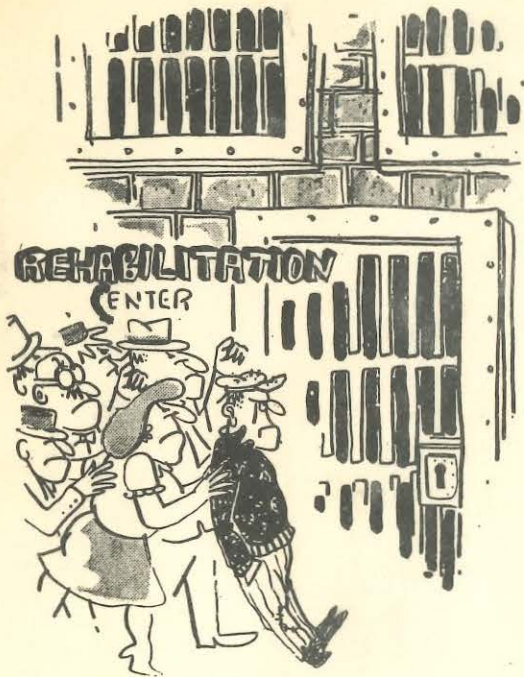


REHABILITATION OF PRISONERS IN COUNTY JAILS



C. N. REESE

From THE JEFFTOWN JOURNAL

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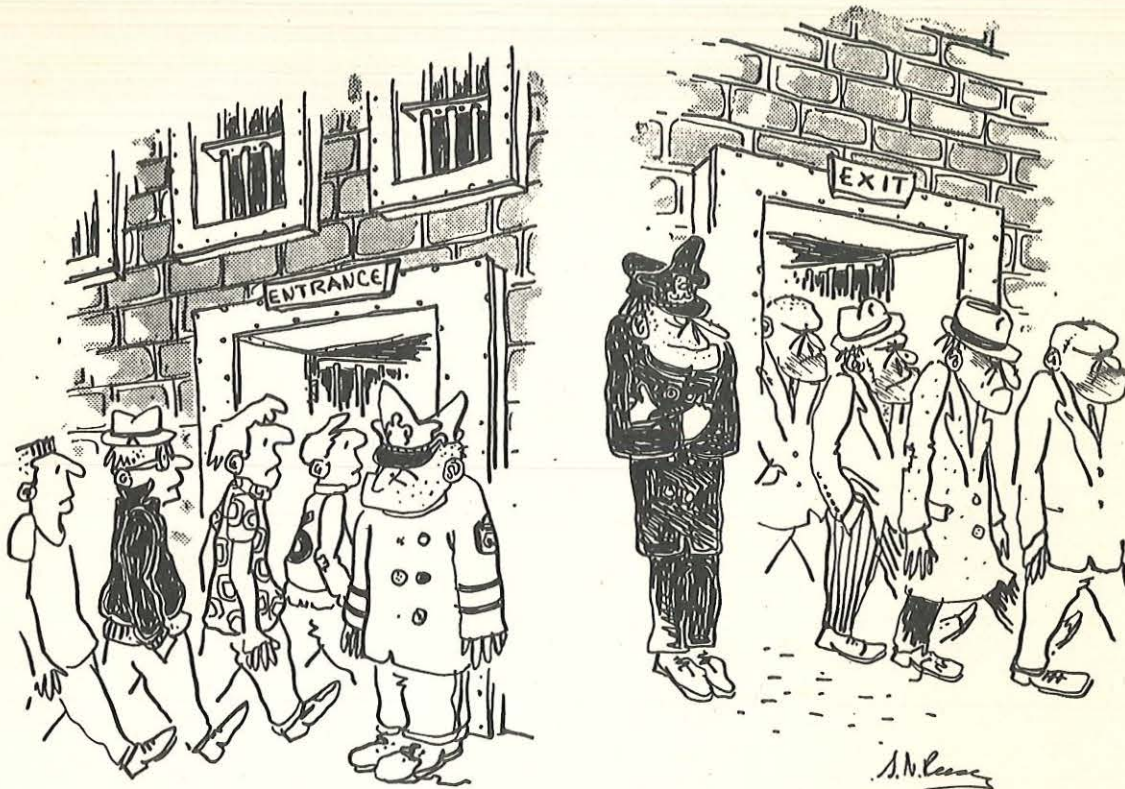
BOARD OF CONTROL
OF STATE INSTITUTIONS
DES MOINES, IOWA

