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TENTH ANNUAL
MIDWEST
CORRECTIONAL
CONFERENCE

Sponsored by

Midwestern States
Correctional Institutions

Iowa Board of Control of
State Institutions

Iowa Division of
Vocational Education

With Cooperation of

ENGINEERING EXTENSION

IOWA STATE UNIVERSITY
of Science and Technology
April 9, 10, 11, 1963 Ames, Iowa

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BOARD OF CONTROL
OF STATE INSTITUTIONS
DES MOINES, IOWA

FOREWORD

The report of the Tenth Annual Midwest Correctional Conference that follows represents the efforts of many interested and devoted people, organizations and institutions. The purpose of the conference has been broadened through the years in an attempt to meet the needs of the correctional field in its various aspects and especially those in attendance and the states and institutions they represent. The principle of an integrated correctional program has emerged as an underlying assumption in the recent conference themes. The planning committees and those in attendance have indicated their feeling that future programs should be structured to foster an exchange across all correctional assignments.

To better reflect the purposes, areas of discussion and the broad interests of those in attendance, the name of this meeting is being officially changed to:

THE ANNUAL MIDWEST CORRECTIONAL CONFERENCE

I would like to take this opportunity to express my sincere appreciation to everyone who has contributed most generously of their time and efforts in the many necessary duties in conducting a successful conference. We are most happy to do what ever is within our power to make the conference of more value to you. Your comments and suggestions are genuinely appreciated. Without your help, this conference could not continue.

I must apologize for the unusual delay in completing this conference report. The press of unusual duties and some difficulty in obtaining corrected papers presented at the conference made the delay unavoidable.

The ELEVENTH ANNUAL MIDWEST CORRECTIONAL CONFERENCE will be held on April 14, 15, and 16, 1964 at Iowa State University.

Please refer to the following pages for further information relative to the fall planning session and other information relative to this conference.

I sincerely solicit your suggestions and participation in the planning and conducting of these conferences. A request will be made to the various states to send representatives to the planning meeting. However, these are open sessions and all are welcome. Please let me know if you will be able to help or meet with us.

Again, my sincere thanks for your past help and a genuine appeal for your support, comments, and help with future conferences.

Robert M. Tomlinson
Correctional Conference Coordinator
110 Marston Hall
Iowa State University
Ames, Iowa

IOWA DEPARTMENT
OF SOCIAL SERVICES

BOARD OF CONTROL
OF STATE INSTITUTIONS
DES MOINES, IOWA

PLANNING FOR FUTURE CONFERENCES

REVIEW

The early Midwest Correctional Education Workshops were coordinated by Mr. Earl S. Baird. The workshops were a development from his work with the Iowa correctional institutions in the area of vocational education and foreman training. The early workshops were structured primarily for those in correctional education. The emerging philosophy of an integrated correctional program has been reflected in the conference themes.

The central themes of the past years are listed below for your information and consideration in suggesting possible new topics.

- 1954: Facilities and Educational Programs
- 1955: Setting Standards and Developing Interest in the Educational Program
- 1956: Academic, Social and Vocational Training
- 1957: Classification and Education
- 1958: Apprenticeship and Inmate Treatment in Correctional Institutions
- 1959: Philosophy and Function of Correctional Services
- 1960: In-service Training and Teamwork Approaches to Correctional Work
- 1961: The Institutional Services and Personnel in the Training and Work Programs to best meet the Modern Correctional Institutions Objectives
- 1962: Improving Correction Through the Multi-Disciplinary Approach to Treatment
- 1963: Improving Corrections through Effective Communications

THE 1964 MIDWEST CORRECTIONAL CONFERENCE

A short planning session was held during the 1963 conference to obtain preliminary suggestions for the 1964 session. In general, there seemed to be the feeling that the program format was operating fairly well. Smaller discussion groups seemed desirable with possibly a longer time for discussion in them.

The somewhat informal Tuesday evening session seemed to work out quite well. A majority of those attending the conference were present at this session. This session will probably be continued. Individuals representing various states, institutions and disciplines were asked to present new developments. Several quite interesting reports were made. Unfortunately, no provisions for reporting these were made. This should be done for the next conference.

Some discussion was held on whether or not procedures should be established to provide for the submitting, consideration, and passing of resolutions concerning policies and problems in the correctional field. No formal action was taken on this. We would appreciate your comments and suggestions on this policy.

365
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Questions have been raised as to the basic purpose and objectives of the conference. It has been suggested that a formal statement of objectives would help to give direction to program planning etc. No such specific objectives have ever been written to my knowledge. The general objective could be stated as:

The Midwest Correctional Conference has been established to provide a means for improving corrections through the presentation, exchange and discussion of ideas and information concerning all types of correctional organizations, institutions and areas of specialization with emphasis on the interrelationships of all to the rehabilitation of the offender.

1964 THEME

Several themes, topics or areas of discussion were suggested for inclusion in the 1964 conference. In general, two areas seemed to have the most interest and are listed here only to indicate the area but not the specific theme or direction of emphasis. The planning committee will be responsible for developing the theme, program and participants at the fall planning session. Any comments and/or suggestions at this time would be most helpful.

I. Techniques in Rehabilitative Penology

- Changing Offenders Attitudes
- Education and Training for Social Improvement
- Therapy and Counseling - Individual and Group
- Offender Organizations and Self-Government
- Psychologists and Related Staff on the Program

II. Corrections and the Community

- A direct attempt to involve a broad range of groups and individuals as participants and speakers. Including such groups and areas as:
 - Judges from all levels
 - Lawyers and Attorneys
 - Parole and probation boards and personnel
 - Lay groups related and un-related to corrections
 - Legislators and government officials
 - Private and public agencies as welfare, church, social, prisoner's aid etc.
 - Labor organizations
 - Police officers
 - Press and newspapers

The area of public relations would be closely related and given direct attention

Facilitating the offenders return to the community.

- Pre-release
- Half-way houses, etc.

It seemed the most interest centered around the second topic - Corrections and the Community.

PLANNING MEETING

The fall planning meeting will be held at: Hotel Kirkwood
Des Moines, Iowa
Saturday, October 12, 1963
10 a.m. Standard Time

• Requests will be sent to the various states and institutions to send representatives to the planning meeting. A specific invitation is not necessary however. Volunteers are appreciated and all are welcome.

TABLE OF CONTENTS

*Forward i

Review ii

Planning Meeting iv

Table of Contents v

Registration List vii

Workshop Program 1

Keynote Address

Fundamentals of Effective Communications - Requirements
Aids and Obstructions by William Underhill 6

Section I

Panel Presentation -

Communication Problems and Successes among the
Correctional Divisions

A. Moderator - John Waller 18

B. Custody by Elmer Cady 19

C. Treatment by Loren Daggett 23

D. Industry by Charles Wolf 24

E. Field Services by Robert Berles 27

F. Business Services by L. W. Hoyle, Jr. 32

Notes from Buzz Session and General Discussion Periods 34

Section II

Improving Inmate-Staff Communications by T. Wade Markley 38

Panel Presentation

A. Improving Inmate-Staff Communication from the
Administrators Point of View by Donald E. Clusen 43

B. Improving Inmate-Staff Communication from the
Inmates Point of View by Rev. Lester C. Peter 45

C. Communication Between Custody and Inmates
by Bernard Nelson 48

Notes from Buzz Session and General Discussion Periods 50

Section III

General Session

A. Improving Communications between Parole Board,
Institutional Staff and the Inmate by Frank G.
Buchko 56

B. Improving Communications Among Parole Services, Institutional Staff and the Inmate by Maurice H. Sigler	60
C. Communication by Donald A. Carlisle	63
Notes from Buzz Session and General Discussion Periods	68
Section IV	
Banquet	
Remarks: by the Honorable Harold E. Hughes	69
* Significant Developments and Trends Affecting Probation and Parole by Milton G. Rector	71
Section V	
Improving Communication Between Corrections and the Public by Frank T. Nye	78
From the Vantage Point of A Prisoners' Aid Worker by Eugene S. Zemans	84
Notes on General Discussion Period	89

TENTH ANNUAL MIDWEST CORRECTIONAL CONFERENCE

April 9, 10, and 11, 1963

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Beale, Maurice Iowa Div. of Corrections Des Moines, Iowa	Buchke, Frank C. Dept. of Corrections Lansing, Michigan	Daggett, Loren E. U. S. Penitentiary Leavenworth, Kansas
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Zomans, Eugene S.
John Howard Association
Chicago, Illinois

TENTH ANNUAL MIDWEST
CORRECTIONAL CONFERENCE
April 9, 10, 11, 1963

WORKSHOP THEME: Improving Corrections through Effective Communications

Tuesday, April 9

8:30 REGISTRATION - in West Lounge
Coffee and donuts

9:15 OPENING SESSION - South Ballroom
Presiding: A. A. Boegler, Educational
Director, South Dakota
State Penitentiary, Sioux Falls,
South Dakota

INVOCATION: Rev. B. E. Brugman, Catholic Chaplain
Iowa State Prison, Fort Madison, Iowa

WELCOME TO THE UNIVERSITY: W. Robert Parks, Vice
President for Academic Affairs,
ISU, Ames.

WELCOME FROM IOWA CORRECTIONS: Jim O. Henry, Member,
Board of Control, State
of Iowa, Des Moines.

9:45 KEYNOTE ADDRESS:
FUNDAMENTALS OF EFFECTIVE COMMUNICATIONS -
REQUIREMENTS AIDS AND OBSTRUCTIONS
William Underhill, Professor in Charge
of Speech, ISU, Ames.

10:45 PANEL - COMMUNICATION PROBLEMS AND SUCCESSES AMONG
THE CORRECTIONAL DIVISIONS

MODERATOR: John Waller, Safety Administrator,
U. S. Bureau of Prisons, Washington, D. C.

CUSTODY: Elmer Cady, Associate Warden, Wisconsin
Correctional Institution, Fox Lake, Wisconsin.

TREATMENT: Loren Daggatt, Associate Warden, U. S.
Penitentiary, Leavenworth, Kansas

INDUSTRY: Charles Wolffe, Jr., Superintendent,
Nebraska State Industries, Lincoln, Nebraska

FIELD SERVICES: (Probation and Parole) Robert Berles, Casework Training Supervisor, Department of Corrections Lansing, Michigan

BUSINESS SERVICES: L. W. Hoyle, Jr., Business Manager, The Men's Reformatory, Anamosa, Iowa

12:15 **WORKSHOP ANNOUNCEMENTS**

12:25 **ADJOURN FOR LUNCH** - Through the Cafeteria Line to Council Chamber.

1:35 **RECONVENE IN GENERAL SESSION** - South Ballroom
Keynote Speaker, moderator and all panel members at the front to direct questions and discussion.

PRESIDING: Walter Lunden, Professor of Sociology, ISU, Ames, Iowa

Summary and comment of morning presentation by the Moderator.

1:45 **BUZZ SESSIONS** - In general meeting room for formation questions and comment to the panel for discussion.

2:00 **GENERAL DISCUSSION SESSION**

3:00 **COFFEE BREAK**

3:15 **REFORM buzz Groups** - for further questions and comments.

3:30 **GENERAL DISCUSSION SESSION**

4:30 **SUMMARY OF PRESENTATIONS AND DISCUSSION**
by Keynoter

4:45 **AFTERNOON ADJOURNMENT**

Tuesday Evening, April 9

General meeting room has been reserved at the Holiday Inn Motel. Formal presentations are not planned for this time. A semi-organized procedure is planned where informal discussions may be held. Person, institutions, and/or states using new developments are encouraged to make them known and share their experiences at this time.

Wednesday, April 10, 1963

8:30 **GENERAL SESSION** - South Ballroom

PRESIDING: Joseph W. Vance, Correctional Officer, U. S. Penitentiary, Leavenworth, Kansas

INVOCATION: Rev. J. E. Post, Protestant Chaplain, Kansas State Penitentiary, Lansing, Kansas.

8:45 IMPROVING INMATE-STAFF COMMUNICATIONS

Speaker: T. Wade Markley, Warden,
U. S. Penitentiary,
Terre Haute, Indiana

9:30 PANEL PRESENTATION:

Relating the session theme to the areas of:

MODERATOR: R. W. Vander Wiel, Center for the Study of Crime,
Delinquency and Corrections, Southern Illinois
University, Carbondale, Illinois.

ADMINISTRATION: Donald E. Clusen, Associate Warden,
Wisconsin State Reformatory, Green Bay, Wisconsin.

CHAPLAIN: Rev. Lester C. Peter, Protestant Chaplain,
Iowa State Penitentiary, Fort Madison, Iowa.

CUSTODY: Bernard Nelson, Associate Warden, Iowa State
Penitentiary, Fort Madison, Iowa.

10:20 COFFEE BREAK

10:35 BUZZ SESSIONS for formation of questions and comment to
the panel and speaker for discussion.

10:55 GENERAL DISCUSSION

12:15 SUMMARY AND COMMENT by Speaker

12:30 ADJOURN for Lunch - through Cafeteria Line then to
Council Chambers.

1:30 GENERAL SESSION

PRESIDING: William W. Parker, Member, Board of Parole,
State of Iowa, Des Moines.

IMPROVING COMMUNICATIONS AMONG PAROLE SERVICES, INSTITUTIONAL
STAFF AND THE INMATE PANEL PRESENTATION

MODERATOR: Joseph S. Coughlin, Vice-Chairman, Parole Board,
Division of Corrections, Madison, Wisconsin.

PAROLE BOARD MEMBER: Frank G. Buchko, Member, The Parole Board,
Department of Corrections, Lansing, Michigan.

INSTITUTIONAL STAFF: Maurice H. Sigler, Warden, Nebraska State
Penitentiary, Lincoln, Nebraska.

PAROLE AGENT: Donald Carlisle, Institutional Parole Agent,
Iowa State Penitentiary, Fort Madison, Iowa.

3:00 COFFEE BREAK

- 3:15 BUZZ SESSIONS for formation of questions and comment to the panel and moderator.
- 3:30 GENERAL DISCUSSION
- 4:30 SUMMARY AND COMMENT by Moderator.
- 4:45 AFTERNOON ADJOURNMENT

Wednesday Evening, April 10, 1963

6:15 BANQUET - Sun Room

TOASTMASTER: Robert W. Maden, Speaker,
House of Representatives, State of Iowa.

INVOCATION: Rev. Carl E. Ehrhart, Protestant Chaplain,
Iowa Training School for Boys, Eldora, Iowa.

REMARKS: The Honorable Harold E. Hughes, Governor,
State of Iowa, Des Moines.

INTRODUCTION OF SPEAKER: Benjamin F. Baer, Director of
Corrections, State of Iowa, Des Moines.

SPEAKER: Milton G. Rector, Director, National Council on
Crime and Delinquency, New York.

Thursday, April 11, 1963

8:30 GENERAL SESSION - South Ballroom

PRESIDING: Professor Alan L. Christensen, School of Social Work,
SUI, Iowa City.

INVOCATION: Rev. Walter D. Wigger, Th. B., Protestant Chaplain,
The Men's Reformatory, Anamosa, Iowa.

IMPROVING COMMUNICATIONS BETWEEN CORRECTIONS AND THE PUBLIC

Speaker 1: Press Representative: Frank T. Nye, Associate Editor,
Cedar Rapids Gazette, Cedar Rapids.

9:30 GENERAL DISCUSSION

10:00 COFFEE BREAK

10:15 TOPIC CONTINUED

Speaker 2: Prisoners' Aid: Eugene S. Zemans, Executive Director,
John Howard Association, Chicago, Illinois.

11:00 GENERAL DISCUSSION

11:30 AWARDING OF CERTIFICATES AND ADJOURNMENT

Discussion Leaders:

Major Vernon Johnson, Parole Officer, U. S. Disciplinary Barracks,
Fort Leavenworth, Kansas.

Captain Darrell Schlotterback, U. S. Disciplinary Barracks,
Fort Leavenworth, Kansas.

Joseph A. Thompson, Clinical Social Worker, Mental Hygiene Division,
U. S. Disciplinary Barracks, Fort Leavenworth, Kansas.

Otto C. Zahn, School Principal, State Industrial Reformatory,
Hutchinson, Kansas.

James Carey, Associate Supervisor of Education,
U. S. Penitentiary, Leavenworth, Kansas.

Nolan Ellandson, Supervision Inmate Welfare,
Division of Corrections, Des Moines, Iowa.

Jack Neuzil, Men's Reformatory, Anamosa, Iowa

Charles Bentley, Iowa State Prison, Fort Madison, Iowa.

Correctional Exhibit

An exhibit of training materials, reports, program publications, books, etc., will be set up at the Workshop. We will appreciate contributions of materials to pass out or display. Items for display will be marked and returned. If you are attending the Workshop, you may forward the materials or bring them with you. If you cannot attend, but wish to send items from your institution, they may be mailed to R. M. Tomlinson, 110 Marston Hall.

FUNDAMENTALS OF EFFECTIVE COMMUNICATIONS
Requirements, Aids, and Obstructions

by
Dr. William Underhill
Professor in Charge of Speech
Iowa State University
Ames, Iowa

It is always pleasant to have a conference begin on our campus, and it is particularly pleasant when we can have a conference begin in the middle of such wonderful weather as we are having this morning. Let me add a short note of welcome to what already has been said by others welcoming all of you to our campus, and we hope you will enjoy the three or four days you are with us. When I was invited to give this Keynote Address, I confessed to having had some apprehension because, frankly, I still do not know what a Keynote Address really consists of. I know that one time Will Rogers commented when he was invited to listen to a political keynote address - well that keynote was no note, that was an entire volume. Let me assure you that I don't intend to speak volumes today. I am happy to be here, however, because I do recognize that all of us in attendance at this conference today have different backgrounds.

I know that some have had training in psychiatry, some in psychology, some in social welfare, and that we represent a great divergence of experiences. Of course, there is one thing that we all share, however, no matter what our assignments or no matter what our training may be. We all have a common share in this problem of communication. We communicate everyday of our lives. And, of course, it is true that the very word "communication" is taking on a kind of magic significance today. It is something like the liver used to be thirty or forty years ago. At that time, when the doctor diagnosed a person and couldn't tell exactly what was wrong with him, he was apt to say, "Oh, it is your liver acting up again." Maybe, he was right.

Today, when industry is having some trouble or an individual doesn't get along well with others, we are prone to say, "Well, what he needs is to have better communication." And, very often this may be right.

We all have a common share in communication and it plays a very large part in everyone of our lives. If you consider the way your day begins, you can begin to understand how often communication is used. First of all, we are sleeping soundly and the alarm clock rings, maybe a little too early, but we shut it off. There is the first bit of communication. We go into the bathroom and while we are shaving, there is a rather grim visage looking back at us from the mirror. This visage may be communicating something about our behavior at the club the night before. So here is another bit of person-to-person communication.

While we are shaving our wife may call from the kitchen and communicate to us that it is necessary to hurry down and eat a good breakfast if we want to do a good day's work. And, while we are at breakfast, our daughter is communicating to us - a teenage daughter - telling us about her latest heart throb, Alvin. You have a second cup of coffee and just when you are beginning to enjoy it there is a bit of communication from the car outside, the neighbor's honking saying that it is time to go if we are going to be down to work on time. And, while we are driving down, our neighbor may be communicating to us about what is wrong with our political party and what is right with his.

We are getting some communication from other cars. A car has signals going

for a right turn and turns left, or a traffic light or brakes give us some communication. All this time we are being bombarded by communication. As we walk into our office our secretary may tell us that a feud has broken out between the two best salesmen. We just sit down and the telephone rings and there is another bit of communication. The phone call tells us that unless price concessions are forthcoming Zilch and Company will take their business elsewhere. About the time we hang up the phone, we read a correspondence from the Internal Revenue Service, saying that we have to appear at Monday at 4 o'clock in order to justify a tax exemption. Here is another bit of communication. And, so the day begins and so it goes far into the night.

If you are being involved in all this communication and someone asks, "why don't you take a day out to study the theory of communication?" You are very apt to say, "Well, I am too busy communicating to actually study it." The case for communication is being made by many writers and speakers today. Perhaps we ought to begin by saying, "Just what do we mean by communication?" Very simply, communication means an exchange of thought or ideas. An inter-change of thought, if you will. Further examination would suggest that all work, play, teaching, learning-in-fact - all of living makes use of some source of communication. In industry it is communication which transmits the orders for work, aids in doing your work, buying new materials, advertising, and selling the product. It is the means to hire, to fire, to promote, to praise, to urge, to censor, to persuade, etc. One thing, however, is always true. Machines, equipment, and other material things may be the means of communicating, but it is the human being who actually sends, receives, and makes use of the communication.

Of course, there are many different media of communication. One company, Standard Oil, has listed over 130 different channels of communication. There are such things as employee forums, letters to employees, manuals, notices, counseling, conferences, phone calls, letters, memos, notices in pay envelopes, formal addresses, and hundreds of informal talks that take place daily. Everytime the telephone rings, there is a bit of communication about to start. In fact, it starts when the phone actually rings. We don't always communicate by words alone, although words are by far the most popular means of communication. We communicate by sound, by gesture, by our posture, by our silence, by our facial expression and our bodily set. The TV ratings, the radio polling services, of course, are all measures of the radio and television attempts at assessing communication. Edward T. Hall has written a book which he has called, The Silent Language, and in this book Mr. Hall tried to analyze the hidden communication such as, how far does one stand away from the man he is talking to in order to indicate respect, rather than close friendship. Or how well must a person know another one before he calls him by his first name? Or a lady before you call her by her first name rather than Miss or Mrs.? Shrugs can be very indicative of communication. There is communication by comics, by photos, etc. I read this morning that one university is now giving a course in Writing for the Comics. May I tell Dr. Parks, our Vice President here, that as far as I know, we are not contemplating any such course in the writing for comics?

Ninety percent of the communication in daily use is, of course, a verbal communication. By that I mean that it makes use of words that are written or spoken. Communication is essentially human, and is a sign of life. Of course, other animals do communicate, but not in the same sense that man does. A Frenchman once was asked to write a definition of "death". He defined "death" as "sudden incommunicability". And this is a pretty good definition I suppose because communication is a mark of life. Calvin Coolidge lived a life that was not noted for its remarkable communication, and when informed of his death, the critic, Dorothy Parker, said "Oh, he is dead? How could they tell?"

