matrix approach. This involves utilization of current personnel to change. A task-group can be formed drawing upon qualified persons from various levels of the organization and they are presented with a problem to solve (or an approach to develop, etc.) in a given period of time. A leader is appointed, but the group performance and work-pattern hierarchy is rigidly divorced from the organizational hierarchy. The task-group becomes a project group. An important advantage to the task-group is that it utilizes management who were functioning prior to the group and who will function after it. Through consensus in the group decision, they will be in an appropriate position and frame-of-mind to help implement the problem solution. In the task-group approach, the organizational objectives must be defined in terms of special projects and a time limit must be placed on reaching a solution. The task-group is a temporary group and should not be extended indefinitely into a permanent committee. If the problem recurs, select a new task-group and assume the answer of the first group to be inadequate.

Selection of task-group members should not be dependent upon rank in the organization and no weight should be given to their regular responsibilities, as such. They should reflect the interests which are involved in the problem and may come from various organizational levels. The selector of task-group members must know his people so that he can get together a workable and appropriate group for the particular problem. In the task-group

approach, a conflict-resolving system is one in which people agree to accept the process and its by-products (consequences). The individual either agrees with the system and its decisions -- or, he gets out of the organization. This permits conflict within administrative limits. It is sometimes desirable to let a developing problem blossom so that an atmosphere of possibility for change is created. This approach must be balanced and watched carefully, but it can be a productive method.

The strategy of policy change is concerned with (a) an entry phase ("here is a new policy for us"); (b) survival of the policy change (responsibility of the administrator); (c) proliferation (sub-policies which develop as a result of the new policy) and (d) policy exit (when a policy must change or terminate). There must be a plan for new policy implementation if it is to succeed. No panacea is offered to do this, but the task-grouping approach of the matrix system can permit one way to enter the policy and procedure. Survival of new policy is the responsibility of an administrator's authority -- based upon task-group solution. Resistance is lessened because the organizational orientation to a problem has already been decided upon in the task-group. The matrix approach will tell the administrator how to implement a strategy. Survival is ability to adapt to change constructively. Survival, therefore, is concerned with the individual as well as the organization.

The task-group approach can also be used in an extra-institutional manner by permitting encouraging persons from the "public" group to become involved in the task-group. This helps to spread responsibility for implementation, but the final responsibility remains with the administrator.

One question from the floor suggested that the matrix approach might be inappropriate because of the difficulty in applying it to extra-institutional pressure groups. However, the similarities were felt to be much greater than the differences; the internal forces of administration to be the same; patronage problems being quite comparable; and that investigative groups are active in both areas. In sum, the task-grouping approach could be used with validity.

It was questioned whether the by-products of a task-group approach might be of value, as well as the original task-group decision. There was agreement that such was the case and that these by-products might be even more important. However, the new relationships, systems, and techniques which develop are unpre-

dictable and may sometimes lead to disorganization.

In the question of primacy, it is desirable to plan the strategy system first and base the matrix system approach on this plan. The administrator can change the system in various ways to give the focus that he desires. If the administrator can establish the right framework, he can move an obstructing individual out of the way of the desired orientation by giving him other tasks.

Administration bears responsibility for creating an atmosphere which will permit change. But, if the change is haphazard, or, if the administration does not want change, change will occur anyway because a non-change organization will disintegrate and the individuals in that system be set aside. Change must be kept in control, or it will cause problems to the morale and efficiency of the ongoing situation. It is impossible to add one unit of change to a system because change comes in larger indivisible units.

The matrix approach was applied to a theoretical problem involving prison-yards. When a problem occurs, should a task-group approach include the inmate group? It was felt by some that this should be done at a formal level, but others suggested that inclusion in an informal group might be better. In any case, there was a general feeling that this was being done in any ad hoc committees. Also, it was agreed that, whether administration attempts to involve the inmate or not, the fact is that the inmate is involved because of his relevance to the situation.

The question of where and how a problem should be faced was discussed. It is best to do this through a system designed to permit conflict within limits, rather than through pure conflict. In institutional disorder, the task-group must have functioned prior to the incident, rather than forming in the middle of the trouble, if it is to operate effectively. A task-group will experience much difficulty in functioning if it is forced to operate under duress. In task-group staging, members should be from various representative areas (although the members are not to represent others in their category) which are concerned with the problem. As the problem develops, other areas should be represented if their consensual involvement is needed.

SECTION IX

REGIONAL INSTITUTES

IMPLICATIONS OF RECENT JUDICIAL DECISIONS RELATIVE
TO PRISONERS' RIGHTS WHICH EFFECT THE POLICIES AND
PROCEDURES DEALING WITH RELIGIOUS SERVICES, MEDICAL
TREATMENT AND AVAILABILITY OF LEGAL COUNSEL

IMPLICATIONS OF RECENT JUDICIAL DECISIONS RELATIVE
TO PRISONERS' RIGHTS WHICH AFFECT THE POLICIES AND
PROCEDURES DEALING WITH RELIGIOUS SERVICES, MEDICAL
TREATMENT AND AVAILABILITY OF LEGAL COUNSEL.

WESTERN REGIONAL SESSION

The importance to wardens and superintendents of consulting with their state attorneys in reference to possible problems before they arise was emphasized. Other points made included the importance of formalizing institutional policies and of understanding reasons for rules. We must remember the prisoners' civil rights, their right to use the mail, their right to access to court, their right to access to books. It was pointed out that inmates of California institutions are presently filing four thousand writs per year and this number is increasing. We are in a period of increasing liberalism in regard to prisoners' rights. A number of questions were raised by the participants and the discussion leader answered them as follows: ***

- Q. When a letter arrives from an attorney with the statement on it "do not open - privileged communication," what can the warden do?
- A. Open it, but document why you needed to open it, and request the attorney not to continue to write such letters. Censorship is necessary for the effectiveness of custodial security in an institution.
- Q. What about returning such a letter unopened to the attorney?
- A. You may do that, but you would then impede the process of communication, which would be of benefit to no one.
- Q. If you were a warden, what would your policies be around the maintenance of a law library and the protection of an inmate's civil rights?
- A. First, I would check the state laws very carefully to be well aware of the individual state statutes in your area. Secondly, I would establish fairly liberal rules about the use of law books.

*** (Editor's Note: The answers given by the discussion leader may not be legally acceptable in all jurisdictions. Before taking action, check your particular jurisdictional rulings.)

- Q. What if a local judge will not accept writs unless submitted in the correct form and, along with this, does not want the prisons to supply inmates with law books?
- A. Rules can vary from judge to judge. It is best to submit to the request of the local court.
- Q. Can law books be sent in to the inmate?
- A. The inmate has certain rights to receive this type of literature from outside. The institution, however, has the right to establish rules about the use of these books and need not allow the inmate, for instance, to utilize these books while in his cell.
- Q. Which books would be best kept in an established law library inside a prison?
- A. A copy of the penal code, a summary of the laws of the state and a text on due process.
- Q. Should the institution type the letters written by the inmates to the court?
- A. The Supreme Court of California has requested that this be done. The requests of the individual courts concerning this issue should be honored.
- Q. What about the personal liability of a warden? What could happen if a warden burned writs being sent out by an inmate of his institution? What could the court do?
- A. The court could very well find you in contempt of judicial process and the court would probably deal severely with you.
- Q. What if an inmate writes to the Governor and the Governor returns his letter, the inmate in turn writes again and again and receives no response? On the third letter to the Governor, would it be acceptable for the warden to refuse to send this letter?
- A. That would appear to be a reasonable ruling and would probably be upheld by the court as such. Two letters

would appear to be enough and the third could become abusive.

Q. What if a Jehovah's Witness refuses to accept a transfusion when he is in need of it?

A. It is the responsibility of the physician to make his best medical judgement.

Q. What about a mentally ill prisoner who is homicidal or self-destructive and is also a Jehovah's Witness? Can you give him medication to control him?

A. If the purpose of the medical attention is, in the physician's best knowledge, best for the inmate, the court would probably feel it was a reasonable decision.

Q. Can you ban writ writing entirely from cells within the institution?

A. Yes, you can ban writ writing from cells if the inmates can reasonably get to a law library or writ room without too much delay.

Q. How about inmates helping each other write writs?

A. If the inmate is capable of communicating with the court without assistance, there is no need for the institution to allow other inmates to be of assistance to him.

Summary

The trend toward more writs will probably continue. The Supreme Court of the United States has not discussed this problem recently.

Early conferences with state attorneys will lessen institutional difficulties.

There seems to be a trend at this time toward an increased amount of post-conviction litigation.

The rules and regulations made by wardens and superintendents in their institutions can be defended in the light of their being "reasonable". The best defense of the reasonableness of a

rule or regulation is that it was well posted at the time it was made and that the reasons for the rule were made available.

IMPLICATIONS OF RECENT JUDICIAL DECISIONS RELATIVE
TO PRISONERS' RIGHTS WHICH AFFECT THE POLICIES AND
PROCEDURES DEALING WITH RELIGIOUS SERVICES, MEDICAL
TREATMENT AND AVAILABILITY OF LEGAL COUNSEL.

SOUTHERN REGIONAL SESSION

It was noted that the emphasis in prior sessions had been upon the necessity for change in the administration of correctional institutions and upon the directions this change should take. However, often change involved interference and influence from outside the system.

In the past, prisoners were viewed as having few rights. The courts refused to interfere in the administration of prisons, and attempts to interfere were resented by prison officials. At the present time, the management of correctional institutions is subject to closer scrutiny by the courts than ever before. The conduct of officials is being measured by the standards of State and Federal Constitutional law. The Constitutional guidelines by which the rights of one accused are preserved prior to conviction are now lapping over into the area of the treatment of the convicted. Although "sufficient cause" is still necessary for the courts to interfere in prison administration, the meaning and scope of "sufficient cause" has changed.

For the above reasons, a motion by the respondent to dismiss for lack of jurisdiction in a suit brought by a prisoner will no longer be allowed. The courts will require an answer that goes to the merits of the case. Therefore, there is a need to keep records in order to meet the prisoner's contentions at trial upon the merits. Because of a lack of documentary evidence, the respondent now must often rebut oral testimony with oral testimony.

There is an area of confusion at the present time in the prisoner's right to correspondence. It is clear that at this time prison officials still retain the right to restrict or censor the inmates' mail.

In Labat v. McKeithen, 243 F. Supp. 662 (E.D. La. 1965), it was held that under a Louisiana statute providing for solitary confinement of those sentenced to death and forbidding access to such a prisoner without a court order to all but desig-

nated persons, prison officials could rightly promulgate a regulation limiting the correspondence of a prisoner on death row. However, it was noted that a federal case in Philadelphia (neither name nor citation given) stated explicitly that there is to be no interference with a prisoner's access to the courts. Prison officials must get inmates to court quickly.

To illustrate this trend, two recent United States Supreme Court decisions (neither names nor citations given) turning upon the question of whether or not an appeal had been filed within the time limit were compared. In the first of these cases, where defendant's appeal had to be filed by Saturday to be within the allotted period, but which because of the legitimate illness of defendant's attorney was not filed until the following Monday, the court held that the filing was too late. But where an appeal filed by a prisoner had upon its face a date that would have been within the time period had the filing actually occurred thereon, but which for some reason was actually not filed until ten to fourteen days after the expiration of the period, the court held that since the prison mail may have been late, the filing had to be allowed, even though the validity of the date on the face of the appeal was questionable. In a decision of the United States Court of Appeals for the Fourth Circuit, where the petitioner-inmate alleged cruel and unusual punishment by prison officials and racial discrimination, the Court emphasized in the course of its opinion the importance of expeditious mail delivery from prisoners to the courts. The prison is allowed no more time than it takes to sort the mail.

By implication from the above decisions, any delay in the delivery of mail to the courts caused by the censor would be the prison's responsibility. It was commented that the mail to courts in the federal prison system was not censored, and this practice met with the approval of the assembly. A general caveat in regard to the consumption of time by any censorship procedure was given, to the effect that when the courts err, they tend to err on the side of the prisoner.

Another problem raised by censorship relates to mail between an inmate and his attorney. Many lawyers claim that the prison has no right to inspect their correspondence because of the privilege inherent in the attorney-client relationship. The Federal Courts have so far rejected this contention because of the possibility of contraband being exchanged, and the possibility of correspondence with others under the guise of an attorney's

name. It was stated, with general concurrence, that there was no way to prevent such happenings unless by censorship. A distinction was drawn, however, between an attorney's visit and his correspondence. Whereas mail to and from an attorney may be censored, when an attorney comes to the prison to see his client and properly identifies himself, access to the prisoner should be allowed.

Reference was made to Lanza v. State of New York, 370 U.S. 139 (1962), in which the Supreme Court held that defendant's conviction, resultant from his refusal to answer questions posed by a legislative committee and based upon information obtained by electronic eavesdropping on a conversation between defendant and his brother, was valid. It was stated that "bugging" attorney-client discussions was not permissible. It is not improper to visually supervise such conversations, however.

The recent decision in Miranda v. State of Arizona, 86 S. Ct. 1602 (1965), was thought to have possible repercussions on prison administration. The Supreme Court held in that decision that the burden was upon the State to inform any suspect taken into custody of his right to remain silent, that everything he said could be used against him, that he had a right to have legal counsel present, and that the court would appoint an attorney for him if he could not afford to pay for one. The Court went on to say that, if at any time during the interrogation, the prisoner stood upon his right to remain silent, or to have the presence of counsel, the questioning officials had to comply with his wishes. Failure of state officials to adhere to the above guidelines would render any statements of the accused thereafter taken inadmissible as evidence. The state has the burden of proving that the defendant was informed of his rights and that he effectively waived them. In the light of this decision, the question was raised about what to do if a prisoner commits a crime while incarcerated. There was considerable doubt expressed concerning the permissibility of questioning the prisoner at all. It was stated that, at this time, the scope of the Miranda decision was uncertain. The members of the Institute were advised to contact their respective attorneys general for opinions.

It was stated that another area of current concern is in regard to prisoners' right to have access to legal materials. The cases seem to indicate that reasonable access to the courts means reasonable access to materials. However, prison officials are not required to provide their inmates with a legal library

at this time. But a Federal Court in Philadelphia (neither name nor citation given) held that if you give access to legal materials to one, you must give it to all. It was suggested that the classification of a prisoner might affect this right.

It was mentioned that a Tennessee prison has alleviated problems by allowing the prisoners to communicate with a legal aid clinic established by Vanderbilt University's Law School. In concurrence, it was stated that, in the Federal System, several institutions cooperate successfully with Legal Aid and Defender programs established by neighboring universities. The consensus was that such programs were beneficial for all concerned, in that it reduced the number of "jailhouse lawyers", provided ready access to legal assistance for the inmates, relieved tension upon prison officials, and provided valuable experience for the law students. Legal aid programs can and do provide assistance to the inmates in matters not even criminal. Domestic problems, social security payments, detainers, and the like are often of as great concern to the inmates as their incarceration.

An alternative method of dealing with prisoner's access to legal material was suggested. The Correctional Service of Minnesota, 302 Plymouth Building, Minneapolis 2, Minnesota, has prepared pamphlets on topics of concern to inmates. In succinct, non-technical language, the pamphlets explain the law in point and answer questions likely to occur to a prisoner. It was stated that statistical evidence showed a marked decrease in the number of suits filed in the Minnesota Courts by prisoners subsequent to the distribution of the pamphlets. It was believed that the fact that the publication source of the materials was outside the prison made the pamphlets more acceptable to the inmates. (The pamphlets are called DIVORCE AND MARRIAGE IN MINNESOTA and THE WRIT OF HABEAS CORPUS).

It was stated that there was currently a bill before the President that would provide library reference materials, of legal character and otherwise, for state institutions. The members of the Institute were advised to contact their state librarians for details.

Another area of concern to both prison officials and the courts is how to handle small groups of inmates in regard to their religious beliefs and practices. Of particular current concern is the Black Muslim sect. It was noted that one of the attitudes taken by prison officials was to deny the Black Muslim

group any standing whatsoever as a religious sect. However, a court in Connecticut (neither case name nor citation given) held that such a policy denied the prisoners their constitutional right to freedom of religious worship and was discriminatory. Another attitude of prison officials mentioned was that to allow the Muslims to meet would result in a risk to prison security, and assemblies were barred on that ground. Some courts have held that the activities of the prisoners could be so restricted when problems are likely to result, but only to that extent. In a case arising from Leavenworth Prison (neither name nor citation given), where Black Muslim meetings resulted in riots and other violence, the court held that the meetings were dangerous and allowed officials to prohibit them. There was general agreement that the Leavenworth officials were wise to allow the prisoners - as a matter of privilege - to meet even after this decision. Whereas the prisoners had reacted previously to what they thought was unwarranted interference, they accepted the gratuitous permission of the prison officials to hold meetings gracefully. There has been little trouble since, and a local Muslim minister has been allowed entrance for the purpose of directing meetings.

However, a United States Court of Appeals decision in Virginia (neither name nor citation given) was said to have held that where the warden segregated a prisoner for failure to name inmates the prisoner wished to organize for religious meetings with him, and not in order to persecute the sect as such, the court held that the segregation was proper.

The question was asked whether or not a warden could prohibit Muslims from wearing tokens of their religion. It was said that the warden could probably prohibit the practice when there was a likelihood of danger to the prison community. However, a qualification mentioned was that it would probably be improper to forbid the Muslims to wear their tokens, while at the same time permitting, for example, Catholics to wear St. Christopher medals. It was the consensus that maintenance of chaplains on the prison payroll might be a necessity in the near future. At present, the Federal System has chaplains on the payroll, but many of state institutions do not.

The prison administration's policy in regard to medical treatment of their inmates was another area in which formerly the courts had refused to interfere. However, in a case arising in Illinois (neither name nor citation given) where an epileptic prisoner alleged inadequate medical treatment, the court held

that the prisoner had stated a valid cause of action under the Civil Rights Act, and would be entitled to relief if his allegations could be substantiated. It was mentioned that the fact that the warden had kept inadequate records was the primary difficulty here. Emphasis was again placed upon the importance of maintaining a complete set of prison records.

A question was asked concerning the advisability of prosecuting a prisoner for bringing perjured charges against the warden. In answer, it was noted that in one case (neither name nor citation given) where a prisoner who was definitely psychotic claimed that the warden had ordered two guards to beat him, the press built up public indignation and interest unfavorable to the prison administration. It was stated that at least where the prisoner is under a long sentence, more damage would likely result from prosecuting him than from prison discipline.

In Hirons v. Director of Patuxent, 351 F2d 613 (4th Cir. 1965) where a prisoner sought to enjoin prison officials from withholding appropriate medical treatment, and where the District Court had dismissed the complaint without a hearing on the basis of an answer summarily filed by the warden, the Court of Appeals reversed and remanded the proceedings for hearings. The court stated that the prisoner's contentions gave rise to constitutional issues that could not be lightly dismissed and which required an answer responsive to the merits.

Under the Federal Tort Claims Act, Congress has permitted persons injured because of the negligence of federal employees to sue the government, if the situation causing the injury was one that would give rise to a cause of action under the law generally. It was further stated that for years prisoners were not considered to be covered by the Act, since nothing like the prisoner-warden relationship existed in non-prison society. However, after one five-to-four Court of Appeals decision held that prisoners were covered by the Tort Claims Act, and two other Courts of Appeal had denied the same, the United States Supreme Court held in an eight-to-nothing decision that injuries to prisoners were within the purview of the Statute (neither case names nor citations given). In Cohen v. United States, 252 F. Supp. 679 (N.D. Ga. 1966), a case arising in Atlanta, where prison officials merely segregated a psychotic prisoner named McDonald, who should have been confined in maximum security, and where the wall of the yard enclosing McDonald had been previously scaled by an escaping prisoner, the Court held that the prison officials were negligent

in allowing McDonald to escape and were responsible for the injuries McDonald inflicted upon the plaintiff Cohen.

It was stated that Cohen's recovery under the Tort Claims Act was \$110,000. No appeal was taken, probably to avoid setting a damaging precedent. But in the case of Fleishouer v. United States, not yet reported, (7th Cir. 1966), where one prisoner assaulted another, thereby putting out his eye, and the plaintiff alleged negligence on the part of prison officials in placing prisoners in a dormitory without proper supervision, the court denied relief to the plaintiff, stating that the prison officials could not be expected to supervise the inmates all the time.

