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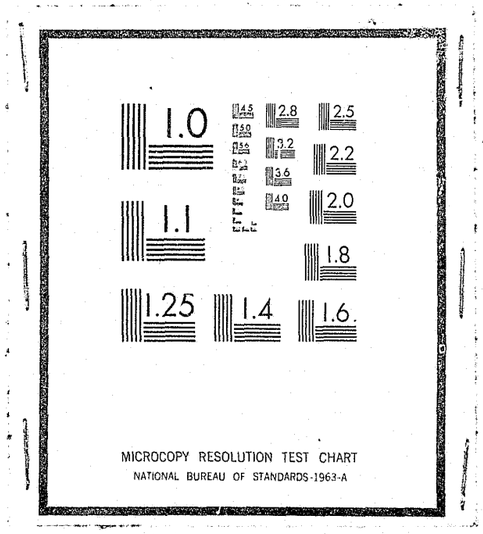

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41743

[illegible]

[illegible]

[illegible] The mean age of this group was 32 years; [illegible] of the men were white and [illegible] were black; [illegible] the mean grade completed was the [illegible] grade; the average number of prior incarcerations [illegible] the average number of months incarcerated [illegible] the mean age at first incarceration was 19 years; [illegible] were single, [illegible] were married, and [illegible] had been married and were now separated or divorced.

b. [illegible] group. [illegible] men were interviewed. The mean age of this group was [illegible]; [illegible] were white, and [illegible] were black; the mean grade completed was the [illegible] grade; the average number of prior incarcerations was 2.6, the average number of months incarcerated [illegible], and the mean age at first incarceration was [illegible]; [illegible] of the men were single and [illegible] had been married and were now separated or divorced.

c. Three-month group. Fourteen (14) men were interviewed. The mean age of this group was 32 years; 8 of the men were white and 6 were black; the mean grade completed was the 8th grade; the average number of prior incarcerations was 2.6, the average number of months incarcerated was 46, and the mean age at first incarceration was 17.6; 64% of the men were single, 9% were married, and 29% had been married and were now separated or divorced.

d. One year group. Seventeen (17) men were interviewed. The mean age of this group was 31 years; 10 of the men were white and 7 were black; the mean grade completed was the 9th grade; the average number of prior incarcerations was 2.5, the average number of months incarcerated was 51, and the mean age at first incarceration was 18.6; 65% of the men were single, 18% were married, and 17% had been married and were now separated or divorced.

To summarize then description of the sample, one hundred and thirty one (131) were interviewed; 54% of the men were white; the average age was about 33; for almost 40% of the men this was not their first incarceration and for more than half of the men, their first conviction was as a juvenile. Only a third of them had married and [illegible] half of the group [illegible] knowledge [illegible]

In considering the four groups, it is clear that the volunteer group is quite different from the other three groups on a number of variables whereas the other three groups appear quite similar to each other. In this study the volunteers are more apt to be white, older, single, more educated, and spent more time in prison. The expected finding was not supported by the data. There is no difference between the volunteer group and the one year community parolee group in age at first conviction [illegible]

[illegible] Groups

1. A secondary goal of the study was to learn about the [illegible] and problems of the delivery of services to the offender. As in the study of the offender herself, the concern here was also with the gamut of [illegible] services available immediately prior to release and services following upon parole release. Appendix C contains a listing of all the agencies, groups, services, or personnel contacted by the project. These include planning groups, counsel groups, and those offering direct services; private, civic, religious, state, and federal groups; volunteer and continuum groups.

No effort was made to make a comprehensive study of all available contract groups nor to make contact with all groups known to be available.

2. The method of learning about these groups and agencies was quite varied: personnel were rather formally interviewed; program staff attended meetings and conferences; a staff member spent time with parole officers on their day to day work; project staff became participant or invited observers in agency meetings; informal discussions with key personnel; telephone conversations in instances where personal contact was not feasible.

[illegible]

1. [illegible]

The [illegible] of these data is the assessment of the mental [illegible] by offenders [illegible] the period immediately prior to their release. The data [illegible] of [illegible] and the [illegible] the interviewers. They cannot be [illegible] or as really [illegible] by the offenders. The data [illegible] [illegible] areas, but [illegible] and the interviewers' [illegible] and judgments based on the overall impression of the individual which emerged in the interview.

A. [illegible] of Needs. Table I presents a [illegible] of [illegible] as [illegible] [illegible] [illegible].

TABLE I

Area	% of Inmates Evidencing Need
Employment	85%
Counselor (Personal Adjust.)	66%
Social-Recreational	60%
Educational	59%
Independent	40%
Alcohol General	39%
Family (Overall Relationship)	35%
Drug General	29%
Medical	20%
Legal	19%
Sleep Disturbances	10%

[illegible]

[illegible] provided in the [illegible] and [illegible] to the [illegible].

A more detailed [illegible] of this need is given in Table II [illegible] of the [illegible].

TABLE II

Occupational Need	% of Sample Indicating Need
Vocational Training	[illegible]
Vocational Planning	53%
Work Adjustment Aid	46%
Job Placement	35%

The typical picture of the man [illegible] is one of no vocational skills [illegible]. They qualify only for menial, unskilled, low-paying jobs which provide neither material satisfaction nor motivation. [illegible] with jobs [illegible] as causes of self-esteem, self worth, or [illegible] satisfaction which is a [illegible] for these men.

It is noteworthy in this regard that the placement category is less frequently a need because this is the aspect of primary emphasis by both the Parole Board and inmate and [illegible] parole [illegible]. However, in the other three aspects, at least 46% of the men about to be released have some serious need for help and counseling.

In the aspect of Vocational Training, we are all aware of the inadequacy of the correctional system in [illegible]. Not only are there few opportunities for training, but only with rare exceptions does a man who is released obtain employment in the area he has been given training in within the institution. He is simply not being trained in marketable skills. No on-going attention is given to the changing characteristics of the job market which might then [illegible] back to the institutional training program.

A somewhat separate, though related aspect is vocational planning. We noted 53% of the sample were in need for help in planning their occupational future at the time of release. This need is reflected in various ways.

a. Thirty-nine percent were still having difficulty getting work at the time of the interview. This makes it likely that either their release will be delayed or they will be released without a job.

b. As large as the above figure is, there is further evidence of planning inadequacy. Although 61% of the men had a prearranged job, [illegible] of this group (40% of the total) considered the job unsatisfactory, having accepted it only for parole requirements, and plan to quit soon after release. Thus, only 21% of the men had any sense of job stability before release.

[illegible]

[illegible]

[illegible]

[illegible]

1. [illegible]

2. [illegible]

3. [illegible]

4. [illegible]

[illegible] or even to [illegible]

[illegible] one to one [illegible] is needed [illegible] kinds of people [illegible]

[illegible] seemed to [illegible] used them [illegible]

[illegible]

4-3 Social Well-Being Needs.

A sizeably percent of the sample are found problems in the area of social-interpersonal needs and behavior. The types of problems expressed. Some-thirty-fifth of these men reported being with support in developing interpersonal interests. Well-to, friends, neighbors and family seemed to represent primary sources of support and encouragement. A much greater need, however, lived in the extent 1/3 (33%) of the sample reported a serious lack of opportunities for socialization and for recreational experiences. These and some friendships, and loneliness and limited the social skills to attract meaningful friendships.

4-4 Financial Needs.

The finding of financial need in 39% of the sample is slightly misleading in view of unemployment the problem. The figure represents the number of men who are collected in response to market conditions - either having no employment and no revenue (43%) or "barely" to make ends ends or if any unemployed financial exigency should arise as an crisis resulting in a situation of debt, child support demands, family responsibilities, etc. It does not reflect the even larger number of men who are involved with financial resources inadequate to even a minimal satisfying and fulfillingly independent life on the outside.

The implications of this finding should be given some attention when the sample characteristics of the well-known plight of the released inmate.

a. The formal overwhelm dependence on family or friends may either or both sustain the inmate already shaky emotional resources or be a psychologically unwanted alternative for the parolee and for the family.

b. It heightens the urgency of the employment problem and in the context of job instability and the high probability of post-prison adjustment, adds additional stresses during a time of very difficult adjustment problems.

c. Financial desperation and the consequent anxiety via a sin survival in an unfeeling pressure towards illegal behavior or resolution. The inmate is overwhelming anxiety in the case situations (most likely even today) of deprivation of resources which are contributory to the initial criminal development.