Man is essentially gregarious. He likes to meet with others and to communicate with others, and I suppose the last man on earth may stand up and look around for someone to communicate with. The line between the highest animal and the lowest savage is actually a language line. Of course, animals can perceive. A wolf or a fox can perceive danger.

An animal sometimes has sharper senses than you do. They can run faster and they can hear sounds which we cannot hear. An animal can communicate that there is some danger around, but they do not conceive and explain the danger the way humans can. For instance, the mother hen may cluck to her chicks to warn them of some danger in the sky, but she can't communicate to them that this is the very same hawk that killed their father several weeks ago. Beavers have been building their houses the same way they have built them for generations, but they haven't learned much from the building of these houses. They haven't learned in the same way that man can learn from past mistakes or from past experiences. Think how much training, how much study, how many generations went into the writing of the simplest formula on the board. Suppose one were to write H_2O . How many generations had to study before that experience, before that knowledge could be derived? This knowledge of mankind is literally passed on from one generation to another because of the remarkable use of language.

We can stand on the shoulders of past generations and make use of their experiences and their knowledge. Sometimes we make the same mistakes, but we don't have to. We do it because of the knowledge which we can pass on. Someone has remarked that it is amazing that colleges and universities can become such depositories of knowledge. The president of an institution to the east of us has an explanation for this. He says that it is not so remarkable. Dr. Virgil Hancher, President of the State University of Iowa, says that each year there is a large freshman class that comes into a university. They bring quite a bit of knowledge in with them, and each year there is a smaller senior class who take a little out with them. And, through the years, the knowledge kind of accumulates.

Research will indicate that the average American spends about 70% of his active hours in communicating verbally, and this verbal communication is in listening, speaking, reading, and writing, and in that order. As Will Rogers said, "In America, everybody talks, most people can read, and some even listen." But in our breakdown of the forms of communication, (1) we listen more than we speak, (2) we speak more than we read, (3) and we read more than we write. Our age is a communication age. But, it is a different age of communication in that we depend more upon symbols than ever before. In the earlier times, men got ahead if they could manipulate "things", if they could harvest a better crop or forge a better horseshoe or build a better mousetrap. At that time, communication was important, but it was somewhat less relevant to a man's career than it is today. A manager of an organization could explain each technique and perform each function in the shop, but this is not so today. Today, automation, complexity has made the executive successful not because of the way they manipulate things, but because of the way they manipulate symbols. And this symbol manipulation means that they are handling people. Public administrators live in a world of symbols. Symbols which are mainly words. The mere preservation of the written material issued and received by the United States Government in any one year will cost more money than did the entire original United States budget. And, I perhaps don't need to remind you who work in Federal institutions of this great wilderness, this tremendous amount of communication that is written in forms to be filled out and turned in. Communication is broad in scope and permeates all human activities.

And, then you might say, "But what is it all about?" What is this communication really about? Well, the answer to that was given almost 2,000 years ago. You know at that time there was living on the shores of the Mediterranean a very strange people. They lived in houses without drains or central heat. They slept in beds without springs. They wore clothes without buttons, and they studied geography without maps and poetry without books. And, yet in their hovel and their poverty the ancient Greeks produced some of the finest, the most profound thoughts that Western civilization has ever had. One of these Greeks, whose name was Aristotle, had at his disposal one of the greatest minds of all times. And, he had something to say about communication.

He didn't use that word, but he talked in terms of rhetoric which he defined as the discovery and use of the available means of persuasion. There is not a far cry really between communication and the interchange of thoughts and the discovery and use of an available means of persuasion. You might think of that word "persuasion" itself. "Per" in latin meant through. And "suasio" having to do with a kind of sweetness. So literally, when we persuade somebody, we convince them they ought to act, and we convince them through a sweet manner. Now there isn't always sweetness and light, but you use some kind of emotional appeal, making them want to do it. Of course, there is a great body of literature today that is extolling the sweetness and the manipulations of the advertisers. Perhaps you have read Vance Packard's "The Hidden Persuaders." This is a story of these motivation analyst firms. The firms which attempt to find out why people will buy a blue package rather than a pink package. It has been known for a long time that one color might sell better than another, but the motivation analyst is searching to find out why one color will out-sell another.

For instance, Louis Cheskin who headed up an outfit called Color Research Associates - although he admitted they were interested in many things besides color - insisted that through their research and their advertising they were able to make black a very desirable color. Before Cheskin and the others got started, black used to be a rather somber color associated with funerals, bad luck, and other dire happenings. But, Cheskin and the advertisers began to have ash trays made out of black and began to have seat covers (automobile seat covers) made in black and even began to have such things as black negligees. And, as a result of associating black with very desirable things, Cheskin was able to say that black has become a very attractive color. By the same token, the motivation analysts have been able to say that they may, by associating the right emotional appeals, get the American customers to buy and of course, the American customers do buy. Not that they need all of the items, but the advertisers want to have planned obsolescence, the technique of getting someone to buy a new object, not because the old one is worn out, but because it is not the newest model. Planned obsolescence is also a product of some of these motivation analysts.

If we are going to believe them their effort is so successful that they could convince an otherwise staid housewife to have a love affair with hydrogenated cooking fat. Maybe they are their own best advertisers. But, nevertheless, there are many persons in America today who are professional persuaders. Persuasion can be moral or immoral depending upon who is doing it.

If we mean by persuading that we are going to inform, to entertain, to instruct, to order, to convince, and all of this is to influence belief and conduct, then, all persuasion is communication. Too often, of course, the purpose - that is the purpose to influence belief or conduct - is forgotten in communication. A technical writer may get so involved in his writing that he forgets that the real reason for that writing is to affect the behavior of readers. TV dramatists and people in the theater sometimes get so interested in putting on plays that they forget to communicate to the person who is going to watch that play. And, by the same token, speakers get so wrapped up in their speaking that they lose the essence of the communication, that is, the chain of the response between the speaker and the listener. I sometimes have students who come into my office and are in quite a flurry of excitement. They will say that they have a speech to give two days from now, and they don't have anything to talk about. What should they do? My usual response is to say, "Sit down and let's think about this for awhile."

And then they respond, "Think! I don't have time to think. That speech is only two days away!" And the closer the speech comes, the less time they put into thinking. Well, of course, if I could only convince them that the essence of communication is an interchange of thought and that the thought has to start with the speaker we might all get farther along.

When we start thinking about communication, we ought to realize that it is a process. Now a process is any phenomenon which shows a continuous change in time. This concept of process is inextricably woven into the contemporary view of science and reality. It is the contemporary scientists who tell us about process. But again the idea is not startlingly new and is not a phenomenon of the 20th Century. For example, an old Greek, Heraclitus, once said, "No man can step into the same river twice." This little statement shows the idea of process. The river is changing and so is the man.

Physical scientists, however, up to and including Isaac Newton, believed that the world could be divided into static things. Then, along came Einstein, Alfred North Whitehead, Bertrand Russell and others who denied this belief, and they began to put forth the idea of a "process view" of reality and made use of more powerful observational techniques. Under their studies matter began to be thought of not as unchanging and inflexible but as always changing. Max Born, a physicist who wrote the book called The Restless Universe, has said, "Isn't it strange that we have a word for something that never exists? The word 'rest'. The physical world is never at rest, but is always in motion. Even a static object such as a table - if you had powerful enough observational techniques - would not be static, but we would see that it is a world within another world. That there are electrons and neutrons moving around here, atoms are always changing, and that this rather than being a static table, is nothing but a mad dance of electrons. Most scientists don't try to visualize the atom because it is changing so much and is quite a different world. But one writer has compared the atom to a person's head. The head being the nucleus with a cloud of mosquitoes, electrons, buzzing around it. Our world is constantly in process.

Our every communication, by the same token, is different in some way from every other bit of communication. If, for no other reason, one communication occurs at one time and the next communication occurs at another time. But, time is not the only reason that every communication is different.

What are the essential ingredients of any communication, whether it is a radio playing, whether it is a man reading a book, whether it is a traffic signal or whether it is a person speaking? Every basic communication needs four basic ingredients. One is a source. In the speaker, the source is the man talking. In the book, the source is the man who wrote the book. In the traffic light the source is the light itself. In addition to the source, there is a message. The message from the traffic light may mean stop. The message from the speaker may be "close the door". The message from the writer may be "sympathize with my character."

In addition to source and the message, another indispensable ingredient of every communication is the channel. Is it going to be visual, is it going to be oral, or is it even going to be a sense of touch? For example, if someone pinched you, there would be communication, but it would not be visual or it would not be oral. It would be tactile. Then the fourth ingredient has to be the receiver. You are familiar with the old question; "If a tree falls in the forest and no one is around, would there be any sound?" Well, I don't know the answer to that, but there is no communication unless there is a receiver for the communication.

Now these four ingredients can be elaborated on by modern theorists in communication. They study it quite a bit. In fact, in about 1938, the terms were first coined by persons who were working for the Bell Laboratory. Claude Shannon and a man by the name of Weaver were trying to increase the fidelity of telephone communication, and they got interested in all phases of communication. They began to say that these four ingredients are always there. Now this was not a great or profound discovery, except that it helps to remember that in all communication the four ingredients must be present. If the source is inadequate, the communication may not go through. For example, if the speaker isn't talking loudly enough or if he has a voice that isn't

going to compete with the noises or if the writer can't write or if the batteries of the radio are run down so much that it can't transmit the message, the message itself may be garbled. Maybe it needs to be carefully re-organized if we are to make some sense out of it.

We hear this when our students speak. A person may get up and start saying, "Well, I want to tell you about -- the glories of Florida. Last summer we took a trip to Florida and we went down to the Smoky Mountains. We stopped and visited the Indian trails in the Smokies. My father drives a Chevrolet, but my mother always prefers a Ford. When we got down to Florida, we found that it was very hot there, and the people leave their thermostats set on 70 degrees the year around. Of course, in Iowa it is very cold in winter and very warm in the summer. And, you know, I kind of like that because we have the seasons in Iowa and our past-times will change. I wouldn't like to live in Florida because I play a miserable game of shuffleboard and look skinny in a bathing suit.

This kind of speaker just rambles and you begin to wonder just what he or she is talking about. The message can be garbled or poorly organized whether it is written or spoken. The receiver may not be in a position to act or may not be ready to receive or may deliberately not want to receive. Of course, there are other terms that the communication theorists use, the encoder and decoder, as well as feedback and how noise operates.

For example, if a speaker is talking and he sees three or four persons asleep in the audience, he ought to realize that here is some feedback. He ought to realize that this message of his, for some reason, is not getting across, and what is he going to do about it? By the same token, if you call somebody into your office and you are discussing a problem and you see that veil of hostility closing their eyes, then you know that something is happening. There ought to be some kind of feedback that will affect your behavior as a source of communication. And, by the same token, the listener or the reader will get feedback from the source. Feedback operates both on the reader or upon the receiver, as well as upon the source.

Now you may find that I am talking more about oral communication than written communication, not because written communication is not important: of course it is important. But the plain fact is that we do a little more oral communication than we do written communication. In many instances, there is just not enough time for written communication. In the day-by-day usage, we have to speak much more than we write. Spoken communication is very important and so is our listener. Some of us will take more time and more thought with our written communication, whereas, our spoken communication is often done carelessly and with no thought whatsoever, sometimes to our disadvantage.

One survey pointed out that physicians speak more than 900 words for each one that they write. And, teachers speak nearly 1544 words for each one that they write. Lawyers speak over 2,000 words for each one that they write. I was unable to find such statistics for sociologists, psychologists, psychiatrists, or correction officials, but I have known some sociologists and I have no reason to think that they are any less communicative than the rest of us.

We have to rely heavily upon our oral communication in our daily life. Maybe we rely on this so much because we just do not have time to write it out. Plus the fact, that if we had to write everything out and read it, our communication would become a little more sterile, a little more automatic, and sometimes work to our disadvantage.

I am reminded of the minister who was in the habit of writing out his sermon word-for-word and then when Sunday came, he would stand up in the pulpit and read the sermon. One day he was reading the sermon and he came to the bottom of the

first page (the sermon dealt with the Garden of Eden) and he read the line at the bottom of the page and said, "And so Adam said to Eve - - - - -" and then he turned over the page, and it didn't seem to make sense. So he went back to the first page and repeated the line, "And so Adam said to Eve," and then he turned again and muttered, "Umm, there seems to be a leaf missing."

Sometimes we just don't have the opportunity to write out our talk and our communication. If 90% of the communication in daily usage is verbal then we need to remember that language can be only representative of what Walter Lippman once called the pictures moving in our heads. We have languages which are a representative of this object which we call a table. And, here we have a reference we can touch or feel the table. We also have a great deal of language that has no ready reference except some picture within our head. The representation of an event which cannot be interpreted by others because it cannot be seen by others and the pictures in our heads are always different from the pictures in somebody else's head.

When we begin to think or assume that our words, our language will let us project our interpretation to somebody else, we may be in some danger. By the same token if we hear words spoken by others and immediately assume that they are using these words to mean the same as we would use them then we may be in error. Words simply do not mean. People mean. A word does not contain meaning in the same sense that this glass contains water. People may put some meaning in the words, whether they are speakers, readers, writers, or listeners. But it is the person who means, not the word. The people who write dictionaries would say that dictionaries tell us what the words mean. Well, dictionaries only tell us what the people who wrote those dictionaries wanted the words to mean when they used the words. We can look in the dictionary and look up one word and it may have a synonym and if we think that this word always means the same something we can be in danger. For example, we can look up the word "vision" - the act of seeing. We look up the word "sight" the act of seeing. Well, here are two words that supposedly mean the same thing. But, if you say to your wife, "Why my dear, Mrs. Jones is a vision while you are a sight," you will see that the two words do not mean the same thing at all. We are influenced by our projections, when we begin to assume that words have an inflexible meaning. What would be your reaction to something like this?

"Mary was a sensible and giddy young lady, wise and silly beyond compare. She was a small and slight creature, yet so large that everybody who knew her loved her beyond compare. She lived in town with no other houses for miles around. And everybody who visited with her thought her intellect was so sharp that she was regarded as a veritable dunce."

Now there is an interesting little passage, isn't it? What do you think about Mary?

Most people when they are hearing that will say something like, "It just doesn't make sense." It is contradictable, and all mixed up. Most persons will put the blame upon the writer or the speaker. "He doesn't know what he is talking about". It is contradictory, but a few, very few, may say, "I'd like to find out more why I just don't understand it." They will take some responsibility of themselves as the listener. Let us see. "Mary was a sensible and giddy young lady." Giddy came from the same word as Godly and meant divinely possessed. So you were going to say "Mary was a sensible and Godly young creature, wise and silly." Silly came from the German word "selig" meaning blessed. Mary was a sensible and Godly young lady, wise and blessed beyond compare. She was a small and slight creature, yet so large. We will still have a word "largess" meaning generous in spirit. Yet so generous that everybody who knew her loved her. She lived in a town, town comes from the

word "zaun" meaning farm. She lived on a farm with no other houses for miles around. And everybody who visited her thought her intellect was so sharp that she was regarded as a veritable dunce. Dunce comes from the medieval scholar whose name was Johann Dunce Scotus, who was so brilliant that he began living in an Ivory Tower existence and a lot of his contemporaries felt that he was odd. Therefore he could not be understood. Later this mark of respect became a term of disrespect.

Well, if we were to substitute these meanings for the words, we might find that our little passage begins to make sense. The only reason that I quoted the passage to you is to show that language is always a function of time. If you have teenage daughters you may find that what they are talking about is not always the meaning that you put into the words. Of course they may talk about activities and use words that are quite different from the way you used them a few years ago. Language is a function of time. Language is also a function of places. Have you traveled around the country and heard different terms for about the same thing? I was in San Francisco one time and a fellow from there, about 10 o'clock, said, "Let's go out and get some coffee and snails." Well, I was willing to go for coffee, but snails at 10 o'clock in the morning, just didn't seem very appetizing, so we went out for the coffee and when he ordered snails, they served some rather delicious pastry all done up in "curlycues." These were the local snails. Language is a function of place. You may have heard someone come into the store and say "I'll put my groceries in a bag." Someone else may say "put them in a sack". Someone else may say "put them in an old poke". Or, you are down south and someone says, "Come on, I'll carry you home." You may wonder if they don't have other means of transportation. Language is a function of place. Language is also a function of circumstance. For example, men don't often use a word like "cute". Language is a function of circumstance in that we use it in one instance where we wouldn't use the same word in another. We have what are euphemisms, a word which takes the place of one that is growing socially undesirable. For instance, we don't very often talk in terms of "gut;" we call it stomach. Everyone likes to have his profession recognized by a popular euphemism. One time a group of persons on the New York stage asked the American writer H. L. Menken if he could come up with the right term for their art. These persons were strip tease dancers, and they didn't like to be called strippers or strip teasers. And, they thought if only Menken could come up with the right term, then their art would rise to the level of ballet, music, and other endeavors. He went to work on it, and he suggested a term "moltician", you may remember from entomology that molt means to shed or to take off. Now this sounded a little too close to mortician and the term never got caught on. So, as a result, we still have some disfavor about strip teasers.

We have several assumptions which are also implicit in language. For example, when we use a word, the word begins to emphasize similarities and overlook differences. There is nothing in the word "boy" to suggest that one boy is different than another. Yet, we know that every boy is different. There is nothing in the word "school house" to suggest that one school house is different than another, and yet they may range from one room school houses to the large, impressive structures.

Our language, because it does emphasize similarities, will tend to create boy stereotypes that make us think that the things a word represents are always alike. The stereotype that the word "negro" will suggest, the stereotype that the word "Jew" will suggest, the stereotype that the word "Frenchman" will suggest. You know that all of our nationalities are highly dependent upon stereotypes. You can see this at work in a passage like this. Suppose there were two men and a woman marooned on a desert island. What would happen? Well, if they were Italian, one man would kill one of the other men. If they were Spanish, the woman would kill one of the men. If they were English, nothing would happen because they hadn't been introduced because

the men would be too occupied talking business. If they were French, there would be no problem. If they were American nothing would happen. Well, there are things in a passage like that where you see the use of language and stereotypes at work.

Words also suggest an "allness" which is never really possible. Words suggest that this is all there is to say about the object. I have said it and there is nothing more to know. This is a pattern of age, too. A person may find that as he grows older, his mind becomes just a little more closed, his language becomes more inflexible, less open to new ideas. In the early part of the 1800's it was written that if trains were ever developed, they would go through tunnels where people would suffocate, and blood would spurt through passengers' noses. In the early part of our history, it was written that the steel bottomed plow was not practical because it would poison the land and stimulate the growth of weeds. Even as late as 1875, it was written that if women ever worked in offices, the female constitution would break down under the strain. Well, all of these things may represent that words tell all that is to be known about a subject. That is all there is. Even for a long time the tomato, the so-called love apple, was thought to be dangerous and not to be eaten. Now the whole history of the tomatoes is an interesting one and is fought with Freudian Psychology.

The words will suggest "allness" which is never possible. And, then words themselves ignore the process nature of reality. There is nothing in the word "boy" to suggest that boys today are somewhat different than the boys of tomorrow. That the boy yesterday is not the same as the boy tomorrow. That even a white fence post is not the same degree of whiteness today as it was yesterday. There is nothing in a word to suggest the change that is forever taking place.

One can't really communicate by himself, just as it takes two to tango, it also takes two to communicate and if the adequacy of the source is something for us to consider, then we also have to consider the adequacy of the recipient of the communication. There can be no communication if the recipient really has closed his mind and will not listen or will not attempt to read what the writer had in mind. This all brings us to the matter of attitudes. Now attitudes are something that we all recognize and yet we might have trouble defining them. A hungry dog might have some trouble defining a pork chop, but you throw the pork chop in front of him and he recognizes it. I am reminded of one time the great jazz trumpeter, Louie Armstrong, was asked to define "jazz". And, he replied, "Man, if you got to ask, you'll never know." Well, maybe something similar to this comes up with the definition of attitudes. It is terribly difficult to assess the attitude of other persons. I read a survey not very long ago of the morale of officers and enlisted men, and the same question was asked the officers as was asked the enlisted men. Questions having to do with what was the reputation of the outfit - or how loyal they were to the outfit - and how much pride they had in the outfit; and the officers were also asked such questions as what did they think the morale of the enlisted men was? The officers consistently over-estimated that morale. They thought it was very high, whereas, the actual responses from the enlisted men pointed out something quite different.

It is difficult to communicate if the proper attitude is not present. We simply cannot make people understand. How many times have you heard someone use the expression, "Well, can't I make you understand?" Or I am going to make you understand." We literally cannot make anyone understand if he doesn't want to. And, this is something that we should keep in mind always. There is no conceivable way that we can make another person understand.

We can only try to encourage and persuade him to want to understand us, and these wants have their relationship with some deep human drives. We might call these drives instincts, or reaction tendencies, or human hungers. Some of my friends in psychology insist that there are no such things as instincts. Well, call them what you will. We do know that there are motivating forces in us all. I don't have

time to mention all of them, but for instance, we can say self-esteem. The desire for the preservation of the ego is a very strong force in us. One psychologist has said that nearly everything that man does is rooted in the deep human desire for the preservation of his ego. You have seen this at work, in conferences when somebody who has been sitting in a conference with you and an awkward word or a chance remark has made that person feel that he had to save his reputation and he soon began arguing with more volume and vehemence than the occasion warranted. Why? Because his ego was attacked, and he had to preserve it at all costs. We are motivated by this terrific desire for self-esteem and sometimes the desire is stronger than at others. Sometimes it is hidden, but it is always with us.

I am reminded of a story that is told by a president of a railroad. I think it was President Hamilton Fish who was onetime sitting in his office and the door opened. A man walked in and he was wearing a derby hat, smoking a cigar and the man said, "Hello, are you Mr. Fish?" Mr. Fish said, "Yes." And the man said, "I am Pat Murphy, and I would like to have a pass on your railroad to visit my sister who lives in Chicago." And Mr. Fish was somewhat thunder struck. He said, "Now, Pat, I am not going to say you won't get the pass, but I am going to remind you that there is somewhat of a difference between the way you entered this room and the way you should have entered when asking for a favor. The proper way would be for you to knock on the door and I would say 'come in' and you would enter and you would take your hat off and the cigar out of your mouth and say, 'Good morning, are you Mr. Fish?' and I would say, 'Yes, who are you?' And you would say, 'Well, I am Pat Murphy. One of your switchmen.'" And I would say, "Well, fine Pat. What can I do for you?" You would say, "I would like to ask for a pass to visit my sister who lives in Chicago." Now, Pat, I am not going to say that you won't get the pass, but I am going to say that you won't get it until you learn the proper respect. Is that understood?" Pat said, "Yes." And Mr. Fish said, "Now you go out and think about this for awhile."