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THE REVOLVING JAIL DOORS

THE COUNTY JAIL IS THE MOST IMPORTANT UNIT IN THE CORRECTIONAL SYSTEM IN THE UNITED STATES AND YET IT IS THE MOST NEGLECTED AGENCY IN THE REHABILITATION OF OFFENDERS.



From THE JEFFTOWN JOURNAL

Each year more than 1,000,000 persons pass in and out of the 3,100 county jails and 10,000 local police lock-ups and other jails. More offenders are committed to the county jails than to all state and federal prisons and reformatories in the nation.

In 1960, 1092 persons were committed to the five correctional institutions in Iowa but in the same year 19,122 persons entered the 98 county jails in the state.

REHABILITATING PRISONERS IN COUNTY JAILS

Before we deal with the question of rehabilitation of prisoners in county jails, we need to ask three salient questions.

1. Do criminals want to be rehabilitated?
2. Do the officials of the county and the city want to rehabilitate offenders?
3. Do you have the facilities available or the means at your command to rehabilitate men in your jails?

Let us take the first question. Do criminals want to be rehabilitated? The answer is, maybe a few but not many. Why should they?

Today the criminal has a NEW IMAGE in our society. Today, the big men in crime make more money illegally than many public officials in the State of Iowa or any other states in the country. Criminals of the first order have invaded the business world. A group of high class hoodlums own the major stock in two famous office buildings in New York City. The United States District Attorney Morgenthau has reported that these men are involved in one-third of a billion dollar operation. Gangsters own and operate hotels and motels in Detroit, Chicago, Las Vegas and Miami. The McClellan Committee has named the gangsters who own business blocks in the downtown sections of Tucson, Arizona. In one city there is a bank called the HOODLUMS' BANK, where unsecured loans are made to certain persons who open accounts under false names. Nobody asks for security. If they do not pay, the "Banker" has his own method of forcing payments. Debtors who do not pay, pay by other methods.

It is a well-known fact that a good share of the vending and coin machines are controlled by criminals that spend no time in jail. One hoodlum operates his own undertaking business and gives special rates to his friends. In Nassau County, on Long Island, New York, District Attorney W. Cohn has reported that gangsters live in houses costing upwards of \$75,000. Do you think that these men want to be rehabilitated? Certainly not, as long as they can make more money illegally than they can legally and stay out of jail.

Now let us take up question number two. Do we want to rehabilitate offenders who happen to be in jail? If we do, we are not taking the matter seriously. I do not know all the county jails in the state or the nation, but I have seen a few of them. I have seen men spend a year in a county jail playing cards, eating three meals a day, and sleeping the rest of the time. Taxpayers pay their board and room. They earn nothing to pay for their keep. One of these men told me he would rather spend two years in a state penitentiary than nine months in a county jail. When asked about conditions, the man in charge of a certain jail said he wanted his jail this way because he did not want them to come back. This may sound good, but unfortunately they do come back. Our figures on offenders in Iowa are not as complete as they should be or as in other states. We know that half the men committed to our penitentiary have been in prison before, but this is not the whole story. In the State of California where more detailed records are kept on prisoners, 90 percent of all men committed last year had been in some prison or jail prior to commitment.

This side of the Gates of Paradise you cannot rehabilitate a man in idleness with but a deck of cards to occupy his time. If we are serious about rehabilitation of offenders in jail we should be doing something constructive. There is, of course, the usual answer for this situation. No money, nobody is interested, and the county jail is always the last item on the financial agenda in the county. But what we try to save on the county jail we pay at the other end of the line in the state penitentiary or reformatory. We pay plenty. Not counting the cost of conviction, we pay from \$1500 to \$2,000 a year to keep a man in prison.