4-5 Educational Needs.

The 60% figure represents those with educational deficits of basic skills - e.g. reading and writing. In contrast the spanish speaking group were basic communication in the English-speaking society is an added difficulty. The general picture was typical of the offender population - average grade attainment 8th grade. Although this study did not evaluate the cumulative or historical factors producing the low educational level, other studies have shown the complex interaction of psychological, educational and family variables. This is mentioned only to indicate that the remedial need is an extraordinarily substantial one.

[illegible]

[illegible] which [illegible] at the point of release [illegible] (1) [illegible] and (2) require [illegible]. This [illegible] an underestimate of the [illegible]. The evidence [illegible] that on the whole the men [illegible] their family situation than other areas, perhaps partly because [illegible] at a point in time when these [illegible], and frequently only, resources. The [illegible] and [illegible] of family problems [illegible] further [illegible] consideration.

Needs for [illegible] among those with wives were not included in the results [illegible] because the number of married men was so small (10% of the sample), but though the number is small, the incidence of marital problems requiring some kind of help may well be disproportionately high. Sixty-two percent of those married [illegible] needed help with marital problems.

Though virtually all of those admitting problems in either marital or [illegible] relationships indicated they were long-standing problems, virtually none of them had received any help in dealing with them while in prison. None said they had received adequate help, and only 5 out of the total of 45 with problems said they had received any help at all.

A-7, A-8 Medical and Legal Needs.

At the time of release, the incidence of medical needs (34%) and legal needs (15%) is relatively low. However, when medical needs are present, these needs are quite serious and knowledge of resources inadequate.

A-9 Living Arrangements.

The finding of only 10% in this need area clearly underestimates the need. It indicates that some arrangement has been made for residence for the large majority of inmates. However, it does not involve any evaluation of the adequacy of the arrangements either in terms of suitability or welcomeness to the parolee. There is also some reason to believe that there is some denial or other misperception occurring in many of the men who felt that their plan for a residence was no source of difficulty.

A-10, A-11 Alcohol and Drug Abuse.

The problems of alcoholism (39%) and drug addiction (20%) being somewhat special problem areas, are being discussed separately and in a little more specific detail than other specific problem areas.

Alcohol: 39% of the sample had serious problems of alcohol use which required extensive help, as judged from the interview discussions with the offender and from his past records. One of the major problems at release, however, is that the offenders themselves tend to deny the problems. Only 10% of those with clear alcohol problems admitted the full extent of the problem, whereas 47% of them tended to deny it altogether. The remaining 43% admitted some problem but [illegible]. Furthermore, this group was being released with little help or attention paid to the problem while in prison. Fifty-six percent (56%) of them had received no help at all, and though 44% of them did receive some help, in no cases could it be considered adequate.

[illegible] the institution [illegible] apparently [illegible] to the [illegible] of the problem.

The knowledge of and [illegible] to outside resource agencies of this [illegible] of them [illegible] apparently aware of available services [illegible] and [illegible] knowledge? 53% were [illegible] but not fully aware of available services. [illegible] most serious problem with this group of offenders is their distrust of these services. Forty-four percent ([illegible]) have very little confidence in the ability of any agency to help and an additional 24% are outright distrustful and negative. Only 7% were fully trusting and positive, with 25% having some but not total confidence in these agencies. And [illegible] all, interviewers judged that 75% of these men were highly unlikely to make use of available services, and while there was some chance that 25% would use them, none were seen as highly likely to make use of the services.

This is clearly a significant and difficult problem area. It affects [illegible] of inmates, is denied as a serious problem by the large majority of them, and they are extremely alienated from the existing service agencies.

[illegible] in contrast, the [illegible] drug-related problem area [illegible] they [illegible] a surprisingly hopeful picture. Twenty-six percent (26%) had serious problems with drug addiction (primarily heroin addiction). They are more willing to admit the existence of the problem. Only 10% totally deny it, 53% admit it fully, and only 37% [illegible] it. They also have received more help in prison. Thirty-seven percent (37%) have received no help at all, 16% were judged to have received adequate help, with the remaining 47% receiving some [illegible] help. Again the [illegible] greater willingness to admit to the problem may [illegible] the [illegible] greater willingness to give attention to the problem.

This group of offenders also gives a somewhat more optimistic picture with respect to knowledge of and [illegible] toward service agencies. They seem somewhat more knowledgeable -- [illegible] are fully aware of available services and only 15% lack any knowledge. As a group they also seem somewhat more positive and confident of help. [illegible] percent ([illegible]) are trusting and positive and 26% more have some confidence in the ability of agencies to help. There is still a serious problem however as 31% have little confidence and 21% more are outright distrustful and negative. The picture with respect to probability of utilizing available services is somewhat more positive than with alcoholics but discouraging nonetheless. Forty-five percent (45%) were considered highly unlikely to make use of services, 39% were given some chance, and 16% were considered highly likely to utilize available services.

The overall picture demonstrates that addiction emerged as a serious need area and problems exist in making use of available services. The comparison of drugs with alcoholism indicates clearly, however, that alcohol presents an even worse problem in terms of recognition and likelihood of adequate efforts.

[illegible] Attitudes and Services

The findings and issues discussed in this section we consider to be of some primary importance since the data and the notion of specific need [illegible] type of the data on specific needs serve primarily to corroborate what is already [illegible] known. The data in this section have two important contributions. (1) they have important things to suggest about how existing resources might be used more efficiently before going through the expense and complication of providing additional new services, and (2) they have important things to suggest about the nature and scope of how any new services should be provided.

[illegible] Attitudes and Services.

In each need area, the interviewer explored the probability of the inmate making use of a given, relevant, existing service. The findings indicated that such probabilities were highly satisfactory for each man across need areas and therefore our overall judgment (except for drug and alcohol) was made.

Table XIII considers the results of this inquiry and

TABLE XIII

Probability of using services	Percent of Inmates
Highly likely	43
Some likelihood	30
Highly unlikely	25

The question is raised as to the meaning of such a finding where here when half of the men despite having multiple needs are not likely to make use of existing services.

The data suggest that only such a few men in the pre-release negative attitude a barrier of hostility to social institutions. For the majority of the men it is a question of ignorance of services and a substance life-style which discourages their use.

TABLE IV

Attitudes toward services	Percent of Inmates
Knowledgeable and favorable attitude	27
Knowledgeable and hostile	10
Unaware of services	42
Knowledgeable, but unwilling to use	28

The group defined in the table as "unwilling to use" is best described as having a life-style which precludes the seeking out or acceptance of services. These factors seemed to be present in this group: (a) a passivity and hopelessness where the inmate looks himself to be a helpless victim -- "what will happen, will happen;" (b) a resistance to the implied dependency of accepting help from an agency; and (c) a life style which emphasizes reliance on family and friends rather than public agencies.

[illegible]

[illegible]

[illegible]

[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

[illegible] "[illegible] [illegible]"	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

[illegible] types of relationships were examined and the findings appear in Tables VII and VIII.

[illegible] VII

[illegible]	Percent of Parolees
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]

[illegible] VIII

Helping and Guiding	Percent of Parolees
[illegible]	[illegible]
[illegible]	[illegible]
[illegible]	[illegible]

The relationship discussed here is one [illegible] P.O.) who can be an effective helping agent for the [illegible] parole. It can be family member, friend, church worker, [illegible] who engage during the interview in capable or providing [illegible] above [illegible]. There is no [illegible] 75 of the relationships [illegible] a significant [illegible] of [illegible], [illegible] and other needs.