Well, Pat turned around and went out. Nothing happened for a couple of days and then suddenly there was a knock on the door one morning and Mr. Fish said, "Come in." A man entered and there was a very docile Pat Murphy with his hat in his hand, his cigar out of his mouth and he said, "Good morning. Are you Mr. Fish?" Mr. Fish said, "Yes, who are you?" The man said, "I am Pat Murphy, one of the switchmen on your railroad." And Mr. Fish said, "Fine, what can I do for you, Pat?" And, Pat said, "you can go to hell. I got a job on the Nickelplate." Maybe that shows the self-esteem.

There is a little flower seller outside of the stage doors in New York who has tried to explain his successes because he always sold more flowers than anyone else. He said, "if a elderly gentleman comes out with a young girl, I would say, 'Would you like flowers for your girlfriend?' But, if a young man comes out with a girl, I would say, 'Would you like to have some flowers for your wife? Don't ask me why but it always works.'" The psychologists went to work on this and they found that the older man enjoyed being thought of as a wolf, whereas, the young man thought it was nice that people would think he had such an attractive wife.

Self-esteem is not the only motivation. We have such things as fair play, fear, safety, but my point is that language helps to create or helps to modify these attitudes. And, this manner of communicating, as well as the language, will help to create the attitudes or to crystallize them into inattentiveness or to poor listening. Have you ever gone into somebody's office and he would say, "Now, I want to hear the full story and take your time and tell me everything about it." But, meanwhile he surreptitiously glances at his watch, and perhaps there were other cues to indicate that he was somewhat impatient with the interview.

My time is going very rapidly, but there is one other aspect of communication that I think ought to be mentioned in brief and to let you give more time to this

part of communication during the workshops and the smaller sessions you will have in the next two days. That is this method that we call "problem solving". I am going to risk being very general and at the very considerable risk of doing an injustice to it, let me say that the method of problem solving is roughly comparable to the method of science. In 1912 a philosopher whose name was John Dewey asked himself, "Why is it that the sciences seem to have made so many advances and the social sciences and the political aspects of man do not seem to have progressed at the same rate?" And he looked around and he said, "Largely it is a method whereby the people go to work." He said that the scientists attack the problem in a certain way and the social scientists do not use that same method. He does not change his beliefs enough. He tries to find only the evidence that will support his prior convictions, whereas the scientist has been able to introduce a little more objectivity into his research.

Essentially, what John Dewey and those who followed him were able to do was to say that there is a need for problem solving groups to remain impartial to remain objective, and to look at the evidence before they formulate their opinions. And he said, "Now can we put down the steps that a group of five persons might go through if they were going to really attack a problem in a scientific manner?" He said, "Yes, I think that we can. First of all, the problem ought to be defined and limited." So we can put that as the first step - the definition and limitation of the problem. Now sometimes this is a very real challenge. One of the most difficult things in directing graduate studies on the Ph. D. level is to get the candidate to actually define what he is going to do in his thesis.

A psychologist, whose name was Carl Seashore, one time wrote that a problem well stated is already half solved. How many times have you sat in discussions that waxed hot and vehement and finally somebody said but that isn't what I am talking about. And, it may be that you realized that you were not talking about the same problem.

When a group of five persons sit down, that group first of all ought to try to limit what the discussion is to accomplish, what are going to be the areas for discussion. Then after that definition is made, which is not always easy, but after that step, they move into another step that is called "analyzing a problem." Analysis in chemistry means the breaking down into parts. Analysis in problem solving means the same thing. Breaking it down into parts. First of all, the parts might consist of the history and the background. How did the problem get started? How has it seemed to have changed? What are the relevant factors in history that ought to be remembered? And then another step under analysis might be trying to establish some kind of causal relationship. What causes might "seem to" make the problem worse? Are there any causes which might "seem" to alleviate the problem? Trying to search out the cause to effect relationships. Now this is where the bulk of the actual evidence will come. Not that the person is trying to formulate a conclusion yet, but is trying to evaluate all of the pertinent evidence.

Then a very important step under the analysis is some exploration of what the goal of the group is. If the problem were to be well solved, what criteria would have to be met? Are there certain values that must be preserved? Sometimes a problem can be solved at the expense of a great many other values, and other problems created. So, it is important to discuss this criteria for judging the solution before the various solutions are really advanced. Once those solutions are advanced, then you see the problem of saving face and the problem of self-esteem come back in because if one advances a solution he feels that he ought to argue for it, and it is a loss of face if he doesn't quite get his acceptance.

So under this analysis, we want to spend a lot of time bringing out the history and the background of causes and relations of the problems as well as the criterion for judging the solution. Then, the group might well go into listing the alternate solutions, getting them all out on the table for discussion before one begins to evaluate them.

There is a good idea here in getting the solutions out or getting the recommended approaches all listed before one begins to weigh one against the other. But, of course, once they are out, then the group begins to evaluate and chooses the best solution. And this is where the freedom of discussion, this is where we debate, this is where we argue which will logically take place. Now arguments can occur anyplace along the line here. But, we would expect differences of opinion to come up when one tries to choose and evaluate the best solution, which one is more practical, which one will meet the needs best, and which one will not introduce any new and greater disadvantages. And, if the group is fortunate enough to come to a meeting of the minds and choose a solution, then they should try to project how this solution can be put into practice, verification, and enactment of the policy.

With a great deal of apology to you all, for the speed with which I have gone over these steps, let me say that these are the essential steps for any problem solving group. And, if the problem solving group approaches a problem with impartiality and objectivities, willing to weigh the evidence before the minds are made up, not choosing only the evidence which will support prior decisions and convictions, but willing to exchange ideas with the hope of learning new information in order to arrive at a better solution, then we have problem solving at its best. Problem solving which means the mutual cooperation of a group of persons sitting down and thinking and conversing together about a mutual problem.

Now, I know gentlemen, that you have a very busy two days ahead of you, and I think that it is a tribute to your backgrounds that you want to take time out of your schedules to consider this aspect of communication because it is a part of all of our working days. And, if you are prone to say, that I have so many responsibilities as warden or chief warden of this institution or I am the social welfare worker or I am a psychologist and I have so much responsibility that I can't really take time out to study communication, let me remind you that you can't do otherwise. Good, bad, or indifferent you are going to be communicators and do not be misled by the difficulty of thinking you cannot carry on your own job and be a good communicator, too. We can do the impossible, even though sometimes that seems difficult to achieve. I am reminded of the story told by Billy Graham. Mr. Graham said that at one time there was a merchant in a small town who was in the habit of closing his shop and walking home alone and the merchant got into the habit of taking a short cut. The short cut to his house led directly through the local graveyard. But he was a rather fearless, unimaginative individual, and he didn't mind walking through the cemetery at night. So one night he closed his shop and proceeded to walk down through the cemetery. But, that day, unknown to him, a new grave had been dug and this grave lay across the path that the merchant was to take. As he was walking down the path all of a sudden he stumbled and fell head long into the newly opened grave. Of course, he was terrified. Here he was in that dark hole and he could look up and see the stars over head, but it was just a little too deep for him to climb out of. He couldn't quite reach the top, and every time he tried to reach the top, the dirt would crumble and he would fall back down.

So, being a sensible man, he decided the only thing he could do was to stay in that grave all night. He might as well curl up and get some shut eye. So, he curled up in one corner of the grave and almost dozed off when another traveler from another place in town and in a somewhat happier frame of mind also decided to come walking through the graveyard. And, he came down the very same path that the merchant had taken. And, too, he fell into the open grave. Not knowing of course, that it was already occupied. Well, he thought he ought to climb out of that hole, too, but he couldn't quite reach the top because the dirt would crumble and he would fall back down. So, he, too, decided he would spend the night in that black eternity. Just about the time he had made this decision, a hand came out of the darkness and was placed on his shoulder and a voice said, "It is no use brother, you can't get out of this grave."

But he did!

COMMUNICATION PROBLEMS AND SUCCESSES
AMONG THE
CORRECTIONAL DIVISION - TREATMENT

by
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Bureau of Prisons, Washington, D. C.
Panel Moderator

Nine years ago this month, April, 1954, Iowa State University and the Iowa State Board of Control, sponsored the first "Midwestern Correctional Conference", which met in this Memorial Union Building. Today for the tenth consecutive annual meeting we meet again on this beautiful campus under the sponsorship of our original hosts.

I was privileged to be a member of that original group. This year's conference gives me a record of nine of the ten annual meetings, having missed only one due to a special field assignment. This morning as I look over this group, I recognize several from that original meeting in 1954. But I miss many faces, too, of those who have gone on. Many of these were the early promoters of this organization and responsible for its very beginning. While we are saddened at the loss of those dedicated people and close friends, it is also comforting and encouraging to see in today's group so many who have joined our ranks from year to year since 1954.

To you new people who have within recent years entered the profession I offer my congratulations. You have come in at an opportune time. The machinery has been oiled and is ready. Dedicated operators are sorely needed. I wish also to take this opportunity on behalf of we "outlanders" to express our thanks to Iowa State University, the Iowa State Board of Control, and the Iowa Division of Corrections, for playing hosts to us for a complete decade.

We come now to the 1963 conference theme -- "Improving Corrections through Effective Communication". The stage has been set and exceptionally well outlined and explained by Dr. Underhill. Every one of us in this room had a much better conception, and I am sure a much broader one, of just what communication means and how it can be made use of. I know it reminded me as I thought of my use of communication of the story of the Indian in Oklahoma who suddenly became wealthy through the discovery of oil on his land. Having always admired a Cadillac automobile, but never being able to own anything but an ancient "jalopy" he purchased one off the showroom floor. Some six weeks later he returned to the salesman to complain of the car's lack of speed. After road testing it developed he had never taken it out of low gear. Dr. Underhill certainly explained to us this morning that this new management vehicle, "Communication", has many more gears than most of us have known about or used.

Today we are here not to sell our own institution nor to be defensive concerning existing deficiencies. But rather we are here to solve problems by pooling our experiences and from them arriving at means of solving some of them. We hope to learn especially of methods and means of using this one important tool of management to improve our situations as they may now exist.

Today we have a panel of five correctional experts, each representing a correctional division within a correctional institution. They represent institutions located in five different states and each man is well trained and experienced in his respective division. They will tell us of their own problems and successes in using this important tool of our trade, "Communication", which was so ably defined and described by our keynote speaker.

COMMUNICATION PROBLEMS AND SUCCESSES
AMONG
THE CORRECTIONAL DIVISIONS

by

Elmer O. Cady, Associate Warden-Custody
Wisconsin Correctional Institution
Fox Lake, Wisconsin

Since the first state prison came into being 190 years ago there has been little constructive action taken to improve communications between the uniformed custodial forces and other departments within our penal institutions. This is one of the major problems facing corrections today - a problem that Division Directors and most institution superintendents are attempting to solve. It is one of the few correctional problems, which cannot be directly laid to a lack of funds or public apathy. If objectivity is to be served here today those of us who hold administrative posts identified with institutional custody must recognize and accept the responsibility for our failure to take the initiative in improving communications.

Why have we in custody been reluctant to take the initiative in this area? Historically custody has held a favored position within the institution. In years past, wardens and superintendents have been political appointees who relied heavily upon the chief custodial officer to "run" the institution simply because he usually knew more about the day to day administrative needs of the institution than did the newly appointed Warden. Traditionally the Chief of Custodial Services has been the second in command.

In other words, during approximately 170 of the 190 years since the advent of the state prison system, custody has not felt a need to initiate improved communications with other departments. For many years custody was not only identified closely with the head of the institution, but until recently has been the chief program emphasis within the institution and in its position of authority its good will was sought by other departments. But custody the sought after, was seldom the seeker and to this day we in custody appear awkward when the role of the seeker of good will is thrust upon us. Prior to the time when personnel manuals came on the scene as we know them today it was not uncommon in most prisons for two manuals or rule books to be issued - one directed to the guard and one directed to the inmates. Other staff members and departments were tolerated but not taken too seriously.

However, this is 1963 and corections have changed, we are seeing new innovations in prisons, program emphasis are changing. After many frustrating and fruitless years of seeing one discipline emphasized to the exclusion of others we seem to be at long last recognizing the need for a realistic multi-discipline approach with frequent overlapping areas of responsibility. In light of this development those of us in custody must now alter our thinking - where we once were the chief program emphasis we are now one of many disciplines and good communications with other departments is more important now than at any other time in the history of prisons. The rate of progress in prisons will, in my opinion, be directly related to the ease with which we in custody can accept our new role. Custody alone might make good inmates but not necessarily good citizens. If we are to continue to contribute in a positive manner to

modern corrections we must recognize our inter-dependence upon other departments and take the initiative in improving communications.

How can communications be improved? What are some specific steps that a prison administrator can take to improve communications? Let me give you in the brief time allotted 10 methods now being tried with some evidence of success at the Wisconsin Correctional Institution, Fox Lake, Wisconsin. These are not profound, nor are they meant to be, and they range from the formal to the informal.

1. Number one, and by far the most significant is the creation of the dual Associate Warden positions, i.e., Associate Warden-Custody and Associate Warden-Treatment. This arrangement results in:
 - a. The institution administration going beyond lip service and actually putting into practice the concept of equal status for treatment and custody.
 - b. Problems and conflicts which arise between custody and treatment can be discussed and resolved between the Associate Wardens and the solutions interpreted and filtered down to the personnel involved rather than an arbitrary decision being imposed by one individual with but one frame of reference.
2. A Warden's weekly staff meeting with department heads.
 - a. The staff meeting can improve communications by department heads becoming more intimately aware of the problems and functions of other departments.
 - b. Each department head has an opportunity to contribute ideas, observations and solutions to problems on equal basis in the presence of the warden.
3. A minimum of six months training for new Correctional Officers.
 - a. A training period of this length permits the individual officer to:
 1. In addition to learning the mechanics of his job (the least difficult phase of training) he can be exposed to studies in human behavior.
 2. Become an informed member of the team through observation and lectures on the function and purpose of institutional departments.
4. A continuous and meaningful In-Service Training of all experienced staff. Industry has long since recognized the need for such training and corrections cannot afford to ignore industry's lead in this area. Such training can:
 - a. Reach across departmental lines and develop a positive singleness of purpose.
 - b. Make available for all departments a vehicle for interpreting function and philosophy.
5. A continuous "sit-in" program; for example:
 - a. By permitting custodial supervisors and Correctional Officers to "sit-in" on parole hearings they will have a greater understanding of the parole process. This will counteract the negative or superficial interpretation they often receive from the inmate.
 - b. All personnel will have a better understanding of their institution if they have the opportunity to "sit-in" on the Warden's staff meeting, the Classification

Committee, the Adjustment or Disciplinary Court, group counseling sessions and training sessions across departmental lines.

6. Double teaming in group counseling.
This method can improve communications by: For instance:
 - a. Assigning a Correctional Officer and a Social Worker or a Parole Officer to conduct counseling sessions together. They will become closer by their mutual recognition of (and a search for) solutions to the problems associated with the inmates present in the group.
 - b. After listening to the content of the sessions, anyone involved in group counseling, regardless of their role in the institution, soon realizes that inmates are human beings and that nothing less than total team work is needed to assist them in solving their complex problems.
7. Develop a positive personnel climate with a premium on "getting along".
Without going into great detail on this method let me say this:
 - a. If the Warden and Associate Wardens will tolerate belittling of a profession or a person within an institution - others will follow.
 - b. If the Warden and Associate Wardens place a premium on "getting along" - others will follow.
8. Encourage commendations across departmental lines.
 - a. An Associate Warden-Custody who fails to take five minutes out of his schedule to periodically make a phone call or write an informal memo commending a staff member for an accomplishment, is passing up one of the most inexpensive but surest methods of developing good relations between departments.

And on this one I address myself to my fellow Deputy Wardens:

 - b. When commendations are due staff members in other departments, don't hesitate to appraise a captain or lieutenant of the situation, and give them the opportunity to hand out a few plaudits. This is a role that captains and lieutenants seldom get to play.
9. Permit the uniformed officer to be more flexible in his relationships with inmates and other departments.
 - a. This can be done by encouraging Social Workers, Parole Officers, and others to make personal contacts with Housing Unit Officers and Shop Officers for information they alone possess and which can be used in analyzing the inmates' total institutional adjustment.
 - b. Encourage Correctional Officers to consult with Social Workers or Parole Officers concerning problems they encounter in the day to day handling of prisoners.
10. Develop an informal method of seating in the staff dining room.
This is an area which may seem relatively insignificant to many of us. However, I have been in institutions where seating was reserved for the Warden, Deputy Warden, Captains, Lieutenants, Psychologists, Teachers, etc. In other words, the pecking order within the institution was well structured by the seating order in the staff dining room.

An informal, unstructured seating order will:

- a. For at least one hour per day permit individual staff members to communicate freely and informally with each other without being reminded of their relative positions in the institution.
- b. Informality in the staff dining room tends to break down rigid departmental identifications and gives way to improved person-to-person relationships.

The ten methods proposed are not a panacea for improving communications between departments; they are not meant to be a substitute for respect, acceptance or consideration of our fellow employees. However, if properly applied, I am convinced that they can be practical tools in improving communications between departments in a penal institution.

COMMUNICATION PROBLEMS AND SUCCESSES
AMONG THE
CORRECTIONAL DIVISIONS - TREATMENT

by
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Associate Warden
United States Penitentiary
Leavenworth, Kansas

It would not be difficult to become quite defensive in presenting the Treatment Division of Communications. Certainly, it is easier to outline the problems than it is to list the successes.

Most of us on the Treatment staffs are the "Johnny-come-lately" part of the Corrections team. Institutions present, at best, a most suspicious atmosphere, and the line personnel were even doubly suspicious of treatment personnel because they did not understand either staff functions or treatment objectives. I am afraid that the first treatment personnel also made a contribution to the suspicions. Generally, we were unsure of our own role, intolerant of traditional institutional policies, inflated with our own importance, and too quick to blame our failures on lack of understanding on the part of other correctional services.

Inasmuch as most of our communications fall in the vast uncharted socio-psychological field, our task is difficult enough without encountering the misunderstandings just enumerated.

The Success of Communication in the treatment field has been directly associated with the resolving of these misunderstandings. Through experience we in treatment have established our own role and can move ahead without the insecurities of those early years. We are now aware that the correctional and other services not only are necessary to the operation of the institution, but more important, we have learned that it is the correctional officer, the shop foreman, and other first line supervisors who are really the treatment team. Numerous studies, including the Ford Foundation study of the Federal releasees, point to the fact that the inmates immediate supervisor is the one he respects and will emulate.

All correctional employees need to know the background of their charges and the programs planned by the Treatment Staff. Treatment personnel need to know how the inmate is responding to all phases of institutional life. Each institution has devised communications systems to keep this information flowing. Memorandums, work reports, carbon copies, notwithstanding the real communication needs will only be met by better understanding on the part of all correctional personnel. We, in Treatment, need to get out of the office and circulate around the institution at frequent intervals. This will serve to help us understand what is going on, will renew our contacts with employees and inmates, and will improve whatever communications we have operating in our particular setup.

INDUSTRY COMMUNICATIONS IN THE OVERALL PROGRAM

BY

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Effective communications does not imply that we are trying to pass along an idea or stress a point, or carry out perfunctory duties of passing along information or pages of tables and graphs that we can use to impress others with the progress that goes along in any of our endeavors. Communications centers around the degree to which we are successful in clarifying the services and responsibilities of the area in which we are particularly concerned. To create a good program of communications implies that we have certain responsibilities to a goodly number of individuals and agencies.

1. The Institution . . . without the institution there would be no need for Prison Industries. The physical plant, the need for jobs, the need for products, the very reason for its existence . . . would not be in effect. Prison Industries, therefore, has as its primary responsibility, the needs and wants of the institution. The Institution must be made aware of the service that the Industries can offer. It must be made aware of what is needed to make Industries a functional unit. Costs of production, the need for equipment, the demands for additional manpower, etc., are things that must be communicated and justified, explained and outlined. Each year, the Nebraska Prison Industries compiles a summary of the progress, gross and net income, improvements, changes, etc., that is presented to the institution to create a better understanding of what has been done, what is being accomplished, and goals that are to be met in the near and distant future. This not only creates a better understanding between institutional officials and Industries, but removes questions and doubts that might arise if the program were to be presented in a less lucid or more informal way.
2. The Prison Industries . . . to emphasize communications in every area except Industries itself would make continuity and harmony among industries practically impossible. In such a vast program where each area of industry is related in some way to all of the others and share a common responsibility in terms of philosophy and purpose, effective communications are extremely important. Each supervisor should be aware of the responsibilities and function of not only his own department but of the other departments as well. An understanding of what each industry offers, the responsibilities of the personnel in charge of these programs, and the contribution that they make to the institution and to the State leads to better relationships between departments and between personnel. In the last three years, Prison Industries at Nebraska has held a monthly meeting with all supervisors present where mutual problems are discussed, where new policies and procedures are outlined and where supervisors can gain a closer feeling of identification with the total Prison Industries program and the workings of the Institution itself. No industry is a separate entity . . . it is a part of a total program and without communications between industries and between industries and its administrative staff, its effectiveness is lost.
3. State Agencies . . . according to Nebraska statutes, Prison Industries is not allowed to compete with private industry. As a result, the goods

that are manufactured can only be used by State Institutions. Whereas business transactions carried on within the Penitentiary can be expedited through personal contact, much of the business carried on with other institutions must be handled by correspondence. Because of the vast number of other institutions in the state, the potential volume of business that could be handled is much greater than that which is carried on at the present time. Without a personal contact, many individuals responsible for purchasing supplies and products fail to realize the potential of various products that could be made more meaningful through personal contact. A brochure or pamphlet, although it supplies the basic facts about a particular item, often times fails to impress the purchaser enough to warrant an order. A person who could represent Prison Industries and act as a liaison with other institutions, would prove invaluable, not only in selling a greater volume, but creating the need for expansion, and opening additional jobs for inmates. Here, the question of communications alone is not the issue; rather, the extent to which communications can be utilized to provide a greater market and create better relations between institutions.