This leads us to the third question. Do you have the facilities at your command to get the job done? The plain answer is NO. The county jail has no facilities. It may be that that is the way it should be, since that is the way it is, but we are sure you are not satisfied as matters stand. What can be done?

At the outset, let us be honest about the matter. We nor any other persons are going to reform all offenders. There exists a hard core of professional operators who make a satisfactory living according to their own standards. More of these are on the outside than on the inside of county jails. It may be that about one-third of the inmates could be helped and another third may make adjustments without much help. From here let us look at the facts and offer two suggestions.

Take a look at the two maps of Iowa. One map shows the commitments to county jails in 1960. In that year, 19,122 persons were committed to 98 jails in the state. That amount is 20 times more than

the number committed to the five state correctional institutions. These 20,000 people make up a good sized city. This same number goes on in and out of our jails year by year.

The commitments vary from the smaller rural-farm counties to the larger urban counties. Eleven counties in the state account for about half of all commitments. If you are interested in the six highest counties, see page 6. Polk County with 1,409, Linn County with 1,364, Pottawattamie County with 1,200 and Woodbury County with 1,087 commitments in 1960. In these six counties almost 7,000 persons entered the jails in one year.

Now take a look at the other table on the number of inmates in the 98 county jails as of March 1, 1961 on page 7. Seven counties had no prisoners and 54 county jails had less than six inmates. Almost two-thirds of the jails in the state had less than six prisoners at one time.

OFFENDERS COMMITTED TO CORRECTIONAL
INSTITUTIONS AND COUNTY JAILS IN IOWA, 1960

ADULTS:

Penitentiary, Ft. Madison	497
Men's Reformatory, Anamosa	257
Women's Reformatory, Rockwell City.	54
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Total	708

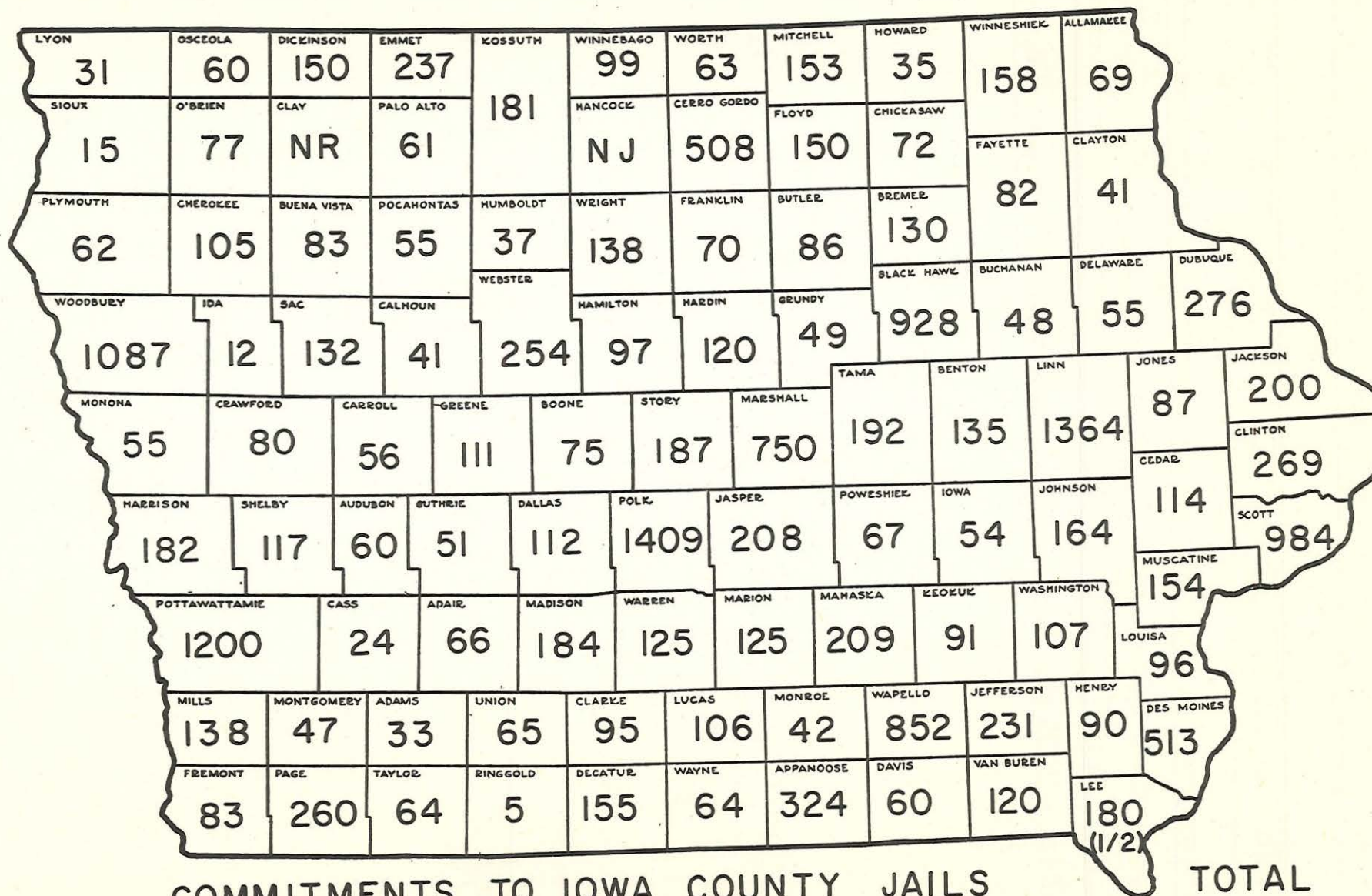
JUVENILES:

Training School for Girls	125
Mitchellville	
Training School for Boys	259
Eldora	
<hr/>	
Total	384

Total Adults and Juveniles Committed . . 1,092

NUMBER COMMITTED TO 98 County Jails in Iowa . . . 19,122

In 1960 the courts committed 1,092 persons to the five correctional institutions in the state but in the same year, 19,122 persons were committed to 98 county jails in the state. For each person committed to the state institutions 18 persons were committed to the 98 county jails. The commitments to the county jails were 18 times greater than to the state institutions.



COMMITMENTS TO IOWA COUNTY JAILS
IN 1960

TOTAL
19,122

SIX (6) counties in the state accounted for more than one-third (6,972) or 36 percent of all commitments to county jails in the state in 1960.

COUNTIES WITH MORE THAN 900 COMMITMENTS
TO COUNTY JAILS IN 1960

County	Number
1. Polk	1,409
2. Linn	1,364
3. Pottawattamie	1,200
4. Woodbury	1,087
5. Scott	984
6. Black Hawk	928
Total	6,972

THE MULTI-COUNTY JAIL SYSTEM FOR IOWA

Almost two-thirds (61) of the 98 jails in the counties of Iowa had less than five prisoners in 1961.

Persons in Jail, March 1961	Number of Jails
None	7
5 or less	54
6 to 14	21
15 to 24	8
25 to 34	3
35 to 44	2
over 100	1
Total	96
No Report	2
Total	98

Almost all counties with less than 5 prisoners were in the 22 Rural-Farm and 34 Small-Town Counties. Most of these jails were built before 1900, making them obsolete. These counties could build new jails with one jail serving more than one county on the multi-county jail system. Such facilities would afford better treatment and care of the prisoners at a lower cost.

Now let us consider another factor--the age of our county jails. We know when 75 of these were built, but no dates are available for the remaining 24 jails. Almost half of these jails were built before 1900. Any jail that is over 40 years old by all standards is obsolete. Further, a large share of these older jails are in the smaller rural counties where there are very few prisoners. With these facts let us take up the first suggestion.