These findings give [illegible] the [illegible] regarding the parole officer's [illegible] role, and to the [illegible] of [illegible] are [illegible]. In [illegible] are only involved to [illegible] the [illegible] to be [illegible] delivered in [illegible] a personal relationship as part of the [illegible] process [illegible] be considered [illegible] a [illegible] [illegible] the parole [illegible] that could

8. Pro-social behaviour.

Any discussion on needs and problems must take into account to some extent what the individual own expectations and expectations and decisions decisions and predictions of going through. One of the most general discussions which comes with interviewing involves an adverse view of difficulties in for the future to satisfy his emotional life — how much he is going to meet what happens and how successful he might be to be going to be. Another one very common of his difference things can be in the outside, and how much these feelings can change. One very frequently expressed expression of the nature of, "Right, now I am determined to make it on my own, I'm, but I really don't know how I'll look when I hit the street," or "I really don't know how long I can stay out of it. I can do to hope for the best."

In addition to the high unemployment, housing problems, the feeling of uncertainty caused by overhearing media, ignorance and lack of sense of such services, and a paucity of helping human relationships, the hopes for persons to living in an environment of [illegible] from the results which are to be possible for him to have his objective [illegible] change in his [illegible] and behaviour are going to be one he gets out. He may hope that he [illegible] and that he really wants to go straight [illegible] the reality of these intentions are his attitude, to [illegible] though on there. For this he must [illegible] to be [illegible]. It is the [illegible] of his general personal [illegible] more important than the specific case which follows. This is however [illegible] the [illegible] the special case prior to release.

[illegible]

Attitude to post "[illegible]"	[illegible]
Motivated and appears [illegible]	[illegible]
Interest [illegible]	[illegible]
Unsuitable expectations and [illegible]	[illegible]

Although the majority of [illegible] appear [illegible], [illegible] scorers or recognition of the [illegible] for [illegible] realistic alternatives to previous [illegible].

It is of course [illegible] to [illegible] that [illegible] depends on support and opportunities for a [illegible] [illegible] to be for the [illegible] plans to [illegible] and [illegible] however, who would [illegible] to [illegible] [illegible] promised themselves and an [illegible] [illegible]. Although [illegible] for prediction and [illegible], the [illegible] for support [illegible] these feelings.

Summary:

The pre-release stuff go [illegible] [illegible] [illegible].

1. If the [illegible] of education [illegible] and vocational [illegible] [illegible] resources, availability and [illegible] of jobs [illegible], [illegible] and supportive social and [illegible] [illegible], the chances of an [illegible] and caring family, the [illegible] plans to be hopeful, combined with improved awareness of available resources and a [illegible] of [illegible] and [illegible] and [illegible], [illegible] [illegible] the prisoner will be successful.

2. More important than the deficits in abilities and resources is the lacuna of personal, human relationships. This is true not only for someone who can and believes in the sciences, but someone who can function in a personal way as an effective helper. These men have become isolated from the human context of society, those very aspects which would support change and which would make the effort to change worthwhile. The very character of the release process is impersonal.

These first two points refer to the finding that the offender awaiting release is seriously deprived of both opportunities and incentives for changing his criminal relationship to society. There should not be surprise at the large recidivism rate, but rather a question of how does any man succeed on reentry.

2. Revoke Group

In this section only some basic descriptive data on this group will be presented. The analysis of the interview data will appear in the next section (section 3).

Perhaps it is due to the small sample size, but two quite distinct age groups make up the Revoke group. There is an older group, over 35, and a younger group, under 25. The age variable appears important in family and marital relationships, peer relationships, revoke offences, life style and attitudes.

Table X presents the reasons for revocation according to age.

TABLE X

Reason for Revocation	Age: Younger	Older
Technical	4	6
Minor offense	1	2
Serious offense	6	1

Technical violation refers to violation of parole regulation, no new offense charged; minor offense refers more only to a new drug offense - possession or use, not pushing; serious offenses refer to new felony offenses - B & E, Rape, A & B, etc.

It will be noted that 50% of the revocations were for technical violations. The only meaning such action can have is that it is preventive action. That the man who cannot manage parole regulations has such poor control that a new crime is imminent. It could be suggested, however, that with more or different resources (programs and personnel) such men could be treated by methods other than institutionalization.

Virtually all of the serious offenses were committed by younger men. Other data (discussed below) indicate that this group is more apt to become involved with criminal peer groups. Such a finding suggests planning programs which should consider age and peer group activity. The high number of technical and minor violations reflect the high incidence of drug and alcohol abuse in this group. Seventeen of the 20 men had some control problem and in seven cases the reason for revocation was drunkness or drug possession. In another seven cases alcohol or drug use was directly related to the behavior which brought about the revocation.

The median months on parole before revocation was 6.5 months.

3. Parole and Revocation Groups

In order to facilitate comparisons, the data for the two parole groups (3 months, n = 15 and 1 year, n = 19) and the revoke group (n = 20) will be presented together. Three methods of presenting the data will be used -- descriptive statistics, brief vignettes and complete interview reports on selected subjects.

A. Hierarchy of Needs.

Table XI presents the basic data on the need areas for each group. It should be noted that these data, unlike the data reported above for the pre-parole group, refer to ungratified needs of problems in need gratification. It is one thing to anticipate what one's needs may be in the future and quite another to experience the frustration of failure to gratify a vital need.

TABLE XI

Need Area	Percent of Men		
	3 month	1 year	Revoke
Social-Recreational	67	63	85
Counseling	60	24	70
Financial	60	42	40
Vocational	53	47	80
Educational	40	18	50
Living Arrangements	33	41	45
Alcohol Control	27	18	55
Family Relationship	27	18	60
Drug Control	13	6	30
Medical	13	12	25
Legal	7	0	35

The most striking and not surprising, finding is the higher overall need level in the Revoke group. With the exception of financial need, a greater percentage of men in the Revoke group had difficulties in all other need areas than the other two groups. Looking at the basic data from which the above table was derived, a second, related observation can be made. Of the total number of men interviewed, including the pre-parole group, only 11 men (less that 9% of the sample) had problems in no or only one need area. The remainder of the men have multiple needs. Table XII shows the median number of needs in the four groups.

TABLE XIV

Sample	Median # of Need Areas In Which A Problem Exists.
Pre-Parole	5.0
2 month parole	5.5
1 year parole	5.0
Revoke	6.5

The significance here is that the unconditional parole group (1 year) has the lowest number of unmet needs while the parole failure group has the highest. This finding is significant because it implies a definite relationship between unmet needs and the failure to maintain a socially acceptable career based adjustment. Although the numbers are too small to warrant any statement with statistical confidence a reasonable conclusion is that the support and opportunity for a social adjustment offered by the community was different for these two groups and this difference was holding.

Caution for such a conclusion is caused by noting that the revoke group was different from the other groups in regard to criminal history, age, and marital status.

Nevertheless, these men certainly had more unmet needs. The areas which seem most related to recidivism include Social-Recreational, Family relationship, Counselling, Vocation, Alcohol and Drug Control. The position in the legal area seems to be a consequence of the recidivism rather than (in any sense) causal.

A-1 Social-Recreational Needs.

In all three groups, more men showed problems in this area than in any other. Even among the men in the one year unconditional group this was the most frequent area of need. As in the pre-parole group, problems were more related to the absence of close interpersonal ties than with anti-social peers in the two parole groups, but this was not the case for the Revoke groups. For the latter group in the 2/3 of the men showing difficulty in the social area this difficulty was related to anti-social contacts. And as indicated above, this was primarily true of the younger group of the revoked offenders.

For the remainder, the difficulty was more the absence of social contacts, a sense of loneliness, and feelings of anomie. No recreational outlets appear to be available to these men. The primary avenue for whatever social intercourse that does exist is the bar.

The problem in this area is also related to their marital status. Only five of the men in the Revoke group had married and in each instance this marriage was no longer intact. In the two parole groups only 5 of the men were married and living with their partner at the time of the study.

Further, more than 1/3 of the men in the three groups were living alone in rooming houses or apartments.

A-2 Family Relationships and Living Arrangements.

These two categories are combined because they seem so interrelated. Only in the one year group does there appear to be only few men with difficulties in this area. This, however, is due primarily to the absence of open family conflict. Only one of these men had a close warm relationship with his natal family.

Table XIII gives a descriptive picture of both relationship and living arrangement for the two parole groups.