4. Inmates . . . without the inmate Prison Industries could not function. The function of any industry and Prison Industries itself hinges around the relationship that exists between supervisor and inmate, Prison Industries and the supervisor, and Prison Industries and the inmate. Harmony is an elusive and perhaps, overly optimistic term when you apply it to life behind walls, but a certain degree of it must exist in industries if production is to be maintained and quotas met. Understanding of inmates problems and their understanding of the mechanics and function of the industry that they are a part of, are of vital importance to the effectiveness of that industry and to the total program. Effective communication involves a thorough orientation into their job and its part in the scheme of the total operation. Personal contact from supervisors and Industries personnel gives the inmate a sense of accomplishment and a feeling that what he's doing is important and necessary. To expect him to perform as a robot without benefit of personal contact soon leads to poor morale and a genuine lack of enthusiasm in what he is doing. This is soon reflected in the quality and quantity of work that he puts out. Nebraska officials have initiated two plans in addition to this humanistic approach that is hoped will lead to more positive attitudes and increased production. One is a graduated pay scale depending upon the amount of responsibility assumed by the inmate in a particular job area and his participation in the self-betterment programs offered, and the other being remuneration each month for improvement suggestions judged best for improving working conditions, making various jobs less difficult, less time consuming, and where production may be increased or waste lessened. These two new programs tend to provide additional incentive and makes the inmate feel more a part of the program in which he is involved. Communication with the inmate is important; without it the effectiveness of the total Prison Industries program is lessened significantly.
5. Public . . . the image that is created in the eyes of the public depends primarily on the communications that take place between the institution and individuals having little or no contact with the institution. A poorly informed public that has little concept of what a Penitentiary is like, or what programs are offered in the institution, or what facilities are provided for rehabilitation can offer little support or recognize few of the problems that face personnel working with

inmates and the inmates themselves. Relations with the new media; newspapers, radio and television should be encouraged and promoted. Contacts should be made and maintained with religious and service agencies that would make them more aware of the needs of individuals leaving an institution. Law enforcement officials and those responsible for prosecuting and sentencing a man convicted of a felony should have greater insights into the workings of the institution where they are placing a man. Citizens, themselves, should have some concept of what the penal institution is like and what it is attempting to do, that could only be gained through personal observation. The Nebraska State Penitentiary encourages individual and group tours, and provides special programs for those interested in gaining a first-hand knowledge of its program. An informed public, through effective communications, becomes more cognizant of the workings of an institution and what it is attempting to do in the way of preparing inmates for readmittance into society.

6. Society and the Inmate . . . the inmate's obligation to society and society's obligation to the inmate do not end when he enters an institution, nor do they begin when he is released. Communications must be maintained through his incarceration, as well as upon termination of his sentence. The Nebraska State Penitentiary has begun a program of pre-release prior to the inmates release where outsiders have an opportunity to speak with the men on a variety of subjects that are of practical importance in preparing for a life outside of prison walls. Information about modes of dress, availability of assisting agencies, legal problems, financial hints, the do's and don'ts of job hunting and application, etc., is provided. In this setting, communication is emphasized . . . the public communicates with the inmate, and the inmate communicates with the public. If the training and experience that the inmate gains in an institution is of a practical value, and Prison Industries has a knowledge of what he has learned and developed while in the institution, the development of a closer relationship with employers is imperative. Their observation of the man, his work habits, attitude, ability and potential could be passed along to employment agencies and prospective employers, to acquaint them with the man coming to them for employment. Communications are a necessity and the more complete and comprehensive they are, the greater will be the understanding among those directly and indirectly concerned.

COMMUNICATION PROBLEMS AND SUCCESSES
IN THE
FIELD SERVICES (PROBATION AND PAROLE)

by
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Department of Corrections
Lansing 26, Michigan

I should like to offer some thoughts for your consideration growing out of my contacts with the field staff relative to our training program. Incidentally, it seems to me that a sound training program is an essential part of a successful communication system in a correctional setting.

My remarks on problems and successes will be confined to three general areas:

1. Intra-agency Communications

This will include comments about communications between the administration and the field officer about the goals, the policies and the procedures of the organization, as well as communications between various divisions of a correctional system about particular offenders.

2. Communications with offenders.

3. Communications with other agencies and the general public.

1. Intra-agency communications

- a. Any correctional agency which is to effectively carry out its mandate must be soundly administered. Sound administration appears much more possible in states where there is a unified department, rather than where a group of autonomous institutions and divisions operate in a system of loose coordination. Since my experience has been in Michigan, a state which has a unified administrative structure, my comments will relate to this type of structure.

Sound administration must be based upon a clear-cut, logical and consistent written statement of policy -- which is really an overall long term blueprint for action. Basic rules and regulations must also be in writing. Also needed are operational manuals, in which procedures and technical information can be found. Now comes the rub. (Illustration)

How do we make sure that everyone gets the word? We often hear "Why doesn't the central office tell us what the policy is?" The questioner is not really satisfied when he is referred to the written source. Actually, there is much more to his question than meets the eye. I don't propose to delve into the dynamics of the problems areas reflected by the question --- perhaps you would want to do this in your later sessions -- but I do want to mention in passing some factors which seem to contribute to these problem areas.

First, corrections has traditionally been on the defensive. Public knowledge about crime, the criminal and the corrections process lags behind that of those who are leaders in our field --- and the knowledge possessed by our leaders about treatment is sketchy and inexact. By and large, the public still demands its pound of flesh. The

administrator must walk a narrow line of recognizing the public demand for punishment while at the same time attempting to develop sound treatment programs.

This sometimes leads to official utterances about our charges and our programs which are less than candid. Candidness gets people in trouble -- and in an operation so often in need of a scapegoat, it isn't hard to be singled out as a target. Witness the many legislative investigations in corrections, and the subsequent blood-letting and head-rolling. So --- we keep our tracks covered -- we don't stick our necks out -- we speak with caution. And our troops continue to ask, "What is our real policy."

A second impediment to effective communication is the fact that corrections is an authoritative field. No one gets very far in it if he has trouble using his authority. Its over use is more common than its under use. (The whole area of what basic factors tied up with authority are operating in the unconscious of those of us attracted to the correctional field could serve as subject matter for an entire conference. I hope some comprehensive research is done in this area -- it should prove most revealing.) The point I would make is that perhaps it is easier to be arbitrary and autocratic in corrections than in some other endeavors -- and arbitrariness does not encourage two-way communication.

A third problem arises from the many demands on the correctional dollar. I suspect that there are few people on correctional payrolls whose job it is to get out the word -- to the troops or to the public. (Illustration)

In addition to these three factors I've mentioned, there are technical problems involved in getting the word to everyone in a large organization problems which pose no little challenge. But I'm confident that these problems can be overcome if the desire to do so is strong enough. Before leaving this area, I would just mention a few ways in which effective communication can be enhanced.

First, staff meetings are essential. A chain of command must exist whereby information gets from those who set policy to those who put it in effect. If there are staff meetings at the top level, and if top staff are urged to use this medium with their administrative staff, philosophy and policy will filter down to subordinate levels. There are no doubt those in middle supervisory positions along the way who, for various and sundry reasons, will fail to pass the word along. But, by and large, where top staff is encouraged to share, and where a structure exists for this, communication will ensure. Too, feedback will be available to those administrators who take the time and effort to cultivate this resource.

The training program can supplement the staff meeting in creating effective communication and good employee morale. Training meetings are not a substitute for staff meetings, but philosophy, policies and procedures can be discussed and clarified at them. Information about various divisions, departments and programs in their relationship to the goals of corrections can be exchanged. Indeed, there is a danger that the primary goal of the training program -- the development

of knowledge about criminal behavior and the attitudes and skills which have an impact on such behavior -- may run into competition from the need to know about policy and program.

Another tool for communication is the newsletter. In Michigan, the Departmental Supervisor of Treatment began a modest-sized monthly newsletter a few years back to keep institutional treatment personnel informed of developments. Soon the probation and parole staff "wanted in", and were added to the content and the mailing list. Institutional custody people feel this would be helpful to them, too, but a limit has to be set somewhere. I know how much our field staff looks forward to this little mimeographed newsletter, and suspect that it could profitably be extended.

The annual conference of the state-wide correctional association is also a medium which can enhance communication between administration and field staff, although incomplete attendance restricts topical content to those areas not demanding all-inclusive coverage. The values of informal contact at such conferences are apparent.

- b. Now for a word about intra-agency communication about offenders. It seems to me that the central question here is how to get necessary information about offenders from the community to the institution and back again. It sounds simple enough, but -- here too there are many problems.

At the core of the correctional process is the need for a comprehensive pre-sentence report. There is no need to belabor this, nor to talk about what the report should include -- except perhaps, for my personal feeling that most pre-sentences fail to capture the intra-familial relationships which are so basic to understanding and treating the offender. I might commend to those of you who haven't read it Paul Keve's "The Probation Officer Investigates", which does a fine job of outlining what the report should comprise.

We in Michigan have no great problem with the pre-sentence -- it is mandatory by law, and almost all men coming to prison are accompanied by a report. As probation officer caseloads are reduced, and as field men are better trained, the pre-sentence should grow in depth.

Notice that I didn't stop after "grow". One large problem in report writing is how to be comprehensive but brief. Perhaps one rule in report writing should be "if it doesn't add something significant to the record, leave it out". In Michigan, we have just revised the parole eligibility report written by the prison counselors before the inmate sees the parole board. By and large, these meet the criterion for brevity -- but that should be easy when you have 300 man caseloads, for if you don't know much about an inmate, there's not much to write! Again, we could devote profitably a good deal of time to the subject of report writing -- admonishing against the use of jargon and reporting busy work, urging objectivity but not coldness, and so forth -- let me just say that report writing must be stressed constantly, and that it makes a good topic for in-service training meetings.

Before leaving the topic of communications about offenders, I want to add my thought that parole violation reports seem to be universally legalistic and vindictive -- it doesn't take much speculation to see why.

But for the institutional personnel working with returned parole violators, it would be helpful if the objectivity often seen in pre-sentence reports were present in PV reports.

2. Communications with offenders

One sitting in on meetings of inmate group counseling sessions when probation or parole violators are expressing their feelings about their PO's or listening to a group of probation or parole officers discuss their clientele, very likely would conclude that the central feeling of each of these groups toward the other is one of mutual mistrust. Yet a closer look at both situations might reveal several not so apparent factors.

First, it would be seen that a great deal of projection is used by violators -- one of the many defense mechanisms we all see so often. These distortions, growing out of the early experiences of the offender, are often related to the offenders feelings about authority. So we can account for much of the griping heard in inmate groups -- and discount much of it as an explainable phenomenon quite common in early stages of group counseling. We can similarly discount some of the PO's statements about those he supervises -- either as the facetious humor needed by all to survive the failures we all experience, or as a reaction to constantly working with immature persons with all their attendant selfishness and self-defeating behavior. But we can't discount the entire matter.

It has always been of interest to me that, by and large, when inmates are discussing former PO's disparagingly, the same officers are usually mentioned -- just as the same officers are mentioned in discussions of the "good guys". When one attempts to informally analyze the personalities of the "villain", he is struck by two things -- (1) that they are the same officers who speak depreciatingly of their clients in staff and training meetings, and (2) that among their most apparent characteristics are authoritarianism, prejudice and lack of professionalism and empathy. Now this is a sweeping generalization which won't hold up in every case -- and is, admittedly a judgmental, impressionistic and unscientific observation. In the absence of any research I'm aware of on the subject, I concede the possibility of being all wet. But I don't think so. I have observed these men in action -- sometimes it was in subtle ways that they communicated their negative attitudes. (Examples)

We might draw a couple of conclusions from this. One, basic attitudes get conveyed, whether there's a formal structure for this or not. Two, communication skills are no substitute for the right basic attitudes. But we can all grow in developing the proper attitudes and skills. We can base our practice on a conviction of the inherent worth and dignity of all men. We can have good faith in our clients without being naive. We can develop more self-awareness. We can learn to be better listeners. (If there is a single fault that field officers seem to have in common, it is talking when they should be listening.) It is through a program of staff development -- strong individual supervision, formal and in-service training -- that positive communication with offenders can develop.

3. Communication with other agencies and the general public.

It is surprising how many people who ought to know better have a distorted picture of the offender and the task of corrections. We can understand how the general public gets its unrealistic picture -- childhood fears fostered by the stereotypes created by movies, TV and newspapers -- but I suppose that we forget that other agency personnel are also subjected to the same influences. The social agency worker who asks the parole officer where he carries his gun, and the policeman who insists that the weak and passive narcotics addict is a grave menace who should be permanently incarcerated, are examples which come to mind.

The question is, how can we help those outside corrections have a realistic picture of our field? How can we help them gain proper expectations of our task and enlist their support?

Again, the task is large -- and, because of the nature of things, it will be a continuing one, but there are things that can be done.

Good relationships with the press can be cultivated best when no attempt is made to withhold negative material. It is possible to be honest with your best foot forward. In Michigan, the MPPFA established an annual award for newsmen who write the best articles to enhance public understanding of corrections. Whether this, or the administration's open door policy are responsible, I cannot say, but we have had our share of favorable publicity.

Involvement of the public through lay group counseling with offenders has been another effective method of breaking down stereotypes. We have done this most effectively in our youth-serving institutions, but experimentation which has been done in probation and parole seems to show that this is a program which can be profitably extended.

Involvement of the field staff in community activities offers many opportunities for interpretation. Of course, the demands of large caseloads on the field officer's time puts a damper on the number of activities in which he can be involved and to the number of service clubs, parent groups and student classes he can address.

It was to assist our field men in their presentations to these groups that we first developed our departmental overview on slides with an accompanying tape narration. The machine, called a Synchronat, has some real potential for telling our story. I invite you to view it in the exhibits section, and to raise any questions you have either informally or in the deliberations of this conference.

COMMUNICATIONS PROBLEMS AND SUCCESSES
AMONG THE
CORRECTIONAL DIVISIONS-BUSINESS SERVICES

BY
Lloyd W. Hoyle, Jr.
Business Manager
Men's Reformatory
Anamosa, Iowa

In response to the very fine presentation by Dr. Underhill on the fundamentals of effective communications, I would first like to begin my comments by being a little critical of the past program planning committees in that the subject of communications should perhaps have been one of the first in preference to the tenth. It is my firm belief that communications within a correctional organization are a pre-requisite to the successful operation of any correctional institution. I feel that due to the fact the Business Services Area has not been represented in the previous nine conferences in itself has been a breakdown in effective communications. Our area can play a very important role in the institutional organization and it behooves us to learn as much as we can about the other areas, their problems and what we can do to help turn these problems into successes.

I would like to explain briefly some of the duties and responsibilities of a business manager or fiscal manager as defined in our Code of Iowa. This may be beneficial to some of you as I assume business managers in other institutions throughout the various states may have similar duties and responsibilities.

- a. Complete charge and supervision over all business matters and financial affairs relating to such institution including the farms and gardens.
- b. Complete charge over all accounting and other statistical records.
- c. Complete control and be charged with the full accountability of all properties and monies of the institution.
- d. Complete charge and supervision over the condition and repair of all buildings, improvements and equipment.

You can see from what I have just mentioned that the Business Services Department has a variety of responsibilities and should play an important role in institutional development and procedures. A quick analysis of your particular institution, its physical plant or its programs, would probably indicate to you that there are very few things within an institution that do not require financial assistance.

Our areas has many problems. Building up the inmates morale is one foremost in my mind as it is necessary in order to attain this to provide the inmate with adequate housing facilities, proper clothing, good food, recreational, educational and vocational training facilities, a modern library for issuance of books and magazines and proper medical and dental services. All of these services are a necessity.

Perpetual maintenance of the physical plant is another never-ending

problem. There are so many unforeseen emergencies that can arise such as a power plant failure which might throw the institution into darkness, a leaky water main which could cause a shortage of water, and always the possibility of damage because of fires. We must be able to take care of these situations as quickly as possible to eliminate confusion and problems for other areas.

Constant inventory surveillance to eliminate over stocking in various departments is another problem. You can obligate numerous funds in inventories, and all should be held at a minimum.

Manipulation creates a problem. Every department whether it be Treatment, Custody, Industry, or even the departments under the supervision of the Business Department, is constantly trying to improve his physical plant, procedures and services. Everyone in an institutional setting should be cognizant of what other departments are trying to accomplish and be understanding if their particular area does not receive the assistance they feel they should.

The preparation of biennial appropriation requests for Salaries, Supplies, Repairs and Equipment to operate the institution is perhaps the biggest problem we encounter. All areas should be involved in the preparation of appropriation requests as they are all affected. I do not feel the time will come when we or any other agency will receive exactly what we request and all areas should be willing and able to adjust to what appropriations are received.

Dr. Underhill mentioned that 90% of communications in daily use is verbal. It would appear to me that 90% is a fairly accurate figure, and I know my past experience would bear this out. This is a media that we should all explore in our own minds and try to emphasize in our daily operation as near as possible.

In order to measure the success of communications in the Business Services Area, I feel it is necessary for one to look at the overall operation of an institution. If the institution is progressing in all areas and the attitudes of the inmates and employees are at a better than average level, this is the success we are trying to achieve.

NOTES FROM BUZZ SESSIONS AND GENERAL DISCUSSION PERIODS

Tuesday, April 9

Discussion Leaders and Recorders: Otto C. Zahn
 Darrell Schlotterback
 Charles Bentley
 Nolan Elandson
 Hazel Garner

The buzz sessions were originally scheduled for a 15-minute period; however, this proved to be insufficient and the time was extended. This is why there will be no distinction made between buzz session notes and general discussion notes. The questions and answers discussed during these discussion periods have been edited because of duplication and the time periods mentioned above.

Question: How can we get an anti-communication top-level administrator interested in improved communications?

Answer: Thoroughly thought out ideas.
 Attainable goals.
 Appeal to administrators' ego.

Question: Are the titles Associate Warden - Custody and Associate Warden - Treatment confusing?

Answer: They are gradually being accepted by Wardens.
 When this group was first organized, it was composed mostly of Wardens. They would have hooted at the idea of having ideas on how things should be done or how the place should be run.

Question: How far can you go toward being friendly without becoming familiar with the inmate?

Answer # 1: I believe in a professional relationship being maintained. Keep it friendly but impersonal.

Answer # 2: I believe we are using the wrong word - it should be "pleasant" instead of "friendly." Then we can maintain status. It is even possible to be pleasant when your response to a request must be negative. Further, it indicates that you are accepting the inmate as a human being and in so doing, he is aware of the fact.

A long time ago the inmate and security officers hated each other - knew it and showed it. Today, just by being pleasant, hostility is being overcome. One does not have to approve of an inmate's deeds, but accepts him as a human being.

An inmate knows he is expected to do his job; what you can and cannot permit him to do. He does pretty much what is "expected" of him.

Mr. Waller told the Indian story about being cooperative and efficient when confined in prison, but lazy and uncooperative on the reservation, because that was his reputation. He lived up to it!

Question: How many institutions are using newsletters for inmates or for staff?

Answer: Quite a number are and seemed unanimous in thinking them effective.

Question: Please describe the communications techniques involved in the budget preparation discussed earlier.

Answer: The first and most important thing was not to make it a last minute affair. A business agent or his staff should spend considerable time visiting all departments, talking with department heads, learning their problems, needs, and things they would like to do and have.

They plan what will be needed for the next biennial period, as appropriations are granted on this basis. He said that 96% of funds were expended for the direct benefit of the inmates. This means use of funds for such things as improved dietary and treatment programs. The department heads should try to make their requests as realistic as possible.

When central purchasing is used, bids are placed and purchases made on this basis, with use of Federal inspection of products to secure quality. Make estimates of needs quarterly. Some goods are stored at central points. This way, inventory can be held down at each institution.

You don't pick up a telephone and expect something to be delivered the next day. It can take some two to three weeks to obtain an item that has to be purchased by the bid method. In the way of communication, it is absolutely essential that this method be understood and followed.

The department making the request gets a copy of the request and of the purchase order. They know what we are requesting and what happens to the request.

Some problems are caused by new employees not understanding procedures. They need in-service or orientation training. The way it is, he learns by the trial and error method.

Question: Is there a chance of too much communication?

Answer: Best way of controlling is to have an effective method of communicating from the top. In the newspaper field, it is said that whether the news be good or bad - it is good press to tell it to the reporters

yourself and tell it first! This prevents erroneous information which is difficult to kill once it is started.

Question: What happens when industry falls out with custody?

Answer: Work out a plan for allowing time for treatment without neglecting working hours. This requires cooperation on the part of the treatment team and industry, but can be done.

They do not call industry "vocational education" nor do they have classes. "You can't teach a man and yet build a jet - you do one or the other."

Question: How much time should be allotted to working in industry?

Answer: The inmate should work long enough so that his adjustment outside to a full eight-hour day would not be too difficult since he would have enough other adjustments to make.

It is wise to test a man for aptitude and place him on a job he genuinely likes, one that offers some hope of employment upon release. This results in his working with good motivation and enthusiasm.

Question: Who influences men the most?

Answer: His immediate supervisor does.

Question: What is treatment?

Answer: It is the sum total of all - no one thing alone.

IMPROVING INMATE-STAFF COMMUNICATIONS

by

T. Wade Markley, Warden
United States Penitentiary
Terre Haute, Indiana

I have been asked to discuss the improvement of inmate-staff communications. I would prefer to reverse the relationship and consider staff-inmate relationships. This change is not merely a whim as it indicates the approach I want to take. While it is true that communications is a two-way street which must extend upward as well as downward (and it might be added, laterally) at all times, as correctional administrators we are concerned primarily with downward communications. While we need feed-back to guide our communications, our principal responsibility is the direction of our organizations which is accomplished by effective communications with subordinates at all levels. Direction is the keystone to success and it can be provided only if we communicate adequately.

Mark well the qualification "adequately." I plan to make only two points and the first one involves adequacy. My second point will deal with methods of improving communications.

Any group is formed for a purpose and this purpose dictates the goals of the organization. Correctional institutions are highly structured forced or planned organizations. Forced groups differ from natural groups in that the members are forced to join by necessity or in order to satisfy some need and membership may be unwanted or unpleasant. Certainly inmates do not want to be members of your organization and make no mistake about it, the inmates are members. A second difference in the forced group is that the members have no control over the purposes of the organization. In a correctional institution, the purpose of the organization is determined by society (the state) and its goals are handed to us by higher authority. As such, we not only have no voice in establishing the goals, but we cannot alter them in any way. Further, when we took our oaths of office, we pledged our best efforts toward the support and attainment of these goals - this obligation makes it necessary for us to communicate effectively.