It was stated that prisoners are entitled to injury compensation, as well as being allowed to sue under the Tort Claims Act. Prison officials, on the other hand, are barred from suit under the Act when they receive compensation payments. Thus, when a prisoner fell through a window he was installing, he recovered \$20,000 in a suit against the government, even though he was collecting compensation for the same injury.

The question was asked whether there had been substantial increase in suits alleging negligence under the new Tort Claims Act ruling in favor of prisoners. It was stated that there had been a noticeable increase in the case load against the government, but not in the cases filed against individual officials and doctors. However, in an Alabama case, where an escaping prisoner was shot by a prison guard, a suit against the official for negligence was allowed in the United States Court. It was further mentioned that it is not the policy of the federal government to defend doctors accused of negligence as individuals, if the doctor has malpractice insurance and the insurance company will provide an attorney. On the other hand, though normally attorneys take personal injury cases on a contingent fee basis, being paid only if they recover, the government has appointed attorneys for indigent prisoners in some instances.

One of the representatives present suggested that since prison officials normally have no access to legal libraries and no way of knowing of the important case developments in the area of prisoners' rights, perhaps it would be wise for each official to submit decisions in which he was involved to the American Correctional Association Journal for condensation and publication. The dissemination of recent decisions would keep them all abreast of current developments. The suggestion was well received by the

Institute. To illustrate this point, the representative read to the assembly the case of Taylor v. Peyton, not yet reported, (E.D. Va. 1966). By unanimous request of the members of the Institute, the opinion of the court in that case is incorporated herewith as Exhibit A.

It was said that the quotation in the Taylor opinion from Childs v. Pegelow, 321 F2d 490 (4th Cir. 1963), to the effect that the court will not interfere with prison rules and regulations and the administration thereof, should be tempered. Both the Childs and McCloskey cases cited indicated that the court would frown upon any violation of prisoners' rights.

One representative explained to the assembly a program in which his prison was participating whereby prisoners would contribute plasma for compensation. The arrangement was with a private concern. The return was \$6.50 per unit, \$4.00 of which went to the prisoner, \$2.00 to a prisoner recreation and welfare fund, and \$0.50 of which defrayed administrative expenses. The question was asked whether such a program could result in suits by prisoners against the prisons. It was stated that if an adult prisoner voluntarily and intelligently entered the program, and record evidence of this fact was taken, it would be unlikely. However, any waiver to be signed by the prisoner should explain clearly and comprehensively what the program was about. It was mentioned that if doctors were brought in to administer the program, the possibility of malpractice suits would be involved. This might result in liability. Representatives from Texas and Alabama expressed dissatisfaction with the plasma program. The Texas representative stated that thirty-five prisoners had been hospitalized in a jaundiced condition as a result of the program. It was stated that suit had been imminent, and that the prison system abandoned the program after four months. The Alabama prison had had similar complications and also discontinued the program after one year. The opinion was expressed, with general concurrence, that to introduce the plasma program would be risky, in light of the experiences mentioned and the current attitude of the courts.

A request was made for information concerning medical research programs which the representatives were conducting in their respective institutions. Some of the replies were as follows:

- (a) A Virginia institution was cooperating with NASA in tests to determine oxygen and nitrogen content in the blood. The test results were to be used in aerospace planning; the prisoners received compensation for their participation.

- (b) A North Carolina prison was working with the State Health Department in testing tuberculosis vaccines.
- (c) Other institutions were testing tuberculosis drugs and other medications for pharmaceutical houses. The prisoners received compensation.
- (d) Other experiments involved testing of medication for venereal disease and Hopkins disease.

EXHIBIT A

IN THE UNITED STATES DISTRICT COURT
FOR THE EASTERN DISTRICT OF VIRGINIA

Richmond Division

WILLIAM CARLYLE TAYLOR

-v-

C. C. PEYTON, Superintendent of
the Virginia State Penitentiary

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Civil Action
No. 4715-M

MEMORANDUM OF THE COURT

William Carlyle Taylor seeks a writ of habeas corpus to remove him from the maximum security building in the State Penitentiary and to require the respondent to remove from the prison records notations of Taylor's misdeeds while confined. Taylor will be denied the relief he seeks.

The court permitted Taylor to proceed in forma pauperis. The respondent answered, exhibiting copies of jail punishment reports and memoranda relating to Taylor.

Taylor is now detained pursuant to a judgment of the Circuit Court of Goochland County entered June 14, 1957, which sentenced him to serve thirty years in the penitentiary upon conviction of first degree murder. Taylor does not attack this judgment.

Taylor contends that false charges have been brought against him by prison officials and that as a result, he has been placed in solitary confinement and has been denied good time credits. He contends that all prison rule violation reports should be removed from his record. It is his position that the prison violation reports charge felonies and that he can only be convicted upon indictment and trial. He complains of the limitations placed upon his movements within the penitentiary.

The violations to which Taylor refers are mentioned in the punishment reports and memoranda exhibited by the respondent.

There is no need to detail all of these. As of August 31, 1962, he had twenty previous punishments, which included fighting, stabbing and being in the wrong cell after lock-up time. On December 15, 1962, the reports reflect that he was caught in the act of sodomy with another prisoner. In November, 1964, he stabbed a prisoner with a weapon made from the towel rack in his cell. A file and hack saw blade were found concealed in his cell. On March 16, 1965, he was placed in solitary confinement because he stabbed another prisoner with an ice pick-like dagger. He handed the dagger to a guard. It had been made from a chair in Taylor's cell. He was released from solitary confinement on April 9, 1965.

Undoubtedly Taylor could be indicted and tried in the criminal courts of the state for the felonies with which he has been charged -- maiming and sodomy -- but trial in the criminal courts is not the only procedure available to the prison authorities for the maintenance of discipline. Prison officials have authority to detect, prevent and punish infractions of the prison rules. This court is not the forum to re-try alleged violations of the rules.

In McCloskey v. State of Maryland, 337 F2d 72, 74 (4th Cir. 1964), the court said:

"Because prison officials must be responsible for the security of the prison and the safety of its population, they must have a wide discretion in promulgating rules to govern the prison population and in imposing disciplinary sanctions for their violation."

Taylor does not present a justiciable controversy. In Childs v. Pegelow, 321 F2d 490 (4th Cir. 1963), the court points out:

"It clearly appears to be the general rule that, except in extreme cases, the court will not interfere with the conduct of a prison, with the enforcement of its rules and regulations, or its discipline."

Alternatively, insofar as Taylor seeks relief by writ of habeas corpus, he will be denied for failure to comply with 28 U.S.C. S-2254.

SOUTHERN REGIONAL SESSION

Judicial Decisions

Sweeney v. Woodall, 344 U. S. 86 (1952).

Jun 27 1966

/s/ JOHN D. BUTZNER, JR.
United States District Judge

IMPLICATIONS OF RECENT JUDICIAL DECISIONS RELATIVE
TO PRISONERS' RIGHTS WHICH AFFECT THE POLICIES AND
PROCEDURES DEALING WITH RELIGIOUS SERVICES, MEDICAL
TREATMENT AND AVAILABILITY OF LEGAL COUNSEL.

CENTRAL REGIONAL SESSION

There was an expression of the common concern of administrators with the effects of recent judicial decisions on administrative policies. Many have experienced being sued by an inmate or being ordered by a court to release an inmate. Tradition says courts do not interfere with an administrator unless he gets way off base. Yet we now have new concepts of what is arbitrary and capricious. If called upon by a court to defend the appropriateness of an action, you must have a record of what you have done and be able to demonstrate a reasonable basis for your action.

The access of prisoners to courts has been the subject of a number of recent decisions. Any administrative regulation which can be shown to impede this has been held unconstitutional. Unduly delaying or censoring mail recently had been held to be an impediment to an inmate's rights. A federal prisoner has ten days from the date of his conviction to note an appeal. In one case, a man's lawyer became ill on the tenth day. When he filed a day later, the Supreme Court said of one man that he was too late. A second prisoner from Atlanta, filing five days late, had his appeal accepted because, the court ruled, it would have been on time had his mail not been delayed by the institution.

Mail to attorneys also raises problems. Lawyers are demanding that their correspondence with prisoners be uncensored, since the attorney-client relationship is confidential. This has been upheld where the mail entails legal advice on a pending or possible suit. The Federal System feels it has a right to open this mail to protect itself, since many lawyers act as business advisors or the case of someone obtaining a lawyer's letterhead or the honorary L.I.D. after a name. Concerning attorney's visits, the Supreme Court ruled that the right to confidential visits with relatives or friends is not a right in jails, but that the attorney-client relationship should be respected. Some control may be exercised via observation and the requirement that an attorney provide adequate identification.

Regarding access to legal materials, this has been construed as part of the right of access to courts. However, no

legal rule requires an institution to have such materials available. The Federal System is making these materials available while attempting to avoid, at the same time, the accumulation of meaningless documents. Basic tools and texts are provided, with the inmate's own material added if it is meaningful and relevant. In one case, a man claimed that because he was denied bail, he could not obtain necessary materials for his defense. The court ruled that it was unfortunate that a legal reference was not available, but since he did have competent counsel for his defense, the motion was denied.

The interest in the accessibility of legal materials is not limited to the courts. Administrators find salutary effects in the practice. It makes the inmate feel that he can be heard and that all the cards are not stacked against him. It is important to be in the vanguard in these changes. You thus avoid having courts impose rules which are hard to live with. For example, a man was placed in segregation because he had sought help from another inmate in preparing a legal document. He filed a writ of habeas corpus. The court ruled that he had been denied access to courts because of the limitations on legal assistance, on the grounds that he was illiterate and required aid in some form to pursue his legal right. The administrator had no record with which he could answer the allegations.

In California, an inmate was deprived of his clothes, had no light or ventilation, and was allowed to wash only every few days. The state claimed such restrictions were needed for those beyond ordinary controls. The court declared that while such measures were within the administrative function, the abandonment of decent standards by prison authorities necessitated their intervention to restore civilized conditions required by the constitution. They did not condemn strip cells per se, but did condemn the conditions present in this case.

Virginia had a Black Muslim prisoner who wanted to hold religious services, but refused to reveal the names of those who would attend. The state claimed he was not being punished, but merely segregated. The court ruled that being segregated for four years was a severe limitation, since, among other things, the inmate could not be considered for parole. In addition, there was no record of a hearing or of the reason for his segregation. The court said it could not be demonstrated that he was not being punished for attempting to practice his religion. Black Muslims have been subjects of several cases. The practical problem is how much freedom they can be given without jeopardizing

the safety of the institution. There are two approaches. One can refuse to accept this practice as a religion, a legally indefensible administrative decision. An alternative is to restrict meetings on the grounds that the meeting might create a disturbance. In the Federal System, Muslims are allowed to meet providing meetings are run by a Muslim minister. Anyone he accepts may attend. The Marion Penitentiary was the first to allow such meetings.

Recently the courts have begun to look into the area of medical care, again demonstrating the importance of adequate records. A Maryland inmate claimed a physician had recommended surgery and the administrator had disapproved. The appeals court ruled that since his claim could not be answered responsibly, his allegations must be accepted as true. There was no documentary basis for defending the administrative decision. Once there is a conflict of this nature, and no records exist, a presumption follows in favor of the litigant.

Another problem is the right of a prisoner to sue for injuries sustained. This was denied by the Federal Torts Claims Act which provided that a citizen must demonstrate that the government had been negligent and that it was in a position where a private party also could have stood. Since one citizen does not legally hold another in confinement, inmates could not sue. However, the Supreme Court recently ruled that an inmate can sue for any proven negligence. Examples of such cases might be: falling in a hole during softball, medical malpractice, or assault by another inmate. A case in point is that of Mickey Cohen. An inmate climbed over the wall in segregation to get to him. On an earlier occasion, an inmate had escaped from segregation in the same manner. Since no remedies had been taken to prevent a recurrence, the Federal Government was declared negligent and Cohen awarded a \$100,000 verdict. In the same case, the court ruled it was correct that a man with an assaultive record should be segregated, implying that not to do so might be construed as negligence. Therefore, there is an element of risk in allowing inmates of this type to live in the general population, a severe limitation on rehabilitation programs.

An inmate injured in federal prison industry or maintenance is entitled to compensation under the program for federal employees. Such employees can collect, but cannot sue. This conflicts with the Torts Claims Act. In the case of a Lewisburg inmate, the court ruled that an inmate can sue in addition to the

compensation. In a New York case, the court declared that no distinction can be made between an inmate and any other federal employee, so they should not be allowed to sue. The Supreme Court will soon resolve this conflict.

A final important issue is involved in the case of Miranda v. Arizona. A man confessed to a crime while in custody and was not advised of his rights. The court ruled that unless an individual is advised of his rights to silence, to counsel, to stop at any time, and that what he says may be used against him, his statement is not admissible. Furthermore, if he waives these rights, his waiver must be intelligent, articulately expressed, and without reservation. In a similar case involving a confession to the FBI, the statement was held inadmissible, although he had been appraised of his rights, because the questioning was continuous and his waiver was not firmly articulated or affirmatively stated.

What is the scope of Miranda? It does not apply to administrative measures if a criminal prosecution is not contemplated. It does apply when you focus on a particular person or group as suspect. It does not mean that you cannot prosecute an individual for an offense. Most cases can be proven without a confession. In an escape plot, where it might apply, an administrator's first obligation is to the welfare of the institution. With the court's emphasis on individual rights, administrators are being called upon more frequently to answer responsibly to the courts. To do this a record is required. Memory cannot be relied upon.

What are the legal implications of medical and pharmaceutical research involving inmates? The administrator must be able to demonstrate that the inmate has been made fully aware of the possible consequences and be certain that he fully understands them. This should be made part of the record. The inmate must sign a release submitting to these forms of research.

SECTION X

ADVANTAGES OF A PROGRESSIVE CLASSIFICATION PROGRAM

(as reported by the Northeastern Regional Institute)

ADVANTAGES OF A PROGRESSIVE CLASSIFICATION PROGRAM

(As reported by the Northeastern Regional Institute)

The Northeastern Regional Institute of Wardens met at the State Correctional Institution at Rockview, Bellefonte, Pennsylvania. Following a brief tour of the Chapel, the Cannery and one of the cell blocks, the wardens convened in the superintendent's office for a discussion of the topic relating to the "Advantages of a Progressive Classification Program".

The discussion leader gave a brief description of the two diagnostic centers for adult prisoners within Pennsylvania. He discussed, also, the system of transfers to the five adult correctional institutions, each of which is classified in terms of security. He also spoke of the function of the institutions at Dallas, Muncy and Camp Hill, pointing out that Dallas is the institution for juvenile and adult defectives, while Muncy receives female offenders of juvenile and adult age. Camp Hill, on the other hand, is the male institution for juvenile and young adult offenders, ranging in age from 15 to 21.

The courts may sentence directly to any one of the last three mentioned institutions where diagnostic and classification centers are available. However, the five "major" penal institutions including Philadelphia, Pittsburgh, Graterford, Huntingdon and Rockview do not receive direct commitments from the court. Adults committing offenses in the Western part of the State are sentenced to the Western Diagnostic and Classification Center at Pittsburgh, while those involved in offenses in the Eastern part of the State are sentenced to the Eastern Diagnostic and Classification Center at Philadelphia. The State Correctional Institutions at Pittsburgh and Philadelphia are the two institutions set up to handle the serious behavior, medical and psychiatric problems. The institutions at Gratersford and Huntingdon handle the medium security cases while Rockview, a minimum security institution, receives those cases with less acute problems and need of the least amount of close supervision.

In enumerating the advantages of a progressive classification system, the discussion referred to the Central Office control on all transfers and specifically pointed to the programs in each institution. For example, the facilities at Pittsburgh and Philadelphia are such that they can handle most cases. Rockview,

on the other hand, does not have the facilities to take care of serious medical or psychiatric cases. Accordingly, these cases are sent to either Pittsburgh or Philadelphia. When there is evidence of sufficient progress, these same inmates may be returned to Rockview. Likewise, inmates contracting tuberculosis may be transferred to the facility at Gratersford until such time as their condition is arrested. Depending upon inmates progress, physical condition, etc., it is possible for many to have served in several institutions before they become eligible for release.

In each of the institutions there is a Classification Clinic which weighs and gives consideration to the findings and recommendations of the diagnostic centers. These are followed by periodic reviews to determine progress and future placement of all inmates.

Following some discussion of the role played by the Diagnostic Centers in classification, programming, etc., the discussion leader turned the meeting over to a second discussion leader who spoke of the Classification Program at Rockview, discussed the system of promotional transfer to Rockview and elaborated on the work of the Classification Clinic in their endeavor to apply the programs recommended by the Diagnostic Centers for each case. He spoke of the period of orientation during which each inmate is interviewed personally by different staff members. This is supplemented by a copy of a "Handbook for Inmates" which is made available for the general information and guidance of each inmate before he appears for his initial assignment. His preferences and aims are also evaluated and his needs and problems, as well as the areas in which he may need most help, are frankly discussed. Details of the program as they may relate to the inmate's particular case are enumerated. Emphasis is focused upon the inmate's own responsibility for his conduct; how he must earn consideration for better assignments, longer visits and ultimately recommendation for parole.

The procedure of placing responsibility on the inmate for his own improvement was discussed. The rating system and the incentive wage program were discussed at length. Specifically, it was explained that each man received at Rockview falls into the "C" rated group. Depending upon his work effort, housing reports, attempts at self-improvement and general conduct record, he may be advanced to the "B" rated group in three months and from the "B" group to the "A" rated group in six months. Having attained the "A" rating, he may qualify for better job assign-

ments either in general maintenance for which wages are fixed on a percentage basis from 15¢ to 50¢ a day or to assignments with Correctional Industries where wages run from 4¢ to 10¢ per hour. Additional opportunities for advancement or promotions are available through assignments to the Mobile Forestry Unit or to the Select Honor Detail where inmates with greatest potential for change are assigned. If there are violations or a breach of rules, the inmate may be demoted along lines similar to those used in determining his promotions. If he becomes a security risk or unamenable to the program at Rockview, arrangements are made for his transfer to an institution of greater security.

The role of the custodial officer in the program was also discussed. Since the needs for each department in institution maintenance, construction and Correctional Industries are predetermined in terms of labor requirements, the officer in charge of each detail is responsible for setting the inmate pay rate within budgetary limits approved for his operation. The clinic, therefore, makes the initial assignment but the officer-in-charge of the detail determines what wages the inmate receives. He is thus able to reward financially the inmate who shows the best effort. Moreover, he also plays an important role in preparing recommendations for promotional assignments and recommendations for review by the clinic when the inmate becomes eligible for parole. This procedure not only elevates the prestige of the officer in the eyes of the inmate but, also, means a great deal in terms of better morale.

Many interesting questions were raised regarding educational opportunities, compulsory savings, etc. There was also discussion relating to wages paid from the Central Fund and the Manufacturing Fund. The latter, of course, reflects the operations of Correctional Industries while the former relates to work in general maintenance, construction and personal services.

SECTION XI

REGIONAL INSTITUTES

EVALUATION OF THE INSTITUTES

EVALUATION OF REGIONAL INSTITUTES

WESTERN REGIONAL EVALUATORY SESSION

The purpose of this institute was to come to grips with the weaknesses and strengths of new ideas and old practices. By frankness, objectivity devoid of personalities, ideas and comments could be freely exchanged. The participants acknowledged that not all the new ideas are universally applicable, but by defining what the objectives of corrections are, and what needs to be accomplished, new ideas and plans could be examined through discussion and shared experiences.

The participants felt that the key-note speaker had contributed substantially to the conference by establishing the level of discussion. It was generally agreed that the depth and focus of this meeting had made it unique in the experience of the participants. The free interchange and communication established in this meeting should pervade future meetings.