TABLE XIII

Personal Quality of Living Arrangement	Number of Men	
	3 month	1 year
Living with wife; relationship good	1	4
Living with wife; relationship poor	0	1
Living with family, conflict present	3	2
Living with family, supportive, but on supervision	6	2
Living with a friend	2	0
Half-way House	1	1
Living at Fernald	0	1
Living alone	6	4

More than ½ of the 3 month group are currently living within the natal family. In no instance however is there reason to believe that the relationship will continue. Although none of this group is currently living alone, more than 1/3 of the 1 year group have such an arrangement.

For the Revoke group, 60% of the men were having some difficulties with their families and almost half had some serious residential problem. Two men in the Wrentham program found it impossible to remain. The social and recreational opportunities were limited and the atmosphere oppressive. Both had continuous difficulties with finding suitable living arrangement until their revocation.

Table XIV Contains the type of family problems seen in the Revoke group.

TABLE XIV

Type of Relationship	Percent of Men
Good Relationship	10
Serious Conflict	5
Rejection by Family	25
Serious family break	15
No Family	35

[illegible] differences. The [illegible] men were [illegible] [illegible] marriage the groups was deep especially [illegible] [illegible] [illegible] of [illegible] relationship.

None of the Parole group had an ongoing marriage. The younger men had never married and the 2/3 older men who had been married were divorced or separated.

A 3 Vocational Work.

The attention that is given in this area in rehabilitation programs is closely warranted on the comparative data are reviewed. Only four of the men who were married and anything resembling a comfortable, stable, employment experience, whereas more than half of the 1 year group were so employed. However, even in this group, three men were unemployed at the time of the interview and two others were working, with unsatisfactory conditions.

The situation with the Parole group is far more serious than the figures in Table 23 would indicate. Only 1/3 of this group were fully satisfied with the type of work, conditions, salary, and future work goals; four men were unemployed, having lost their pre-release job shortly after release, and seven men, though working had none dissatisfaction with some aspect of the employment. No one in the group was in a work training program although others had been made aware such training.

More than half of the men in each of the parole groups were unskilled while 3/4 of the Revoke group were found to have no occupational skills.

While to make sweeping about the data in the vocational area is also despite the most that there is the area of principal investment of pre-release personal and direct services of paraprofessional concern to the Parole Board, and of primary importance as experienced by the offender, externally no post release attention was being given. Attention before hand to planning, training, and placement.

A-5 Alcohol and Drug Abuse.

A major feature of the Revoke group is the high incidence of alcohol and drug addiction. Whereas only three of the 32 men on parole admitted to having some difficulty in controlling excessive alcohol drugs, six of the 32 men in the Revoke group gave evidence of heavy use of drug use. There is even a greater difference in alcohol use. In the parole group, seven men admitted that alcohol abuse represented a problem. This is not a minor problem - 22% of the men. However, in the Revoke group, 59% of the men admitted to excessive alcohol use.

More discouraging is the finding that only one of the parole group who admitted to an alcohol problem was using AA or any other alcohol control agency. There is no evidence that any of the Revoke group had sought out assistance in this area.

A. Summary.

The orientation of a counseling need in terms of assistance in immediate adjustment problems and not necessarily of psychodynamic insight.

The data in Tables I and II confirm an expectation. The pre-release period and the transitional period (represented by the pre-parole and the 3 month group respectively) are periods of anxiety and insecurity with a heightening of a need for advice and counsel. Perception of reality is distorted; unrealistic goals (which must necessarily result in disappointment) become undifferentiated from realistic expectations. The need for more assistance is clearly much greater in these two groups (more than 60% of the men have such a need) than in the unsuccessful (1 year) parole group. Although even here almost ½ of the men had such a need.

In the revoke group, 16 of the 20 men had a serious need in this area which is available and which could have had some effect on the eventual revocation.

B. Relationship to Service Agencies.

There is a highly significant difference between the parole groups and the revoke group on the use of agencies. Because only 1/3 of the revoke group seemed to have made any effort to seek out or avail themselves of services, 3/4 of the parole group (26 out of 32 men) had had some agency contact.

In the revoke group there is a very pronounced negative attitude to social agencies. Ignorance of available services is not the issue. Only 13% of this group showed attitudes or conceptions of the possible assistance and utility of social institutions. The large majority (60%) overtly reject such institutions and the remainder, although not hostile, feel that the agencies would be of little service.

In the parole group only ¼ of the men stated that they were dissatisfied or, and actively avoid social agencies. However, an additional 25%, although having sought out institutions, failed to find in the services needed.

C. Relationship to the Parole Officer.

These findings are discouraging. Less than 1/2 of the parole group find the parole officer interested and helpful. The predominant attitude is "the less I see of him, the better I like it." These men describe their contacts with the parole officer as "five minutes once a month." Only four men, three of them from the 1 year group, describe a supportive, guiding, helpful relationship. For eight of the men, he is seen as a policeman, in the most negative sense. A punitive, controlling figure.

The data are similar for the revoke group, although the number of technical violations would indicate more active contacts than was seen in the men in the parole group.

Summary.

1. The released offender has multiple needs which are unmet. These are basic needs, vital to survival and social adjustment.

2. These unmet needs may be related to failure in parole adjustment.

3. The revoke group are quite different from parole groups in higher incidence of needs in all need categories. Most significant in vocational, alcohol and drug control, counseling, and family relationships. They also have a more severe criminal history.

4. In all groups, the needs for social, personal relationships are most unfulfilled and these are least attended to by available social institutions.

5. Anti-social contacts/are less a problem than absence of interpersonal ties.

6. Assistance in making use of services more an issue than the existence of services.

3. Relief Vignettes.

D-1 Three Month Group - Good Adjustment.

S.315 is an 18 year old, white, single man who has been living with his father and brother since his release from Concord. He has an extensive criminal history for one so young -- armed robbery, B & E, use without authority. He was adjudicated a delinquent at 15, served time and was then sentenced as an adult. His adult criminal history was to support a heroin addiction.

Since his release, he has worked and has gone back to school. He has made new friends and has renewed contacts with old friends, some of whom have criminal histories. His major needs are medical (severe dental problems) and some assistance in planning his vocational future. He has no relationship with his parole officer, but his father is a supportive figure. There has been no assistance from any social agency. Friends have been of great assistance including obtaining him his job.

S.310 is a 34 year old, black, divorced man who was released to a halfway house three months ago. He has served time on three convictions, two of these for sexual assaults on children.

Two weeks from the date of the interview he was to leave the house and move into his own apartment. He is somewhat fearful, but feels that he will manage. His counselor at the house has been a most important and significant person and will continue to be available to him.

After release he entered an Adult Basic Education Course with OIC which he completed. OIC then obtained a position for him in a construction firm and he has been there since, extremely pleased with the work, people and salary.

According to the subject, the halfway house, the counselor and OIC have made the difference in his life.

D-2 Three Month Group - Poor Adjustment.

S304 is a 23 year old, white, divorced man who is currently living with his divorced mother. His criminal history began as a juvenile. He has been incarcerated twice, and has 5 convictions for crimes such as manslaughter, armed robbery, and larceny. He has served a total of 4 years in institutions.

He is working irregularly and fears that he will soon be unemployed. He states that if that occurs he may accept the offers of friends to get back into criminal activities. He states he wants to be a truck driver but he has no training, no drivers license and appears quite unrealistic about his vocational plans.

His only friends are either in prison or involved in crime. He openly admits frequent contact with the latter group. He has been a heavy drinker and although active in AA while in prison, he has not and will not participate on the street. He is hostile to any program or agency associated with prison.

The counselor notes "He feels my relationship of trust, emotional support and guidance. My association with his parole officer is friendly but diminished and restricted by the supervisory aspect of parole." He has sought assistance from Massachusetts Rehabilitation, DES, and the VA for employment with no success.

S.208 is a 29 year old, white divorced man who had been on the street four months at the time of the interview. He has been imprisoned on two separate occasions and has served a total of four and one half years for such crimes as B & E, carrying a weapon, larceny, possession of burglary tools, A & B.

He is currently living with a grandmother in a town he is unfamiliar with. He has worked only two weeks since his release. He was fired from his first job when his employer learned he was an ex-con. He is a skilled plumber, but states that he cannot get a job in his trade without a drivers license.

He feels that there is no one he can turn to and states "I'm almost ready to say forget it and pull another job."