At this point it might be well to consider our goals, which are:

1. The secure and humane detention of those committed to our care. And
2. To effect changes in those who are in our custody to the end that they become constructive citizens and commit no further anti-social acts after release.

We have no choice. We must carry out these mandates. Our jobs are to devise means for their achievement, and this requires that we establish goals. However, these goals are of a short-term nature which must support and contribute to the accomplishment of our basic goals. The basic goals are always present to control and limit our actions.

To meet his obligations, the administrator must be able to control the behavior and actions of others. He exerts the necessary influence to exercise control by establishing relationships with others which we call communications. This basic technique is used to transmit his ideas and decisions to his subordinates to direct the work of the organization and keep it on course. We communicate in many ways,

both formally and informally and even our attitudes or our very silence may have an important bearing on the influence we exert. The administrator spends most of his working day communicating and nothing is so important to his success as his ability to communicate adequately.

Adequacy has still other implications. Communications has been defined as the establishment of an interpersonal relationship which creates an atmosphere of mutual understanding. No message is adequate unless the receiver understands it as the sender intended. The failure of communications results principally from the fact that we were unable to obtain mutual understanding. Thus it makes no difference what you transmit; the important element is what was received. Without mutual understanding, even with the best intentions, efforts will be misdirected and conflicts may arise.

We do not have time to discuss all of the aspects involved in creating an atmosphere of mutual understanding. However, a few of the important elements are pertinent to our discussions and should be mentioned. Needless to say, instructions must be well thought out and presented clearly. Vagueness leaves a vacuum into which the receiver enters and makes his own interpretation. Despite the need for clarity, many of the most important factors are psychological in nature and are frequently overlooked. Much depends upon the attitudes of both the sender and the receiver. Rapport depends upon a mutuality of interests which may involve an understanding of goals. The relationships into which you enter will be affected by the circumstances, whether you ask or order, whether you explain why as well as what, and whether you are a good listener to clear up points which are not fully understood. In other words, no matter how clearly you phrase your instructions, they must not only be understood, but be accepted to be adequate. Acceptance may be more important to achievement than clarity. A good communicator must be considerate of others and develop a sensitivity to their needs and problems. Moralizing, belittling, shaming, unfairness, brusqueness and similar attitudes thwart the development of understanding and acceptance.

The best possible order is meaningless unless it is fully understood and it will not be carried out effectively unless it is accepted. Without the support of subordinates, failure is inevitable and whether success is obtained depends in large measure upon communications. Consideration and the development of mutual understanding does not imply lack of firmness. Subordinates want to know what is wanted and where they stand. A polarized organization must have strong positive direction and the effective administrator provides it. At the same time he must accept his responsibilities fully. A common weakness is the inclination to pass the buck to subordinates or a scapegoat when something goes wrong. The good administrator accepts the responsibility for his actions and admits his mistakes. Nothing marks him as a bigger man in the eyes of subordinates or is of greater assistance in obtaining acceptance.

To this point I have tried to point out some of the important elements in communicating adequately without going into a long exposition of the subject. I have said that adequacy requires the establishment of interpersonal relationships which result in mutual understanding and further, to be effective, communications must not only be understood, but accepted. The establishment of this relationship depends upon clarity, consideration, knowledge of goals (and progress), and other psychological factors which add up to the fact that subordinates must be dealt with as men. Now, I want to turn my attention to staff-inmate relationships.

So you want to communicate with inmates? Frequently, I doubt that this is a fact as we break every communications rule in the book and then sit back and wonder

why we can't reach them. We must justify our failures so we rationalize by labeling them as obstinate, uncooperative, psychopaths with anti-social values and attitudes. Let me ask you a few questions.

1. Do you treat inmates as men?
2. Do you regard them as subordinate members of your organization?
3. Do you ever explain why actions are taken or policies are promulgated?
4. Do you furnish inmates with knowledge of your goals and of your progress in attaining them?
5. Do you accept your full responsibility and admit your mistakes?

I doubt whether anyone here can honestly answer the above questions affirmatively. We tend to set inmates apart as a group of people whom we service and control. Thus we create a vacuum into which the inmates enter and establish their own values and goals, interpreting your communications in accordance with these values and goals. Under these circumstances, there is neither mutual understanding or acceptance and you are unable to meet your responsibility of furnishing direction. As a result, efforts are scattered, little progress is made and goals are not achieved.

The criteria for establishing adequate communications must extend to all levels of the organization. In our situations the inmates are the members at the lowest level and consequently the most difficult to reach. I am not prepared to debate the matter of whether inmates are members of our organizations in the limited time available, and I know that many will not agree. However, I submit that no organization can succeed with two sets of values and goals and, among the other limiting factors involved, is the fact that adequate communications are impossible.

There are many problems involved in achieving good staff-inmate communications, some of which are extraneous. One of these is the fact that our primary goal of detention is concrete, measurable and relatively easy to attain. Our second goal of resocialization is intangible, largely unmeasurable and is difficult to achieve. Since progress and evidence of success is essential, we are all too prone to ignore or merely give lip-service to resocialization and to concentrate our efforts on the attainable goal of detention. Thus our operations degenerate into control and domiciliary care. When this condition exists, there is little need for communications with inmates and we devote little thought or energy to the matter.

Another problem in communicating with inmates is that we tend to rely on the trickle system of transmission. The inmates are far removed and messages become garbled in the process. Also complete reliance on this system does not furnish the feed-back needed to guide our actions. (If time permits, cite example of how the Muslim problem was handled at Terre Haute and the use made of the general staff meetings which were an outgrowth.)

In order to communicate adequately with inmates, we must first establish a climate which is conducive to mutual understanding and acceptance. This climate can be established only if we deal with inmates as men treating them fairly and with consideration. We must evaluate them objectively without bias and provide opportunity for recognition and the acceptance of responsibility. Inmates are human beings with the same emotions and responses as those of members of the staff. We cannot establish the necessary climate if we deal with them at arm's length as being second-class men of a different breed. Thus our attitudes in our relationships with inmates are of prime importance. Please understand that I am not advocating that we relax our control. Order is absolutely essential, but there are means of control other than physical restraint and regimentation. Neither am I advocating fraternization. In this regard there is a fine line of distinction which requires the exercise of good judgment among all employees. It is this demand which can raise our work to the professional level.

Adequate communications requires a considerable degree of mutual trust. Mutual trust cannot exist in a situation where the inmate code represents the established values. Therefore the inmate code must be eliminated or its effectiveness reduced sharply. Inmates must learn to accept group responsibility and be willing and able to bring problems involving conflict or other matters which they cannot resolve to the staff. Such actions are necessary to order in any group, but in an inmate society where the so-called inmate code is accepted, such actions are not condoned. I do not refer to the use of informers which I regard as an unacceptable and unwise practice, but rather to a situation where access to the staff is open and accepted.

Having established a suitable climate, methods must be devised for transmitting information. A planned program making use of inmate publications is a useful device. A daily inmate broadcast over a central radio system concerned primarily with the business of the institution can be effective. An inmate council with a continuing staff liaison group with members from all departments and all levels can be helpful. Inmate staff meetings can be held for those assigned to various departments, and these same men can be permitted to sit in on some departmental staff meetings. One of the best methods of communicating with inmates is achieved by using inmate members of program planning committees. They not only furnish insight unavailable to the staff, but they carry information and a desirable image to the inmate body. The regular programs of disseminating information such as the Admission and Orientation and Pre-Release lectures and various handbooks must not be overlooked. It is well worth the administrator's time to review these programs frequently.

There are a multitude of other devices which can be employed effectively to improve communications with inmates. However, the most important single factor lies in the effectiveness of the daily face to face contacts between line employees and the inmates they supervise. This indicates the need for a capable staff at all levels who are well informed and who have the attitude and ability to deal with people. For this reason the one answer to an effective correctional program is selection and continuous training.

Perhaps the greatest limitation confronting us in adequate communications is the aura of secrecy with which we surround our work. We don't trust inmates, and frequently members of the staff for that matter, so we are unwilling to divulge much information which could improve our communications. This attitude is difficult to understand as generally the information is public and its dissemination will do no harm. In addition, there is little information concerning the affairs of the institution that the inmates don't learn from some source. Herein lies the greatest fallacy and hazard in our communications. The fact that information is protected and obtained covertly makes it suspect and suspicions are aroused. It is then interpreted in a light consistent with inmate values and often derogatory to the administration. The damage is done and at this time even the gospel truth will not be accepted.

From a purely selfish point of view, it behooves us to make all possible information available to the inmates. Not only are we likely to obtain more favorable interpretations, but it has a significant bearing on the level of inmate expectations. Expectations in turn determine what conditions inmates are willing to accept as being adequate. Frequently, our programs are not accepted, as false information or interpretations have created unrealistic expectations.

This principle is valid in explaining the behavior of all men. Adequacy depends not on the level at which needs are actually being satisfied, but on

whether needs are being satisfied as well as can be reasonably expected under the circumstances. As an example, men in an institutional setting realize that they cannot expect Brooks Brothers suits or steak every day and they will accept considerably less as being adequate under these circumstances. However, they can reasonably expect clothing to provide suitable protection and to be properly laundered. Also they can expect to have a balanced diet in sufficient quantities and that it be clean, tasty, attractive and varied.

All too often we guard information on our budget or make available only some incomprehensible lump sum figure. It is then easy for a rumor to become generally accepted that better food is being withheld deliberately or that funds intended for inmate food are being diverted to other sources. Such rumors are often tied in with the purchase of a new car for the warden or other matters which seem to benefit the staff personally. In the closed world of an institution these matters become unduly important and the resulting dissatisfaction may cause riots or other disturbances. On the other hand, if all information on funds is openly available and interpreted understandably, the inmates may be amazed that the food can be so good on such limited funds and they understand that they must wear patched clothing in order to make funds available for education or recreation. The level of expectations is lowered and inmates interpret poor conditions as being adequate under the prevailing circumstances.

Adequate communications are essential to success in attaining our goals. At best, good communications are difficult in any organization and doubly so in a correctional institution. However, they can be improved if we will discard some of our archaic correctional traditions and are willing to communicate. As I see it, the necessary changes are not easy, but they are necessary if we are to progress.

In summary, if you will excuse a personal reference, we are trying to do everything I have outlined today. We have made a great deal of progress and have much better program acceptance by staff and inmates alike. However, we still have a long way to go which I might illustrate by a quote from an inmate critic. The critic is an alcoholic psychologist who has considerable insight when sober and, of course, has the advantage of having an inmate point of view. He states, "Treatment is limited by an inordinate number of factors as there exists such confusion in communications between those who detain and those who are detained."

I concur. We have only scratched the surface. I commend for your thoughtful consideration the importance of being willing to communicate adequately with the inmates for whose care and treatment you are responsible.

IMPROVING INMATE-STAFF COMMUNICATIONS
ADMINISTRATION

by
Donald E. Clusen
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Wisconsin State Reformatory
Green Bay, Wisconsin

It is a real pleasure for me to attend this conference and to have this opportunity to talk to you on the subject of inmate-staff communications from the viewpoint of administration. I must concur with Mr. Vander Wiel that it is difficult to disagree with Mr. Markley's fine presentation earlier this morning.

Good communications between inmates and staff is a must for effective correctional administration. Without effective communication we cannot successfully accomplish our major goals which are (1) proper care and custody of the people sent to us by the courts and (2) the more difficult task of rehabilitation which involves the changing of attitudes and behavior. To meet these goals we must be able to communicate with the inmate and he must be able to communicate with us.

In my opinion the greatest single barrier to good inmate-staff communication is the unusual relationship between the two groups found only in correctional institutions. We have a situation which does not exist in the business or industrial world. The inmate is not an employee but rather a convicted criminal who has temporarily lost many of his personal rights; and in particular, his freedom. The staff is not an employer in the usual sense of the word. Administration must be able to communicate with both the staff and the inmates, and the staff with the inmates, and vice versa. Many barriers exist to hinder and to prevent the effectiveness of communications. It is the administration's duty to break down these barriers and Warden Markley, this morning, has admirably summarized ways and means of doing this.

Administration has many methods of communicating with the inmate. For example, we have radio, loud speakers, printed notices, institution periodicals or newspapers. In my institution we have been experiencing budget problems. The Warden personally explained the situation to the men over the dining room loud speaker system. He told how much money was available for the remainder of the fiscal period, and it has proved effective. Somewhat more indirectly was a recent printed notice distributed to each inmate explaining the reasons for reducing the maximum amount a man could spend in the Canteen from \$5 to \$3 per week. It was written in clear and simple language and gave them the reasons for this action. This ended the numerous rumors and gossip regarding this change and was accepted without any difficulty.

We all use handbooks and rulebooks in our institutions which are effective if accompanied by proper orientation and explanation. Inmate publications are often used to disseminate official pronouncements from administration to inmates. This I do not favor. An inmate newspaper or magazine has an important place in any correctional institution, but for other purposes, than being a direct communication link between administration and inmate. Inmate publications, however, do promote communication but by more subtle and indirect means.

The most important method and means of communicating to your inmates is

The most important method and means of communicating to your inmates is through your staff. Proper selection, training, and indoctrination of staff along with continuous in-service training will provide an institution with the most effective communication tool of all. If administration can effectively communicate with the staff and staff with administration, the job of reaching the inmate will be much simpler. Keep your staff informed!

How do inmates communicate with us? First of all the administrator must be accessible. He cannot sit in his office and expect things to happen. He must get out. Inmates must be able to approach him informally, especially in the smaller institutions. There must be ways and means for an inmate to write the administrator confidentially and to be able to have private interviews. Requests must be honored as promptly as possible and decisions must be made. Your staff should be just as accessible as the administrator.

Some institutions have inmate councils. Warden Markley has described this system at his institution. I personally have some real reservations about councils, particularly in my own institution. We know they can easily get out of hand, however, there are undoubtedly many institutions where they make an important contribution to better communications between staff and inmate.

An important and effective method of promoting communication has been in operation at Green Bay for the past two years. This is the group counseling program. We have about 300 inmates and fifty staff members engaged in weekly counseling sessions. The counselors include correctional officers, teachers, foremen, clerical personnel, in fact, persons from all departments. Staff members have an excellent opportunity in this program to better get to know the inmate and to understand him and the inmate has the same opportunity to better know and understand the staff member.

Perhaps this is the real key to better communications.

IMPROVING INMATE-STAFF COMMUNICATIONS

FROM THE INMATE'S POINT OF VIEW

by

Rev. Lester C. Peter
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Iowa State Penitentiary
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We are not just interested in communication as a thing in itself but in communication which brings about change. We have illustrations of this in the events of every day. We cannot be content only with communication. Our contentment is with the change which communication brings. Mr. Markley's presentation covers all areas of communication very well. Mr. Clusen has dealt with much of the mechanics of communications as referred to by Mr. Markley. I will try to deal with another side of the function, namely the frame of reference from which the inmate listens, or, to say it another way, the attitudinal side of the inmate. If we want to improve staff-to-inmate communications, then we must be aware of the inmate's peculiarities, the ways in which he differs from us. I will speak about the way in which an inmate probably receives our communication.

I will speak from this inmate point of view. I will put it in the first person. Not all of these following statements would be uttered by an inmate, for he is not always aware of all that goes on in himself. These statements are a mixture of what he sometimes says and of what I believe to be his unconscious attitude.

"I want to get out of this place - but you want to stay. I am only interested in what helps me to get out - you are interested in keeping me here. As long as it is this way, we will not understand each other very well. Until you can appreciate my driving need to get out, you and I will not understand each other.

"I am an awfully self centered guy. All my life I have just looked out for myself. Whatever you say will be interpreted to mean me. I am not social-minded and cannot therefore respond to social appeals, such as behaving "for the sake of family" or responding to your appeal to "look at my successful brother".

"I read your emotions much better than I do your words. If you are unsure, I know it no matter how many curse words you add or how much you slam your fist. All my life I found I could not believe my parents in what they said, so I learned to tell how they felt; I can believe that. The man at the gas station said he wouldn't cash my check, but I knew he would - he had a feeling for me and I got the message - he's got the check - of course, I got the ten years. But I read you the same way. While you are telling me something, I am stirring up your emotions - making you feel a dare, or angry, or making you jealous of others. You have got to know emotions or we will never get through to each other.

"Please remember that your world is always changing but my world remains much the same. When you talk of Johnny Carson's show, or what the teen-agers are doing or the employment problem, you are not getting through - you have to talk on my level - I am institutionalized. I have the same life every day - only what fits into this is understood by me. I am in a rut - I don't want to be, but I am - so I have a one-track mind. I can keep only one order at

a time; two or three confuse me. This rut makes me slow in catching on to new ideas. Just remember my rut and take it easy.

"Don't forget how little I know of myself. You know my record, my psychological report, my social history, you know what the sheriff thinks, what the parole officer thinks but I don't - and yet it is my life! When you talk to me, tell me something about myself. Don't take for granted that I know.

"My anxieties are always intercepting your transmission. If we are sitting in an office and you suddenly look at the door, my fears of what that might mean knocks off everything you say. When you threaten me just a little, you might mean it in semi-fun but you stir up such fears that I can no longer tell you the things which I should tell you and which you want to know. When the chaplain calls me to the office, my worries about the family keep me from thinking any good about the call. When the deputy warden calls me, I keep thinking about "getting burnt" and forget what instructions he spoke about that new assignment he gave me.

"I don't get what you mean because your words stir up bad memories - you forget what some words mean to me. Sometimes in chapel, I get all shook up inside. You see my old man was a drunk; he used to beat half of us kids every Saturday night but we would never know who was going to get it. My sis would get candy and I would get a kick in the sitter. We kids would go to bed and lay awake listening to him accuse my mom and hear him beat her. Then in Church the chaplain says, God is our Father. What does he mean? Is God like my old man? That is what he seems to say.

"I have had cops run me through alleys, threaten me with all kinds of punishment; I have felt them throw me in a jail cell when I was too drunk to protect myself. You stand there in that blue uniform and brass buttons and that sap in your pocket, and you think I understand you when you say you want to help me? That uniform tells me more than your words. You see, I see those things differently from the way you see them.

"I am a liar and a cheater; I con you when I think I can. But I really don't want to be that way. I want to believe anything I hear, I want to trust everybody. I guess that is why I don't understand your sense of humor when it makes play on words. I guess that is why I expect religion to be 100% workable; why I think religious people should be perfect; why I am inclined to believe anything a chaplain says or the warden or any authority. I wish you would remember that and not have fun with my simple trust. I don't even understand what Christ has to say in the New Testament, because He often uses words with double meanings and He loses me. So please remember that I often take things for just what they are, especially when they come from an authority".

"When you try to tell me something, tell me all of it. If you tell me the easy part, my imagination runs wild with the rest of it. Tell me the whole story about what you plan, what is happening, whatever concerns me. Did you ever lay in a hospital bed with an illness that you did not understand, then have the doctor tell you that your lungs and kidneys were functioning well but he says nothing about your heart; he then steps into the hall and you can hear muffled conversation with the family? That is the way I feel, so I get more concerned about what you do not tell me than I do about what you have said."

Now back to my role as chaplain. My point in summary, is this; improving communications from staff to inmate or inmate to staff, is dependent also upon extending our knowledge of the inmate, our knowledge of his past, his present situation, his future, and his personality. It is therefore a necessary factor

in improving communication, that we make full use of the multi-discipline approach, that we use, with a real sense of appreciation, all that the psychologist, the social worker, the industry foreman, the custodial officer, the chaplain, know about our man, for communication is more than simple mechanical features.

COMMUNICATION BETWEEN CUSTODY AND INMATES

Bernard Nelson
Associate Warden, Iowa State Penitentiary
Ft. Madison, Iowa

Mr. Chairman, panel members, and gentlemen.

Communication between custody and inmates at first glance would seem to be an impossible, though desirable, condition.

To expect a prisoner to confide in his keeper would seem a very unnatural thing since they are totally and irrevocably on opposite sides of the fence.

Where to find a common meeting ground is the big question.

The inmate will naturally consider all custodial officers his enemies. They are the people who keep him confined; the people who prevent him from going home to his family; who write disciplinary reports when he violates the prison rules; who deprive him of some of the few privileges that are permitted him.

He instinctively avoids the custodial officer and hides from him all activity that is in violation of the rules--not only the violations he is involved in himself, but the violations of all other inmates as well.

It is the inmates' so-called "code of honor", an unwritten law, that one inmate may not inform on another inmate, under pain of ostracism, physical harm, or even death to the one who violates this code.

On the other hand, the custodial officer must look with suspicion at all inmates. It is his job to keep them within the prison compound, and report all violations of the rules. He has learned from experience that he must be constantly alert to prevent escapes and maintain discipline. He has learned, also from experience, that whenever he relaxes his vigilance, a disturbance will usually occur.

In view of this, how then can communication between these opposite factions be established?

Warden Markley in his address, mentioned the key to this problem--mutual trust.

The dictionary, in part, defines trust as meaning confidence, faith, special reliance on presumed integrity.

The integrity of an officer is usually inherent in the man, and can be established in a group of officers by careful selection and training.

Confidence and faith must be earned, and no inmate will confide in an officer until he has learned by experience that he may safely do so without harm to himself. He must know that what he confides will not be repeated by the officer so other inmates will hear of it.

The inmates must also be convinced that new prison procedures, new programs, and new rules are not necessarily aimed at the further restriction of the inmates' privileges, but are inaugurated for the good of the inmate body.

It is a duty of all custodial officers to help "sell" new programs to the inmates, and never to criticise either new or old programs. For, without the help of the custodial staff any prison program is doomed to failure.

NOTES FROM BUZZ SESSIONS AND GENERAL DISCUSSION PERIODS

Wednesday, April 10

Discussion Leaders and Recorders: Otto Zahn
 Charles Bentley
 Hazel Garner
 R. W. Vander Wiel
 Rev. Lester C. Peter
 T. Wade Markley
 Jack Neuzil

The buzz sessions were originally scheduled for a 15-minute period; however, this proved to be insufficient and the time was extended. This is why there will be no distinction made between buzz session notes and general discussion notes. The questions and answers discussed during these discussion periods have been edited because of duplication and the time periods mentioned above.

Question: What do you mean by effective liaison for or with "inmate councils"?