It was suggested that this conference was successful in establishing communication because: everyone was on the same level of responsibility; the participants are all spokesmen and leaders in modern penology; in a meeting of equals, everyone could be frank, and everyone could make his point and receive a thoughtful discussion from the group. A cross-pollination process of ideas and experiences resulted. It was decided that the value of this conference was made greater by care shown by the discussants and participants in their presentation of material and ideas. The contributions were germane to the issues and reflected thoughtfulness and sincerity.

The participants went on record as desiring a complete record of this and other Regional Institutes with possible supplements to be added from future meetings. Such material was invaluable for reference and also as a resource. Two participants described how they had established a bond of communication at this meeting and how they planned to continue to work for change in their respective institutions by drawing on the ideas and experiences of each other. Participants agreed that the ideal would be a steady stream of idea exchange, not confined to meetings such as this one. The need for an organizational secretary was suggested, with general agreement.

Future Plans For Training Institutes

Participants were in agreement that future meetings should not be held back-to-back with other scheduled conferences. The participants were anxious about being away from their jobs for the extended period of time which back-to-back conferences would entail.

At future workshops, determination of who rooms with whom should be by random selection to provide a greater opportunity to become acquainted with diverse opinions. After hours socializing could be a major media of communication. This suggestion was approved by a consensus of the participants.

A suggestion was made, and generally approved, that there be one speaker who would talk on a totally different, but applicable, topic at future meetings, as a stimulating change of pace. Ideas suggested included experts from business in personnel management, data processing, etc. Dissent by some participants was based on the problem of justifying attendance at such a meeting to the budget departments involved. There was discussion, but not consensus, that a single topic should be explored in depth to the exclusion of all else.

It was suggested that attendance at future meetings might be more easily financed at the local level if the meeting name would more accurately reflect the depth of work by a title such as "The American Correctional Management Seminar". It was suggested and approved that a letter should go from this workshop to the chief executive or budget chief of each participant thanking them for allowing participation and including a copy of the program.

Several members pointed out that attendance at future meetings will be seriously hampered unless federal funds are available. While some jurisdictions were easily convinced of the need for meetings such as this, others were not. Without all the wardens and administrators present, the program could cease to be effective.

Several expedients, such as one-day workshops which are made a part of association meetings, or held in place of association meetings, was considered. Consensus was that this would be better than nothing, but a poor substitute at best.

A general discussion concerning having other top line authorities such as parole board chairmen attend these meetings or having similar meetings of their own developed. Those in favor suggested that there was an urgent need to establish communication with these people. These people could contribute to a national ground-swell toward modern penology. Those who dissented felt that this would be a poor return for the money spent, especially considering the limited funds available. This population was too fluid to make any lasting change. A new group would have to be started after nearly every election.

The value of having similar workshops for middle-management personnel was considered. The consensus was that, because of the almost geometric progression in numbers of people who would have to be involved, it would be too cumbersome and expensive. There was general agreement that the primary level of exchange would have to remain at or near the top. It would then be top administration's responsibility, as the key to change, to filter new concepts down to their own staffs. Corrections will become more progressive as the top administrators are able to find an increasing base of common understanding, philosophy, and practice.

From several comments made during intermissions, it was felt that in the future, participants should be told that they are not going to be identified nor quoted in any publication resulting from the workshop.

It was the unanimous view of all the participants that this workshop filled a major need. Wardens, by the nature of their job and responsibilities, have been deprived of free communication with their peers. The participants were laudatory of the organizer and presentors at this workshop, feeling that they had made a major contribution toward the success of the workshop, and that every participant had learned something that he could take back with him which would enhance his program.

EVALUATION OF REGIONAL INSTITUTES

NORTHEASTERN REGIONAL EVALUATORY SESSION

The Institute, itself, was a demonstration of the leadership which the American Correctional Association has shown.

The address of the keynote speaker provided the spark of the whole Institute, and it established the tone which pervaded the whole proceedings, i.e., a tone at the same time casual and serious. The following high points of the opening session were of particular value to those who participated in this Institute:

- (a) The ever-growing importance of education in corrections.
- (b) The need for curiosity.
- (c) The need for training prisoners in employable skills.
- (d) The indispensability of productive community relations.
- (e) The need for concentration on the needs of youthful prisoners.
- (f) The growing interest of industry and labor in the needs of corrections.
- (g) The need for getting the community involved in correctional problems.
- (h) The growing interest in law clinics.
- (i) The profit to be realized from the study of corrections in foreign countries.
- (j) The problems of finding a place in the current correctional system for the specialists in corrections now being educated in colleges.
- (k) The desirability of frequent workshops in corrections.

Further evaluatory comments on the Institute suggested that the participants might be divided into groups to develop

positions on various questions and that the positions of the groups be compared in full session. The use of written questions was also suggested. The various workshops displayed an excellent interaction between the chairmen and the group.

Evaluators made the following points:

- (a) All visiting speakers were highly qualified in their fields.
- (b) All who participated in this Institute will profit by the experience.
- (c) There was good participation from the floor.
- (d) The informal discussions which occurred outside the formal meetings were especially rewarding.
- (e) The planners of the Institute did a highly effective job.
- (f) We all leave with a new appreciation of our new roles.
- (g) None of us will forget that communication in all its variety is one of our most important functions.
- (h) We never before saw a group get integrated so soon and so well.
- (i) It has been a very happy and congenial group.
- (j) We all got new ideas.
- (k) It is the first time I have ever seen a revolution in progress.
- (l) Although we refer to the past as the good old days, they were not good days. Changes come hard. Don't be upset if there are failures at the start.
- (m) We will get plenty of advice from the public.
- (n) The judiciary be invited to attend future Institutes.

It was remarked that the addition of judges to future Institutes would be not useful for regional matters, but would add prestige. Another participant disagreed, and said that we should get the judges into the Institutes so that they would see the problems. Then they might help solve them.

An evaluator made recommendations for the future:

- (a) There should be more descriptive literature available.
- (b) They should continue to be a good keynoter.
- (c) Institutional visits should always be involved.
- (d) Notify state commissioners or governors that such meetings are being held.
- (e) Send programs to governors, commissioners, and legislators.
- (f) There should be more time for discussion from the floor.
- (g) The idea of informal attire is excellent.

When it was recommended that future Institutes be shorter by one day, it was pointed out that the requirements of the sponsoring federal agency must be met. A shorter period would be uneconomical if expenses are to be paid. Also, a shorter Institute would not permit of as great a range of exploration of material.

Future plans include:

- (a) A loose leaf desk-book covering and reporting on the Regional Institutes will be sent to each participant.
- (b) There is no administrative book for wardens and superintendents. Such a book should be written. There should be a committee organized to work out an outline and a list of contributors for such a book. It should include chapters on supervision of staff, therapeutic climate and budget preparation.

EVALUATION OF REGIONAL INSTITUTES

SOUTHERN REGIONAL EVALUATORY SESSION

With the general realization that this country has entered a new period in dealing with crime and delinquency, it is apparent that wardens and superintendents of correctional institutions, as key correctional policy personnel, should assemble in workshop groups to discuss the new developments facing the field of corrections. "Change" has been the theme of this group during this meeting.

We have agreed that there has been a radical change in the public attitude toward offenders, in the sense that the people of this country are seriously willing to consider moving away from the punitive and conventional prison methods in dealing with offenders. With this thought in mind we, as managers, need to take a new look at the direction we are going -- get a new "grasp", a new understanding. Stimulation is needed. It is best to have it come about by good public relations; thus a re-alignment with new forms of penal servitude, such as vocational training, pre-release programs, work release, definite term release and half-way houses are now possible. New technological developments opening new opportunities for the employment of the offenders suggest new areas for training.

Concurrent with these developments, funds are now available through various agencies for research and demonstration programs in crime and delinquency prevention and control.

It was for the purpose of having a good look at the new developments, new resources, and new responsibilities that this Institute was held. Many questions have been discussed.

Have we resolved any question thus far? The ground work has been broken and much good will be the result. More workshops similar to this will be needed as we begin to inaugurate new programs in order for us to analyze them more fully for their feasibility and effectiveness. We would like to have heard more about training of staff. Some of us do not have adequate facilities or personnel to train our staff. Some consideration, perhaps, should be given to a combined effort of neighboring institutions jointly securing a training staff that would work on a rotation basis, enabling the smaller institutions to have some training of personnel available.

We came to the Institute, however, to look at the possibility of renewal through adjustment to new conditions. The great challenge is to grasp the nature of the new conditions in order to revitalize our institutions. We feel that we have done that.

Many of the goals of correction have been discussed: correction or rehabilitation for the purpose of preparing the offenders for re-entry into society; securing public understanding and support for correctional programs. Making the public conscious of what we in corrections are attempting to do is a must for success. Crash programs should not be attempted unless they have been tried, tested, and researched for effectiveness. Punitive security, methods, correctional goals and techniques should be reconciled. Clarification and analysis of the relationship between correction and punishment purposes and functions need to be made. We would like to have more discussion on this subject. More discussion on the method or yardstick to be used in determining the readiness of the offender to return to society is very important.

The insight into ways and means of reaching a better understanding with individuals, both inmates and staff, was outlined well. "Change" in methods was pointed out many times. New concepts were ably defined and seems to add up to the fact that every inmate is an individual. Treatment is guidance and corrective training. This would mean that all individuals would need individual counseling.

It behooves all of us to project the fundamentals that make up a good research report. It was also apparent that many of us need to do more research; findings of research are needed to aid in projecting programs and to provide facts about the progress being made on programs in effect. Research is a studious inquiry and, to be of value, must be based on factual information.

The Role of the warden or superintendent in institution change --

This subject was presented in a rather unique way. Sometimes we thought the speaker must have taken the negative side, bringing about such response from the group. Some suggestions thrown out were so new, so radical a "change" that some of us may need more time to analyze them in order to get the real significance; certainly we are favorable to change but dread the problems with old staff and are afraid to trust the new staff.

Good men are sometimes sacrificed due to change. However, change is often necessary for survival. The big question is, can "we" adjust.

The warden or superintendent's role here is: first, have a plan; then present it to all members of treatment and correctional staff before projecting it as the way it is to be done. It must involve all personnel and require their cooperation. This session has been very informative, instructive, and timely.

It is the responsibility of the administrator to introduce "changes" in a way that permits immediate coalition into the needs of the institution.

Implications of recent judicial decisions relative to prisoners' rights -- If prisoners are to learn to respect the rights of others, we cannot violate the rights of prisoners. We need more sessions of this type. A good point was suggested, and that was that all court decisions for or against departments of correction or personnel should be shared with other institutions. To protect the rights of prisoners, we need to know what are these rights, by extent and degree as well.

We are of the opinion that the time has been well spent; probably more such workshops should be held. All sessions have started and ended on time. They have been chaired well, keeping the discussion close to the subject of the hour. The discussion leaders have done an excellent job of explaining the meaning of the subject and drawing the group into open discussion. The group has been prompt in attendance of sessions and meals.

EVALUATION OF REGIONAL INSTITUTES

CENTRAL REGIONAL EVALUATORY SESSION

A significant conclusion was pointed out as having resulted from the conference: The conference had facilitated discussion of fundamental and new areas.

The American Correctional Association was shown to have had progressive history. From its first conference in 1872, to the last in 1965, the trend of discussion has progressed through punishment to reformation and rehabilitation of classification and prevention methods.

A comparison of five year international meetings shows that the United States has done much to lead the world in adoption of newer ideas in criminology. During the Washington Conference of 1910 the indeterminate sentence was introduced. It was opposed by Great Britain and other nations on the basis of weakening the effects of punishment and retribution. With the U. S. backing its use, the indeterminate sentence was approved by Great Britain in 1925.

Since the American Correctional Association (previously the American Prison Association) began, the U. S. has introduced many reform elements: (1) juvenile courts; (2) camp systems; (3) use of associated disciplines; (4) probation system; (5) parole system; and (6) methods of correctional discipline through classification of offenders. We must ask ourselves questions of evaluation concerning new reforms. Are they better for the public? How do we explain the present rise in crime and recidivism rates? The challenge of the conference was identified as finding ways to prove that punitive systems are wrong and adding justification for rehabilitative methods through research.

In the first session of this Institute, the history and concepts in corrections were traced to enable comparisons of newer concepts to be drawn. The participants felt that the general public was changing its ideas on corrections and that administrators must go outside the institution to interest the public in new concepts.

In discussing the role of the warden, criticisms were made: (1) There is a tendency to be satisfied with the status quo. Most

wardens have added a few treatment techniques, but more are needed in the areas of in-service training and work release programs. (2) Wardens should communicate more with the public. Only as new ideas are presented will new programs be activated. (3) Changes should be presented in terms of usefulness, desirability, and how they can be made to fit into a particular situation.

"New Resources for Correctional Institutions" was the topic of the Tuesday morning discussion. Ways and means of securing federal grants were reviewed with most of the session devoted to discussion of effective procurement methods. It was agreed that the best method was to have an excellent idea written and presented in an acceptable fashion. More interchange of ideas on the expansion of present services without expenditure also is desirable. It was pointed out that existing possibilities were often overlooked.

In discussing the "Overall Evaluation of the Institute", the consensus was that not enough participation resulted and two suggestions were made for future conferences: (1) Each participant be required to present what he considered the most important new addition to his institution. These could be in the areas of custody, treatment, or a combination. (2) Be prepared to discuss and answer questions.

The Tuesday evening session was a general discussion of the study presently underway by the President's Commission on Law Enforcement with the final results to be available in January, 1967. The group was amazed and fascinated by the extent of the work being undertaken by the Commission. We look ahead with interest to the publication of reports from the Commission on its findings and recommendations.

The Wednesday morning session was on "New Concepts of Treatment in Correctional Institutions". Ways of obtaining inmate participation and achievement evoked much interest. It was suggested that perhaps this interest reflected a resistance to new methods and a need to know more about how to implement the methods already known.

In discussion of approaches to classification and work release, the evaluators noted attitudes of newer methods being needed, a willingness to become more involved with the community, and growth of new methods as part of a continuum. The willingness to learn and abandonment of the autonomous institution were pointed out as relatively new attitudes.

Wednesday afternoon, the topic was "The Role and Contribution of Research for Correctional Institutions". It was pointed out that research teams do not always answer the questions put forth by wardens, and that there is a lack of understanding of research goals and methods. However, a desire was expressed for research which would assist the wardens and answer their questions. The wardens were given basic practical suggestions for improving participation and future involvement in research work. An idea representing what wardens desired from the conference was given by the evaluators: They requested ways of establishing lines of communication with: (1) public; (2) colleges; (3) government; (4) subordinate staff; and (5) inmates.

In the Thursday morning session, "The Role of the Warden or Superintendent in Instituting Changes", three major developments were pin-pointed. (1) The ways and means of implementing new ideas are swelling and it is the administrators responsibility to grasp them. (2) Previous periods of progress were always sparked by death and riots. (3) There exists a new and continuing movement to update correctional institutions and methods without the impetus of holocaust.

It was suggested during the evaluatory session, that a file of legal decisions affecting institutions be kept by a central agency and made readily available. Also needed would be an updated interpretation of these decisions, so that we could better understand their implications and how to apply them.

Thursday afternoon, a speech on "The Prison Matrix" was given. The point was that management's function was to handle exceptions so that management of an institution requires that decisions be made to individualize programs and operations when special situations arise. Confusion occurred as to how the institution administration and treatment should support each other. The most practical suggestion was to move this conflict out of the institution setting for objective problem solving.

We are currently in a progressive era, but have still failed to incorporate all the standards suggested by the American Prison Association in 1870. The third edition of the American Correctional Association Manual is now published. Hopefully, it will be of use to prison administration in educating the public so administrators will not have to fear public disapproval in implementing reform goals. Today's challenge is to reduce recidivism through creating a better atmosphere for inmate progress

and public safety. Social re-entry for the inmate is difficult and produces recidivism. The public must accept the released inmate in his role as a citizen for rehabilitation work done in prisons to be of value. Confirming this is the fact that current recidivism rates remain the same both for the better and poorer institutions.

In evaluating this Institute, the following comments were made on its purposes, its accomplishments, and the future:

- (1) No attempt to sell any idea was made, but just to stimulate thinking and bring information in informal interchange.
- (2) All participants were thanked.
- (3) Standard correctional principles for all institutions to provide a common basis for research and effective evaluation were advocated.
- (4) Administrators must engage new correctional means but with precautions as to what is possible.
- (5) The Evaluators of this Institute must strongly point out the group's desire for training and improvements of the first-line staff.
- (6) There will be a future check-list guide paralleled with the American Correctional Association Manual of Standards. Certification of institutions in compliance with this check-list is a future objective. Certification would aid institutions in self-evaluation and in procuring funds for improvements.

APPENDIX I

PROGRAMS OF NATIONAL AND REGIONAL INSTITUTES

PARTICIPANTS

RECORDERS

ATTENDEES

OBSERVERS

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

February 19-23, 1966

Sponsored by the Research Council
of
American Correctional Association

in cooperation with

Correctional Administrators Association

Center of Adult Education, University of Maryland
College Park, Maryland

This Institute was made possible by grant from the Office of Law
Enforcement Assistance, U. S. Department of Justice.

Program Details and Contents

Saturday, February 19, 1966

12:00 - 1:00 p.m. Lunch

1:15 - 4:00 p.m. Opening Session

Chairman: Dr. Peter P. Lejins, Professor of
Sociology, University of Maryland.
Chairman, Research Council, American
Correctional Association.

Welcome: Dr. R. Lee Hornbake, Vice President for
Academic Affairs, University of Maryland.

Mr. Harold Langlois, President, American
Correctional Association.

Keynote Address : The Current Upsurge of Interest and New
Developments in Corrections.

Mr. Myrl E. Alexander, Director, Federal
Bureau of Prisons, Washington, D. C.

Address: The Role of the Department of Corrections in the New Developments.

Mr. Ellis MacDougall, Director, South Carolina State Department of Corrections and President, Association of Correctional Administrators.

Recorder: Mr. Ellis Grayson, Crime Prevention Association of Philadelphia, Pa.

4:00 - 5:30 p.m. Institute Procedures

Chairman: Dr. E. Preston Sharp, General Secretary, American Correctional Association.

This meeting will be limited to session chairmen, discussion leaders, recorders, and members of the panel of Institute evaluators. The purpose of the meeting is to give this group of participants an opportunity to decide on the procedural arrangements for conducting the sessions.

6:30 - 7:30 p.m. Dinner

8:00 p.m. An informal get-acquainted evening - hosts, members from Maryland and the District of Columbia.

Sunday, February 20, 1966

9:00 a.m. - 12 noon

Topic: Defining the Objectives of a Modern Correctional Program.

The policy formulations and the solution of administrative problems which are emerging from new developments in corrections require a reappraisal of conventional programs and an effort to arrive at a more consistent articulation of the objectives and functions of what can be considered a modern correctional program.

Chairman: H. G. Moeller, Assistant Director,
Federal Bureau of Prisons, Washington,
D. C.

Discussion Leader: Dr. E. K. Nelson, Professor, Public
Administration, U.C.L.A. California,
and Director, Corrections Task Force,
President's Commission on Law Enforce-
ment and the Administration of Justice,
Washington, D. C.

Recorder: James Lindberg

12:15 - 1:15 p.m. Lunch

1:30 - 5:00 p.m. Topic: New Resources for Modern Cor-
rectional Systems. Corrections is
facing a rapidly expanding range of
external resources which can be direct-
ly related to the introduction of in-
novations in correctional programming
and which will bring correctional ad-
ministration into the midstream of cur-
rent social and economic change. Il-
lustrations of such new resources are
the job training and educational pro-
grams, the expanding employment market,
the joint efforts of federal, state,
and local programs in the area of so-
cial welfare, the involvements of uni-
versities in the recruitment and train-
ing of personnel and the application of
technological advances to the analysis
of social problems.

Chairman: Mr. Walter Dunbar, Director, Adult
Corrections, California Department of
Corrections, Sacramento, California.

Discussion Leader: Mr. W. T. Adams, Assistant Director,
Joint Commission on Correctional Man-
power and Training, Washington, D. C.

Recorder: Mr. David McKenzie

6:30 - 7:30 p.m. Dinner

NATIONAL INSTITUTE

Details & Contents

8:00 p.m.

Meeting of Research Council, Officers of American Correctional Association and Warden's Association of America.