Alcohol was and still is a problem although he refuses to accept this. He is extremely hostile toward his parole officer and there is no substitute supportive figure.

D-3 <u>One Year Group - Good Adjustment.</u>

S.111 is a 23 year old white, divorced man who has been living with his parents since his release from prison 14 months ago. This was his second sentence and he has served a total of 3 years and one month. His crimes include Robbery, B & E, larceny of M.V. and A & B. His first conviction was at age 14, when he was placed on probation.

His early parole period was marked by difficulties. He had no money and he was unemployed for extended periods of time. He received some support from Prisoners Aide and from his parents, but primarily from his parole officer. He states that he would have been revoked were it not for his P.O. who assisted him while he was out of work and also when he was arrested for fighting.

He is currently working at a position for which he received training within the institution. He also received his G.E.D. at the same institution.

Besides his family and his P.O. this subject has a girl friend who has been of great value to him. Drugs and alcohol have not been and are not a control problem.

The only source of difficulty is that his closest male friends are criminally oriented. In the past this group was a precipitant to his criminal involvement.

S.[illegible] is a 28 year old, married, black man. He has a criminal history which begins at age 15. He has spent almost 1/3 of his life in institutions (2 years, 6 months). His offenses include B & E and Assault with Intent to Rape. He had been on parole 12 months when interviewed.

He is currently living with his wife and one child, working as a para-medical staff member at a community health center, and is a part time student in business administration. He has a close and affectionate relationship with his entail family and with a number of people that have befriended him during his past incarceration. The major support has come from the Fellowship program, New Concepts, and his current employer who is providing funds for college expenses. His parole officer has been friendly and supportive, but has been of no direct service to him. His interviewer concludes, "He has been lucky in that many friends have contacted in various ways. However, he is the energy and attitude of this young man which must be regarded as the critical ingredient."

[illegible] Sex Year Group - Post Adjustment

S.114 is a 23 year old white schizophrenic who has had only one incarceration although he has a history of arrests going back to age 15. He had been on parole over one year when interviewed.

On his release he was living with his parents and had a job with a company that had employed him prior to his last arrest. He is currently living alone and following a very unstable work pattern -- four different jobs interspersed with periods of unemployment. He has not worked for 2 weeks. In his own words, "I'm not making it. I've been out of work 2 weeks. I was fired but they said I quit so I can't collect. The illness bothered me sometimes, but not now. (What do you do?) If there's food I eat it, dope, I smoke it, girls, I fuck them. I don't want to work again. I want to hustle this State for everything I can."

His total income for the past two months has come from panhandling. Although he presents that he is a 'drifter' from society for philosophical-ideal reasons with a desire to "return to the land with a woman and raise kids." The interviewer notes that he is no closer to this goal than he was one year ago. Further, he is alone. He has broken off relations with his family and he has no friends. Although he speaks of others as his "brothers and sisters," he in fact has no relationships.

No agency has contacted him and he has made no agency contacts. He has no relationship with his parole officer; he is not antagonistic, but feels that they are busy and disinterested.

S.107 is a 37 year old, white married man who has been incarcerated on five separate occasions and has spent a total of 11 years in prison. His first conviction was at age 12. His offenses include larceny, A & B, lewdness, conspiring to arson. He has also had arrests for drunkenness.

When first released he went to live with his fiancee, a divorced woman with a number of children, in the house of her sister and brother-in-law. They were married shortly after his release and a few months later a serious quarrel took place during which the subject assaulted his wife. He was picked up on a PV Warrant, placed in Charles Co. Jail and returned 2 months ago. He is a chronic alcoholic and becomes very combative when drunk. He is very upset about his marriage and states that he plans to get a divorce as soon as he is off parole.

The work history is one of certain instability and this has continued [illegible]. He has been in public. He has worked at [illegible] dangerous job, no one lasting more than 3 months.

He has no relationship with his natal family, his only friends are those he meets in taverns, and the only stable, supportive figure anywhere in his life is his parole officer. He sees his PO as a helpful, knowledgeable person that he has turned to in times of crisis. However, there is infrequent contact.

The Interviewer noted that he was depressed, lacked any sense of responsibility and was not dealing with his difficulties in a constructive manner.

§ 103 (cont)

There is no problem in drug control. However, as indicated alcohol control may well become a problem and a potential source of serious difficulty. This is made more serious by the fact that Mr. F. does not see his alcoholism as a problem and has made no effort to seek help of any kind.

There are no legal or medical needs. He has an insurance plan that would cover any medical expenses, and he would turn to a private lawyer for any legal problems should they arise.

He has no interest in educational or vocational training or planning. He is quite content with his work.

Mr. F. has negative feelings towards all social agencies and makes no use of them. He states that when incarcerated, he had four different counselors and they all gave him "the run around."

In most areas of his life he has really not left the institution, only substituted one institutional system for another.

S 387 (Cont)

He has no important church affiliations or contact with clergy.

He has no history of abusive involvement with drugs or alcohol; and these do not seem to constitute a current problem.

He was enrolled in an ABCD sponsored baking course before his incarceration. He regards this as adequate skill preparation for a baking career. This man seems confident of his abilities and training and does not feel that more vocational or formal academic training would be of great value.

The health of this young man appears excellent; and he has not, since release, required medical attention. He has relied upon a lawyer obtained through a friend for past legal entanglements; and has at present no need for a lawyer or legal advice.

He has contacted numerous agencies in his attempts to secure work as a baker. Among these are Mass. Rehab., Mass., Division of Employment Security, and ABCD. None of these agencies has been of great aid. Only ABCD seemed to regard his problem as important. He feels the other agencies were not interested in him or being of help.

Unless he is provided with a satisfactory job and an acceptable and responsible guiding helping figure, the chances are that he may return to the criminal activity surrounding his home. His lack of trust in the P.O. is a major barrier to the mutual confidence and cooperation essential to parole success. This young man seems to care a great deal about 'going straight" and would probably accept guidance from the right older man.

GENERAL SUMMARY AND RECOMMENDATIONS

1. Recidivism rates bear testimony to the ineffectiveness of the release process and reintegration efforts. The majority of the men, the large majority, are poorly equipped and inadequately supported in their efforts to maintain a comfortable and successful extra-mural life. Release plans are concerned in only the most perfunctory manner with a place to live and employment with little or no attention given to the dramatic social-psychological change from institutional life to self-responsibility in the community.

What is most disconcerting is the finding that the correctional process, the release procedure and the post release parole system tends to enhance the difficulties by a prevailing-controlling orientation and the impersonalization of the structures. For example, the offender lacks meaningful personal ties and the discontinuity of the housing resource from corrections to parole prevents the establishment of such ties; the offender has a deep sense of anomie and so dances him to impersonal, unnerving agencies; he is socially isolated and parole restrictions extend only to negative peer relationships; he has a low threshold for anti-social behavior and the stresses of the first six months of release — financial, interpersonal, social — are excessive and unanticipated.

2. A serious question is raised regarding the development of new or alternate resources to solve some of the problems noted. It appears that many resources are available and the structures or others exist. The major issues lie in the effective use of these resources and these limits are manifestable.

3. Structures exist which do not serve the functions they were designed or intended to serve. For example, the Institutional Case Manager and the Institutional Parole Officer represent two structures within the institution which reasonably could be expected to either directly serve or coordinate pre-release planning. They could provide not only personal, individual attention, but also provide continuity in the post-parole period. Inadequate and inadequately trained personnel prevents effective functioning of these services.

4. Most offenders do not know how to make use of the variety of private, community, state and federal services. Their life style and social attitudes place them outside of the established social institutions and thus the "accessibility to legitimate opportunities in our society" is prevented (Ohlen & Cohen). The brochure which is given to the inmate describing services for offenders, the names and locations of agencies misses the point entirely. He is ignorant of the availability of services not because of a lack of exposure to brochures or publicity, but because he lives his life in active avoidance of the social institutions which provide the services. Further, when not ignorant of the availability of services, he is suspect of the agencies; when not suspicious and not ignorant of availability, he is ignorant of the procedures for negotiating the complex or even simple methods for obtaining assistance.