Answer: Inmates frequently select "knotheads" as council members. This may and has lead to harmful suggestions by the council.

We name seven members: staff, custody, industry, and three level-headed inmates, who can stand up under inmate pressures. This group asks for suggestions from the representatives from the housing units as to choices for recreation, pictures, requested changes which inmates want, plus plans which the administration wishes to effect in, and, or with our inmate body.

A new council staff is selected every six months and the Warden meets with this new council at its organization.

A national survey study reveals that less than 10% of the United States correctional institutions have inmate councils.

Some Wardens ignore a council because it involves considerable work for the Warden and his staff.

At Seagoville, Texas, the inmates met with the Warden and many innovations came into being as a result of "inmate council" suggestions. Wardens, Associate Wardens, and other officers must be available to the inmates so that the inmate may communicate with higher officials. This practice of being available takes time to implement in an institution.

Question: Are inmate councils a good or bad thing?

Answer: They must be controlled and carefully supervised. This has proved to be an effective method of control and communications. Help in the selection of recreational programs, TV programs, bloodbank, radio programs, must be well structured. Classes of inmates in the council are usually high-class, natural leaders. Meetings are held with staff-prepared agenda, results posted and/or released through a daily bulletin.

Not many institutions use inmate councils. Staff must be ready for this type of action, and the inmate body must be ready for this type of action. It must remain on a permissive basis, not authoritarian.

Question: What is the role of the inmate council within the correctional setting?

Answer: The inmate needs to be made ready as well as the correctional staff.

Question: Can an inmate come to his chaplain and speak with him with confidence that the information will not be revealed?

Answer: Every man has problems he cannot talk about in general conversation or even reveal to a friend. He comes to the chaplain with the feeling

that his confidence will not be revealed. This association more or less like that between the medical physician and his patient. If the content of the information may be such that the patient cannot recover unless his condition is revealed to someone - a matter of ventilation. Here the comparison stops. A man can tell his chaplain of the sins he has committed, causing him deep shame and remorse. He cannot get a feeling that he is right with God and his fellow man. This may account for much of his trouble. My attitude is that such a confidence can be kept with benefit to the prisoner. Here I am in a position to help him in thinking through and in directing penance toward a feeling of forgiveness. When he can forgive himself because he feels God has forgiven him, the tension caused by remorse is relieved.

Question: Suppose the prisoner is being considered for parole and he reveals something that you think should be taken into consideration. What do you do?

Answer: Here, of course, it will depend entirely upon the content of the matter. The inmate may think it is significant. I may consider that it is not. In that case, I would not reveal it. However, if I consider it of importance in parole consideration, I do reveal it to the parole board which, in turn, is likewise bound to secrecy so far as revealing it to anyone else concerned.

Question: Suppose an inmate comes to you and tells you that a riot is being planned. He does not want his fellow inmates to know that he has given you the tip - for fear of reprisal. Yet, he knows that it should be stopped. Special care must be taken that fellow inmates not be given reason to suspicion who has done the revealing. This means the inmate must appear to be "going along with" their plans.

Answer: In this instance, I would certainly advise security officials without revealing the name of the inmate. The important thing here is the security factor, in preventing the riot. Yet, I want to protect the informer from reprisal, since he has shown courage by revealing the information. The chaplain also needs to preserve the confidence of the inmates. Sometimes this problem is really troublesome. Sometimes security is able to handle the matter without even revealing the fact they know what is about to happen. It is especially important to remember that an inmate would not reveal such a confidence unless he had implicit faith in you. If for no other reason, his fear of reprisal would keep him silent, unless he had this confidence. Actually, he expects me to convey it to security without exposing my source of information.

Question: What about groups or gangs within the prison and the troubles they have? I mean trouble between gang.

Answer: I make every effort to avoid taking sides. Generally, I advise them to settle the problems between themselves and guard against anybody getting hurt. There are times when it is wise to get both sides into the office to settle the matter. It will depend upon the problem and the apparent significance of the situation.

Question: Isn't it sometimes important for administration to be brought into the problem? They may have information which would make it significant even though it might appear unimportant on the surface.

Answer:q Yes, this happens. I try to use my judgment and the knowledge available to me in arriving at a decision.

Question: Going back to the situation of an inmate who revealed information about the planned riot, how do you protect the informer from the others when it leaks out? Almost certainly someone will be under suspicion.

Answer: The gang is punished, including the informer. He will take this part of the punishment and ridicule.

Question: Suppose that a man is being persecuted and you see no solution other than his being moved, yet you don't want to reveal his confidence to the cause.

Answer: At times I suggest that such a man needs to be moved, and in those circumstances, when I am obviously withholding the reasons, I am not asked why by custody. There is also such a thing as purely protective custody.

Questions: But, is this fair? If the man has revealed something - say the planned riot - and it turns out he must be placed in protective custody.

Answer: There is only one answer that I see - if he gets himself into a situation that is wrong, he has to be prepared to take the consequences in one way or the other. Protective custody may be the lesser evil, as compared to the possible inmate reprisal.

Question: What good do you feel actually comes of counselling, and do you always believe the inmate?

Answer: Counselling hasn't fulfilled its purpose unless a person can go away feeling relief from his burden. I have tried to get a man in contact with his own pastor so he can maintain the contact. Also, I have tried to weigh what the inmate is really thinking, judging from his actions as much as his words. Everyone has a defense against the world. True counselling must get behind this defense and this takes time and confidence.

Question: How do you view religion in relation to the prison therapy program as a whole?

Answer: Stress is being placed on religion as a treatment - the same as other aspects of the total program. Man is sick in his thinking as well as in his acting. Both are based on wrong concepts of life; religion

strives to get the man back on base, that is, a concept that he can accept and which will give significance to his existence and in consequence to his thinking and acting.

Question: What do you consider the most difficult experience encountered by the inmate - entering prison, incarceration, or release?

Answer: The most difficult period, in my estimation, is the release from a long period of incarceration - or even a relatively short one - and facing the stigma and readjustment outside. I believe this has to be made less stressful by extending into the community the type of help that is given within. By this I mean, the availability of someone to help - someone in whom he can confide - and someone to warn him if he begins to slip. This can be the parole officer, and must be someone who is capable of performing the responsibility.

Summary: Fluidity of communication between custody and inmate cannot be achieved. Here is where the chaplain can be of great service to both custody and inmate. Custody has confidence in him - that he will fully understand his position and keep officials informed when proper. At the same time, the inmates use him as a trustworthy confidant - a doctor of thought and soul, so to speak. This responsibility should be clear to those directly concerned. Fluid communication of a positive nature can be established only on a base of complete confidence.

IMPROVING COMMUNICATIONS
BETWEEN
PAROLE BOARD, INSTITUTIONAL STAFF AND THE INMATE

by
Frank G. Buchko
Michigan Department of Corrections
Lansing, Michigan

Many people, either in law enforcement or correctional work, and a myriad of people outside of it have an implicit faith in the curative power of imprisonment for offenders. In parallel, most of these same people have as naive a faith in the influence of parole to prevent further conflict with the law. I believe, before getting into this matter of communication, exploring it, and trying to find what it can do to alleviate or lessen the incidence of crime, and we must recognize that which Chief Justice Earl Warren so well summed up in these words, and I quote:

"Unfortunately for parole, it is one of those terminal procedures which must absorb most of the criticism for the failures of the intermediate agencies leading up to it."

Recognizing this and the limitations that the artificial and rigid structure of imprisonment imposes, I'd like to talk about this matter of communications as it affects the Parole Board, rather than the entire area of parole services, although the several branches of parole operation are so closely interwoven that none can be ignored.

To me communication has two meanings, one is an act of sharing, and the other means an art, or the art of reaching someone. For instance, last year the Michigan Parole Board conducted over 6,000 interviews with inmates and in these direct contacts, had over 6,000 opportunities to practice the art of reaching someone. Add to these individual interviews, the number of contacts that the inmates have with the Parole board through the counselors, through other institutional personnel and through the medium of correspondence, and it's pretty simple to see that we come up with some rather large figures. Back to this matter of reaching someone, this art can be mastered in a number of effective ways, not the least impressive of which was that accomplished by one lifer whose timing was perfect, at least from his point of view. His letter was received the first day I took an active part in Board duties, and it began:

"Dear Sir:

It was with a heavy heart that I learned of your advance to the Parole Board . . ."

Needless to say, he reached me. On the other hand, many prospective parolees communicate perfectly with the Board by passing what we call the Hodge's test. (give examples). So that if a releasing authority is conducting a confessorial kind of hearing, the Hodge's test comes through with flying colors. Personally, I don't advocate this kind of interview.

In a more serious vein, communication for our purposes, in order to achieve its highest aims, must begin when the offender enters prison -- not a week, a month, or a half year later, but the day he enters.

As the Supervisor of Michigan's Reception Diagnostic Center for over 5 years, the intense need for communication was brought home more forcibly than in any

other capacity in which I have served the Michigan Department of Corrections. A great majority of offenders suffer an experience upon being locked up in a large prison cell block for the first time, which cannot be equaled by lockups in most city or county jails. The only equal trauma is an appearance before the Parole Board. So what exists immediately is an intense need for communication, and the well indoctrinated, humane and empathic institutional employee will recognize a golden opportunity to begin working for the changes we are all seeking. Realizing this, the Parole Board has worked cooperatively with the Reception Center personnel to communicate the idea of parole to the men serving time, 95% of whom will eventually be released via this route. The professional and custodial staffs, particularly the counselor, explain as best they can the Parole Board procedures and expectations.

However, it had been repeated criticism of the Parole Boards that what inmates learned about parole was a negative, distorted, and angry version obtained from disgruntled parole violators and dissatisfied fellow inmates who had been denied a parole. It is the belief in some quarters that the Board itself should take on the job of answering the questions -- what is parole? - who is eligible for parole? - how is parole determined? -- and too that question of paramount importance - when can I get out? -- This could be a first improvement in communications. For no matter how well indoctrinated, how articulate and how well informed the counselor or institutional parole officer is, most inmates feel that what they have learned about parole comes to them second-hand.

Since readiness for release is stressed beyond any other element of institutional life, attempts to explain the needs for good communication are made through inservice training sessions with all employees of all institutions, with professional staff separately, and I must admit, through all too infrequent sessions with parole field staff. There are also informal discussions with individual counselors or other staff members about individual cases. These are held practically everytime the Board appears at the institution for hearings.

So far so good -- but what about the group for whom this method of release has been designed? In the great majority of cases the inmates get nothing directly from the Board except the few minutes at the initial hearing prior to release. This is far from enough. It has often been stated that the institutions are operated for the benefit of the inmates and society, not for the employees or the administrators. So I think it's correct to state that parole is operated for the good of society and the parolee, not for the Parole Board, the Corrections system or the supervisors of parole. I certainly don't mean to imply that the people who are supposed to be receiving benefits of a parole system are ignored or forgotten, but many times we get so involved in administrative procedures, technical details, or the bog of paper work that the social factors or the aura of humanity, which should tinge every aspect of this work, sometime becomes secondary.

In dealing directly with inmates, communications breaks down, in my view. Without first-hand knowledge of what a releasing authority wants in the way of improvement or change, what its concepts and philosophies are regarding parole, what the parolee's responsibilities are to himself, to his family and to his community, men listening to the orientation lectures feel pretty strongly at times that they are the recipients of information that's a bit top-worn. So I believe, as I stated before, that the Board itself should conduct orientation programs and should interpret parole both visually and orally. Second, the Board can and should reach the families of prospective parolees by sending, through the mails, from

Quarantine, Reception Center, Orientation Center, or what have you, matters pertinent to the relatives and what they can do to help. For instance, they can be informed of statutory requirements before release can be effected -- (in other words, a need for job and home), and can be advised how to cooperate in order to help the released person make a successful adjustment. Third, the Board can take advantage of attitudes shown at the time of hearing. For instance, the inmate may be in a frame of mind in which he can benefit from pertinent advice or counsel which he would not accept from anyone else. The Parole Board must be receptive to this opportunity while still balancing with it, its obligations to the public welfare. Fourth, the releasing authority can improve communications by aiding in the removal of obstacles in the offender's way when he wants to communicate with the Board -- and by this I mean, for instance, prison censorship, special permission to write, capricious rules in regard to special interviews and other hurdles. Fifth, the Board can improve communications by using the device of executive sessions as sparingly as possible - and I feel that no more than 10 to 15% of all cases heard should be carried over for discussion. Sixth, reasons for denial of parole should be given immediately and in detail except in those cases where it is manifestly impossible. In regard to this point, I believe we must realize that although the inmate may take the news of a denial with a good deal of aplomb at the time of hearing, sooner or later he will have to turn to someone as a whipping boy. Sometimes this person is the counselor, sometimes the custodial officer, and again it might be other inmates. In many cases his complaints can eventually be used to improve communications; for instance, the counselor, in the subsequent parole report, noting the change in attitude after a hearing, and any changes that may follow. Seventh, through the use of feed back the Parole Board and other parole services can turn back the problems of parole maladjustments, so that institutional programs can better prepare the inmate for return to society.

When I stated previously that the Board itself, or individual members should conduct orientation programs, and participate as much as possible directly with the inmates in regard to problems about parole, I did not intimate by any stretch of the imagination that the Board could, would or should try to supplant the institutional parole officer, the counselor, the school teacher, the psychologist, the doctor or the custodial staff in reaching someone. Time doesn't permit a detailed mention of how to improve communications between all of the parole services and the entire roster of institutional employees who come in contact with inmates. Surely a counselor or orientation officer or institutional parole officer should have a complete knowledge of parole in terms of its theory and practice. Institutional personnel who attempt to explain parole should be fully instructed in and imbued with, if possible, the principles, philosophy and doctrines of parole.

In addition, problems that arise between the Parole Board and sentencing judges should be clarified as quickly and as diplomatically as possible. There have been times where misunderstandings have existed between the courts and releasing authorities, and these have worked to the detriment of inmate or parolee. It is important that the areas of judicial and Parole Board prerogatives be defined early, and that policies regarding the authority of each be specific and understood by everyone concerned. The last important point is that a Parole Board should not create for itself a picture of being an isolated body. It plays too distinctive and important a role in the entire corrections process to permit anyone to regard it as living and working in a world of its own.

Improving these communications also means that those charged with responsibility for release must be competently and highly informed as to the matter of institutional adjustment, rehabilitation or personality reconstruction. Many offenders are unable to express themselves adequately and do an extremely poor selling job, either through limited intelligence, personal inadequacy, mental upset, speech handicaps or the trauma of the hearing itself. All of these men need help. Therefore, the prison counselor or sociologist, the psychologist, the teacher, the doctor can aid immeasurably

in improving communication by presenting in a release or parole report the best, most informative, and most illustrative picture of their parole candidate that they possibly can.

Institutional personnel not only should have the freedom but should feel perfectly free to query the parole services on any phase of parole. Someone once said that no two people, no matter how close they are to each other, ever really understand each other, and this may be true, but we have come a long way since the day of the cave man's world. And by using every instrument we can, in the best way we can, it is possible that we might not only reach a peak in effective communication but more importantly, in common understanding.

I think that these difficulties in the matter of improving communications, the act of sharing, or the art of reaching someone were most fully appreciated by a lifer who appeared before the Board after 5 years between interviews, and said:

"Gentlemen, you sure don't make pests of yourselves."

IMPROVING COMMUNICATIONS AMONG PAROLE SERVICES
INSTITUTIONAL STAFF AND THE INMATE

by
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Clarification seems in order here from the very start. If I am going to communicate anything at all, perhaps I should explain what I think communication means in this instance. The communication to which I refer is a system within which a constant flow of up-to-date knowledge and information is possible. A system within which sorting, sifting, and classification occurs without loss of meaning. A network gravitating to a centralized control point which will receive an accurate, refined intelligence report from which confusing chaff has been removed. It is the opposite of that which is found far too frequently in the area of parole consideration and supervision today. Most of us are familiar with this system and its pitfalls. There is little, if any, inter-meshing of many phases of parole. A man is sent to prison, is tumbled through a diagnostic center, transferred to a general population, qualifies for parole, and is transferred again into what is virtually another world, living each phase under individual control of the unit currently in charge. It matters not that each unit goal or objective may vary. If a man succeeds in hurdling all, he may be restored to society as we say.

Actually what I am saying is that if we are to have communications in this area at their highest level, our organizational structure must be such that this type of communication will be insured. Parole services and institutions should be in one department and under one head to insure the proper flow of information back and forth and to make certain that both are working under the same philosophy.

The criterion seems to be in vogue that if a man can meet several tests, he is a good risk. Thus, we have our traditional parolee, one who has been initially classified as salvageable, has proved his adaptability to a different form of control, and must then prove even more versatility by adapting to non-institutional parole supervision. What we are really doing is identifying what we consider to be "sure fire" risks and granting paroles to these. We are not progressively preparing as many men as possible for the ultimate goal of parole release. I hasten to add at this point that this is not intended as a criticism of any existing system. This situation exists in many fine institutions or correctional systems. It is entirely possible that a correctional plan can function smoothly with such a condition unrecognized. Each controlling unit can do such a fine job of accomplishing individual objectives that the ultimate goal is forgotten. A diagnostic center can correctly classify an individual, a custodial unit can successfully control, and chosen parolees can succeed for periods of time without end.

The point to be made is that each unit does not progressively mold and contribute to a common ultimate objective. Clearly, the trend seems to be that the earliest possible release of men is desirable. Therefore, the common goal should be parole preparation. Interdepartmental communication is going to be important if we are to attain that goal. Where do we start? When do we start? These are first decisions. In a penal complex, we need not consider the pre-sentence phases of rehabilitation

since this important area is not within our jurisdiction. We must start at the point which is the beginning for us. Obviously, this is the diagnostic center or reception unit.

Ideally, parole preparation begins with the first moment of incarceration. Psychological resuscitation or emergency treatment must be applied immediately. Dashed hope for the future must be revived within the sentenced man. Without this, he will be immune to external influences which he must have to succeed. Trained personnel will de-emphasize the stigma of conviction through counselling. This process will be hastened through enforced association with others having common failings, at formal class and group discussions during the orientation period. A philosophy will be developed wherein the future is anticipated, rather than the end of hope.

Our inmate is receptive to external influences. The first step toward parole has been taken and the man will continue this march provided these external influences are proper and have a common objective. As this psychological conditioning occurs, other forces are at work. Every available resource is used to collect information and data about our subject and his environment. Schools, employers, relatives, and friends are discreetly contacted. Nothing is overlooked even though bits of information may seem irrelevant at times. Added to this are the results of numerous tests of medical, psychiatric, educational, and psychological nature. A complete case history is developed, but without evaluation this history is useless. Evaluation should occur through trained classification of the information and a prognosis made from the results. Communication is then made to the inmate regarding his status. It is important that this prognosis be frankly discussed, because without the knowledge of existing faults and probably destiny, correction is impossible. It is important that the desire to change be instilled within our subject if we are to influence his future course. This can be done only through communication. A therapeutic program is devised. This includes all phases of activity; educational, recreational, and job assignment. Each must complement the other. The comic situation of assigning an expert chef to ditch digging should be avoided.

At this point, copies of each case history with any other pertinent information should be submitted to the parole services to be included in their file on each person.

Having launched our subject willingly, if possible, on a desirable course, we should encourage him to set a reasonable objective. Far too often, recidivism occurs through unrealistic goals. Here again, communication is important. Our subject should realize his probable capacity, and progress reports should be discussed mutually. A chosen objective should extend into the future; not just into the period following immediately after release. This can be for a period of ten years or for life, but it is important that it be long range. In striving for an objective, a man is quite likely to continue toward his chosen goal long after supervision is legally possible.

All phases of subsequent supervision should be designed to carry our subject toward his goal. Again, communication is necessary as our subject passes from one phase of supervision to another. An example of this would be civilian job placement. As stated, our chef should not be forced to drive a truck for want of a suitable complementing job.

Perhaps it would be better, in certain instances, even to delay release in favor of the ultimate objective. I emphasize here that it is important also that our subject's thinking be crystallized before release. A change in objectives can nullify prior preparation and cause our parolee to fail for want of preparation. Release should be considered only as our subject reaches a degree of proficiency in his chosen field sufficient to attain his objective.

At this point in the inmate's sentence, a progress report with this information included should be made a part of his record and as always, a copy submitted to the parole authorities for their information.

Transversely, the first signal for parole consideration might well be when our subject has progressed as far as is possible within an institutional program. Ideally, a man should be paroled when it is obvious to those handling his program that he has advanced as far within the institution and, as we would say, has reached his peak. At any rate, there is a time when each man, if he is to be released at all, should be considered for parole and I think it should be mandatory that the institution submit a full, comprehensive progress report to the parole services at this time. Just prior to release under any condition, an intensified pre-release program would be brought into play. This would be a re-orientation activity designed to cushion the shock of transfer from institutional life and dependence, to a realistic free world adjustment. Current conditions would be appraised and plans for re-entry into society made. A representative of the parole services should be included in this program. His function would be to make certain that every person would have a comprehensive knowledge of parole conditions as they exist, what he can and can not do, etc. Here is where every person should learn what his relationship with his parole officer is to be; what help his parole officer can offer. In other words, establish proper communications between the parole officer and the parolee. Our subject's complete case history would follow him into the area of civilian supervision. Far too often, an incorrect secondary evaluation is made by a parole supervisor through lack of all of the facts. In this situation, we find the occasional blunder of allowing an inmate to switch objectives to one exceeding his capacity.

This brings us again to our specific point of discussion. To avoid the possibility of treatment error, it is of utmost importance that communication and understanding exist at all levels of parole and institutional supervision. By group discussion at regular intervals between members of both services, information is exchanged that is certain to be helpful which means better communications. Progress reports of embryo parolees who are still inmates will enable a future supervisor to get a "running start" on his charge. He will know a great deal about him before becoming responsible for his control. Institution personnel will know from parole progress reports sent back to them, just where errors in judgment were made. Programs would constantly undergo improvement as a result.

C O M M U N I C A T I O N

Doc A. Carlisle, Institutional Parole Agent
Iowa State Penitentiary

It is the goal of all of us to put back into society a citizen who is able to support himself without taking advantage of his fellow citizens.