Monday, February 21, 1966

8:30 a.m. - 12 noon

Topic: New Concepts of Treatment. Institutional confinement or "warehouse penology" as the major focus of correctional rehabilitation has long since been considered obsolete. In many respects the conventional programs of education, vocational training, and some aspects of clinical services have not kept up with increasing knowledge and changing concepts. As these changing concepts offer new avenues for the development of correctional treatment programs, they also present new problems for the administrator.

Chairman: Dr. Garrett Heyns, Director, Department of Institutions, Olympia, Washington.

Discussion Leader: V. Lee Bounds, Director, Prison Department, Raleigh, North Carolina.

Recorder: Dimitri Monos

12:15 - 1:15 p.m. Lunch - Remarks by Mr. Courtney A. Evans, Acting Director, Office of Law Enforcement Assistance, U. S. Department of Justice.

1:30 - 5:00 p.m.

Topic: Research, Demonstration and Pilot Projects.

This session will be devoted to a detailed discussion of private foundation resources, federal grants available to correctional administrators for the development of research, demonstration,

and pilot projects. A panel representing the various federal granting agencies and private foundations will be participating in this session.

Chairman: Mr. Joseph Cannon, Commissioner, Department of Corrections, Frankfort, Kentucky.

Discussion Leader: Mr. William Gaul, Counsel for the Special Subcommittee on Education, Committee on Education and Labor, U. S. House of Representatives.

Special Report: Dr. Robert H. Fosen, Report on the Ford Foundation Survey of Research Needs and Interests of State Departments of Corrections.

Mr. Christopher F. Edley, Ford Foundation.

Panel Members: Each of the following panel members will give a short talk on the interest of his agency or organization in the field of corrections:

- 1) Dr. Richard Grant, Executive Secretary, National Advisory Council on Correctional Manpower and Training.
- 2) Loren Helberg, Research Analyst, Division of Research, Grant and Demonstrations, Vocational Rehabilitation Administration, Department of Health, Education and Welfare.
- 3) Mr. Joseph W. Collins, Jr., Research Analyst, Office of Manpower, Policies, Evaluation and Research.
- 4) Ian Pearis, Manpower Development Specialist, Office of Special Manpower Procurement, U. S. Department of Labor.

- 5) Mr. James Murphy, Office of Law Enforcement Assistance, U. S. Department of Justice.
- 6) Dr. David Twain, National Institute of Mental Health, U. S. Department of Health, Education and Welfare.
- 7) Mr. David Bushnell, Director of Adult and Vocational Research.
- 8) Dr. John Scanlon, Deputy Director, Office of Juvenile Delinquency and Youth Development, U. S. Department of Health, Education and Welfare.

Recorder: Miss Susan Eames

6:30 - 7:00 p.m. Dinner

8:00 p.m. General Session

Chairman: Dr. Peter P. Lejins

Speaker to be introduced by Mr. Harold Langlois.

Speaker: The Honorable Nicholas deB. Katzenbach, Attorney General of the United States.

Recorder: Mr. Steven Spitzer

Tuesday, February 22, 1966

8:30 a.m. - 12 noon

Topic: Measuring the Effectiveness of Correctional Programs

Like all other public agencies involved in the expenditure of public funds, correctional administrators will be faced with the challenge to justify their programs in terms of results achieved. The

only effective way to meet this challenge is through systematic collection of data and through a unified research program geared to management, operations, and program evaluation.

Chairman: Mr. Frank Loveland, Director, Institute of Corrections, The American Foundation, Philadelphia, Pennsylvania.

Discussion Leader: Dr. John Conrad, Chief Research Division, Department of Corrections, Sacramento, California.

Recorder: Mr. Donald Pointer

12:15 - 1:15 p.m. Lunch

1:30 - 5:00 p.m.

Topic: The Role of Management in Introducing Change. Past experience has demonstrated that errors made in trying to effect organizational and program change most frequently results in problems rather than progress. To induce changes that contribute to operational improvements and the advancement of organizational goals calls for an involvement of staff and a look at personnel training, the interpretation to all employees of the rationale for change, and the development of a climate of change readiness and acceptance.

Chairman: Mr. Vernon Peppersack, Commissioner, State Department of Corrections, Baltimore, Maryland.

Guest Speaker: Mr. Edward A. Kieloch, Assistant Director, American Society for Public Administration, Washington, D. C.

NATIONAL INSTITUTE

Details & Contents

Discussion Leader: Mr. Sanger Powers, Director,
Division of Corrections, Department of Public Welfare, Madison,
Wisconsin.

Recorder: Miss Jan Snodgrass

6:30 - 7:30 p.m. Dinner

8:00 p.m. Seminar

Chairman: Mr. Louie L. Wainright, Director,
Division of Corrections, Florida.

Topic: Legal Implications Relating to
Prisoners' Rights.

Speaker: Eugene Barkin, Legal Counsel,
Federal Bureau of Prisons, Department of Justice.

This session will dwell with the legal implications which must be considered when policies and procedures relating to such issues as religious worship, availability of legal counsel and legal reference material, and medical treatment are formulated.

Recorder: Mr. Steven Spitzer

Wednesday, February 23, 1966

9:00 a.m. - 12:00 noon

Topic: Evaluation and Future Plans for Training Institutes. This general session will be divided into two consecutive meetings:

- I. The Evaluation Panel will discuss the reactions of the Institute participants to the Institute as a whole and to the specific sessions. In this

connection, participants are urged to express their opinions and reactions candidly because only through such expressions can we obtain a true evaluation of the usefulness of this type of program and to plan more effectively for follow-up evaluations. The Evaluation Panel consists of: Mr. Ross Randolph, Director, Department of Public Safety, Springfield, Ill.; Mr. Harry Tinsley, Chief, Division of Corrections, Denver Colorado; Mr. Albert Wagner, Director of Corrections, Department of Institutions and Agencies, Trenton, New Jersey; and Dr. George Beto, Director, Department of Corrections, Huntsville, Texas.

II. Future Plans for Training Institutes will be devoted to a discussion of the Institutes planned for Wardens and Superintendents, the advisability of a continuation of Institutes for Correctional Administrators similar to the present one and suggestions as to time, place and content.

General Chairman: Dr. Peter P. Lejins

Discussion Leaders: Dr. E. Preston Sharp and Mr. Ellis MacDougall.

Recorders: Mr. James Lindberg
Mr. David McKenzie

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

PROGRAM PARTICIPANTS

- Dr. Peter P. Lejins, Professor of Sociology, University of Maryland and Chairman, Research Council, American Correctional Association.
- Dr. R. Lee Hornbake, Vice President for Academic Affairs, University of Maryland.
- Mr. Harold Langlois, President, American Correctional Association.
- Mr. Myrl E. Alexander, Director, Federal Bureau of Prisons, Washington, D. C.
- Mr. Ellis MacDougall, Director, South Carolina State Department of Corrections, and President, Association of Correctional Administrators.
- Mr. Ellis Grayson, Crime Prevention Association of Philadelphia, Pennsylvania.
- Dr. E. Preston Sharp, General Secretary, American Correctional Association.
- Mr. H. G. Moeller, Assistant Director, Federal Bureau of Prisons, Washington, D. C.
- Dr. E. K. Nelson, Professor, Public Administration, U.C.L.A. California, and Director, Corrections Task Force, President's Commission on Law Enforcement and the Administration of Justice, Washington, D. C.
- Mr. Walter Dunbar, Director, Adult Corrections, California Department of Corrections, Sacramento, California.
- Mr. W. T. Adams, Assistant Director, Joint Commission on Correctional Manpower and Training, Washington, D. C.
- Dr. Garrett Heyns, Director, Department of Institutions, Olympia, Washington.

NATIONAL INSTITUTE

Program Participants

- V. Lee Bounds, Director, Prison Department, Raleigh, North Carolina.
- Mr. Courtney A. Evans, Acting Director, Office of Law Enforcement Assistance, U. S. Department of Justice, Washington, D. C.
- Mr. Joseph Cannon, Commissioner, Department of Corrections, Frankfort, Kentucky.
- Mr. William Gaul, Counsel for the Special Subcommittee on Education, Committee on Education and Labor, U. S. House of Representatives.
- Dr. Robert H. Fosen, Research Division, California Department of Corrections, Sacramento, California.
- Mr. Christopher F. Edley, Ford Foundation.
- Dr. Richard Grant, Executive Secretary, National Advisory Council on Correctional Manpower and Training.
- Mr. Loren Helberg, Research Analyst, Division of Research, Grant and Demonstrations, Vocational Rehabilitation Administration, Department of Health, Education and Welfare.
- Mr. Joseph W. Collins, Jr., Research Analyst, Office of Manpower, Policies, Evaluation and Research.
- Mr. Ian Pearis, Manpower Development Specialist, Office of Special Manpower Procurement, U. S. Department of Labor.
- Mr. James Murphy, Office of Law Enforcement Assistance, U. S. Department of Justice.
- Dr. David Twain, National Institute of Mental Health, U. S. Department of Health, Education and Welfare.
- Mr. David Bushnell, Director of Adult and Vocational Research.
- Dr. John Scanlon, Deputy Director, Office of Juvenile Delinquency and Youth Development, U. S. Department of Health, Education and Welfare.
- The Honorable Nicholas deB. Katzenbach, Attorney General of the United States.

NATIONAL INSTITUTE

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- Mr. Frank Loveland, Director, Institute of Corrections, The American Foundation, Philadelphia, Pennsylvania.
- Dr. John Conrad, Chief, Research Division, Department of Corrections, Sacramento, California.
- Mr. Vernon Peppersack, Commissioner, State Department of Corrections, Baltimore, Maryland.
- Mr. Edward A. Kieloch, Assistant Director, American Society for Public Administration, Washington, D. C.
- Mr. Sanger Powers, Director, Division of Corrections, Department of Public Welfare, Madison, Wisconsin.
- Mr. Louie L. Wainright, Director, Division of Corrections, Tallahassee, Florida.
- Mr. Eugene Barkin, Legal Counsel, Federal Bureau of Prisons, Department of Justice, Washington, D. C.

NATIONAL INSTITUTE
FOR
ADMINISTRATORS OF STATE CORRECTIONAL SYSTEMS

RECORDERS

Miss Susan Eames - Graduate Student, University of Maryland
James Lindberg - Graduate Student, University of Maryland
David McKenzie - Graduate Student, University of Maryland
Dimitri Monos - Graduate Student, University of Maryland
Donald Pointer - Graduate Student, University of Maryland
Jan Snodgrass - Graduate Student, University of Maryland
Steven Spitzer - Graduate Student, University of Maryland
Ellis Grayson - Program Coordinator of the Crime Prevention
Association of Philadelphia, Pennsylvania

ATTENDEES AT THE NATIONAL INSTITUTE FOR ADMINISTRATORS

STATE ADMINISTRATORS

- Mr. Harry S. Avery, Commissioner of Corrections, Nashville, Tennessee.
- Mr. Andrew W. Basinas, Director, Bureau of Corrections, Augusta, Maine.
- Mr. Chauncey H. Browning, Jr., Commissioner, Public Institutions, Charleston, West Virginia.
- Mr. Louie E. Clapp, Chairman, Idaho State Board of Corrections, Boise, Idaho.
- Mr. Charles S. Dell, Assistant Director, Department of Institutions, Helena, Montana.
- Mr. John A. Gavin, Commissioner of Corrections, Boston, Massachusetts.
- Mr. Paul J. Gernert, Chairman, Pennsylvania Board of Parole, Harrisburg, Pennsylvania.
- Mr. Kenneth L. Hardy, Deputy Director, Department of Corrections, Washington, D. C.
- Mr. Maurice C. Koblentz, Commissioner, Division of Corrections, Columbus, Ohio.
- Mrs. Anna Kross, Department of Corrections, New York City, N. Y.
- Mr. Ray Lappegaard, Commissioner, Department of Corrections, St. Paul, Minnesota.
- Mr. Charles D. McAtee, Director of Penal Institutions, Topeka, Kansas.
- Mr. Norberto E. Garcia Morales, Assistant Director of Corrections, Department of Justice, San Juan, Puerto Rico.
- Dr. William Nardini, Commissioner of Corrections, Wilmington, Delaware.

ATTENDEES AT THE NATIONAL INSTITUTE FOR ADMINISTRATORS

STATE ADMINISTRATORS **

- Mr. Arthur T. Prasse, Commissioner of Corrections, Camp Hill, Pennsylvania.
- Mr. Ross V. Randolph, Director of Public Safety, Springfield, Illinois.
- Mr. Thomas R. Sard, Director of Corrections, Washington, D. C.
- Mr. Paul D. Sherman, Assistant Director, Department of Corrections, Providence, Rhode Island.
- Mr. Harry C. Tinsley, Chief of Corrections, Denver, Colorado.
- Mr. Albert C. Wagner, Director, Division of Corrections & Parole, Trenton, New Jersey.
- Mr. C. William White, Deputy Commissioner, Department of Corrections, Baltimore, Maryland.
- Mr. John V. Woodhull, Commissioner of Institutions, Montpelier, Vermont.
- Mr. Ernest D. Wright, Executive Director, Board of Corrections, Salt Lake City, Utah.

** State Administrators who participated on the program not included in this list.

ATTENDEES AT THE NATIONAL INSTITUTE FOR ADMINISTRATORS

OBSERVERS

- Mr. J. Wayne Allgood, Sociologist, Gulf South Research Institute, Baton Rouge, Louisiana.
- Mr. William E. Amos, Assistant Director, President's Commission, Washington, D. C.
- Mr. Hugh S. Bellamy, Research Analyst, Nashville, Tennessee.
- Mr. Robert J. Brady, Budget Analyst, Department of Finance and Administration, Nashville, Tennessee.
- Mrs. Mary F. Davies, Manpower Development Specialist, Department of Labor, Washington, D. C.
- Mr. C. A. Evans, Assistant Director, Law Enforcement Assistance, Department of Justice, Washington, D. C.
- Dr. Ben Frank, Washington, D. C.
- Mr. Loren Helkry, Research Analyst, Vocational Rehabilitation, Department of Health, Education and Welfare, Washington, D.C.
- Mr. Edward J. Hendrick, Superintendent, Philadelphia Prisons, Philadelphia, Pennsylvania.
- Mr. Allen Hoffard, Public Information Officer, Bureau of Prisons Washington, D. C.
- Miss Harriet Miller, Washington, D. C.
- Mr. Glenn C. Petty, Assistant Chief of Probation, Administrative Office, United States Courts, Washington, D. C.
- Dr. Charles S. Prigmore, Executive Director, Joint Commission on Correctional Manpower and Training, Washington, D. C.
- Mr. Daniel L. Skoler, Associate Director, Law Enforcement Assistance, Department of Justice, Washington, D. C.
- Mr. John M. Wilson, Assistant Professor, Sociology Department, University of Maryland, College Park, Maryland.

WESTERN REGIONAL INSTITUTE
for
Wardens and Superintendents of Correctional Institutions

May 4-7, 1966

Sponsored by the Research Council
of
American Correctional Association

in cooperation with

The Wardens' Association of America

Crystal Inn, Crystal Mountain, Enumclaw, Washington

"Even seeking the most imaginative reforms, however, underscores a fundamental truth: How well a job is done depends on the training and ability of the men who do it." Statement from President Lyndon B. Johnson's Special Message of March 9, 1966 on Crime and Law Enforcement in the United States.

This Institute was made possible by a grant from the Office of Law Enforcement Assistance, U. S. Department of Justice.

Final Program

Wednesday, May 4, 1966

11:00 a.m.- 12:00 noon	Registration
12:15- 1:15 p.m.	Lunch
1:30- 4:00 p.m.	<u>Opening Session</u>

Chairman: Dr. Garrett Heyns, Director, Washington Department of Institutions, Member of A.C.A.'s Research Council.

WESTERN REGIONAL

Details & Contents

Welcome: Mr. H. J. Rhay, Superintendent,
Washington State Penitentiary,
Walla Walla, Washington and Pres-
ident of the West Central Wardens
Association.

Keynote Address: Mr. Walter Dunbar, Director, Calif-
ornia Department of Corrections,
Sacramento, California.

4:00 - 5:30 p.m.

Institute Procedures

Instructions to Session Chairmen,
Discussion Leaders, Recorders,
Panel Members, and Institute Eval-
uators.

Dr. E. Preston Sharp, General Secre-
tary, American Correctional Asso-
ciation, Washington, D. C.

6:00 - 7:00 p.m.

Dinner

8:00 p.m.

General Session

Topic: Implications of Recent Judicial De-
isions Relative to Prisoners'
Rights Which Affect Policies and
Procedures Dealing with Religious
Services, Medical Treatment, and
Availability of Legal Counsel.

Chairman: Mr. Wayne K. Patterson, Warden,
Colorado State Penitentiary, Canon
City, Colorado.

Discussion Leader: Mr. Charles A. O'Brien, Chief Dep-
uty Attorney General of California,
San Francisco, California.

Thursday, May 5, 1966

8:30 a.m. - 12:00 noon

Workshop

Topic: Defining the Objectives of a Modern
Correctional Institution and the
Role of the Warden or Superintendent

WESTERN REGIONAL

Details & Contents

Chairman: Mr. George W. Randall, Administrator, Oregon State Board of Control, Corrections Division.

Discussion Leader: Dr. Malcolm Matheson, Ph.D., Assistant Professor, University of Southern California.

12:15 - 1:15 p.m. Lunch

1:30 - 4:00 p.m. Workshop

Topic: New Resources for Correctional Institutions

Chairman: Mr. Charles Dell, Assistant Director, Montana Department of Institutions.

Discussion Leader: Mr. Olin C. Minton, Warden, Federal Reformatory, Lompoc, California.

6:00 - 7:00 p.m. Dinner

8:00 p.m. General Session

Topic: Law Enforcement Assistance Act

Chairman: Mr. Don R. Erickson, Warden, South Dakota Penitentiary, Sioux Falls, South Dakota.

Discussion Leader: Mr. James Murphy, Program Manager of Corrections, Office of Law Enforcement Assistance.
Discussion of Resources That can be Utilized in Program Innovations.

Friday, May 6, 1966

8:30 a.m. - 12:00 noon Workshop

Topic: New Concepts of Treatment in Correctional Institutions.

WESTERN REGIONAL

Details & Contents

Chairman: Mr. Ernest C. Timpani, Superintendent, Washington Corrections Center, Shelton, Washington.

Discussion Leader: Mr. William A. Childers, Warden, Federal Correctional Institution, Englewood, Colorado.

12:15 - 1:15 p.m. Lunch

1:30 - 4:00 p.m. Workshop

Topic: Role and Contribution of Research for Correctional Institutions.

Chairman: Mr. C. Winston Tanksley, Warden, Colorado State Reformatory, Buena Vista, Colorado.

Discussion Leader: Dr. Robert Fosen, Ph.D., Research Division, California Department of Corrections, Sacramento, California.

6:00 - 7:00 p.m. Dinner

8:00 p.m. General Session

Topic: President's Commission on Law Enforcement and the Administration of Justice.

Chairman: Mr. B. J. Rhay, Superintendent, Washington State Penitentiary, Walla Walla, Washington, and President of the West Central Wardens' Association.

Discussion Leader: Dr. E. K. Nelson, Director, Corrections Task Force, President's Commission on Law Enforcement and the Administration of Justice, Washington, D. C.

Saturday, May 7, 1966

8:30 a.m. - 12:00 noon

Workshop

WESTERN REGIONAL

Details & Contents

Topic: The Role of the Warden or Superintendent in Instituting Change.

Chairman: Mr. Maurice H. Sigler, Warden,
Nebraska Penal and Correctional
Complex, Lincoln, Nebraska.

Discussion Leader: Mr. Melville Monheimer, Corporation
Lawyer, Washington Citizens' Council.

12:15 - 1:15 p.m. Lunch

1:30 - 4:00 p.m. General Session

Topic: I. Evaluation of the Institute

Session Chairman: Dr. Garrett Heyns

- Evaluators:
1. Mr. Lawrence E. Wilson, Warden, California State Prison at San Quentin.
 2. Mr. John W. Turner, Warden, Utah State Prison, Draper, Utah.
 3. Mr. Raymond W. May, Warden, U. S. Penitentiary, McNeil Island, Washington.