The parole-discharge decision is passed in which the institution, state parole and treatment, evaluation (when authority and the method in the ultimate determination of a separate step, in no way involves the counselor from personal staff regard or social rehabilitation are concerned him are taking chance of his life or release.

c. These personnel, usually, select or inherit resources which are not specifically designed to serve the ex-offender and not only ill prepared to serve such a client, but are frequently disorganized and actively or passively resistant. Their usual clients are annoyed to the endless 'red tape', delays of service, multiple contacts, waiting in line, etc. The ex-offender as a client cannot tolerate excessive delay for his relatively permanent needs. The 'psychology' of the usual client includes a submissive, passive status in a dilapidated manner. The ex-offender, typically, cannot accept such a posture and 'come-on' in a much more assertive is not aggressive style.

The personnel in these agencies need training and support in serving such clients.

It seems appropriate here to comment on the frequently heard question of the need for special services for offenders. That is, is there a need for agencies specifically designed to serve the offender or ex-offender or are his needs no different from others in need in our society. It seems clear that his needs are in no way different from the needs of other poor or deprived or disadvantaged or disabled members of society. It is equally clear, however, that both social and psychological factors make the delivery of service to him a significantly different problem, requiring special knowledge and expertise. It does not necessarily follow that special agencies must be established. It does imply that service agencies that are going to be of any value to the offender - ex-offender have staff members with some training or at least awareness of the special problems these men offer.

d. Existing resources, both those established for offenders specifically and the general service agencies do not pay sufficient attention to the multi-need problems of the average ex-offender. He is viewed as if he is a man-in-need-of-a-job or in-need-of-money, etc. The majority of the men studied are in need of many services and these are usually interdependent. Integrated services are required. A number of cases were found in the sample where the lack of integration of services placed the parolee in an impossible situation vis a vis his adjustment. In some instances a home and a job were found for the parolee, but the two locations were geographically distant; public transportation was available but required a number of transfers and an excessive amount of travel time. In other cases employment was obtained, but extensive functioning on the job itself required a driver's license which he could not obtain. Similar problems existed throughout the sample.

e. A related problem is the lack of coordination and communication among the multiple existing resource agencies. No systematic procedure exists for effective liaison among helping persons from different facilities. The result is not only redundancy of effort, but more damaging to the offender-client is the frequent case purposes is delayed or unimplemented referrals with the consequent experiences of disappointment and disillusion. Such experiences only serve to reinforce the ex-offender's sense of helplessness, hopelessness, and despair to a point - usually - that the personal and parole goals are at a minimum.

[illegible]. There are many citizen groups, community agencies, and ex-offender organizations made up of involved and dedicated people willing and capable of offering a variety of services. These agencies are usually underfunded and poorly manned. Although may have professional guidance and supervision, a number sorely lack not only expert advice, but lack even personnel experienced in correctional work.

But there is a more serious problem. Correctional and parole personnel are at best tolerant but non-supportive and at worst antagonistic to the efforts of these groups. Both passive resistance and active preventive barriers serve to interfere with the delivery of services and inhibit the development of new and expanded services.

The major point of the discussion of the six issues raised above is to give some focus to the failures of the pre and post release process. Before new structures or procedures are created, thought should be given to whether the available structures are inherently ineffective or simply operationally ineffective. Cognizance should be given to the inertia in established systems but certainly it is not necessary to invent the wheel over and over again.

2. The study has shown that there are a variety of realistic needs that the offender is aware of and can articulate and many needs that he does not perceive or perceived in distorted ways, e.g. life goals, vocational plans. It would also appear that there exists multiple systems, agencies and structures which function to serve just these kinds of needs.

What is clearly missing is the solution or solutions of the logistical problem of delivery of services.

The overall impression from the research findings is that needs are more apt to be met - services delivered - when the offender has available some personal helping 'agent', familiar with the community and its services and the procedures for negotiating within the community agencies for these services. Such a helping person fulfills a variety of functions. In the pre-parole group, the greatest need was for some helping, interested person. In the parole group, overwhelmingly more moral adjustment was directly related to the availability of such a "case manager."

[illegible]

[illegible] They are [illegible] program development. The community based [illegible] program.

It would appear that the Case Manager approach [illegible] by the Parole Officers. However, it has become clear that the focus of the Parole Officer's [illegible] as a quasi [illegible] is incompatible with the role of a service agent. The [illegible] the supervision of a parolee, as [illegible] problems of communication, coordination and cooperation. However, the experience with some half-way houses demonstrates that a [illegible] approach can be carried out effectively.

During the course of the project, one of the outreach caseworkers became quite involved in the problem of [illegible] parolees [illegible] release and [illegible]. An abstract of his [illegible] is included in Appendix E.

APPENDIX

APPENDIX A

Pre-Release Interview

I. Release Planning.

a. Instructions, contacts or guidance provided at institution by correctional or parole personnel.

b. Planning for continuation of prison programs when released.

c. Instruction, contact or guidance by community agencies or individuals.

d. Informal assistance by friends or relatives.

II. Attitude Toward Service Agencies.

a. Perception of the parole officer.

b. Type of agency inmate has confidence in.

c. In past to whom did offender go with problems.

d. Upon release to whom will he feel comfortable going to with a problem.

III. Needs. The following three scales were applied to the need areas of Education, Medical, Legal, Counseling (Psychological), Alcohol Control, Drug Control, Financial, Living Arrangements, Job Training, Job Placement (Planning), Social-Recreational, Family Relationships.

1. Experienced need and knowledge or personal contact with services. (Inmate Perceived)

a. Need regarded as unimportant or resolved without agency or external assistance.

b. Need expected or experienced as of MAJOR importance to parole or long range success; no knowledge or personal experience with specific service agencies.

c. Need expected or experienced as of MAJOR importance to parole or long range success; inmate has knowledge and/or experience with specific service agencies.

d. Need expected or experienced as of MINOR (secondary importance to parole or long range success; no knowledge and/or experience with specific service agencies.

e. Need expected or experienced as of MINOR (secondary) importance to parole or long range success; inmate has knowledge and/or experience with specific service agencies.

f. No response.

g. Other - SPECIFY

Parole Inventory (Form).

[illegible] Service agencies as perceived by subject: interest and availability - to PAST or INTERPRETER.

a. Referred to service by friends, family or self (i.e. personal networks; services be provided by friends or family (i.e. personal services).

b. Referred personnel or public agency.

c. Referred by Mass Media to public agency.

d. Referred by formal prison agency (IPO, treatment staff, counseling) to public agency on release. (pre-release liaison and placement).

e. Referred by public agency to another public agency (post-release liaison).

f. No plan for association of needs - no services available.

g. No plan for association of needs - no attempt to use services of known agencies or no idea as to which agencies are appropriate to specific needs of inmate - no idea or plan as to how services of known agencies may be tapped.

h. OTHER - SPECIFY

2. Importance of need and likelihood of usage to the available services (intervention potential).

a. Need of MAJOR importance to parole or long range success; subject unlikely to make use of services due to inmate desire, refusal to admit need, or hostility/resistance toward available service agencies.

b. Need of MAJOR importance to parole or long range success; subject likely to use services.

c. Need of MINOR importance to the parole or long range success; subject likely to make use of services.

d. Need of MINOR importance to parole or long range success; subject unlikely to make use of services due to inmate desire, refusal to admit need, or hostility/ resistance toward available service agencies.

e. Need of MAJOR importance to parole or long range success; impossible to accurately gauge likelihood or subject to use services.

f. Need of MINOR importance to parole or long range success; impossible to accurately gauge likelihood or subject to use services.

Other - SPECIFY

g. Need of MAJOR importance to parole or long-range success, subject unlikely to use services, due to lack of knowledge or unavailability of such services

h. Need of MINOR to parole or long-range success, subject unlikely to use services, due to lack of knowledge or unavailability of such services.

. Pre-Release Interview (Cont).

IV. Knowledge of Resources.

The inmate was asked a series of questions around each need area to determine his awareness of the availability of resources.

V. Clinical Summary.

The clinical summary should help to round out the data schedule by providing some insight into how the inmate is thinking about his situation, apart from the items covered in the data schedule.