Parole is a part of this sometimes complicated system. We in parole work fit into two places, as I see it. Therefore, we should have ready and up-to-date communication not only within our service, but with the agencies who come before and after us as well. By indicating two places I mean that we usually have both probation, called bench parole in Iowa, and parole operating under the same agency, at least on a state level. It has been often said that these two should be separate or at least be handled as different specialties, but with proper coordination and communication within the agency a good all-around service can be performed. We sometimes have these two services being conducted as separate services. In other words, there are places where the probationer may be given more latitude in his conduct than the parolee. On the other hand, we sometimes find that the supervising agency treats both alike. There are good and adequate reasons for both, I am sure. What I wish to point out is the need here for communication and study so that someday we might have a uniform policy.

Once we take care of this we must then have direct communication and contact with the courts to enable us to provide this court with adequate service as for pre-sentencing and probation supervision. This needs a great amount of communication between the court and the probation service. In some areas we might have a situation where the court appoints its own probation service. This creates uniformity within that area, but what about two counties away? An altogether different policy may be in use. We have here a real point for a state-wide system of probation services. This would bring about the need for uniformity in justice which each court is striving to attain. Once the court determines that a case is beyond supervision then all the

knowledge gathered in a pre-sentence investigation must be communicated to the institution.

After a term of incarceration we have the man being released from the institution under the supervision of a parole officer. It is most vital that the information on the subject which went into the institution with him, combined with the institutional record, be transmitted to the supervising agency. This information is quite important. As a former field parole officer for several years, I have found that in order to relate to a new subject you need all the help you can get. If you have pre-sentence information plus his record while incarcerated you are able to see what happened to this man under two very opposite types of environment. His pre-sentence report gives you an insight into his development and the life he led while a free citizen living under no restrictions. His institutional record indicates how he adapted himself to a rigid life of discipline. Now you have to combine the two in the best combination possible for he is now going to, while under parole, live a little of both. How this course is guided depends largely on the accuracy of the information received.

While on parole, records are kept and if the man has to return to the institution the resume of his activities are most important to the institutional staff in their continued work with the man. After working in an institution as a parole officer, this last requirement has come to mean much more to me. I fear that as a field officer I was apt to give the relating of this information more "lip service" than honest effort. Having a man on a parolee away from the institution can often be a part of his over-all treatment even though he falls while on parole. People in correctional work seldom give up until all methods have been exhausted. If they, by good communication with the parole service, learn where the man's weak and strong points are, this will enable them to work harder on the former and encourage the latter.

This, briefly, is why we need to continue to improve communications.

How do we improve? This is probably best done on an individual contact basis. This we find being done in small communities and where time permits. This is one method we often procrastinate on. We use the excuse that time does not permit us to make individual contacts. We should all do our utmost to utilize this means of communication. We often find that the better we know an individual the easier he is to work with. In this process of individual contact some of our own "hard shell" is sometimes dissolved. This type of communication is, by far, the most desirable and cannot be over emphasized. However, if time is limited to the individual parole officer, it is sometimes done through in-service-training workshops and conferences. We oft times feel that too much of our time is taken up by such activity. If these programs are well prepared and cover the people attending, they can serve as an excellent means of group communication. Any combination of group and individual effort is desirable. Group activities can often lead to an increased amount of individual effort. This concerns the "how" we do it. Next we must consider "where." I think we all can see places where this improvement should take place. Between individuals in their respective fields of endeavor. Chaplains by talking to and comparing notes with other chaplains. By social workers in the field of prison work talking between themselves, parole officers discussing problems with fellow officers. Most important, however, is each individual understanding his own area of responsibilities. Too often we find that we tend to "slap" over into someone else's field of operations. This often happens with the best intentions but can sometimes "upset the apple cart." We should, when getting our feet wet in this field, learn our own boundaries first and then stick to them. Then one has to see his field in the light of related activities. We can become very short-sighted and see only our own little effort as being the one and only answer. Again, sometimes we let our enthusiasms get the better of us and we start criticizing others in their work and quite confidently tell our friends how we could have handled the situation.

We, while in this mood, often gloat over other peoples failures without thinking that maybe if we had tried a little harder in our own area of responsibility the failure might have been a success. These negative situations can be somewhat reduced through good communication and an increased effort on everyones part to try to understand the other persons problems.

I would like to discuss briefly the problem of communication between the inmate and the parole board. This is a much misunderstood part of our communication. I have found that this is a matter of extreme importance from the inmates point of view. It has been my personal policy to convince the individual inmate that the institutional parole officer is just a method of communication and nothing more than that. They want to believe that if they favorably impress me that this will insure them of getting a parole. Once this false idea is removed then the real communication begins to get through. To be able to explain and have the inmate understand the explanation of why he didn't measure up to a parole is one of the most difficult tasks an institutional parole officer faces. The institutional parole officer should be a two-way form of communication between the inmate and the board of parole. Looking at my own situation I find that this is not quite true. There is little flow of communication from the inmate to the board through me. On the other hand, almost all communication from the board to the inmate goes through my office. The communication from the inmate is handled by the institution itself via reports and other allied information. Perhaps this can be improved by balancing the system so that both directions have an equal amount of participation by the institution. This is not being offered as a situation which requires improvement, rather as an area which improvement might help.

"Where" should we go about this improving our communications? If we are waiting to start now we have waited too long, as this is a continuing problem. We have, I believe, made great strides in the right direction. I

and understand the other persons point of view.
 the most different part of communication is the ability and desire to listen
 someone. All success depends upon progress. Lastly, we must remember that
 that we did yesterday we shall never accomplish the tasks which are given us
 to why we should never stop trying for improvement. If we stop and depend on
 we work with an ally accomplish our job which is really communication. This
 time at parole. If we learn our lesson in communication well among the people
 Our constant effort in all our work is to communicate with the offender.

standing which has existed in the past.
 the disposal of his community. This tends to break down barriers of misunder-
 stand often than he in his at-time places his professional training at
 group, both as individuals and as groups. This is indeed a mark of an all-
 national effort at the Iowa State Penitentiary takes part in community pro-
 done in other areas of the correctional system in this state. Our own insti-
 and mental health officials just to mention a few. I know that this is being
 to improve communication; judges, treatment personnel from the institution,
 speakers and parole leaders are chosen from the areas where we are attempting
 taking part. This improves the communication within the parole system. The
 at least to me, characteristic of both the members of the board and the agents
 parole agents and for the future of the system. These sessions have the unique
 given which is proving to be an outstanding means of communication for the
 example, the Iowa Board of Parole has instituted an in-service-training pro-
 gram, which are closely related, I have seen communication improve. As an
 other parole and probation field and in institutional parole work. In all
 the past twelve years. I have been in the military institutional system, the
 have seen great progress in the three areas which I have been connected with in

NOTES FROM BUZZ SESSIONS AND GENERAL DISCUSSION PERIODS

Wednesday, April 10

Discussion Leaders and Recorders: Jack Neuzil
 Charles Bentley
 Otto Zahn
 Vernon Johnson

The buzz sessions were originally scheduled for a 15-minute period; however, this proved to be insufficient and the time was extended. This is why there will be no distinction made between buzz session notes and general discussion notes. The questions and answers discussed during these discussion periods have been edited because of duplication and the time periods mentioned above.

Question: Is parole granted because an inmate deserves parole or because it is appropriate correctional technique?

Answer: Some of each. It is based on individual readiness, and it is one step in the treatment process.

Question: Should the parole board tell the inmate at the time of the hearing why he was not given a parole?

Answer: Most thought they should be told. All agreed that they should be told soon after the hearing.

Question: Should parole authorities pressure men into participating in specific treatment programs?

Answer: Almost all do this. Sometimes something rubs off on the man.

MIDWEST CORRECTIONAL CONFERENCE

Remarks by:

The Honorable Harold E. Hughes
Governor
The State of Iowa

Speaker Naden, Mr. Chairman, Distinguished Guests, Ladies and Gentlemen:

I appreciate that most generous introduction, Bob. We do have our difficulties. I have been Governor now for almost three months, and I am sometimes just not sure what is expected of me. Most of the time I think the people expect me to speak loudly and clearly in opposition to the opposition, whatever that may be. However, that isn't always true.

We have many areas of common ground in the State of Iowa in which we can work, and work together, jointly for the benefit of all Iowans and for the benefit and for the improvement of the State of Iowa. This particular Conference is typical of such an occasion. It does give me a great deal of pleasure as a layman in this field to be able to speak to some of the "pros" and other laymen in the field also. I would like to express just a few of my sentiments.

I feel that in Iowa, as I am sure a majority of you realize we have made great strides in the area of corrections in recent years. We have much more to do, but we have come a long way. I would like to cite some of the things that have been accomplished in the state of Iowa in the last two years, since 1960. For example, we have established a Division of Corrections. Of course, Mr. Ben Baer is Director of that Division. We now have Associate Wardens of Treatment at Ft. Madison and at Anamosa. We've added psychologists and social workers to the treatment staffs. We have added a Supervisor for Vocational Training and are hiring vocational instructors at several institutions. We have increased the number of Juvenile Parole Agents from eight to twelve in this state. We have changed the nature of Eldora from custodial oriented to treatment oriented care. We have started "open visiting", minus the screens, down at Ft. Madison and other locations. We have started cafeteria in place of "bucket" feeding, and started in-service training at Ft. Madison. I am in hearty concurrence with all of these accomplishments and am certainly going to endeavor to do what little leading I can for continued progress in this area. In this area, I believe, we have much to be done yet in the state.

My philosophy in this is primarily very simple. There is a difference in sending a man or woman to prison as punishment and sending him to prison for punishment. I have not been too well acquainted with this field in the past, but in recent years I have become very interested in it. I know from reading the statistics that we have before us now from the State of Iowa that the men and women we send to prison are only going to remain in prison for approximately three or four years - if we are doing our job properly. We have a choice to make which is rather simple. We can either build larger and strong custodial institutions in the State of Iowa or we can take the other alternative: a treatment oriented program which will enable these people to receive the treatment, care, and training they need while they are in these institutions so that when we turn them back to society we are bringing back a better person than when we picked them up and put them in there in the first place. Now, these are going to be exactly my aims.

I pledge my cooperation to the Board of Control in Iowa and to the Board of Parole in Iowa to try and offer some leadership in this field where I feel

it is so vitally needed. I believe that the people of Iowa are responsive to a program such as this. I think that if we work together as citizen committees and as departments of State government, that we can accomplish a great deal.

Iowa, in the last six or seven years, has accomplished a great deal in the area of mental health. Actually, I think we have become one of the leaders in the nation in mental health rehabilitation. I feel that we have an opportunity before us now where we can also become one of the leaders in the field of penal rehabilitation. This opportunity should not be by-passed. We should take advantage of it. I would encourage the Legislature to appropriate the money needed. I have asked for what I think is needed and I think there is a great deal that can be done.

If there is one thing that I have learned and one of the difficult problems that I have as Governor, and I am sure that a majority of you people from Iowa realize this - is the fact that the prisoners in our institutions can communicate directly with the Governor of the State of Iowa in uncensored mail. Now, I didn't realize this until after I was elected, but I now have a hearty fan club in all of the institutions in the State of Iowa. They know I am interested in the problems they have. I think they have started on a consistent program to steadily write me several letters a day about the problems they have, and who they feel is responsible for the problems - other than themselves - and what ought to be done to correct the situation. We are endeavoring a program of replying to these men.

I had a letter from one man who is a lifer in the State of Iowa who informed me he had written to nine Governors and had never, in writing all of these letters, had a reply. He had hoped that some time before he died, he might receive a letter from a Governor of this state. Well, I did reply to his letter. He has been an inhabitant of one of our institutions for quite some time. I haven't had the opportunity of an interview with him yet, but I certainly will.

I think that there is a wide open field and a tremendous challenge for all of us in this area. I know that you and I are mutually concerned that we can do as much to assist these people in helping themselves so that when they come back to us in the State of Iowa, and in other states, that we can help these people to rehabilitate themselves to become good members of society, to become tax paying members, supporters of their families and children, so that they are not liabilities to us.

I have seen some fine examples of rehabilitation in the State. In fact, I sent one over to Ben a while back. This was a man I had known for four years in a business concern and had had some business dealings with him. He was one of the finest men I have ever met. I discovered after I had become elected Governor, when he confessed to me, that he was a convicted bank robber back in the 1930's.

I never saw such a remarkable job of rehabilitation. He is a frequent visitor of mine and he has some fine ideas in the area of rehabilitation and is willing to cooperate. I think we can learn a lot from these people.

I want to advise all of you that if there is anything I can do as Governor of this State to cooperate with you in the program which you feel will be of interest, I, as a layman, am willing to listen and do what I can.

BANQUET SPEECH*

SIGNIFICANT DEVELOPMENTS AND TRENDS
AFFECTING PROBATION AND PAROLE**

By Milton G. Rector
Director, National Council on Crime and Delinquency

If probation and parole agencies are currently understaffed they will be even more so when the full impact of the 50 percent increase in our child and youth population is felt within the next 10 years. If probation and parole are indeed the most effective and economical methods for controlling and rehabilitating the majority of offenders, they must meet the challenge facing them with renewed efforts to raise the present standards of performance and to improve current practices. To fail to do so is to help continue the trend toward the overuse of institutions for detention and correction and to relegate community services to a secondary role rather than a leadership role in the correctional field. State after state is planning large capital expenditures for new institutions to replace antiquated plants and to relieve overcrowding. If probation and parole were operating at the optimum level in many of these states, millions of dollars could be pared immediately from new jail and correctional institution construction costs.

In my remarks I should like to report briefly on a number of developments and trends in corrections which affect probation and parole and forecast some new directions for the future. Because the malfunction of any one phase or division of correction throws the entire system out of balance, you will understand why my discussion refers to much more than probation and parole.

Role of the National Council on Crime and Delinquency

To me, the developments in the National Council on Crime and Delinquency itself represent some of the most significant in our field. Any major field of service needs a strong national agency for many reasons. It provides a means through which individual leaders of local, state, and federal agencies can work in concert for the benefit of those they serve; it provides a leadership role itself in providing a clearinghouse for research and ideas and in helping translate these into operating programs; it helps through its own studies and consultation to spread the knowledge that some have to others who need it; it helps to formalize the standards and quality controls which every business, industry, and profession must have; it provides channels for liaison and concerted action with other organizations and professions serving related fields and using similar knowledge and skills. These are among the functions of NCCD.

The establishment of the Advisory Council of Judges brought into being, for the first time, a formal body representing the judiciary from every level of local, state, and federal court to work with corrections in the development of standards, guides, and training materials for lawyers and judges.

* It was not possible to obtain a transcript of the banquet speech as presented by Mr. Milton G. Rector. He has suggested that this article be substituted in lieu of his presentation.

** The above article was published in the June 1963 issue of FEDERAL PROBATION, Vol. 27, No. 2, pages 10-15 and is reproduced here by permission of the editors and the author.

Our Research and Information Center on Crime and Delinquency gives the Nation, for the first time, a central clearinghouse not only for the correctional field, but also for all who are working with the broad and complex problems of crime and delinquency prevention, control, or treatment. The development of the Citizen Action Program, also for the first time, has brought the leadership and vision of business, industry, labor, and the professions to work and plan in an informed and concerted manner with correctional and judicial leadership for improved methods of dealing with the crime and delinquency problem.

Your NCCD staff is working with the public media field for better interpretation and understanding of crime, delinquency, and corrections; we are representing you and your best thinking in our work with such other important bodies as the American Psychiatric Association, the American Medical Association, the National Association for Retarded Children, the American Bar Association, the National Council of Juvenile Court Judges, the National Social Welfare Assembly, the National Council of Churches of Christ, the National Council of Christians and Jews, the Council on Social Work Education, the President's Committee on Juvenile Delinquency and Youth Crime, and several others who, in one way or another, are also seeking answers to the problem of crime and delinquency. These developments are in addition to the 10 to 15 major surveys and a thousand consultation visits and the model legislative acts which are an extension of the traditional services NCCD has given for over 40 years. The developments in NCCD are the results of ideas of those practicing in correctional agencies, including those from the United States probation and parole services who give their time to the work of our Professional Council, our Advisory Council on Parole, our Advisory Council on Research, and our Board of Trustees.

New Developments in Training Judges

Another truly major development has been the increasing recognition on the part of judges that they themselves need specialized training beyond that received in the normal course of legal training and experience. Because the courts control all of the inflow, and to a large extent the outflow, of a correctional system, improvements in judicial training will have a great impact on probation and parole. Those in the federal service are familiar with the sentencing institutes for judges of the United States courts. You may be less familiar with the sentencing forums for state and local court judges being organized under the leadership of the National Committee for the Improved Administration of Justice and the Conference of State Trial Courts. The National Council of Juvenile Court Judges is conducting regional training institutes for juvenile court judges and we find an increasing number of states, e.g., Ohio, California, Indiana, Texas, New York, Minnesota, Michigan, in concert with their universities developing training institutes for both juvenile and criminal court judges. For the past several years the Chief Justice of the Supreme Court in New Jersey has brought all of the judges of that State's courts into regular annual seminars with New Jersey correctional leaders. They are usually held at one of the institutions.

The National Association of Municipal Court Judges is giving identity and leadership to the training needs of judges serving the misdemeanor courts. These are the courts which deal with the great bulk of America's crime problem and which, in most communities, are the only family courts dealing with incipient and advanced problems of family disintegration. Flooded with social health problems of alcohol and narcotic addiction, mental illness, and mixing a wide range of people from young first offenders to older, deteriorated offenders, these courts represent the greatest challenge facing both judicial and correctional leadership.

Probation must experiment with new techniques to develop effective ways of presentence screening and diagnoses for the volume of cases which alone defeats the efforts of most misdemeanor courts. Short-term supervision and treatment techniques must be developed to make either probation or parole an effective service and more than a report and collection routine during the short period of jurisdiction. Less than 5 percent of these courts have any kind of probation service. Hence, few trends can be reported here.

Other Training Developments

One cannot consider the training needs of judges without associating these needs with another group of officials charged with responsibility for releasing or retaining offenders in institutions. Training for parole board members is much more complicated. Board members in over half of the states serve only part time and pursue other occupations for their career. As a group they bring no common discipline or background of knowledge to their parole position as judges do. The NCCD has received a grant from the President's Committee on Juvenile Delinquency and Youth Crime to develop a series of institutes for parole board members and later for parole executives as a joint endeavor of our Advisory Council on Parole, the Association of Compact Administrators of the Council of State Governments, the U. S. Board of Parole, and the Association of Paroling Authorities. Together these four groups and the parole leadership of the country have launched a project of national parole institutes which promises to produce the best training materials and techniques yet developed for the parole field.

Some of the leading universities are offering short-term training institutes for probation, parole, and institution personnel. More recently the President's Committee has given several grants which hopefully will result in a number of permanent university training centers to help meet the training needs of corrections staff among others working for the control of delinquency and crime. Many tasks in correction, including probation and parole, do not require professional training, and many that do are going to be performed for many years by less than graduate-trained personnel. However, to meet the demands for short-term training without increasing the supply of professionally trained staff would produce a disappointing trend certain to dilute our total efforts in the future. Probation and parole agencies must assume more responsibility for enlarging the supply of professionally trained officers by budgeting for scholarships and stipends, allowing educational leave, and developing field placement opportunities for graduate school students.

Detention of Juveniles

We in NCCD have developed some firm criteria for the use of detention in juvenile cases. They are the criteria one would expect to find in a democracy where every accused is entitled to his day in court and is assumed to be innocent until the charge is proved to be true. When there are valid reasons to assume that a youngster will leave the jurisdiction of the court, or that he is dangerous or in danger, he should be detained in a special facility apart from the adult jail pending court disposition. Probation has a function here which it now performs in very few communities - to exercise supervision during the precourt period to help avoid unnecessary detention. From our studies throughout the country we have found that, as a rule-of-thumb, if a court is detaining more than 20 percent of the children referred by the police, who in turn screen out as many as 50 percent of the initial cases, that court should study its intake controls and can most likely reduce its rate of detention.

Many communities detain from 50 to 90 percent of all youngsters referred to the court. In planning ahead for needed detention facilities for the exploding child population we can predict that millions of dollars will be spent needlessly for detention beds, to say nothing of the abridgment of individual rights because of the lack of adequate intake staff and intake controls applying tested criteria.

But the significant trend for juvenile detention lies in an area in which the states of Massachusetts, Maryland, and Delaware have already moved. Most of our states are predominantly rural and few of the 3,000 counties can afford or justify the construction of special juvenile detention homes. There is concomitant need and inability to provide diagnostic services for the juvenile or family courts in each of these counties. Several states are building central diagnostic centers to provide reception and diagnostic services for the state institution program, and in a few instances to offer predisposition services to local juvenile courts. Hopefully, more states will extend their leadership to provide regional detention and diagnostic services for groups of counties, and, at the same time, re-examine the present trend toward large central diagnostic centers. The three states mentioned above are demonstrating the validity of combining the detention and diagnostic service at the regional level. This promises to reinforce the goal for increased use of community services as a substitute for institutionalization because regional detention and diagnostic clinics could offer outpatient treatment that could not be made available to most communities in our country for years to come.

Detention of Adults

The problem of adult detention demands the best efforts of the entire field of correction. The typical jail or lockup is aptly described in publications of the National Jail Association as the "Garbage Can of America." The solution will not be found alone in modern construction and better managed jails. Of first concern must be the recognition that adult detention, like juvenile detention, is a correctional and not a law-enforcement service. Criteria and intake controls must be established to permit the release without bail of those who will not leave the jurisdiction and who are not dangerous or in danger. The magnitude and the impersonality of the law-enforcement problem in the big city have unfortunately led to the almost universal acceptance of ability to post bail as the sole criterion for who shall be locked up pending trial. The overcrowding of the jails is compounded by the lack of probation services in the misdemeanor courts for prehearing screening to aid the courts in the detention decision, in setting the amount of bail, if such is necessary, in prehearing supervision of those released without bail, and in the regular presentence and probation supervision work of these courts.

The NCCD helped the Vera Foundation in New York City design and finance a research and demonstration project in the criminal courts of that city to establish and test criteria by which detaining authorities confidently can release many arrested persons without bail. At this time when millions of dollars of new jail facilities are on the drawing boards, most of which have been planned without a study to determine the true capacity requirements, I cannot overemphasize the need for additional study to restore the use of security detention to its proper place in the administration of justice.