II. Future Plans for Training Institutes

Discussion Leaders: Dr. E. Preston Sharp and Mr. B. J. Rhay.

Sunday, May 8, 1966

7:00 - 9:00 a.m.

Breakfast

End of Institute

WESTERN REGIONAL INSTITUTE
FOR
WARDENS AND SUPERINTENDENTS OF CORRECTIONAL INSTITUTIONS

PROGRAM PARTICIPANTS

- Dr. Garrett Heyns, Director, Washington Department of Institutions, Member of American Correctional Association's Research Council.
- Mr. B. J. Rhay, Superintendent, Washington State Penitentiary, Walla Walla, Washington and President of the West Central Wardens Association.
- Mr. Walter Dunbar, Director, California Department of Corrections, Sacramento, California.
- Mr. Wayne K. Patterson, Warden, Colorado State Penitentiary, Canon City, Colorado.
- Mr. Charles A. D'Brien, Chief Deputy Attorney General of California, San Francisco, California.
- Mr. George W. Randall, Administrator, Oregon State Board of Control, Corrections Division.
- Dr. Malcolm Matheson, Ph.D., Assistant Professor, University of Southern California.
- Mr. Charles Dell, Assistant Director, Montana Department of Institutions.
- Mr. Olin C. Minton, Warden, Federal Reformatory, Lompoc, California.
- Mr. Don R. Erickson, Warden, South Dakota Penitentiary, Sioux Falls, South Dakota.
- Mr. James Murphy, Program Manager of Corrections, Office of Law Enforcement Assistance.
- Mr. Ernest C. Timpani, Superintendent, Washington Corrections Center, Shelton, Washington.
- Mr. William A. Childers, Warden, Federal Correctional Institution, Englewood, Colorado.

WESTERN REGIONAL INSTITUTE

Program Participants

- Mr. C. Winston Tanksley, Warden, Colorado State Reformatory, Buena Vista, Colorado.
- Dr. Robert Fosen, Ph.D., Research Division, California Department of Corrections.
- Dr. E. K. Nelson, Director, Corrections Task Force, President's Commission on Law Enforcement and the Administration of Justice, Washington, D. C.
- Mr. Maurice H. Sigler, Warden, Nebraska Penal and Correctional Complex, Lincoln, Nebraska.
- Mr. Melville Monheimer, Corporation Lawyer, Washington Citizens' Council.
- Mr. Lawrence E. Wilson, Warden, California State Prison at San Quentin.
- Mr. John W. Turner, Warden, Utah State Prison, Draper, Utah.
- Mr. Raymond W. May, Warden, U. S. Penitentiary, McNeil Island, Washington.
- Dr. E. Preston Sharp, General Secretary, American Correctional Association.

ATTENDEES AT THE WESTERN REGIONAL TRAINING INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

WARDENS AND SUPERINTENDENTS

- Mr. Howard M. Comstock, Superintendent, Sierra Conservation Center, Jamestown, California.
- Mr. James Coughlin, Director, King County Work Release Program, Seattle, Washington.
- Mr. Donald Davis, Correctional Superintendent, Palmer, Alaska.
- Mr. Robert Eklund, Superintendent, Southern Conservation Center, Chino, California.
- Mr. Ed Ellsworth, Jr., Montana State Prison, Deer Lodge, Montana.
- Mr. Harold V. Field, Deputy Superintendent, California Men's Colony, San Luis Obispo, California.
- Mr. C. J. Fitzharris, Superintendent, Correctional Training Facility, Soledad, California.
- Mr. Delbert E. Frost, Associate Warden.
- Mr. C. T. Gladden, Oregon State Penitentiary, Salem, Oregon.
- Mr. William H. Huston, Correctional Superintendent, Anchorage, Alaska.
- Mr. W. C. Keating, Jr., Superintendent, California Medical Facility, Vacaville, California.
- Mr. Ward Lane, Warden, Indiana State Prison, Michigan City, Ind.
- Mr. G. P. Lloyd, Superintendent, California Correctional Institutions, Tehachapi, California.
- Mr. Ishmael C. Manus, Superintendent, Hawaii State Prison, Honolulu, Hawaii.
- Mr. Mark M. Maxwell, Warden, Idaho State Penitentiary, Boise, Idaho.

WESTERN REGIONAL

Wardens & Superintendents

- Mrs. Iverne R. Carter, Superintendent, California Institute for Women, Frontera, California.
- Mr. Roger F. Maxwell, Superintendent, Washington State Reformatory, Monroe, Washington.
- Mr. Joseph B. Noble, Superintendent, Kansas State Reception and Diagnostic Center, Topeka, Kansas.
- Mr. E. J. Oberhauser, Superintendent, California Institution for Men, Chino, California.
- Mr. A. L. Uliver, Warden, Folsom State Prison, Represa, California.
- Mr. R. K. Procunier, Superintendent, Deuel Vocational Institution, Tracy, California.
- Mr. Irvin Riedman, Warden, North Dakota Penitentiary, Bismarck, North Dakota.
- Mr. Merle Schneckloth, Superintendent, California Conservation Center, Susanville, California.
- Mr. Richard J. Williard, Superintendent, Oregon State Correctional Institution, Salem, Oregon.
- Mr. Roland W. Wood, Superintendent, California Rehabilitation Center, Corona, California.

(Wardens who participated on the program not included in this list)

ATTENDEES AT THE WESTERN REGIONAL TRAINING INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

OBSERVERS

and

RECORDERS

OBSERVERS

Mr. A. E. Jones, Superintendent, Agassiz Correctional Camp,
British Columbia, Canada.

Mr. R. A. Wilson, Superintendent, Mountain Prison, British
Columbia, Canada.

RECORDERS

Mr. Kenneth Black - Graduate Student, University of Wash-
ington.

Mr. James Coughlin - Graduate Student, University of Wash-
ington.

Mr. Kenneth R. Perry - Graduate Student, University of Wash-
ington.

Mr. L. James Martin - Graduate Student, University of Wash-
ington.

NORTHEASTERN REGIONAL INSTITUTE
for
Wardens and Superintendents of Correctional Institutions

May 31 - June 4, 1966

Sponsored by the Research Council
of
American Correctional Association
in cooperation with
The Wardens' Association of America

The Nittany Lion Inn, Pennsylvania State University
University Park, Pennsylvania

"Even seeking the most imaginative reforms, however, underscores a fundamental truth: How well a job is done depends on the training and ability of the men who do it." Statement from President Lyndon B. Johnson's Special Message of March 9, 1966 on Crime and Law Enforcement in the United States.

This institute was made possible by a grant from the Office of Law Enforcement Assistance, U. S. Department of Justice.

Final Program

Tuesday, May 31, 1966

12:00 - 1:00 p.m.

Lunch

1:30 - 4:00 p.m.

Opening Session

General Chairman:

Mr. Harold V. Langlois, President,
American Correctional Association.

NORTHEASTERN REGIONAL

Details & Contents

- Welcome:
1. Dr. Robert Bernreuter, Assistant to the President of Pennsylvania State University.
 2. Mr. Arthur Prasse, Commissioner of Corrections of Pennsylvania and President of the Northeastern Wardens' Association.
- Keynote Address: Mr. Myrl Alexander, Director of the Federal Bureau of Prisons - "The Current Upsurge of Interest and New Developments in Corrections."
- Address: Dr. Peter Lejins, Professor of Sociology, University of Maryland and Chairman of A.C.A. Research Council - "Rationale of the Regional Institutes as Seen by the Research Council."
- 4:00 - 5:30 p.m. Institute Procedures
- Instructions to Session Chairmen, Discussion Leaders, Panel Members, Reporters, and Institute Evaluators.
- Dr. E. Preston Sharp, General Secretary of American Correctional Association.
- 6:00 - 7:00 p.m. Dinner
- 8:00 p.m. Social
- Wednesday, June 1, 1966
- 8:30 a.m. - 12:00 noon Workshop
- Topic: Defining the Objectives of a Modern Correctional Institution and the Role of the Warden or Superintendent.
- Chairman: Mr. Allan L. Robbins, Warden, Maine State Prison, Thomaston, Maine.
- Discussion Leader: Dr. William Amos, Assistant Director, President's Commission on Crime in the District of Columbia.

NORTHEASTERN REGIONAL

Details & Contents

12:15 - 1:15 p.m.

Lunch

1:30 - 4:00 p.m.

Workshop

Topic:

New Resources for Correctional Institutions.

Chairman:

Mr. Vincent R. Mancusi, Warden, Attica Prison, Attica, New York.

Discussion Leader:

Dr. William Nardini, Commissioner, Delaware Department of Corrections.

6:00 - 7:00 p.m.

Dinner

8:00 p.m.

General Session

Topic:

The President's Commission on Law Enforcement and the Administration of Justice.

Chairman:

Mr. Roy Wilkinson, Jr., Partner in the law firm of Love and Wilkinson, Bellefonte, Pennsylvania, Member of the Executive Committee of Pennsylvania Council on Crime and Delinquency.

Discussion Leader:

Mr. Howard Ohmart, Staff Member of President's Commission on Law Enforcement and the Administration of Justice.

Thursday, June 2, 1966

8:30 a.m. - 12:00 noon

Workshop

Topic:

New Concepts of Treatment in Correctional Institutions.

Chairman:

Dr. Reuben S. Horlick, Superintendent, District of Columbia Youth Center, Lorton, Virginia.

Discussion Leader:

Mr. Albert Elias, Acting Superintendent, New Jersey Reformatory, Bordentown, New Jersey.

NORTHEASTERN REGIONAL

Details & Contents

12:15 - 1:15 p.m.

Lunch

1:30 - 4:00 p.m.

Workshop

Topic:

Role and Contribution of Research
for Correctional Institutions.

Chairman:

Mr. William R. Nelson, Assistant
Director, District of Columbia
Department of Corrections.

Discussion Leader:

Mr. Frank Loveland, Director, Insti-
tute of Corrections of the American
Foundation, Philadelphia, Pennsyl-
vania.

6:00 - 7:00 p.m.

Dinner

8:00 p.m.

General Session

Topic:

Law Enforcement Assistance Act.

Chairman:

Mr. James L. O'Shea, Deputy Commis-
sioner, Massachusetts Department of
Corrections.

Discussion Leader:

Mr. James Murphy, Program Manager of
Corrections, Office of Law Enforce-
ment Assistance, Washington, D. C.

Friday, June 3, 1966

8:30 a.m. - 12:00 noon

Workshop

Topic:

The Role of the Warden or Superin-
tendent in Instituting Change.

Chairman:

Mr. Robert G. Smith, Warden, Vermont
State Prison, Windsor, Vermont.

Discussion Leader:

Dr. William Monat, Department of
Political Science, Pennsylvania
State University.

12:15 - 1:15 p.m.

Lunch

NORTHEASTERN REGIONAL

Details & Contents

Friday, June 3, 1966

1:30 - 4:00 p.m.

Workshop

Site: State Correctional Institution at
Rockview, Bellefonte, Pennsylvania.

Topic: Advantages of a Progressive Classi-
fication Program.

Chairman: Mr. Angelo Cavall, Superintendent,
State Corrections Institution at
Rockview, Bellefonte, Pennsylvania.

Discussion Leader: Dr. Kenneth Taylor, Deputy Commis-
sioner of Corrections, Commonwealth
of Pennsylvania.

6:00 - 7:00 p.m.

Dinner

8:00 p.m.

General Session

Topic: Implications of Recent Judicial De-
cisions Relative to Prisoners'
Rights Which Affect Policies and
Procedures Dealing with Religious
Services, Medical Treatment, and
availability of Legal Counsel.

Chairman: Mr. Frank P. Lawley, Jr., Deputy
Attorney General, Commonwealth of
Pennsylvania.

Discussion Leader: Mr. Eugene Barkin, Legal Counsel,
Federal Bureau of Prisons, Washing-
ton, D. C.

Saturday, June 4, 1966

8:30 a.m. - 12:00 noon

General Session

Topics: I. Evaluation of the Institute

Chairman: Mr. Arthur Prasse

Evaluators: 1. Mr. Howard Yeager, Principal
Keeper, New Jersey State Prison,

Trenton, New Jersey.

2. Mrs. Janet S. York, Superintendent and Warden, Connecticut State Farm and Prison for Women, Niantic, Connecticut.
3. Mr. Edmund H. Lyons, Warden, Philadelphia House of Correction, Philadelphia, Pennsylvania.

II. Future Plans for Training Institutes.

Discussion Leader:

Dr. E. Preston Sharp

12:00 noon:

Lunch

End of Institute

NORTHEASTERN REGIONAL INSTITUTE
FOR
WARDENS AND SUPERINTENDENTS OF CORRECTIONAL INSTITUTIONS

PROGRAM PARTICIPANTS

- Mr. Harold V. Langlois, President of the American Correctional Association.
- Dr. Robert Bernreuter, Assistant to the President of Pennsylvania State University, University Park, Pennsylvania.
- Mr. Arthur Prasse, Commissioner of Corrections of Pennsylvania and President of the Northeast Wardens' Association.
- Mr. Myrl Alexander, Director of the Federal Bureau of Prisons, Washington, D. C.
- Dr. Peter Lejins, Professor of Sociology, University of Maryland and Chairman of the American Correctional Association's Research Council.
- Mr. Allan L. Robbins, Warden, Maine State Prison, Thomaston, Maine.
- Dr. William Amos, Assistant Director, President's Commission on Crime in the District of Columbia.
- Mr. Vincent R. Mancusi, Warden, Attica Prison, Attica, New York.
- Dr. William Nardini, Commissioner, Delaware Department of Corrections.
- Mr. Roy Wilkinson, Jr., Partner in the law firm of Love and Wilkinson, Bellefonte, Pennsylvania. Member of the Executive Committee of Pennsylvania's Council on Crime and Delinquency.
- Mr. Howard Ohmart, Staff Member of President's Commission on Law Enforcement and the Administration of Justice.
- Dr. Reuben S. Horlick, Superintendent, District of Columbia Youth Center, Lorton, Virginia.
- Mr. Albert Elias, Acting Superintendent, New Jersey Reformatory, Bordentown, New Jersey.

NORTHEASTERN REGIONAL INSTITUTE

Program Participants

- Mr. William R. Nelson, Assistant Director, District of Columbia Department of Corrections.
- Mr. Frank Loveland, Director, Institute of Corrections of the American Foundation, Philadelphia, Pennsylvania.
- Mr. James L. O'Shea, Deputy Commissioner, Massachusetts Department of Correction.
- Mr. James Murphy, Program Manager of Corrections, Office of Law Enforcement Assistance, Washington, D. C.
- Mr. Robert G. Smith, Warden, Vermont State Prison, Windsor, Vermont.
- Dr. William Monat, Department of Political Science, Pennsylvania State University.
- Mr. Angelo Cavall, Superintendent, State Correction Institution at Rockview, Bellefonte, Pennsylvania.
- Dr. Kenneth Taylor, Deputy Commissioner of Corrections, Pennsylvania.
- Mr. Frank P. Lawley, Jr., Deputy Attorney General, Commonwealth of Pennsylvania.
- Mr. Eugene Barkin, Legal Counsel, Federal Bureau of Prisons, Washington, D. C.
- Mr. Howard Yeager, Principal Keeper, New Jersey State Prison, Trenton, New Jersey.
- Mrs. Janet S. York, Superintendent and Warden, Connecticut State Farm and Prison for Women, Niantic, Connecticut.
- Mr. Edmund H. Lyons, Warden, Philadelphia House of Corrections, Philadelphia, Pennsylvania.
- Dr. E. Preston Sharp, American Correctional Association.

ATTENDEES AT THE NORTHEASTERN REGIONAL TRAINING INSTITUTE
FOR WARDENS AND SUPERINTENDENTS

WARDENS AND SUPERINTENDENTS

- Mr. Frank B. Baer, Superintendent, Leesburg Prison Farm, Leesburg, New Jersey.
- Mr. Saul Bookbinder, Warden, Holmesburg Prison, Philadelphia, Pennsylvania.
- Miss Charlotte C. Cummings, Superintendent, State Correctional Institution, Muncy, Pennsylvania.
- Mr. Jeremiah J. Dacey, Superintendent, Massachusetts Correctional Institution, Norfolk, Massachusetts.
- Mr. John C. Ellingsworth, Warden, Sussex Correctional Institution, Georgetown, Delaware.
- Mrs. Lillian V. Fish, Superintendent, Westfield State Farm, Bedford Hills, New Jersey.
- Mr. Charles W. Gaughan, Superintendent, Massachusetts Correctional Institution, Bridgewater, Massachusetts.
- Mr. Roy E. Gerard, Superintendent, National Training School, Washington, D. C.
- Mr. Robert E. Houle, Deputy Warden, Rhode Island Maximum Custody Facility, Howard, Rhode Island.
- Mr. Merton R. Johnson, Superintendent, Reformatory for Men, South Windham, Maine.
- Mr. F. C. Johnston, Superintendent, State Correctional Institution, Dallas, Pennsylvania.
- Mr. Henry T. Murphy, Superintendent, Woodbourne Correctional Institution, Woodbourne, New York.
- Mr. Henry J. Noble, Warden, Director, Center for Correctional Training, Bronx, New York.

ATTENDEES AT THE NORTHEASTERN REGIONAL TRAINING INSTITUTE

FOR WARDENS AND SUPERINTENDENTS

WARDENS AND SUPERINTENDENTS

- Mr. Jacob J. Parker, Warden, U. S. Penitentiary, Lewisburg,
Pennsylvania.
- Mr. Marcel C. Pfalzgraf, Superintendent, D. C. Workhouse,
Occoquan, Virginia.
- Mr. Warren Pinto, Superintendent, Rahway State Prison, Rahway,
New Jersey.
- Mr. Alfred T. Rundle, Superintendent, State Correctional Insti-
tution, Graterford, Pennsylvania.
- Mr. Harry E. Russell, Superintendent, State Correctional Insti-
tution, Huntingdon, Pennsylvania.
- Mr. Palmer C. Scafati, Superintendent, Massachusetts Correctional
Institution, South Walpole, Massachusetts.
- Mrs. Betty Cole Smith, Superintendent, Massachusetts Correctional
Institution, Farmingham, Massachusetts.
- Mr. J. E. Vallee, Warden, Auburn Prison, Auburn, New York.
- Mr. U. Samuel Vukovich, Superintendent, New Jersey Reformatory,
Annandale, New Jersey.
- Mr. Kermit A. Weakley, Superintendent, Reformatory for Men,
Lorton, Virginia.

(Wardens who participated on the program not included in this list)

ATTENDEES AT THE NORTHEASTERN REGIONAL TRAINING INSTITUTE
FOR WARDENS AND SUPERINTENDENTS

OBSERVERS
and
RECORDERS

OBSERVERS

- Mr. Robert E. Kennedy, Commanding Officer, Naval Base,
Portsmouth, New Hampshire.
- Mr. E. Eugene Miller, Program Research Specialist, Director's
Office, D. C. Department of Corrections, Washington, D. C.

RECORDERS

- Mr. James B. Kashner - Graduate Student, Pennsylvania State
University.
- Miss Ruth Gavalak - Graduate Student, Pennsylvania State
University.
- Miss Phyllis Raabe - Graduate Student, Pennsylvania State
University.
- Mr. F. Conrad Raabe - Graduate Student, Pennsylvania State
University.

SOUTHERN REGIONAL INSTITUTE
for
Wardens and Superintendents of Correctional Institutions

July 17-21, 1966

Sponsored by the Research Council
of
American Correctional Association

in cooperation with

The Wardens' Association of America

University Center for Continuing Education
University of Georgia
Athens, Georgia

This Institute was made possible by a grant from the
Office of Law Enforcement Assistance, U. S. Department of Justice.

Final Program

Sunday, July 17, 1966

12:00 - 1:00 p.m.

Lunch

1:30 - 4:00 p.m.

Opening Session

General Chairman:

Mr. V. Lee Bounds, Director of
Prisons, North Carolina.