The summary should include:

> Your best judgment of this man's ability to sustain himself on the outside. Cover areas of emotional stability, ability to relate to people -- any real interests in society and social living. (The scale of social-orientation that is present in the data schedule, but expanded with your impressions.)
>
> How realistic do you see this offender's assessment of reality? How reflective is he? How aware of his life is he -- is it on a day-to-day basis or does he have some life goal that fits (or doesn't fit) with his abilities.
>
> What do you think his ability to cope with situations faced on the outside is like? What were your impressions with his interaction towards you? What is his level of maturity, his 'sense of discretion', his contact with reality?

APPENDIX B

Parolee Interview

Three months and the Test Group

Instructions to Interviewers:

The purpose of these interviews is to obtain information from the parolee about (1) problems he has faced in his efforts at making an extra-mural adjustment; (2) the resources he has drawn upon - persons and agencies; and (3) the experiences he has had with these resources.

I. General Adjustment.

For this section the concern is a description of the parolees' current activities, how he is getting along, how he feels (happy, sad, fearful, satisfied, comfortable, "getting by", etc.), what type of dissatisfactions and satisfactions he is experiencing, a 'diary' of the past week. This should be the opening of the interview - "How are things going?" It can be used to get into any of the more specific areas.

Overall what would parolee indicate as most critical needs during release period to date? What have been most significant problems?

II. Employment.

The concern here is with all of those issues around obtaining an income. It would include attitudes towards work, the social support for working (i.e. attitudes of friends, family and associates), type of work, work stability, comfort on job, adequacy of income, what he wants to do, what he is training to do, how he obtaining the job, work satisfaction, difficulties obtaining employment, resources turned to, effectiveness of resource, employment goals, etc.

The focus should be on work as a need for income, for self satisfaction and gratification, for self fulfillment; and on his use of community resources - persons or agencies - to obtain employment or to obtain training for skills necessary for employment.

Obtain data on number of jobs held, periods of unemployment, reasons for unemployment, adjustment to first extra-mural job.

Is work a special problem? In what way? What can be done about it?

III. Residence.

The focus here is on his living arrangements and all those issues involved in "having a place of one's own." With whom is he living? Why?; how did he obtain this place to live, how many different places has he lived, does he like the neighborhood, special satisfactions and dissatisfactions - rent, comfort, services.

Here the concern is with a home (a room, an apartment) as a human need. Is it a special problem for this man? In what way? What can be done about it?

[illegible]

[illegible]

Are there [illegible] the cause of specific problems? In what ways [illegible]?

V. [illegible]

The [illegible] in his peer group by [illegible] made on his [illegible]. How [illegible] did he have [illegible] at least [illegible]? Was [illegible] by [illegible] [illegible]? There is the [illegible] of his [illegible]. [illegible] [illegible]. Has he had a [illegible] [illegible]? From [illegible]? What experiences did he have in [illegible] [illegible] helps in [illegible] as a [illegible] for this problem? What are his [illegible] [illegible] = [illegible], [illegible], [illegible], [illegible]?

The [illegible] should be on the [illegible] of special problems [illegible] by the [illegible] of [illegible]. To what [illegible] is [illegible] a problem? What can be done about it?

VI. [illegible]

[illegible] of [illegible] [illegible] [illegible] [illegible], [illegible] [illegible] "play," [illegible]. What are his [illegible] needs? Are they [illegible]? If not, why not? Have he [illegible] [illegible] [illegible]? Is he knowledgeable about the [illegible] of [illegible]? What role does it play in his life?

The [illegible] [illegible] in [illegible] [illegible] need to [illegible], such [illegible] of [illegible] [illegible] [illegible] to [illegible]. Has [illegible] a problem in it? In what way? And what can be done about it?

VII. Conclusions

We [illegible] to [illegible] and [illegible] [illegible] [illegible], [illegible] [illegible], [illegible] of [illegible] and [illegible], [illegible], [illegible], [illegible]. [illegible] today? Are his friends "[illegible]"? Has he made new friends? Is there a problem in making, [illegible], or maintaining friendships? What does he do at such [illegible]? Where? He will [illegible] as [illegible] been a [illegible] in his social [illegible]? In what way?

In general, is he an [illegible] child? Why, when and [illegible] fulfilled? If not, why not? What can be done about it?

VIII. Parole Officer.

[illegible] parole officer? How do he perceived, his attitude toward him and toward parole in general, his contacts with him - frequency and nature, does he see the officer as a helping person? as a controlling person? as a punitive person? Has he been a member his finding resistance?

Have there been specific instances where parole officer has helped in the solution of a problem? Instances of failure? How overcomed has this relationship been?

IX. Church Affiliation.

Has the church or related persons been an important part of his extra-penal life? In this way?

X. Drugs and Alcohol.

The concern here is with alcoholism as a problem in adjustment. In no active with any agency, group or persons in dealing with his problem? What have been his experiences in seeking and obtaining assistance? The inquiry around this area should call to mind a problem exists, how serious it is, what he has done about it, whether he is interested in solution, his experiences with his efforts to lick or control.

XI. Education and Vocational Training.

This area of inquiry is not only to get to the data on his educational development, but to determine the part that formal education has played in his extra-penal life. Does he experience an educational lack? Has he attempted to do anything about it? What role has experiences in these efforts? Have any agencies or persons been involved? Who were they? What happened?

This involves not only to schooling but to skill or job training or apprenticing.

XII. Legal and Medical.

We are concerned here with legal or medical needs in his life and what experiences he had in attempting to meet these needs. When he was turned to? With what success? How much a part did these needs play in his extra-penal adjustment?

XIII. Agency Contact.

We are concerned here with the activity of agencies in reaching out to the parolee from pre-release time to the present. Has any one contacted him? What services did they offer? What was his response? How did it turn out?

APPENDIX D

Basic Data Schedule

1. Age at time of interview.
2. Race.
3. Education - last grade completed in community.
4. Education attainment in prison.
5. Marital status.
6. Age at first conviction.

   Disposition

7. Total life time incarcerated.
8. Number of prior incarcerations.
9. Nature of criminal offences.
10. Institution of release.
11. Institutional participation in program.
12. Occupational history.

    Skill level
    Job stability

The Roxbury-Norfolk Co-operative Action Proposal.
A Pilot Proposal in Community-Based Corrections

J. Peter Brady

I. Scope of the Proposal

This program is designed to facilitate the re-entry and subsequent parole adjustment of men leaving state correctional institutions. This particular proposal should be regarded as a pilot program. While the proposal is defined by geographic, institutional, and socio-ethnic guidelines, it is not necessarily restricted by those guidelines. There is no major component feature which is inherently inapplicable to other institutions or geographic areas. In short, the Community-Based Correctional Model which underpins this proposal is expandable and applicable to other areas, despite certain peculiarities which distinguish this community and this institution from other such communities and institutions.

The Roxbury-Norfolk Co-operative Action program will be locally based, and concerned with those men who will, or have, returned to the Roxbury-Dorchester community from state correctional institutions. In particular, the program will focus on those men paroled from MCI-Norfolk. Parolees from other institutions who return to this community will be served after release by the program; but will (in the context of this proposal) not be directly involved prior to release.

A. The program will consider a broad range of ex-offender needs. The latter shall encompass, but not be limited to, the following: Vocational placement and counseling, personal and family counseling, housing, etc., financial assistance, legal aid, medical-dental aid, educational and vocational training.

B. A solution to the problem of basic emotional-social-legal adjustment is, of course, pre-requisite to successful re-entry. Progress in this area is subtle and is, at any rate, greatly influenced by the ex-offender's relationship with those currently extant individuals and agencies to whom he is emotionally or legally bound. Consequently, this proposal also includes innovations predicated by the following considerations: Role of the Institutional Parole Officer in pre-release planning and assistance; qualitative and quantitative definition of parole officer relationships on parolees; the impact of imprisonment and parole conditions on family relationships which include the offender-client; role of inmate and ex-inmate participation in correctional planning and services.

II. Aims:

There are three central issues which determine the structure of the program, all of which have been identified as crucial to successful re-entry in the attached research report. These are: Inmate isolation, agency form, and agency responsibility. All three issues are inter-related; and the high incidence of recidivism and parole failure is co-variant with correctional system inadequacies along all three dimensions.