THE DISTRICT JAIL SYSTEM

Instead of maintaining a jail for two, three or four prisoners, we suggest a multi-county jail system for the states. In a given district build one new facility to house 50 to 75 convicted offenders. Use the present jail for those waiting trial and transfer all sentenced felons to the district jail. Since 70 percent of the inmates in the county jails are serving sentences, four or five district jails in the state could care for these offenders. In these facilities, adequate housing, work, and treatment programs could be instituted.

Two years ago I spent some time at the Lancaster County Prison, where Warden Tracy has established what is known as the "OUT-MATE SYSTEM." In contrast to the old inmate program. Certain prisoners spend their nights in jail but work in the area during the day. They earn enough money to support themselves, their dependents, and pay for their keep while in jail. This is something like the HUBER LAW in Wisconsin. In the first year of operation, 1962, the "out-mates" earned \$43,000. Of this amount, \$25,000 was paid to their families and \$18,000 to the county treasurer. These are but a few of the benefits

of the OUT-MATE SYSTEM. The same program could be applied to certain prisoners in the district jails in any state. In addition, treatment programs could be established in the district jails, which cannot be had in the present county jails.

THE COUNTY WORKHOUSE

Next, let us offer suggestions for rehabilitation of inmates in the jails of the larger city counties of the state. In counties with more than 25 prisoners, counties could make use of a county workhouse or training facility. Remove all inmates serving sentences, assign as many as possible to the "OUT-MATE SYSTEM" and provide work and training programs for the others.

Take Polk County as an example, which has from 125 to 150 prisoners in the county jail during the year. Build a new modern workhouse at the edge of the city where there is ample land for yard space, recreation and room for treatment facilities. In one area set up treatment programs for the countless alcoholics who go in and out of our jails. Provide treatment personnel for all the inmates from county or private persons in the area. These are just the basic ideas.

Do we really want to take the idle men out of our county jails and assign them to adequate work and treatment programs? Of course, it will take money and effort, but the money you put into these programs at the county level, you will save at the upper level in our state prisons and reformatories.

In 1960:-

Almost three-fourths (70 percent) of all persons in 98 county jails in Iowa were serving sentences which ranged from less than 30 days to 12 months or more.

The remaining 30 percent of all persons were in jail waiting trial.

PERCENT OF OFFENDERS SERVING SENTENCES
AND WAITING TRIAL IN 98 COUNTY JAILS
IN IOWA in 1960

County Group	Serving Sentence	Waiting Trial	Total
I Rural-Farm	73	27	100
II Small-Town	65	35	100
III Large-Town	83	17	100
IV Small-City	74	26	100
V Large-City	65	35	100
All Counties	70	30	100

The lower percentage of inmates serving sentences in the Large-City counties (65) is due to the wider use of fines than is the case in the Rural-Farm counties.

JAIL COMMITMENTS WERE HIGHER IN THE
LARGE-CITY COUNTIES IN THE STATE THAN IN
THE SMALLER RURAL-FARM COUNTIES IN IOWA

Commitments to 98 County Jails in Iowa in 1960
By Size of Population in the Counties
(Largest Town in the County)

County Groups Size	Number Committed	Rate per 100,000 population
I (22) Rural-Farm -2500	1,499	529
II (34) Small-Town 2500-5000	3,511	602
III (22) Large-Town 5000-10,000	2,340	608
IV (11) Small-City 10,000-25,000	2,181	620
V (11) Large City 25,000+	9,391	851
All 98 Counties	19,122	

Almost one-half (49.1 percent) of all commitments to the
county jails were in the II Large-City Counties.