Welcome:

1. Col. R. H. Burson, Director,
Georgia State Board of Cor-
rections.
2. Dr. George S. Parthemos,
Vice-President of the Uni-
versity of Georgia.

SOUTHERN REGIONAL

Details & Contents

Address: Mr. Ellis MacDougall, Director,
South Carolina Department of
Corrections - "The Current Up-
surge of Interest and New Devel-
opments in Corrections."

Address: Mr. H. G. Moeller, Assistant
Director of the Federal Bureau
of Prisons - "Rationale of the
Regional Institutes as seen by
the Research Council."

4:00 - 5:30 p.m.

Institute Procedures

Instructions to Session Chairmen,
Discussion Leaders, Panel Mem-
bers, Institute Evaluators, and
Reporters.

Dr. E. Preston Sharp, General
Secretary of American Correctional
Association.

6:00 - 7:00 p.m.

Dinner

8:00 p.m.

Social

Monday, July 18, 1966

8:30 a.m. - 12:00 noon

Workshop

Topic: Defining the Objectives of a
Modern Correctional Institution
and the Role of the Warden or
Superintendent.

Chairman: Mr. Paul J. Eubanks, Superinten-
dent, Apalachee Correctional
Institution, Chattahoochee, Flo-
rida.

Discussion Leader: Mr. William Amos, Assistant Di-
rector, President's Commission on
Crime in the District of Columbia.

12:15 - 1:15 p.m.

Lunch

SOUTHERN REGIONAL

Details & Contents

1:30 - 4:00 p.m.

Workshop

Topic: New Resources for Correctional Institutions.

Chairman: Louie Wainright, Director, Florida Division of Corrections, Tallahassee, Florida.

Discussion Leader: Mr. Lawrence A. Carpenter, Warden, Federal Correctional Institution, Texarkana, Texas.

6:00 - 7:00 p.m.

Dinner

8:00 p.m.

General Session

Topic: President's Commission on Law Enforcement and the Administration of Justice.

Chairman: Mr. A. Frank Lee, Commissioner, Alabama State Board of Corrections.

Discussion Leader: Mr. Howard Ohmart, Staff Member of President's Commission on Law Enforcement and the Administration of Justice.

Tuesday, July 19, 1966

8:30 a.m. - 12:00 noon

Workshop

Topic: New Concepts of Treatment in Correctional Institutions.

Chairman: Mr. John C. Watkins, Warden, Draper Correctional Center, Elmore, Alabama.

Discussion Leader: Dr. Vernon Fox, Chairman, Department of Criminology and Corrections, Florida State University, Tallahassee, Florida.

SOUTHERN REGIONAL

Details & Contents

12:15 - 1:15 p.m. Lunch

1:30 - 4:00 p.m. Workshop

Topic: Role and Contribution of Research
for Correctional Institutions.

Chairman: Mr. David I. Morgan, Chief Psychologist, South Carolina Department of Corrections.

Discussion Leader: Dr. James A. Turman, Executive Director, Texas Youth Council, Austin, Texas.

6:00 - 7:00 p.m. Dinner

8:00 p.m. General Session

Topic: Law Enforcement Assistance Act.

Chairman: Mr. A. L. Dutton, Warden, Georgia State Prison, Reidsville, Georgia.

Discussion Leader: Mr. James Murphy, Program Manager of Corrections, Office of Law Enforcement Assistance, Washington, D. C.

Wednesday, July 20, 1966

8:30 a.m. - 12:00 noon Workshop

Topic: The Role of the Warden or Superintendent in Instituting Change.

Chairman: Mr. Parker Hancock, Warden, New Hampshire State Prison, Concord, New Hampshire.

Discussion Leader: Dr. Frank K. Gibson, Department of Political Science, University of Georgia.

12:15 - 1:15 p.m. Lunch

SOUTHERN REGIONAL

Details & Contents

1:30 - 4:00 p.m.

Workshop

Topic:

Implications of Recent Judicial Decisions Relative to Prisoners' Rights Which Effect Policies Dealing with Religious Services, Medical Treatment, and Availability of Legal Counsel.

Chairman:

Mr. C. Murray Henderson, Warden, Tennessee State Penitentiary, Nashville, Tennessee.

Discussion Leader:

Mr. Eugene Barkin, Legal Counsel, Federal Bureau of Prisons, Washington, D. C.

6:00 - 7:00 p.m.

Dinner

Thursday, July 21, 1966

8:30 a.m. - 11:00 a.m.

General Session

Topics:

I. Evaluation of the Institute

Chairman:

Louis Wainright, Director, Division of Corrections, Florida.

Evaluators:

1. Mrs. Elizabeth B. McCubbin, Superintendent, North Carolina Correctional Center for Women, Raleigh, North Carolina.
2. Mr. J. D. Cox, Superintendent, Southampton Farm, Capron, Virginia.
3. Mr. C. E. Breazeale, Superintendent, Mississippi State Penitentiary, Parchman, Mississippi.

II. Future Plans for Training Institutions.

Discussion Leader:

Dr. E. Preston Sharp

End of Institute

SOUTHERN REGIONAL INSTITUTE
FOR
WARDENS AND SUPERINTENDENTS OF CORRECTIONAL INSTITUTIONS

PROGRAM PARTICIPANTS

- Mr. V. Lee Bounds, Director of Prisons, North Carolina.
- Colonel R. H. Burson, Director, Georgia State Board of Corrections.
- Dr. George S. Parthemos, Vice President of the University of Georgia.
- Mr. Ellis MacDougall, Director, South Carolina Department of Corrections.
- Mr. H. G. Moeller, Assistant Director, Federal Bureau of Prisons.
- Mr. Paul J. Eubanks, Superintendent, Apalachee Correctional Institution, Chattahoochee, Florida.
- Dr. William Amos, Assistant Director, President's Commission on Crime in the District of Columbia.
- Mr. Louie Wainright, Director, Florida Division of Corrections, Tallahassee, Florida.
- Mr. Lawrence A. Carpenter, Warden, Federal Correctional Institution, Texarkana, Texas.
- Mr. A. Frank Lee, Commissioner, Alabama State Board of Corrections.
- Mr. Howard Ohmart, Staff Member of President's Commission on Law Enforcement and the Administration of Justice.
- Mr. John C. Watkins, Warden, Draper Correctional Center, Elmore, Alabama.
- Dr. Vernon Fox, Chairman, Department of Criminology and Corrections, Florida State University, Tallahassee, Florida.
- Mr. David I. Morgan, Chief Psychologist, South Carolina Department of Corrections.

SOUTHERN REGIONAL INSTITUTE

Program Participants

- Dr. James A. Turman, Executive Director, Texas Youth Council,
Austin, Texas.
- Mr. A. L. Dutton, Warden, Georgia State Prison, Reidsville,
Georgia.
- Mr. James Murphy, Program Manager of Corrections, Office of Law
Enforcement Assistance, Washington, D. C.
- Mr. Parker Hancock, Warden, New Hampshire State Prison, Concord,
New Hampshire.
- Dr. Frank K. Gibson, Department of Political Science, University
of Georgia.
- Mr. C. Murray Henderson, Warden, Tennessee State Penitentiary,
Nashville, Tennessee.
- Mr. Eugene Barkin, Legal Counsel, Federal Bureau of Prisons,
Washington, D. C.
- Mrs. Elizabeth B. McCubbin, Superintendent, North Carolina Cor-
rectional Center for Women, Raleigh, North Carolina.
- Mr. J. D. Cox, Superintendent, Southampton Farm, Capron, Virginia.
- Mr. C. E. Breaseale, Superintendent, Mississippi State Peniten-
tiary, Parchman, Mississippi.
- Dr. E. Preston Sharp, General Secretary, American Correctional
Association.

ATTENDEES AT THE SOUTHERN REGIONAL INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

WARDENS AND SUPERINTENDENTS

- Mr. Olin G. Blackwell, Warden, U. S. Penitentiary, Atlanta, Georgia.
- Mrs. Alice M. Blum, Superintendent, Maryland Correctional Institution for Women, Jessup, Maryland.
- Mr. William M. Campbell, Superintendent, Pre-Release Center, Columbia, South Carolina.
- Mr. Warren Cormier, Superintendent, Louisiana Correctional School, DeQuincy, Louisiana.
- Mr. Garrie Curlee, Superintendent, Reception and Medical Center, Lake Butler, Florida.
- Mr. L. E. Dugger, Superintendent, Sumter Correctional Institute, Bushnell, Florida.
- Mr. G. S. Friday, Warden, Manning Correctional Institute, Columbia, South Carolina.
- Mr. L. W. Griffith, Superintendent, Road Prisons, Tallahassee, Florida.
- Mr. N. L. Hale, Correctional Warden, Atmore Prison, Atmore, Alabama.
- Mr. D. R. Hassfurther, Superintendent, Avon Park Correctional Institution, Avon Park, Florida.
- Mr. William C. Holman, Warden, Kilby Reservation, Montgomery, Alabama.
- Mr. Herbert C. Kelley, Superintendent, Florida Correctional Institution, Lowell, Florida.
- Mr. Sidney A. Lanier, Warden, Ramsey Prison, Otey, Texas.
- Mr. William D. Leeke, Warden, Central Correctional Institution, Columbia, South Carolina.

ATTENDEES AT THE SOUTHERN REGIONAL INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

WARDENS AND SUPERINTENDENTS

- Mr. Bobby J. Leverette, Warden, Youth Correctional Center,
Holly Hill, South Carolina.
- Mr. Harold M. Lilly, Commander, Youth Complex, Garner, North
Carolina.
- Mr. C. L. McAdams, Warden, Ellis Unit, Huntsville, Texas.
- Mr. Robert W. McColley, Assistant Superintendent, Maryland
Correctional Institution, Hagerstown, Maryland.
- Miss Janice McDonald, Warden, Harbison Correctional Institution
for Women, Irmo, South Carolina.
- Mr. J. D. Middlebrooks, Warden, Louisiana State Prison, Angola,
Louisiana.
- Miss Leake W. Parrish, Superintendent, State Industrial Farm for
Women, Goochland, Virginia.
- Mr. L. P. Parson, Superintendent, Glades Correctional Institution,
Belle Glade, Florida.
- Mr. C. C. Peyton, Superintendent, Virginia State Penitentiary,
Richmond, Virginia.
- Mr. Eli F. Rushing, Warden, Eastham Unit, Weldon, Texas.
- Mr. Doyal Smith, Warden, Putnam Prison Branch, Eatonton, Georgia.
- Mr. William H. Swart, Superintendent, Caledonia Prison, Tillery,
North Carolina.
- Mr. J. J. Thames, Warden, Wateree River Correctional Institution,
Camden, South Carolina.
- Mr. Robert L. Turner, Warden, Central Prison, Raleigh, North
Carolina.
- Mr. Scott W. Valentine, Warden, Clemens Unit, Brazoria, Texas.

ATTENDEES AT THE SOUTHERN REGIONAL INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

OBSERVERS
and
RECORDERS

OBSERVERS

- Miss Jane Handler, Office of Law Enforcement Assistance,
Washington, D. C.
- Mr. Henry S. Saylor, Commanding Officer, 3320th Retraining Group,
Amarillo Air Force Base, Texas.
- Mr. Ray Stewart, Fiscal Officer, Texas Department of Corrections,
Austin, Texas.
- Mr. Richard Chappell, Institute of Government, University of
Georgia, Athens, Georgia.

RECORDERS

- | | |
|----------------------|---|
| Wayne C. Smith | - Graduate Student, University of Georgia |
| John T. Strause | - Graduate Student, University of Georgia |
| Donald R. Harkleroad | - Graduate Student, University of Georgia |
| H. L. Cole | - Graduate Student, University of Georgia |

CENTRAL REGIONAL INSTITUTE
for
Wardens and Superintendents of Correctional Institutions

October 3-7, 1966

Sponsored by the Research Council
of
American Correctional Association

in cooperation with

The Wardens' Association of America

The Holiday Inn of Carbondale, Illinois
(University of Southern Illinois)

"Even seeking the most imaginative reforms, however, underscores a fundamental truth: How well a job is done depends on the training and ability of the men who do it." Statement from President Lyndon B. Johnson's Special Message of March 9, 1966 on Crime and Law Enforcement in the United States.

This Institute was made possible by a grant from the Office of Law Enforcement Assistance, U. S. Department of Justice.

Final Program

Monday, October 3, 1966

12:00 - 1:00 p.m.

Lunch

1:30 - 4:00 p.m.

Opening Session

General Chairman:

Ross V. Randolph, Director, Illinois Department of Public Safety; Vice President of American Correctional Association.

CENTRAL REGIONAL

Details & Contents

Welcome: Dr. Delyte W. Morris, President,
Southern Illinois University,
Carbondale, Illinois.

Keynote Address: Mr. Myrl Alexander, Director of the
Federal Bureau of Prisons - "The
Current Upsurge of Interest and New
Developments in Corrections."

4:00 - 5:30 p.m. Institute Procedures
Instructions to Session Chairmen,
Discussion Leaders, Reporters, Panel
Members, and Institute Evaluators.

6:00 - 7:00 p.m. Dinner

8:00 p.m. Social

Tuesday, October 4, 1966

8:30 a.m. - 12:00 noon Workshop

Topic: Defining the Objectives of a Modern
Correctional Institution and the
Role of the Warden or Superintendent.

Chairman: Greig Richardson, Warden, United
States Penitentiary, Marion, Illinois.

Discussion Leader: Dr. William Amos, Assistant Director,
President's Commission on Crime in
the District of Columbia.

12:15 - 1:15 p.m. Lunch

1:30 - 4:00 p.m. Workshop

Topic: New Resources for Correctional
Institutions.

Chairman: John R. Gagnon, Warden, Wisconsin
Correctional Institution, Fox Lake,
Wisconsin.

Discussion Leader: Henry Burns, Jr., Deputy Commis-
sioner, Department of Corrections,

CENTRAL REGIONAL

Details & Contents

Frankfort, Kentucky.

6:00 - 7:00 p.m.

Dinner

8:00 p.m.

General Session

Topic:

President's Commission on Law Enforcement and the Administration of Justice.

Chairman:

Ralph H. Tahash, Warden, Minnesota State Prison, Stillwater, Minnesota.

Discussion Leader:

Howard Ohmart, The President's Commission on Law Enforcement and the Administration of Justice, Washington, D. C.

Wednesday, October 5, 1966

8:30 a.m. - 12:00 noon

Workshop

Topic:

New Concepts of Treatment in Correctional Institutions.

Chairman:

Mr. Arthur V. Huffman, State Criminologist, Joliet, Illinois.

Discussion Leader:

Mr. Sanger B. Powers, Director, Division of Corrections, Madison, Wisconsin.

12:15 - 1:15 p.m.

Lunch

1:30 - 4:00 p.m.

Workshop

Topic:

Role and Contribution of Research For Correctional Institutions.

Chairman:

James E. McCart, Deputy Commissioner, Department of Corrections, Indianapolis, Indiana.

Discussion Leader:

Dr. Robert H. Fosen, Research Director, Joint Commission on Manpower and Training, Washington, D.C.

CENTRAL REGIONAL

Details & Contents

6:00 - 7:00 p.m.

Dinner

7:00 p.m.

Slides -- 30 minutes. A tour describing facilities and program at the United States Penitentiary at Marion.

Thursday, October 6, 1966

8:30 a.m. - 11:30 a.m.

Workshop

Topic:

The Role of the Warden or Superintendent in Instituting Change.

Chairman:

Mr. Gus Harrison, Director, Department of Corrections, Lansing, Michigan.

Discussion Leader:

Dr. Arthur E. Prell, Director, Business Research Bureau, University of Southern Illinois.

12:15 - 1:15 p.m.

Lunch

1:30 - 4:00 p.m.

Workshop

Topic:

Implications of Recent Judicial Decisions Relative to Prisoners' Rights Which Effect Policies Dealing With Religious Services, Medical Treatment, and Availability of Legal Counsel.

Chairman:

Mr. George A. Kropp, Warden, State Prison of Southern Michigan, Jackson, Michigan.

Discussion Leader:

Mr. Eugene Barkin, Legal Counsel, Federal Bureau of Prisons, Washington, D. C.

6:00 - 7:00 p.m.

Dinner

8:00 p.m.

General Session

Topic:

Law Enforcement Assistance Act.

CENTRAL REGIONAL

Details & Contents

Chairman: Mr. Charles V. Matthews, Director,
Center for the study of Crime, De-
linquency, and Corrections, Univer-
sity of Southern Illinois.

Friday, October 7, 1966

8:30 a.m. - 11:00 a.m.

General Session

Topics: I. Evaluation of the Institute

Chairman: Mr. Sanford Bates, Former Di-
rector, Bureau of Prisons, Past
President, American Correctional
Association.

Evaluators:

1. Miss Martha E. Wheeler, Su-
perintendent, Ohio Reforma-
tory for Women, Marysville,
Ohio.
2. Mr. Ray F. French, Superin-
tendent, Intermediate Refor-
matory, Jefferson City, Mis-
souri.
3. Dr. Glenn M. Kendall, Super-
intendent, New York State
Vocational Institute, West
Coxsackie, New York.

II. Future Plans for Training Insti-
tutes.

Dr. E. Preston Sharp, General
Secretary, American Correctional
Association, Washington, D. C.

End of Institute

CENTRAL REGIONAL INSTITUTE
FOR
WARDENS AND SUPERINTENDENTS OF CORRECTIONAL INSTITUTIONS

PROGRAM PARTICIPANTS

- Mr. Ross V. Randolph, Director, Illinois Department of Public Safety; Vice President of American Correctional Association.
- Dr. Delyte W. Morris, President, Southern Illinois University, Carbondale, Illinois.
- Mr. Myrl Alexander, Director of the Federal Bureau of Prisons.
- Mr. Greig Richardson, Warden, United States Penitentiary, Marion, Illinois.
- Dr. William Amos, Assistant Director, President's Commission on Crime in the District of Columbia.
- Mr. John R. Gagnon, Warden, Wisconsin Correctional Institution, Fox Lake, Wisconsin.
- Mr. Henry Burns, Jr., Deputy Commissioner, Department of Corrections, Frankfort, Kentucky.
- Mr. Ralph H. Tahash, Warden, Minnesota State Prison, Stillwater, Minnesota.
- Mr. Howard Ohmart, The President's Commission on Law Enforcement and the Administration of Justice, Washington, D. C.
- Mr. Arthur V. Huffman, State Criminologist, Joliet, Illinois.
- Mr. Sanger B. Powers, Director, Division of Corrections, Madison, Wisconsin.
- Mr. James E. McCart, Deputy Commissioner, Department of Correction, Indianapolis, Indiana.
- Dr. Robert H. Fosen, Research Director, Joint Commission on Manpower and Training, Washington, D. C.
- Mr. Gus Harrison, Director, Department of Corrections, Lansing, Michigan.

CENTRAL REGIONAL INSTITUTE

Program Participants

- Dr. Arthur E. Prell, Director, Business Research Bureau, University of Southern Illinois.
- Mr. George A. Kropp, Warden, State Prison of Southern Michigan, Jackson, Michigan.
- Mr. Eugene Barkin, Legal Counsel, Federal Bureau of Prisons, Washington, D. C.
- Mr. Charles V. Matthews, Director, Center for the Study of Crime, Delinquency, and Corrections, University of Southern Illinois.
- Mr. James E. Murphy, Program Manager of Corrections, Office of Law Enforcement Assistance, Washington, D. C.
- Mr. Sanford Bates, Former Director, Bureau of Prisons, Past President, ACA.
- Miss Martha E. Wheeler, Superintendent, Ohio Reformatory for Women, Marysville, Ohio.
- Mr. Ray F. French, Superintendent, Intermediate Reformatory, Jefferson City, Missouri.
- Dr. Glenn M. Kendall, Superintendent, New York State Vocational Institute, West Coxsackie, New York.
- Dr. E. Preston Sharp, General Secretary, American Correctional Association.