The [illegible] of these conditions exacerbates the inmate's isolation from the family, legal, social, and opportunity structures to which he will return upon parole. This problem is particularly acute for men from areas such as Roxbury-Dorchester. Visits and contact with outside community residents are infrequent and program participation among black inmates is low relative to the MCI-Norfolk population as a whole.

Such personal contacts as have been initiated suffer from the strained uniformity of visiting room atmosphere. Mass visitation is certainly not conducive to the examination and resolution of those personal problems which confront man upon release. This isolation from social contacts is accompanied by a general lack of inmate knowledge concerning opportunities and services available through community organizations and agencies. Finally, the currently existing and potentially helpful service and resource agencies in the community have not developed or maintained an offender assistance program with either the capability or the structured responsibility to consistently meet the needs of men returning to the community.

The proposed program would attempt to mitigate the detrimental effects of this isolation upon successful re-entry. The expansive definition of the isolation issue, as considered herein, necessarily implies that the program solution to this problem be instituted early in the pre-release phase of re-entry; and that both informal social contacts and tangible post-release needs of individuals be considered.

The mere provision of such essential services does not, in itself, insure a significant impact upon parole success rates. Parolees and prisoners are extremely sensitive to and resentful of the sort of bureaucratic manipulation that deals with rigidly defined service tasks rather than the total needs of an individual. The manner in which services are provided is often as important as the extent of available services. This assertion constitutes the crux of the AGENCY FOCUS issue. Services must be extended in a personal manner. This integrated consideration of individual human needs will determine the structure of pre-release and post-release services contained in this proposal.

The development and maintenance of a trust-bond between the offender-client and the staff of the service agency is crucial to the successful application of agency resources. Under this proposal, services shall be channeled through a single one-to-one relationship established between the client and an agency representative sharing common background characteristics. Contact between the client and his assigned agency representative shall be continuous throughout the pre-release planning and post-release adjustment stages of re-entry.

Finally, the broad scope of this proposal necessarily involves both a co-ordinated mobilization of community resource agencies and the active co-operation of such agencies with those state agencies having legal jurisdiction over the clientele. The effectiveness of the one-to-one client-service representative relationship is largely dependent upon the variety of services which the representative can provide. A single service agency with a broad range of service resources will more directly effect re-entry than an organization which must rely upon a system of referral. The third issue of Agency Responsibility is in part defined as a single, multi-functional agency's direct responsibility for, and responsiveness to the total material and social needs of the ex-offender.

The second aspect of the Agency Responsibility issue concerns the mutual responsibility and conflicts which must define the relationship of such a treatment service agency with the Department of Correction and, more importantly, with the Department of Parole. The legal responsibilities of the client to his parole officer is such that the agency must be in direct communication with Parole at both the administrative and staff levels in order to assure maximum understanding of client needs, and optimal application of agency resources. A program which does not structurally incorporate such a direct line of responsibility and communication risks a conflict between supervisory and service functions in which their common clientele will ultimately be penalized.

A program designed to meet these three central specifications must necessarily involve the whole of the legal-supervisory state correctional system and the correctional-service resources of the community and must encompass both pre-release and post-release assistance. Such a program must simultaneously incorporate the formal administrative requirements of AGENCY RESPONSIBILITY and the informal personal dynamics crucial to considerations of AGENCY FORM and the alleviation of INMATE ISOLATION. The implementation of such criterion in an action program involves, under this proposal, the co-operation, innovation and organization of four currently extant agencies.

III. Structure of the Action Program:

These four organizations now operate in a virtually independent fashion and include: The Massachusetts Department of Corrections, which will be involved in the pre-release portion of the program; the Massachusetts Department of Parole, which will play a major role in both the pre-release and post-release phases of the program; the Roxbury Multi-Service Center, which is a community-based organization offering a range of services. These services include those determined to be essential in the research findings: Medical-dental aid, legal aid and advice, housing, job placement and vocational counseling, educational and vocational training, personal and family counseling and psycho-therapy. The Afro-American Co-ordinating Together (ACT) Committee, composed of inmates representing the black inmate population at MCI-Norfolk.

A. The Department of Corrections, due to pre-determined jurisdictional limitations would be involved only in program evaluation and in the pre-release assistance phase of the program relevant to the issue of inmate isolation. The latter is, of course, amenable to change only through the active co-operation of the Department of Corrections.

The specific areas of innovation involve the accessability of inmates, particularly those granted reserve dates, and the visitation arrangements within the prison. The pre-release counseling and assistance elements of the proposal will necessitate the devotion of more inmate time to interviews with service agency representatives. Effective pre-parole counseling must include a consideration of the family and social structures to which a returning ex-inmate must adjust. Productive exchange and personalized planning is greatly hampered by current visitation room arrangements en masse.

The arrangement of interviews and visits between inmates, their families, and (on occasion) the assigned service agency representative forms an integral part of this program. Ideally, such interviews sessions would be held in

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The Director and all the related resources of the Roxbury Multi-Service Center will function as his client's representative in any arrangements involving other service agencies. The Advocate Team will be directly supervised by the Assistant Director of the Correctional Action Staff whose efforts in pre-release and post-release involvement will generally reflect the time allotments of the Advocate Team.

The Assistant Director will function as the program representative inside the environs of MCI-Norfolk. He will confer frequently with the IPO concerning any policy decisions affecting either the Advocate Staff or the inmate ACF committee. The Assistant Director will, with the ACF committee, determine the assignments of advocates to individual clients. Those inmates not winning to go through the initial screening and counseling interviews with the inmate ACF committee may be interviewed directly by the Assistant Director and subsequently assigned an Advocate. Advocate-client assignments will be, where possible, between individuals with common background characteristics--likely to establish the rapport essential to this special relationship.

The Assistant Director will function as a guide and resource index for advocates serving clients after release. His duties will involve adjusting case-loads of the various service components (such as job counselors, therapists, etc.) attached to the Roxbury Multi-Service Center. The Assistant Director will also, together with the Roxbury Multi-Service Center and the Parole Department, assist in the training and recruitment of any additional advocates. Finally, the Assistant Director will confer with parole officers in the community regarding the role of the Center and the Advocate Staff both as a long-term service agency and a crisis intervention mechanism bearing on individual parole cases.

The Director of the Correctional Action Staff shall be ultimately responsible to the Roxbury Multi-Service Center for the operation of the program. He shall also regularly confer with the Parole Department concerning policy decisions affecting the program as well as operational issues involving staff and clients. The established guideline of direct Agency Responsibility demands that the Director maintain a continuous contact with the Parole Department, just as the Assistant Director is required to do at the IPO and Parole Officer relation.

The Roxbury Multi-Service Center shall monitor the operations of the total program for the funding agency; and shall be ultimately accountable for the appropriation and application of all monies. The Center shall, of course, furnish offices and essential equipment for the Correctional Action Staff.

The Ex-Offender Co-ordinating Together Committee (ACF) constitutes the fourth and final element of the program. The ACF committee is comprised of black inmate representatives from each of the seventeen MCI-Norfolk residential units, and operates under the leadership of an executive committee. The committee is currently sponsored by a member of the Governor's Committee on Criminal Justice.

The ACF committee has for some years sponsored a pre-release assistance program relying upon the informal collaboration of staff members from the Roxbury Multi-Service Center. This means of providing community services and assistance in parole planning has proved unstable and inadequate. Nonetheless the committee has achieved some rather remarkable progress in terms of pre-release counseling and job placement.

This program would eventually involve the ACT committee in the past role as an initial screening mechanism. Inmates granted parole hearings and later, reserve dates, will be sent passes enabling them to meet with the ACT committee. The committee will discuss the services of the total program and will subsequently meet with the Assistant Director of the program in order to determine the optimal assignment of advocates to individual inmate clients. The involvement of an inmate committee in the program is valuable since it provides an immediate inmate counseling service for those inmates reluctant to immediately participate in a "straight" program. Moreover, the committee provides a valuable educational experience for those responsible inmates concerned with the plight of their fellows upon release. Finally, the co-operative arrangement between ACT and the Correctional Action Staff serves to ameliorate inmate isolation through yet another means.

END

7 [illegible]