IOWA COUNTY JAILS, 1960

CAPACITY, INMATES PRESENT AND COMMITMENTS

Group I, Rural-Farm Counties, Less Than 2,500

County	Capacity	Number present 3/1/61	Number committed 1960
Adair	16	0	66
Adams	12	0	33
Audubon	18	3	60
Butler	10	2	86
Calhoun	13	NR	41
Clayton	16	6	41
Decatur	8	2	155
Dickinson	8	10	150
Fremont	10	5	83
Grundy	21	1	49
Guthrie	9	5	51
Hancock	No Jail	(7) (a)	
Ida	4	1	12
Iowa	7	3	54
Keokuk	15	1	91
Louisa	19	3	96
Osceola	8	1	60
Pocahontas	8	1	55
Ringgold	5	3	5
Taylor	12	4	64
Van Buren	20	3	120
Wayne	10	2	64
Worth	6	0	63
Total	255	63	1,499
(a) "Farmed Out" in other county jails			

IOWA COUNTY JAILS, 1960

CAPACITY, INMATES PRESENT AND COMMITMENTS

Group II, Small-Town Counties, 2,500-4,999

County	Maximum capacity	Number present 3/1/61	Number committed 1960
Allamakee	8	8	69
Benton	16	10	135
Bremer	12	2	120
Buchanan	22	4	48
Cedar	8	2	114
Chickasaw	14	4	72
Clarke	6	0	95
Crawford	15	7	80
Davis	8	3	68
Delaware	12	2	55
Franklin	12	2	70
Greene	12	3	111
Hardin	40	NR	120
Harrison	10	6	182
Henry	11	11	90
Howard	20	1	35
Humboldt	12	2	37
Jackson	12	5	200
Jones	12	3	87
Kossuth	20	0	181
Lyon	22	3	31
Madison	20	3	184
Mills	12	3	138
Mitchell	12	3	153
Monona	8	0	55
O'Brien	16	2	77
Palo Alto	14	4	61
Sac	14	3	132
Shelby	10	13	117
Sioux	12	13	15
Tama	16	26	192
Warren	16	6	150
Winnebago	18	4	99
Wright	16	5	138
Total	488	163	3,511

IOWA COUNTY JAILS, 1960

CAPACITY, INMATES PRESENT AND COMMITMENTS

Group III, Large-Town Counties, 5,000-9,999

County	Maximum capacity	Number present 3/1/61	Number committed 1960
Appanoose	20	5	324
Buena Vista	13	2	83
Carroll	12	4	56
Cass	20	4	24
Cherokee	12	5	105
Clay	-	No Report	-
Dallas	20	3	112
Emmett	13	3	237
Fayette	22	3	82
Floyd	28	5	150
Hamilton	15	7	97
Jefferson	24	6	231
Lucas	30	5	106
Marion	17	5	125
Monroe	20	4	42
Montgomery	14	2	47
Page	54	18	260
Plymouth	20	5	62
Poweshiek	7	10	67
Union	14	3	65
Washington	10	11	107
Winnebago	14	0	158
Total	399	110	2,540