ATTENDEES AT THE CENTRAL REGIONAL INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

WARDENS AND SUPERINTENDENTS

- Mr. John E. Bennett, Warden, Iowa State Penitentiary, Fort Madison, Iowa.
- Mr. Joseph B. Bogan, Director, Federal Youth Center, Ashland, Maryland.
- Mr. Lou Brewer, Superintendent, Iowa Release Center, Newton, Iowa.
- Mr. John C. Burke, Warden, Wisconsin State Prison, Waupun, Wisconsin.
- Mr. Edward L. Colbert, Warden, Michigan Reformatory, Ionia, Michigan.
- Mr. Kenneth Coleman, Warden, Ferguson Unit, Midway, Texas.
- Mr. Roger B. Copinger, Warden, Maryland Penitentiary, Baltimore, Maryland.
- Mr. Sherman H. Crouse, Warden, Kansas State Penitentiary, Lansing, Kansas.
- Mr. Preston L. Fitzberger, Superintendent, Maryland Correctional Institutional, Hagerstown, Maryland.
- Mr. Max Frye, Warden, Illinois State Penitentiary, Menard, Illinois.
- Mr. John P. Garrity, Warden, Maryland House of Correction, Jessup, Maryland.
- Mr. S. J. Gilman, Superintendent, Corrections-Conservation Camps, Grass Lake, Michigan.
- Mr. James B. Godwin, Assistant Superintendent, Florida State Prison, Raiford, Florida.
- Mr. Richard Handlon, Superintendent, Michigan Training Unit, Ionia, Michigan.
- Mr. E. B. Haskins, Superintendent, London Correctional Institution, London, Ohio.

ATTENDEES AT THE CENTRAL REGIONAL INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

WARDENS AND SUPERINTENDENTS

- Mr. Charles Haugh, Warden, Men's Reformatory, Anamosa, Iowa.
- Mr. Edward E. Haynes, Superintendent, Moberly Medium Security Prison, Moberly, Missouri.
- Mr. Charles A. Head, Warden, Medium Security Institution, St. Louis, Missouri.
- Mrs. Gail Huecker, Superintendent, Correctional Institution for Women, Pee wee Valley, Kentucky.
- Mr. Clayton King, Warden, Illinois State Farm, Vandalia, Illinois.
- Mr. M. J. Koloski, Superintendent, Ohio State Reformatory, Mansfield, Ohio.
- Mr. Stanley Macieiski, Warden, Illinois State Penitentiary, Vienna, Illinois.
- Mr. James W. Mathews, Warden, Wisconsin Correctional Camp System, Madison, Wisconsin.
- Mr. John A. Mayden, Warden, Federal Reformatory, Chillicothe, Ohio.
- Mr. Lewis L. McCauley, Superintendent, Wisconsin Home for Women, Taycheedah, Wisconsin.
- Mr. Charles L. McKendrick, Superintendent, Eastern Correctional Institution, Napanoch, New York.
- Mr. Hollis W. McKnight, Superintendent of Prisons, Springfield, Illinois.
- Mr. T. Howard Metzger, Director, Maryland Correctional Camp Center, Jessup, Maryland.
- Mrs. Genevieve Meyer, Superintendent, Western Reformatory for Women, Albion, New York.

ATTENDEES AT THE CENTRAL REGIONAL INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

WARDENS AND SUPERINTENDENTS

- Miss Margaret Morrissey, Superintendent, State Reformatory for Women, Dwight, Illinois.
- Mr. Frank J. Pate, Warden, Illinois State Penitentiary, Joliet, Illinois.
- Mr. T. C. Sanders, Warden, Harlem Unit (Pre-Release Center), Richmond, Texas.
- Mr. Paul P. Sartwell, Warden, Federal Correctional Institute, Milan, Michigan.
- Mr. Michael A. Skaff, Warden, Wisconsin State Reformatory, Green Bay, Wisconsin.
- Mr. P. G. Smith, Warden, U. S. Penitentiary, Terre Haute, Indiana.
- Mr. Nova Stucker, Superintendent, Kansas State Industrial Reformatory, Hutchinson, Kansas.
- Mr. Joseph Vitek, Warden, Illinois State Penitentiary, Pontiac, Illinois.
- Mr. Jack G. Young, Superintendent, State Reformatory for Men, St. Cloud, Minnesota.
- Col. Wilbur S. Dillon, Commandant, U. S. Disciplinary Barracks, Fort Leavenworth, Kansas.

(Wardens who participated on the program not included in this list)

ATTENDEES AT THE CENTRAL REGIONAL INSTITUTE FOR
WARDENS AND SUPERINTENDENTS

RECORDERS

- Thomas W. Corff - Graduate Student, University of Southern Illinois.
- Hassin Solomon - Graduate Student, University of Southern Illinois.
- Paul E. Bailey - Graduate Student, University of Southern Illinois.
- John E. Adams - Graduate Student, University of Southern Illinois.
- Virginia Horak - Graduate Student, University of Southern Illinois.
- George Keiffer - Graduate Student, University of Southern Illinois.
- James Tippy - Graduate Student, University of Southern Illinois.
- Susan Stone - Graduate Student, University of Southern Illinois.

APPENDIX II

STUDY OF CURRENT ORGANIZATIONS AND PROGRAMS
IN THE FIELD OF CORRECTIONS

STUDY OF CURRENT ORGANIZATIONS AND PROGRAMS
IN THE FIELD OF CORRECTIONS *

On May 16, 1966, the then President Designate of the American Correctional Association, Mr. Walter Dunbar, Director of the California Department of Corrections, forwarded a questionnaire to the administrators of all state correctional systems in the United States. The purpose of the survey was twofold: (1) To accumulate nationwide information on current organizations and programs in the field of corrections, and (2) To examine these in relation to the generally accepted standards of the American Correctional Association publication Manual of Correctional Standards.

The results of this survey, from data supplied by forty-six states and the District of Columbia (Alabama, Idaho, Indiana and Utah did not reply to the questionnaire), are organized into five parts as follows:

- Part I - Correctional Organizations containing information on the central organization of the departments, parole and other boards, sentencing, receipt and release of inmates, departmental administration and personnel, and professional staff at departmental level.
- Part II - Correctional Resources containing information on departmental budgets and community programs.
- Part III - Miscellaneous Correctional Programs with data on correctional industries, employee training, and local subsidy programs.
- Part IV - Current Problems in Corrections, summarized from information supplied by the states.
- Part V - Innovations in Corrections, summarized from information supplied by the states.

Except for the full page tables, we have retained anonymity of the states in discussing results of the questionnaire. Some states, however, may wish further information in the areas discussed. To provide this, we will be happy to forward requests for additional information to the appropriate state(s) for direct reply. Please direct such requests to:

* This study was recommended by the Administrators of Correctional Systems at the National Institute.

Walter Dunbar, Director
California State Department of Corrections
State Office Building Number 1
Sacramento, California 95814

We hope the correctional process in the various states will benefit from this survey and wish to thank those responsible for completion of the questionnaire.

Central Organization

"The outstanding feature of the central administration for correctional systems in the United States today is the wide diversity of organizational patterns from state to state."

This statement appears in the 1954 edition of A Manual of Correctional Standards, was reiterated in the 1959 edition, currently appears in the 1966 publication, and is just as true as we begin 1967. An examination of the data in this study reveals a range of organization from a single institution for felons in one state to an agency of over 20 institutions and more than 40 conservation camps with responsibility for all adult felons and all juvenile offenders in another state.

Table I shows some of the variations in the organization of states' correctional administration. Although we find a large majority of the functions of reception and institutional care of adult felons placed in one department, it is not universal in the United States. Six states reporting do not operate in this manner. In some of these cases, it is because there is no department as such and inmates are committed by the courts directly to an institution. In one case a state incarcerates its women felons in an adjoining state.

Although the Manual of Correctional Standards recommends and outlines the benefits of a separate department for adult corrections operations, thirteen states are not organized in this manner. Instead, the correctional system is a part of an organization including such functions as mental health, public welfare, etc.

In seventeen cases the state juvenile programs are combined with the adult corrections department. In eight of these seventeen, however, it is apparently because the corrections operation is also a part of a larger organization and may not, in reality, be a portion of the agency.

TABLE I

BASIC ORGANIZATION OF CORRECTIONS DEPARTMENTS

State	Receipt & Care of Adult Felons in One Dept.	Adult Corr. in Comb. with Other Funct.	Juv. Oper. Comb. with Corr. Dept.	Parole Oper. Under Corr. Dept.	Reporting Level for Director of Corrections
Over 10,000 Inmate Pop.*					
California	X		X	X	Governor
New York	X				Governor
Texas	X				Board of Corrections
Ohio	X	X		X	Dir., Dept. Mental Hygiene & Corr.
5,000-10,000 Pop.					
Illinois				X	Dir. of Public Safety
Michigan	X			X	Comm. of Corr.-Part Time
Pennsylvania	X				Attorney General
Georgia	X				Bd. of Corr.-Full Time
Florida	X				Bd. of Commissioners-Full Time
Maryland					Governor
3,000-5,000 Pop.					
North Carolina	X				N.C. Prison Commission & Governor
Virginia	X	X			Governor
New Jersey	X	X	X	X	Comm., Dept. of Instit. & Agencies
Louisiana	X			X	Bd. of Institutions-Part Time
Missouri	X		X		Governor
Tennessee	X		X	X	Governor
Kentucky	X			X	Governor
2,000-3,000 Pop.					
Washington	X	X			Dir., Dept. of Institutions
Wisconsin	X	X	X	X	Dir., Dept. of Public Welfare
Kansas	X				Governor
Oklahoma					St. Bd. of Public Affairs-Full Time
Colorado		X		X	Governor
South Carolina	X				Bd. of Corrections-Part Time
Iowa	X	X	X		Bd. of Control-Full Time
Mississippi	X				Governor
Oregon	X		X		Bd. of Control-Full Time
1,000-2,000 Pop.					
Arkansas	X				A Board and a Commission
Massachusetts	X				Governor
Minnesota	X		X		Governor
West Virginia	X		X	X	Governor
Connecticut**					No Dept.
Dist. of Columbia	X				D. C. Commissioners-Full Time
Arizona	X				Governor
Nebraska	X	X	X	X	Governor
500-1,000 Pop.					
New Mexico**	X				Bd. of Penitentiary Comm.
Montana	X	X	X		Bd. of Institutions-Part Time
Maine	X	X	X		Governor
Alaska	X	X	X	X	Governor
South Dakota	X	X			Bd. of Charities & Corr.-Part Time
Hawaii	X	X	X		Governor
Under 500 Pop.					
Nevada**	X				Bd. of Prison Commissioners
Wyoming**			X	X	(Not Reported)
Rhode Island	X		X	X	Dir. of Social Welfare
Vermont	X		X	X	Governor
Delaware	X			X	Bd. of Corrections-Part Time
North Dakota	X				Bd. of Administration
New Hampshire	X			X	Bd. of Trustees-Part Time

*States classified according to National Prisoner Statistics Bulletin, U. S. Dept. of Justice, No. 38, Nov. 1965

**This state indicates there is no correction department or comparable entity.

In the majority of states, the parole operations staff is not under the Department of Corrections. The parole function is usually under an autonomous commission or board or it may be a separate unit within the larger organization. In a few instances this question was answered negatively because the state does not have a department of corrections. It may be that integration of the parole and corrections operations would benefit these states and permit creation of a department with these combined responsibilities. Such a system would provide continuity and coordination of the total correctional process.

Table I also shows the reporting level of the head of the corrections department. In only nineteen states does the department head report directly to the governor. Seven states indicated reporting to a part-time board or commission and thirteen to a commission or board, assumed to be full-time. We do not know if these boards and commissions are advisory only or if they also exercise direct administrative powers over the department, but hope it would be the former.

Although the Manual of Correctional Standards points out the very real advantages of appointed adult parole boards of at least three members (full-time where justified on workload basis), some states do not yet follow the recommendations. Twenty-four states utilize part-time boards of from three to ten members while five states use a combination of full-time and part-time members. Terms of appointment vary from service at the pleasure of the governor to a firm twelve years in one state. The majority of the states, however, report their parole boards are appointed for terms of from two to eight years. Fifteen have terms of appointment between two and four years and seventeen between four and eight years. In seven states the boards are appointed for terms at the pleasure of the governor and in one case the board is elected.

Table II shows the responsibility and authority of the adult parole boards as reported by the various states. As might be expected, the majority of the states' boards have responsibility for releasing inmates on parole, revocation of parole and recommitment of parolees, and administering parole operations. The authority to set terms, however, is given in only a few of the states.

It is fortunate that few states provide authority to the boards for establishing administrative policy within the department, require their approval for classification or transfer, or appoint the corrections administrator. Thus, for most states, the administration of the department is separate from the boards,

TABLE II

RESPONSIBILITY AND AUTHORITY OF PAROLE BOARD

State	Term Setting	Parole Release	Revoke and Recommit	Establish Admin. Policy for Dept. or Instit.	Approve Classification or Transfer	Appoint Director	Administer Parole	Delegate Powers to Hearing Off.
Over 10,000 Inmate Pop.*								
California	X ¹	X	X					X
New York	1	X	X				X	
Texas		X	X				X	X
Ohio	X	X	X				X	X
5,000-10,000 Pop.								
Illinois	(Questions not answered)							
Michigan		X	X					
Pennsylvania		X	X				X	
Georgia		X	X				X	
Florida	X	X	X				X	
Maryland		X	X					
3,000-5,000 Pop.								
North Carolina		X	X				X	X
Virginia		X	X				X	
New Jersey		X	X					
Louisiana		X	X					
Missouri		X	X				X	
Tennessee		X	X				X	
Kentucky	X ²	X	X					
2,000-3,000 Pop.								
Washington	X	X ³	X				X	
Wisconsin		X ³						
Kansas		X	X				X	
Oklahoma							X	
Colorado		X	X		X ⁵			
South Carolina		X	X				X	
Iowa		X	X				X	
Mississippi		X	X				X	
Oregon		X	X				X	
1,000-2,000 Pop.								
Arkansas		X	X	X	X		X	
Massachusetts		X	X				X	
Minnesota	X	X	X	X ⁴	X ⁴			
West Virginia		X	X					
Connecticut**		X	X				X	
Dist. of Columbia		X	X				X	X
Arizona		X	X				X	X
Nebraska		X	X		X		X	
500-1,000 Pop.								
New Mexico**	X	X	X				X	X
Montana		X	X				X	
Maine		X	X				X	
Alaska	X	X	X				X	X
South Dakota	X	X	X				X	X
Hawaii	X	X	X				X	
Under 500 Pop.								
Nevada**		X	X					X
Wyoming**		X	X	X	X	X		X
Rhode Island		X	X					
Vermont		X	X			X		
Delaware		X	X					
North Dakota		X	X		X			X
New Hampshire		X	X	X		X	X	X

*States classified according to National Prisoner Statistics Bulletin, U. S. Dept. of Justice, No. 38, Nov. 1965

**This state indicates there is no corrections department or comparable entity.

1. Term set by court but may be indefinite or indeterminate. 2. Only for parole eligibility.

3. Board recommendation advisory to director of Dept. 4. For Youth Conservation Commission only. 5. Under certain conditions.

as recommended by the Manual of Correctional Standards.

Although we would have expected delegation of certain powers to hearing officers to be more prevalent in the states with the larger inmate populations, with three exceptions, this is actually more concentrated in the smaller states. The advantages of utilizing hearing officers are to permit the board to remain small enough to perform its primary functions of decision-making on the cases while the staff gathers needed information and makes recommendations.

Parole and Other Boards

Roughly one-half, or 25 states, report they do not have separate boards for youth parole, narcotic addicts, correctional industries or women's parole. The following tabulation indicates the frequency of boards that are reported in existence for each of the functions:

<u>Function</u>	<u>Number of States</u>
Youth Parole	18
Narcotic Addicts	2
Correctional Industries	8
Women's Parole	5

In eight of the cases, the boards are full-time while in nine instances they are part-time. As might be expected because of differing workloads, some boards within an individual state may be part-time and some full-time. Membership also varies, the smallest board being composed of two members and the largest of twelve members (a Correctional Industries Board).

Probation Services

Thirty-seven respondents report state operation of probation services of varying degrees. In a few of the states, responsibility for all adult and youth probation and parole functions are in a separate agency. In some states this service is for adult offenders only. A number of states supply probation services for all but the most populous counties, where it is administered locally. In most of the cases state administration is by a board, usually a combination of probation and parole.

Sentencing, Receipt of Inmates and Releases

Table III shows the array of replies provided by the states to the seven questions on their basic laws.

TABLE III

BASIC PROVISIONS OF SENTENCING, RECEIPT OF INMATES AND RELEASES

State	Indeterminate Sentences	System of Good Time Credits	Pre-Sentence Diagnostic Service	Care of Other Wards or Patients	Separate Recept.-Diagnostic Unit	Referral of Inmates to Court	Recomm. to Bd. on Terms or Parole
Over 10,000 Inmate Pop.*							
California	X		X	X	X	X	X ¹
New York	X	X	X	X			X
Texas		X			X		X
Ohio	X	X	X				X
5,000-10,000 Pop.							
Illinois	X	X			X		
Michigan	X	X	X		X		X
Pennsylvania				X	X		X
Georgia		X	X ²				X
Florida	X	X	X ²	X	X		X
Maryland	X	X					X
3,000-5,000 Pop.							
North Carolina		X		X			
Virginia		X	X				
New Jersey	X	X	X		X		X
Louisiana		X	X				X
Missouri		X	X		X		X
Tennessee	X	X	X				
Kentucky		X	X				
2,000-3,000 Pop.							
Washington	X	X	X		X	X	X
Wisconsin	X	X	X	X	X		
Kansas	X	X			X	X	
Oklahoma		X ⁴					
Colorado	X ³	X ⁴			X		X
South Carolina		X		X			X
Iowa		X	X				X
Mississippi		X					
Oregon		X		X			
1,000-2,000 Pop.							
Arkansas	X ⁵	X					
Massachusetts		X		X			
Minnesota	X	X	X		X ⁶		X
West Virginia	X	X					
Connecticut**	X	X	X				
Dist. of Columbia	X	X	X			X	X
Arizona		X	X				X
Nebraska		X		X			X
500-1,000 Pop.							
New Mexico**	X	X					
Montana		X	X				X
Maine	X	X	X				X
Alaska	X	X	X				X
South Dakota	X	X	X				X
Hawaii	X	X		X			
Under 500 Pop.							
Nevada**	X	X					X
Wyoming**		X		X			X
Rhode Island		X	X				X
Vermont		X	X				X
Delaware		X	X	X		X	X
North Dakota	X	X	X				X
New Hampshire	X	X	X	X			X

*States classified according to National Prisoner Statistics Bulletin, U. S. Dept. of Justice, No. 38, Nov. 1965

**This state indicates there is no correction department or comparable entity.

1. Youth parole board only. 2. Offered by Probation & Parole Commission. 3. For reformatory only.
 4. For penitentiary only. 5. Both definite and indeterminate. 6. For Youth Conservation Commission only.

The Manual of Correctional Standards outlines the advantages of flexibility in sentencing, yet there are only slightly more than half of the states with indeterminate sentence systems. The states without such a method of determining appropriate lengths of incarceration are probably not availing themselves of the advantages of the rehabilitative effect and public protection features of release under conditions of supervised parole. In any event, the indeterminate sentence with its provisions for releasing at the optimum time (at the discretion of a parole board) should be considered as the best method to date to determining realistic periods of incarceration.

Twenty-eight states reported a system for providing pre-sentence diagnostic services to the courts. Only eleven of these states are the ones without indeterminate sentence structures. It would seem this pre-sentencing diagnosis would be of even more value to courts who must determine firm sentences at the time of commitment. Very few states (5) have systems whereby they refer inmates back to a committing court for consideration of an alternate sentence, which is a variation of the pre-sentencing diagnostic service.

Thirteen states report their laws provide for a separate reception-diagnostic unit which completes basic classification study and prescribes institutional program plans. Although not shown in Table III, eight other states reported in another questionnaire that they operate reception-diagnostic units for intake of new commitments, apparently without the need for a law requiring such a unit. Of the total twenty-one states reporting these units, only three have institution populations of less than 2,000 inmates.

Administration and Personnel

Information in areas of administration and personnel management of the states' corrections operations are presented in Table IV as data taken from three parts of the questionnaire.