IOWA COUNTY JAILS, 1960

CAPACITY, INMATES PRESENT AND COMMITMENTS

Group IV, Small-City Counties, 10,000-25,000

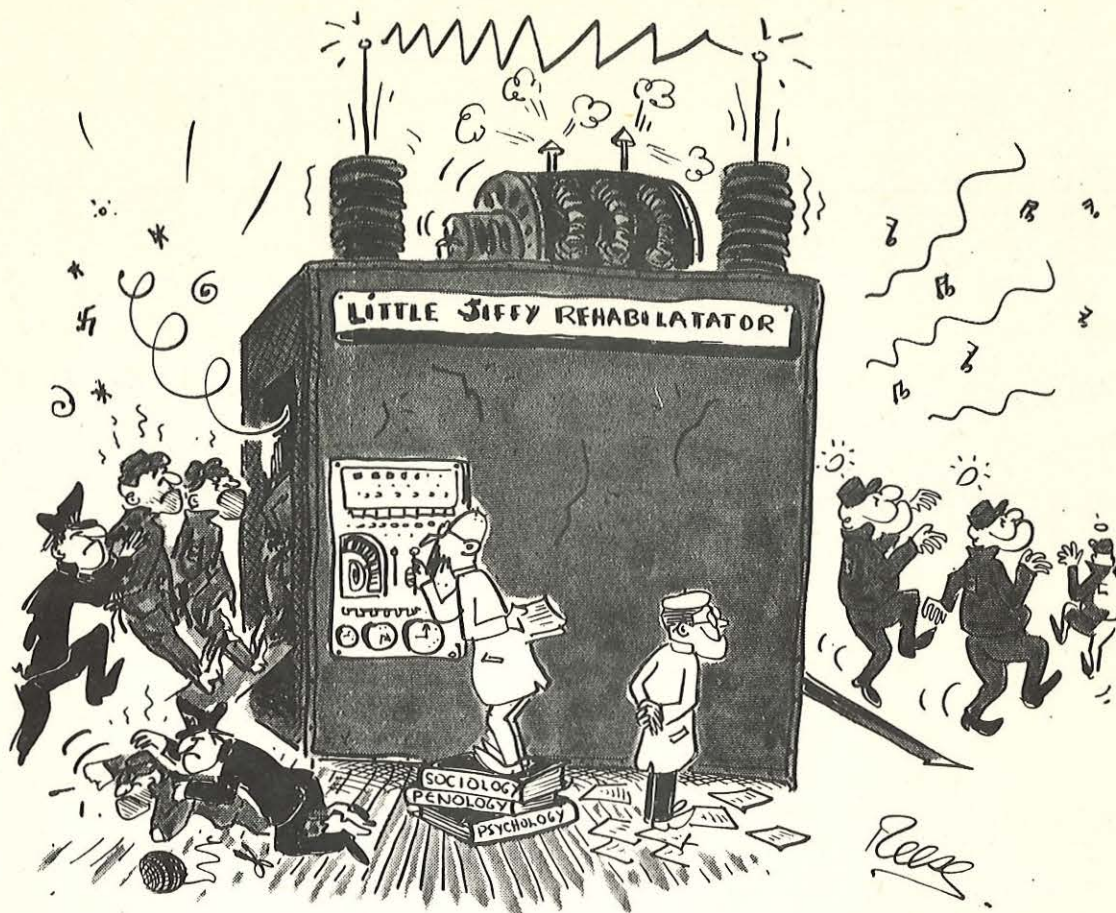
County & city	Maximum capacity	Number present 3/1/61	Number committed 1960
Boone	10	7	75
Jasper	24	3	208
Johnson	29	9	164
Lee { Keokuk	20	7	180
{ Ft. Madison	24	10	NR
Mahaska	30	10	209
Marshall	30	12	750
Muscatine	30	15	154
Story	21	5	187
Webster	35	21	254
Total	253	99	2,181

IOWA COUNTY JAILS, 1960

CAPACITY, INMATES PRESENT AND COMMITMENTS

Group V, Large-City Counties, over 25,000

County	Maximum capacity	Number present 3/1/61	Number committed 1960
Black Hawk	96	43	928
Cerro Gordo	48	15	509
Clinton	35	13	269
Des Moines	45	9	513
Dubuque	40	20	276
Linn	71	38	1,364
Polk	150	123	1,409
Pottawattamie	45	22	1,200
Scott	100	34	984
Wapello	40	20	852
Woodbury	92	33	1,087
Total	762	370	9,391



From THE JEFFTOWN JOURNAL

Rehabilitation cannot be automated..It is not a push button operation. No man can be rehabilitated unless we wants to change. Henry Thoreau once said,"If I knew that some one were coming to my house to reform me I would run out the back door as fast as I could".

A man changes when he becomes aware of something better. A man shaves when he sees himself in the mirror and recalls how he looked the previous day. Rehabilitation is not a cathartic nor is it a dry cleaning operation. When a man sees something better and the way to obtain it rehabilitation begins.

The three drawings by Mr. S. Reeves of the Missouri State Prison in Jefferson City, Missouri, show how offenders view the rehabilitation process.

I Pick my men from the family -



Farming -

Business - taking photo & supply -

D.P. act - 5 families - 14 yrs -

Longer saw builders - feed business -

Veter - commercial grain storage

Poor diet -

Sanitation