In thirty-one states, employees in the corrections department are selected, advanced and hold tenure under a civil service system. Ten of these states report some exceptions, however, in the system. Generally, these exceptions take the form of appointments to administrative positions in the department (wardens, superintendents, deputies or assistants, and division chiefs) outside the civil service system. In one case this type of appointment also is used for secretaries to the administrative positions. Approximately two-thirds of the states reporting thus appear to follow the recommendations of the Manual in utilizing a civil service system for selecting all but a few of the key administrative

position in their corrections department.

Administrative powers of departments vary considerably as noted in Table IV. A few states provide authority for department heads to accomplish all five of the actions enumerated in the questionnaire while a few others do not permit any action without prior approval and review of another agency or official. Specifically, thirty-one state corrections departments hire personnel to budgeted positions without this prior approval, thirty-two may promote personnel and twenty-two may re-classify positions. Only fifteen are authorized to transfer budgeted funds from operating expenses, equipment or salaries and wages to another category of expenses within the total budgeted funds available to the department. Twenty-eight may negotiate contracts for services, however. It seems there are a significant number of state correction departments without the administrative flexibility and prerogatives for the most effective operations in these areas of personnel and finances.

Less than half the states report there are requirements in law or regulation on the qualifications which the administrator of the corrections department must possess. In the thirty-one states reporting information on a selection process (not shown in Table IV), the two major methods of appointing a director seem to be about equally divided. In twelve states the director is appointed by the governor, usually with consent of a state legislative branch, and in thirteen cases a board or commission makes the appointment, occasionally with approval by the governor. In the six other states, civil service procedures are used, the appointment is made by a department head when the corrections operation is part of a larger department, or another governmental administrator makes the appointment.

The qualifications of the state administrator of corrections vary considerably. One state reports merely that he must be not less than thirty-five years of age at time of appointment. The other extreme is in one state that requires a graduate degree beyond an A.B., in a behavioral science plus at least five years experience in a correctional field including a responsible administrative position. There are only five states that appear to meet the recommendations of the Manual of Correctional Standards that the administrator have at least five years of experience in the correctional field in an executive or supervisory capacity, a record of high character, and education at least equivalent to graduation from college.

States were also asked what qualifications for a director, in terms of education, experience and personal abilities, they

TABLE IV

ADMINISTRATION AND PERSONNEL

State	Civil Service System for Personnel	Administrative Powers of Departments				Established Qualifications for Directors	
		Hire Personnel	Promote	Reclass. Positions	Transfer Budgeted Funds		Negotiate Contracts
Over 10,000 Inmate Pop.*							
California	X	X	X				X
New York	X	X	X		X ¹	X	
Texas		X	X				
Ohio	X	X	X	X	X	X	
5,000-10,000 Pop.							
Illinois	X		X	X	X		
Michigan	X	X	X	X		X	X
Pennsylvania	X						
Georgia	X	X	X				
Florida	X	X	X	X		X	X
Maryland	X						
3,000-5,000 Pop.							
North Carolina						X	
Virginia	X	X ²	X ²		X		
New Jersey	X	X ²	X ²	X ²			
Louisiana	X	X	X	X		X	
Missouri	X	X	X	X		X	X
Tennessee		X	X				
Kentucky	X						
2,000-3,000 Pop.							
Washington	X	X	X	X	X	X	X
Wisconsin	X	X				X	X
Kansas	X	X	X			X	X
Oklahoma	X	X	X	X	X	X	
Colorado	X					X	X
South Carolina		X	X	X	X	X	X
Iowa		X	X	X		X	X
Mississippi		X	X	X	X	X	X
Oregon	X	X	X				X
1,000-2,000 Pop.							
Arkansas			X	X	X	X	X
Massachusetts	X						X
Minnesota	X						X
West Virginia		X	X	X	X	X	X
Connecticut**	X	(Questions not answered)					
Dist. of Columbia	X	X	X	X		X ¹	
Arizona		X	X	X		X	
Nebraska		X	X	X	X	X	X
500-1,000 Pop.							
New Mexico**	X			X			X
Montana		X	X	X	X	X	X
Maine	X						X
Alaska	X			X		X	
South Dakota		(Most done by instit. with approval of Director and Board)					
Hawaii	X				X ³	X	X
Under 500 Pop.							
Nevada**		(Not applicable)					
Wyoming**		X	X	X		X	
Rhode Island	X	X	X				
Vermont	X	X	X		X	X	
Delaware		X	X			X	X
North Dakota		X	X	X	X	X	
New Hampshire	X	X	X			X	

*States classified according to National Prisoner Statistics Bulletin, U. S. Dept. of Justice, No. 38, Nov. 1965

**This state indicates there is no correction department or comparable entity.

1. Within limits. 2. In accordance with civil service laws and regulations. 3. Operating expenses only.

would recommend for establishment. Replies here varied considerably also, from a recommendation of a high school education and five years experience in custody and administration to a Ph.D. with ten years of responsible experience. Sixteen states believe at least a college degree is necessary and nine of these think it should be beyond the A.B. level. About half of the reporting states specify five years experience at an administrative level are necessary and nearly all believe some experience (at least at an institutional level) should be required. Most states also recognize the personal attributes of an administrator necessary to coordinate, plan and direct a large operation.

Professional Staff at Departmental Level

One recommendation of Chapter 9 of the Manual is that a specialist staff be employed in the corrections department central office to provide guidance to the various institutional and departmental functions. An inquiry was made in the questionnaire to determine the number of states that employ full-time professional staff for certain of these departmental functions. The results are shown below:

<u>Function</u>	<u>Number of States Employing Staff</u>
Medicine	14
Psychiatry	9
Psychology	14
Dentistry	9
Budget Analysis	27
Administrative Analysis	21
Systems Analysis	14
Personnel	30
Training	25
Religion	12
Recreation	15
Classification	24
Group Counseling	16
Feeding	20
Construction Planning	24
Plant Maintenanaced and Operations	21
Counsel (Lawyer)	13
Library	13
Custody	19
Records	28
Research	18
Administrative Statistics	24
Automatic Data Processing	18

<u>Function</u>	<u>Number of States Employing Staff</u>
Accounting	34
Internal Audit	23
Industrial (Labor) Relations	7
Planning & Development	16
Public Information	18

Although it would be expected that the states with the largest inmate populations would employ the largest staff, this is not always the case. A few of the ten largest states have fewer of these positions than several of the smallest states. The average number of specialists at the departmental level is thirteen for the states reporting.

It would appear, from the foregoing information, that state departments are handicapped seriously for development of effective correctional programming and management. The information would indicate that the majority of states do not have professional staff in most functional areas.

CORRECTIONAL RESOURCES

For purposes of this report we are defining both community programs and budgets as resources for correctional actions. The questionnaire contained three parts relating to these items, which are discussed in this section.

Work Furlough Programs

Although begun about twenty years ago with county jail inmates, the work furlough plan to permit carefully selected felons to work at jobs in the community has not gained wide acceptance in the United States. Despite its monetary advantages to both the state and inmate, and its rehabilitative aspects, only ten states now have such a program in existence and two of those are limited to women or juvenile offenders exclusively.

Information supplied by the states with work furlough programs in most cases did not provide details of the operation but some generalities probably apply to most of those participating. Apparently the programs operate by permitting selected inmates to hold full-time jobs in private industry during the day but require

return to a state institution or a local detention facility after work. The inmate pays for his expenses of housing and food. Funds earned beyond this are used for his incidental expenses, savings for release, and support of dependents. Inmates may be selected for the program either by departmental policy or by exclusions in a law or both. Generally, an inmate must have served some portion of a sentence to be eligible for participation, which may be specified by law. In one state parolees whose adjustment is deteriorating, but not to the extent of actual parole violation may be returned to a work furlough status.

Halfway Houses

Halfway houses are a second type of community program and are generally limited to parolees rather than inmates not yet in parole status. The Manual of Correctional Standards devotes one complete chapter to Community Correctional Centers (which include halfway houses) so this discussion will be limited to results of the questionnaire.

Sixteen states report operation of halfway houses of various types. Three states operate the facilities for juvenile offenders only. Five others report partial or complete financing by private funds. In one state three community guidance centers are being financed by a three-year grant from the Federal Office of Economic Opportunity. Two states operate their programs in conjunction with a rehabilitation department.

The size of the halfway house systems apparently vary considerably. One state reports an operation in progress with fifteen residents living on the fringe of a reformatory. Another state has four departmentally-operated community correctional centers of 180 total capacity with specialized programs and staff, plus availability of six private facilities for an additional 90 residents, and cooperation of numerous other private residential programs. It is noteworthy that some states without halfway houses are planning to initiate such programs; some with small programs plan to enlarge theirs; and even the state with the most extensive system today envisions a large expansion in future years.

Budget Information

To report the general level of service of state programs, three items of budget information were requested in the questionnaire. They were:

1. Total per capita cost: The total annual budget, including capital outlay, divided by average daily population, including institutions and paroles.

2. Total per capita cost - institutions: The total institutional budgets divided by average daily population in the institutions.

3. Total per capita cost - paroles: The total parole costs, not including parole board or halfway house administration, divided by average daily parole population.

As over one-fourth of the states were unable to supply full information, some apparently misinterpreted the questionnaire to mean daily costs, and other provided figures that were obviously not the information sought, we have somewhat arbitrarily selected the states upon which the following calculations are based.

<u>Item</u>	<u>No. of States</u>	<u>Average</u>	<u>Range</u>
Total per capita costs	11	\$1,342.58	\$1008-2034
Total per capita costs - Institutions	12	2,182.72	1247-3219
Total per capita costs - Paroles	12	255.58	112-393

Although we cannot draw definite conclusions from the data because of the small sample, the states selected for the computations represent all but the group of the smallest states (in terms of inmate population) and is probably indicative of the funds available for state-wide correctional services.

The above per capita cost information would be of more value also if the program elements, functions, and staffing ratios were available.

MISCELLANEOUS CORRECTIONAL PROGRAMS

In this section we discuss three correctional programs: Industry operations, traditionally operated within institutions; correctional staff training, both within the departments and for local governments; and subsidy programs for local correctional efforts.

Correctional Industries

The first three columns of Table V indicate the extent of correctional industry involvement by the states today. Generally, employment is in proportion to the total inmate population. This is somewhat true also of the number of industries in existence; however, it is also indicated that some states have preferred to

MISCELLANEOUS CORRECTIONAL PROGRAMS

State	Correctional Industries			Spec. Training Prog.		Local Subsidy Programs			
	No. of Industries	No. Inmates Employed	No. New Ind. or Expansions Planned	Dept. Academy or Vestibule	Training for Local Gov.	Construct. or Improvement of Facilities	Delinq. Prev. or Probation	Research or Prog. Dev.	Education
Over 10,000 Inmate Pop.*									
California	12	2307	3		X			X	X
New York	8	3868	2	X	X		X		X
Texas	14		2	X					
Ohio	7	1470							
5,000-10,000 Pop.									
Illinois	8	1360		X					
Michigan	10	1396			X				
Pennsylvania	13	1943	1		X		X		
Georgia	2	181	8	X					
Florida	6	332							
Maryland	8	1216				X			
3,000-5,000 Pop.									
North Carolina	19	1463	2	X					
Virginia	10	1217		X	X	X	X		
New Jersey	10	601		X	X				
Louisiana	5	26							
Missouri	8	1000	2	X	X		X		
Tennessee	5	790	2		X		X		
Kentucky	4	392	2	X					
2,000-3,000 Pop.									
Washington	8	290			X				
Wisconsin	8	736		X					
Kansas	8	482	2	X	X		X		
Oklahoma	9	570							
Colorado	4	342	4						
South Carolina	7	750	1	X					
Iowa	14	748							
Mississippi	1	1000	1						
Oregon	6	388					X		
1,000-2,000 Pop.									
Arkansas	1								
Massachusetts	15	733		X			X		
Minnesota	7				X		X		
West Virginia	6	260		X					
Connecticut**	11	561	3						
Dist. of Columbia	10	6118 ¹	1						
Arizona	4	284		X					
Nebraska	16	327	2						
500-1,000 Pop.									
New Mexico**	2	61	1						
Montana	6	136	2	X					
Maine					X				
Alaska			3		X				
South Dakota	6	165							
Hawaii	3	75	1						
Under 500 Pop.									
Nevada**									
Wyoming**	3	61	2						
Rhode Island									
Vermont	4	60			X		X		
Deleware	3	73							
North Dakota	6	192							
New Hampshire	5	115							

*States classified according to National Prisoner Statistics Bulletin, U. S. Dept. of Justice, No. 38, Nov. 1965.

**This state indicates there is no correction department or comparable entity.

1. Actual data reported, unable to reconcile with population.

diversify their industry by employing fewer inmates in a greater number of occupations.

There seems to be no indication of large-scale increases in industry operations, although nearly one-half of the states report some expansion plans. In some cases these will be initiation of correctional industries new to the state and in others will be expansions of existing industries.

Of the types of industries in operation, there are several that dominate the field. The majority of states produce signs and tags, clothing, and furniture. Slightly less than half produce food products, metal products, soaps or detergents, and engage in printing operations as an industry.

There are also several new industries planned that seem to be preferred. Seven states are planning furniture production, five plan food production operations, and four intend to initiate manufacture of signs. Other industries planned by two or more states are paint manufacture, sheet metal products, printing operations and soap or detergent production.

Special Training Programs

About one-third of the states reporting indicate operation of a correctional academy or "vestibule" training program for their employees (Table V). The extent of this training varies from sporadic one-week programs to an eight-week program for guards in one state. In the states that appear to have regular, on-going programs, the average length of training for correctional personnel is three weeks. Several states have indicated they will either definitely begin or expand such a program in the near future or will propose budgetary allocations for initiating a training operation.

Slightly less than a third of the states conduct training programs for local governmental agencies such as juvenile officers, probation officers, etc., according to the data in Table V. Here again the amount of training varies considerably. The range is from an orientation lecture of newly hired probation and parole officers to a state-wide basic and advanced program for local probation officers and administrators and a week-long annual training session for county jail personnel. In some cases an integrated state program of probation and parole results in training for what are essentially local government employees. Contrary to correctional academy operation, there is no average length of training discernable in data supplied on this part of the questionnaire.

Local Subsidy Programs

As indicated in Table V, states provide very little in the way of subsidies to local governmental operations in the fields of law enforcement, jail and detention facilities, or probation.

Only two states provide anything towards construction or improvement of facilities. In one of these, fifty per cent of construction costs are provided when the plans are approved by a state department. In the other case, assistance is limited to two-thirds of costs for stoves and refrigerators and a proportionate amount of certain items used in the care of confined persons accused of violations of state laws.

A larger number of states (ten) provide subsidies for local delinquency prevention or probation. Information is not very detailed on this question, however, the figure of 50% appears several times in relation to the extent of cost sharing for a program.

Only one state provides a subsidy to a local government for research or program development and only two share in the costs for academic or vocational education for county wards, inmates or persons on probation.

Thirty-six of the forty-seven respondents to the questionnaire report various problems in areas of correctional operation. Problems common to more than one state are shown in the ranked tabulation below. A brief explanation of the problem areas follows the tabulation.

<u>Problem Area</u>	<u>Number of States</u>
Personnel	21
Budgets	9
Employee Training	8
Physical Plant	7
Community Involvement and Support	6
Correctional Programs	5
Legal and Legislative	5
Organization	5
Boards and Commissions	3
Communication	2
Integration of Programs	2
Politics	2
Population Growth	2
Research and Statistics	2

Personnel

The largest personnel problem is recruiting and retaining qualified professional staff. Some states report inability to compete in the labor market and there also seems to be a general lack of qualified potential employees in the professional fields. A few states also indicate there are problems in recruiting employees for any part of the correctional system.

Budgets

Budgetary problems generally relate to the need for additional staff and services but there are also indications of need for construction and maintenance funds.

Employee Training

Employee training and staff development needs range from a problem of almost complete lack of formal training programs in one state to a felt need for an academy in another.

Physical Plant

These problems involve total inadequacy of facilities for contemporary correctional programs, overcrowdedness, and needs for housing of special programs.

Community Involvement and Support

Generally, these problems relate to community understanding and support for the total correctional operations. Several states also report problems in initiating and expanding community correctional center type activities.

Correctional Programs

Problems in this area relate to treatment, including needs for psychiatric and psychological services. There are also difficulties stated in innovating other modern institution programs and in parole operations.

Legal and Legislative

Several states report difficulties relating to court decisions on individual rights while others have problems of lack of permissive legislation for new programs or generally antiquated laws.

Organization

These problems relate to the lack of an independent corrections department or the problems that arise with a newly created department.

Boards and Commissions

Although some of the difficulties with boards or commissions are also organizational in nature, there are also indications of political problems, administrative decisions, and lack of interest in the correctional process.

Communication

Although only two states report problems in this area, it almost certainly occurs in others also. In one case, the reported problem is due to the newness of the correctional system and in the other due to the extensiveness of the operations.

Integration of Programs

These problems also seem to be related to organization as they involve difficulties due to separate responsibilities under separate agencies.

Politics

Political problems involve the influences and pressures brought to bear on the correctional systems and patronage interferences.

Population Growth

Increases in inmate population has caused problems in planning new facilities and programs to accommodate the increases.

Research and Statistics

The lack of statistics and research is felt in both current operations and for planning, budgets, annual reports, and program evaluation.

INNOVATIONS IN CORRECTIONS

In the final item of the questionnaire, states were asked to report innovations and accomplishments relating to organization or programs that they believed were significant to the field

of corrections or to their state correctional system. Thirty-eight states reported such innovations. Those that appear to have significance in terms of the number of states or uniqueness are described in this section.

Community Correctional Centers

Fourteen states report action in this area. In some cases it is the establishment of the first work-release or halfway house and in others a greatly expanded operation. These states also seem to be involving communities more in the total correctional process and, in doing so, gaining local support.

Vocational and Educational Programs

Improvements or new programs in vocational and educational activities were reported by fourteen states also. This may take the form of new construction of facilities designed with this purpose in mind, televised education, intensive training in conjunction with release, etc. One state reports each inmate will leave an institution with knowledge of two trades, one he has learned for normal institution operations and another learned in preparation for release. Others report a coordinated program of vocational training and release.

Treatment Programs

Treatment programs are being generally expanded in fourteen states. In some it involves new full-time psychiatric services, in others intensified group counseling. There seems to be an attempt to tailor programs to meet treatment of the more difficult inmates such as the psychotic offender.

One state reports reorganization of some of its institutions into units for program purposes. This will permit stabilized populations and staff, working within each unit of an institution, to plan and carry out consistent continuing treatment of inmates.

Another innovation of this state is the merging of the custody and treatment functions into one operation. Staff for this dual function are selected by civil service examination and after employment are given training to develop the skills needed for counseling services as well as custodial activities.

New Construction

Much of the new construction reported by the states is related to new programs being initiated. Some of the eleven reporting, however, also indicate outmoded facilities are being replaced.

Employee Training and Development

Eight states report increases or significant changes in their training programs. There have been completion of academies, special training for intensive treatment techniques, and scholarship-aid programs for staff development.

Pre-Parole and Parole Operations

Pre-parole program accomplishments and parole operation improvements were each reported by four states. In the area of pre-parole activities, programs apparently are intensive and operate immediately prior to release. They may be in both vocational training and in counseling services. One state reported a reduction in recidivism rate since inception of such a program. Two states report reduction in parole agents' caseload to permit more frequent contacts with the parolee and more assistance in his adjustment. In one state the probation and parole board is undertaking a program to extend adult probation services to all levels of the court system.

Other Innovations and Accomplishments

Although not as significant in terms of numbers of states, the following operations do seem sufficiently unique to be reported here.

Several states report a program of selected inmates giving lectures to juveniles on the topic of crime and its results.

One state has a conservation camp program that is state-wide in operation. The camps are located in areas in need of forest fire protection and conservation activities. The camps operate from training centers and can provide over 3,000 men for fire and disaster work throughout the state.

Several states report the use of inmates for services to other departments such as mental hospitals, thus providing additional work opportunities and training for the inmates and reduced cost of operation of these other facilities.