When this is done we can plan in the future for smaller and more manageable facilities to separate the untried prisoner from the committed. The state correctional agency can assume its proper responsibility for providing regional adult detention facilities for groups of counties which cannot justify or afford the expenditure for a well-planned and staffed jail. The state agency can build regional diagnostic and outpatient clinical treatment services into these facilities for the courts and for short-term intensive treatment purposes. Then, as in the juvenile field, we should reconsider the need for large central reception and diagnostic centers when regional facilities can serve a dual purpose. Regional jails operated as a part of the states correctional complex will permit other states to follow the example of North Carolina in applying the work release program to long-term felony offenders.

Hopefully, future trends will include concerted planning that will encourage public and social health agencies to provide the services for the alcoholics, the addicts, and the mentally ill who now fill our jails but who are not correctional problems.

Probation and Parole in a Balanced System

As studies to determine the appropriate uses of probation services in controlling unnecessary detention will drastically reduce the capacity requirements for new jail construction, so will studies to evaluate the maximum safe use of probation and parole dramatically reduce the overcrowding of correctional institutions. The increase in number of probation officers might indicate that the development of probation has reduced the rate of institutionalization in America, but this is not true. In 1850 we committed about 50 per 100,000 of our population to penal institutions and by 1960, this had increased to 120 per 100,000 population.

We know that probation can be used safely in about 70 percent of felony cases in courts which are well staffed. The Saginaw Research Project of the Michigan Department of Correction and our Michigan Citizen Council documented this while reducing both the prior rate of prison commitments and the rate of probation violations by 50 percent. Rhode Island has demonstrated probation's use in close to 80 percent for years. The states of New Hampshire and Utah have consistently used probation in over 60 percent, and Wisconsin in over 70 percent, of felony cases with resulting drops in prison population. Applying the findings of the Saginaw Project with an increased use of probation and parole statewide, the progressive Michigan correctional system has reversed a national trend by reducing its prison population from over 10,000 to about 8,000 inmates in the last 4 years.

It is encouraging to observe a trend in correction toward projected planning and budgeting for 5 to 10 years in the future. In doing so every correctional system should project what the current capacity of its institutions would be if maximum use were made of probation and parole before planning new institutions to relieve overcrowding. New construction could then be graded down to capacities of a few hundred inmates, as is the trend in Canada and England, rather than to accommodate a thousand or more. Where probation, parole, and institution services are administered by more than one department, new patterns of planning for balanced correctional services must be developed to insure that the capacity of one service will not be overloaded because of the failings or inabilities of another service. In several states where county probation is used for as few as 30 to 40 percent of felony offenders and the state institution and parole systems must build and budget to compensate for this deficiency, neither the local nor state agencies have attempted concerted planning. The problems of communication would appear fewer where all services are administered by one or more state agency, but many states possessing such apparent advantages have yet to plan for a balanced system. The

result is a continued trend toward an overuse of correctional institutions for offenders who could better, or as well, be rehabilitated under supervision within the community.

The Dangerous Offender

Proposals for the increased use of probation and parole and of reduced use of jail detention will be interpreted by some as a soft approach to the problem of criminality. It is, instead, a rational approach based on sound principles and tested in practice. Probation and parole also offer investigation methods for helping screen out the dangerous offenders who may require long institution confinement and rehabilitation. As often as not some of our most dangerous offenders receive neither probation nor parole, but because of deficiencies in the screening process and in the penal codes, they are released, far too soon, to assault or to rob again.

Existing penal codes still provide for sentencing based on the offense, rather than the offender. Model statutes promulgated by the American Law Institute and by the NCCD propose special sentencing provisions for dangerous offenders.

The NCCD, through our Advisory Council of Judges, has been working for the past 3 years on the Model Sentencing Act that will permit the commitment, for extended terms of up to 30 years, of persons who after conviction are found by the court to be dangerous. Dangerous offenders are so defined when: (1) in committing a crime they inflicted, or attempted to inflict, serious bodily harm and are found to be suffering from a personality disorder that may lead to the commission of further crimes; (2) they are persistent offenders who are found to be suffering from a personality disorder that may lead to the commission of further crimes; (3) they were convicted of a crime of extortion, compulsory prostitution, selling narcotics, or other crime committed as part of a continuing criminal activity in concert with others, and investigation shows that they have had substantial income or resources not derived from lawful activities or interests. Defendants not found to be dangerous persons could be committed for no more than 5 years as ordinary offenders. All offenders, dangerous or ordinary, would be eligible for parole when determined by a competent paroling authority to be ready for release.

Enactment of the dangerous offender concept into law can revolutionize sentencing and corrections in America where sentences are now longer by far than in any other country having similar form of law. If the mission of corrections is to correct in the true sense of rehabilitation it must do so within as short a period of time as possible. At the same time, we must have available for use on a selective basis extended prison terms for those whom we are unable to correct and from whom the public must be protected - those who because of personality disorders commit vicious acts of violence or who, despite every corrective effort, persistently commit new crimes, and those who are part of organized criminal groups. It is these offenders for whom we need expensive security institutions. It is these who now receive, often, sentences that force their discharge while still dangerous. When we are able to screen and to sentence offenders in relation to how dangerous and treatable they really are, we shall find public opinion more supportive of forms of community treatment for nondangerous offenders and of short-term intensive treatment for those who while not dangerous do require incarceration.

State Responsibility for Probation and Parole

In June of 1962, the Conference of Governors received a report from its Committee on Juvenile Delinquency titled "State Responsibility for Juvenile Delinquency." That report, available through the Council of State Governments, is especially significant for probation and parole. It highlights the problem of financing and staffing court and correctional services in the sparsely populated rural areas and suggests a pattern of state financed and operated regional services to serve

groups of counties for detention, diagnostic, short-term treatment institutions, and probation and parole services. State operation is not seen as a panacea where counties are willing and able to join forces to establish and operate a regional program. The report points up, however, the need for state subsidy, state standard setting and consultation to accelerate the attainment of quality staffing and performance through locally or regionally operated services. A number of states, e.g., New York, Ohio, Indiana, and Washington, have already demonstrated the feasibility of such state assistance and leadership. State responsibility is seen as much more than a willingness to provide institution beds for those whom the courts commit. It should also provide leadership to help prevent the need for commitments.

Of equal significance is the report's suggestion that state correctional agencies look beyond their own training and research needs to develop training centers and research programs which will show equal concern for local agency needs that many small agencies can never afford to meet individually.

Another goal would be a state information center on crime and delinquency to be coordinated with the National Research and Information Center of NCCD and the collection of statewide statistical information to provide the base for accurate national statistics about the true dimensions of crime and delinquency.

As one visualizes the regional approach to developing services which individual counties cannot afford, possible new relationships between state and federal agencies can also be visualized. State and federal courts both serve the people of every state and both require similar detention, diagnostic, probation, institution, and parole services. To avoid transporting federal prisoners hundreds of miles to federal diagnostic and institution facilities, the future may see an increased use of state operated resources for federal prisoners. In order to meet the correctional needs of sparsely populated states which cannot afford or justify a range of services, the future may likewise find these states requesting the use of federally-operated regional facilities and services.

In looking ahead to possible trends toward increased state-county and federal-state cooperation and coordination for improved correctional services, we can expect the issues of local autonomy and federal-state interference to be raised. The overriding issue, however, must be the right of the American people wherever they might live to the protection offered by the best correctional knowledge, laws, and services.

IMPROVING COMMUNICATIONS BETWEEN
CORRECTIONS AND THE PUBLIC

by
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Let's get one thing straight right off the bat: I lay no claim to being an expert in the area of communications or public relations, a closely related subject. So I don't pretend to palm myself off on you as one who knows how to tell you how best to get along with others. To do so would be sailing under false colors and playing loosely with the truth.

What I don't know about communications - and public relations - would fill a fairly long shelf in any of the libraries of your various institutions.

In that respect I may be in the same boat as the bewildered and frightened American infantryman who went out into no man's land a dark and dismal night during World War II with his patrol and got lost. Not only lost but also without the password which would re-admit him to the American lines. He simply forgot it. Suddenly, he was challenged by an American sentry who heard a noise and said in a low voice:

"Halt. Who goes there? Give the password."

"I'm sorry, sir," came back the shaky voice from out of the darkness, "but I've forgotten it." Then, as a hasty afterthought, he added: "But I am an American."

This gave the sentry pause. He was under orders to shoot to kill, asking no questions. But he didn't want to be guilty of shooting a buddy and that voice did sound like an American's. Yet it could be a well-trained enemy in disguise. What to do?

Then, all of a sudden, the old American ingenuity came to the fore.

"If you're an American," said the sentry, his gun at his shoulder ready to be fired. If you are an American, recite the last verse of the "Star Spangled Banner."

Out of the darkness came the voice of the infantryman, this time more shaky than ever.

"I am sorry, sir," he said, "but I don't know it."

Down went the sentry's gun as he came to order arms, highly relieved, as he ordered:

"Advance, American."

The soldier didn't know the last verse of the Star Spangled Banner and I don't know much about communications or public relations. In fact, all I know is what I've

learned trying to talk people out of news stories - or into them, depending on your point of view - for the more than 30 years that it has been my privilege and pleasure to cover the Iowa scene. You are bound to learn something in that length of time just dealing with people, even if what you learn is wrong.

So, if you will accept me on that basis, then I am your boy. And if you won't, you are stuck anyway because I am not going to stop now.

Just to prove to you that I know precious little about public relations I am going to do something no honorable man should ever do. I am going to quote a sentence or two from the speech of the man who shares this morning's program with me, Mr. Eugene Zemans. You may as well know that Mr. Zemans is a much more accommodating man than I. We are supposed, he and I, to submit our addresses in writing and he got around to it before I did. So I had a chance to see his speech before writing my own and I am going to become his press agent for a minute to say I agree with what he is going to say to you. In fact, I was most impressed and that is why I hope he will forgive me for doing such a dastardly thing as quoting from his speech before he has delivered it.

Speaking of your problem of communicating with the public he is going to tell you that "we have been on the defensive. We have been sitting ducks for too many writers . . . too many stories have been stimulated by negative events rather than otherwise . . ."

Now Mr. Zemans and I see eye to eye on that and perhaps this is where I can be of some help in pointing out ways and means that better communications between those of you working in corrections and those of us in news media can help to improve on your communications with the public. I am one of the go-betweens serving both you and the public so perhaps I can offer some worthwhile suggestions.

At the outset let me say that for the most part I have found you corrections people to be most cooperative and helpful so far as newsmen are concerned. Unfortunately for both of us, however, we seldom get together except in times of stress and strain so we don't get to know one another as well as we should which means, in turn, we don't get as much insight into each other's problems as we should.

You have a tough job. One of the toughest jobs in the world. The job of trying to persuade wayward people to believe in themselves again, to take a fresh outlook on life. The job of instilling in them the desire, the determination and the courage to go out and face life anew in an attempt to become useful citizens. It is a tough job.

We have got a tough job, too. Under circumstances and deadlines that often are most trying we endeavor to tell your story, along with the stories of so many others, to the public as swiftly, as accurately and as understandably as possible. It would be utterly foolish and irresponsible for me to say that either of us succeeds 100% of the time. Or even 90% of the time. We both know that. So we are constantly trying to improve. Since that is true I am sure I can learn as much from you here today as you can learn from me.

Having said all that, let me add that even with all the effort both of us put forth, your problems of communicating with the public could be made much easier if somehow we could do a better job of communicating with each other -- you as corrections people and we as news outlets.

Communicate - that is the key word in what I have to say today. And by communicate I mean not only to discuss our situations and our problems but also

to be sure each of us understands what the other is talking about. It is possible to talk back and forth, to discuss, to correspond, without ever having communicated with each other. Just last Tuesday during the debate in the Iowa house chamber over the tax bill I saw this demonstrated. Two of the members were engaged in a question-answer series. Obviously, they were reaching no understanding of the subject of their discussion. Finally, one threw his hands in the air in despair and said "I guess we are just not getting through to each other."

It is so important that we get through to each other. If you don't "get through" to us it is virtually impossible for us to "get through" to the public for you.

No amount of talk, no amount of letter writing, no amount of explaining things through others, will do a bit of good if we don't understand each other. If we don't "get through".

I know - and you do to - people who failed to communicate with their dentist and they lost the wrong tooth in the process. They said "it's this one" but the dentist thought they said, "it's that one". So he pulled the wrong tooth. All because there was no communication.

This happens too often in today's world. I see it every day in the legislature. You are all familiar with the access-control bill passed recently by the legislature and vetoed even more recently by Governor Hughes. I am as firmly convinced as I am that tomorrow will be Friday that this whole botched up business can be traced to a lack of understanding between legislators, on the one hand, and the highway commission and its staff on the other. In fact, I know it can because I traced it there. The commission simply wasn't clear on what the legislature wanted and the bill didn't say what the legislators who were for it said that it said, or what they thought it said. So everybody was befuddled. Including the Governor. In his veto message he said that "the implications of the bill are far from clear -- and this fact in itself makes its desirability as legislation questionable." In other words the sponsors of the bill did not "get through" to the Governor. They didn't communicate. And it was their own fault.

For when we communicate we have got to know what we mean. If we don't know what we mean and set it out clearly, surely the other fellow can't possibly know what we mean.

As the treasurer of my home town's tennis association I am charged with buying about 75 dozen balls for the season's play. For years we have been using the Wilson ball but this year Dunlop came along and offered us a lower price by 25 cents per dozen. Now that's communicating, wouldn't you think? Anybody could understand that. But it almost didn't work out that way.

You see, Wilson makes two championship brand balls -- each for a different type of surfacing and both priced the same. Dunlop makes one championship ball and a "second" ball at a lower price.

In talking it over with the committee I was surprised to learn they wanted to stick with the Wilson ball and pay 25 cents per dozen more for the privilege. Oh, yes, plus freight which Dunlop wasn't going to charge us. Luckily, before we broke up it came out that we simply weren't communicating. The committee thought Dunlop was offering us its "second" ball for 25 cents per dozen less and they preferred the Wilson championship ball. I had utterly failed to "get through" to the committee that Dunlop was offering us its championship ball at 25 cents

per dozen saving; that it's second ball would cost us considerably less than that. Because we finally communicated, we saved the tennis association a tidy \$35 to \$40 which often means the difference between red and black ink for an organization of that type.

Yes, to communicate properly often can be translated into terms of dollars and cents. There is the case of the repair man who was called out to check on an ailing furnace. The man of the house was there when he arrived and accompanied him to the basement. The repairman did a little checking, opened his kit and took out a tiny hammer. He tapped on the furnace at a certain spot. All was well.

Came that inevitable day, the first of the month. The bill from the repairman read "For services rendered . . . \$25.00". The head of the house was outraged. He wrote across the bill "will you itemize this, please. I was with you when you fixed this furnace. You were here less than five minutes and all you did was tap on the side with your hammer. How can you charge \$25 for that?"

Back came the statement, all itemized and communicating beautifully:
"For tapping on furnace . . . 50¢. For knowing where to tap . . . \$24.50.

We have got to know where to tap to communicate.

I can't think of a better example of getting the message through than the conversation among three big league baseball umpires who were telling how they decide whether a pitch is a ball or a strike.

"I calls 'em the way I sees 'em," declared the first.

"I calls em the way they are," said the second.

"I calls 'em balls or strikes," said the third emphatically but until I calls 'em they ain't neither."

We can draw from the Bible for some enlightenment on this business of communicating. Take the Eighth Chapter of Acts 26-30 wherein Philip goes up to the Ethiopian who is riding in his chariot and reading from the prophet Isaiah. Philip inquires: "Do you understand what you are reading?" The Ethiopian replies: "How can I unless someone guides me?"

And so we have to guide one another as we endeavor to communicate to be sure we have the same understanding of what is being said. That is the initial step to improving communications anytime and anywhere.

Now, what are some practical steps you can take to communicate, to be sure we are getting through to each other and to the public?

First, you must establish your lines of communication. And, it seems to me, your best line of communication to the public is through the various news media. They are not only your best, they are the easiest, the most accessible and the surest if you use them wisely.

You don't have to be as dramatic nor as drastic about establishing these lines of communication as the fellow I saw operating at the Democratic national convention of 1944 in Chicago. Texas, as usual, had sent two delegations to the convention and a fight developed over which should be seated. Incidentally, this in itself is a good way to communicate with the public. Texas almost always sends two delegations to everything, thereby getting the lion's share of public attention while the convention in progress determines which delegation is official.

Well, the fight was going on at this particular convention when one of the Texas delegations called a special convention of its own to which it welcomed one and all. It was a typical "y'all cum" southern affair.

Fascinated by the prospects of a good story or two, a colleague and I went down to the Palmer House to watch the fun. Almost 2,000 showed up in a big ballroom and the chairman called the meeting to order.

A southern gentleman seated on the side of the middle aisle about midway back and in direct line of the chairman's vision arose and said "Mistah Chehman". The chair recognized somebody else. The southern gentleman waited patiently until the speaker had finished and again addressed the chair. Again the chair failed to recognize him and when this happened a third time it was obvious to one and all that the chairman deliberately did not intend to recognize him.

This situation continued for a full 30 minutes by my watch with our southern gentleman displaying courtesy and patience seldom seen in such a situation.

Finally, with a slight show of exasperation, he arose when an opening presented itself, said "Mistah Chehman," and started walking with some "vigah" up the aisle toward the stage.

"Mistah Chehman," he said as he advanced, "Ah's been a tryin' to catch your eye for the last half 'our and y'all apparently haven't seen me. So now ah'm a comin' up theh where y'all are (he arrived at the speaker's side) and ah'm a gonna take that theh gavel away from you (he did) and (banging the gavel down hard on the rostrum) ah'm gonna recognize me."

He then delivered a little talk and when it was finished, turned to the still astounded chairman, and with a courteous bow, politely handed him the gavel saying:

"And now Mistah Chehman, ah thank you for your courtesy and ah hereby returns y'all's gavel to get on with the meetin'."

Now that's what you call establishing a line of communication. But you don't have to go to that extreme because the news media, all of them, are going to recognize you when ever you've got something to communicate to the public.

So, first, be sure to establish your line of communication with each of the news media -- weekly, daily, radio, television -- that serves your area or that can help you communicate with the public.

The best way to do this, it seems to me, is to go to see the top man at each of the news media. Get a conference with him. Tell him you want his counsel and advice (he'll love that) on how best to work with his newspaper or radio or television station in providing tips and news suggestions.

Secondly, name someone from your staff to handle your side of it. If you, yourself, are the man, fine and dandy. But be sure the news media know who they can come to at any hour to get the information they need to tell your story -- your continuing story - to the public.

Thirdly, be sure to request the news media to give you the name or names of their people who will be dealing with you or your people.

Fourthly, be sure that these people -- yours and theirs -- get to know each other. You won't have to worry much about them showing an interest in your business, if they are worth their salt, but you might return the compliment by showing some in theirs. Perhaps you could hint that you'd like to see the plant, if it's a news-

paper, or how a program is put together, if it is a radio or television station. Don't forget that any newsman appreciates tips and suggestions. He also appreciates being cued in on what is coming up. You may have some key personnel changes, some building plans, some new courses in rehabilitation. I have here with me what I think is a good example of a story involving personnel we carried in the Gazette last week which resulted from a prior knowledge that it was going to happen.

Finally, always be accurate and don't ever lead your news friend astray. If you don't know the answers to his questions, tell him so frankly. If you aren't permitted to give a certain answer, tell him that and suggest where he might get it. Accuracy, of course, is one of the many things a good newsman must keep uppermost in mind. He can't take anything for granted or he isn't playing fair with the public you want to communicate with.

I will never forget how this lesson came home to me. It was at a state high school basketball tournament I was covering at Drake Fieldhouse in Des Moines.

One of the semi-final winners was Ottumwa and the sports editor from the Ottumwa Courier had asked me to arrange for a picture of the two semifinal winners. I went along with the photographer to get the names of the boys. As the boys gave me their names and spelled them for me, I noticed that one name was spelled differently from the way I had seen it in the papers.

This boy was one of Ottumwa's stars and I had been seeing his name spelled the same way in the papers for nearly three years. I asked him about it.

He shrugged his shoulders and said: "The papers have never spelled my name right." When I gave the names to the Ottumwa sports editor he immediately noticed the different spelling and let me know about it. I also let him know about it. He couldn't believe he had been guilty of misspelling this lad's name for the three years he had been playing regular on the team. It all came about because he hadn't checked out the spellings handed him by the coach three years before. You can be sure he let the coach in on the error and the coach was as surprised as the sports editor.

One last word. Don't forget for a minute that you people yourselves are your own best and most effectual salesmen in behalf of the work you are doing. This world of ours is becoming more complex by the minute. So you must be sure that your story is brought to the attention of those who can bring it to the attention of the multitudes. Don't be like the elderly woman who died much beloved in her community but spinster. The people around town wanted something appropriate to put on her tombstone and they prevailed upon the local baseball writer to write it - even though he protested he knew about nothing but baseball. They insisted, so he wrote:

Here lie the bones of Nancy Jones
For her life held no terrors.
Born a maid, lived a maid, died a maid
No hits, no runs, no errors.

Tell your story, tell it accurately, tell it clearly, tell it so you will "get it through" to the public and you are sure to make some hits and some runs, and perhaps, no errors.

IMPROVING COMMUNICATIONS BETWEEN
CORRECTIONS AND THE PUBLIC

From the Vantage Point of a Prisoners' Aid Worker

by

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Past President, Illinois Academy of Criminology
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Introduction

I am honored and pleased to have this opportunity to discuss ways of improving communications between corrections and the public from the vantage point of a worker in a private, non-sectarian, correctional service agency. Very frankly, I have talked about this subject before at national and regional conferences, but the limited time given to this important subject in the total scheduling of all the discussions completely negated the intended objective of having the subject discussed. I congratulate the planners and leaders of this conference for devoting the entire conference to the development of effective communication. I sincerely believe this to be the missing element in the formula for obtaining our goals. To my knowledge, this is the first conference to focus on communication in the entire history of correctional get-togethers.

Frankly, I have not been a Chief Probation Officer, a Superintendent of a training school, a Warden of a prison or the Director of a parole service, so I can therefore speak "as an expert" without being prejudiced by experience. I have, however, spent a major portion of my waking hours during the past twenty-five years working with probation, institution and parole leaders. The administrators of these services are among my best friends. I have tried to demonstrate that the private prisoners aid services are their friends and the records reads that we are.

What Has Been Wrong?

What has been wrong with our communications to the public? I believe the major problem has been that we have been on the defensive. We have been sitting ducks for many writers who have had their own pens to sharpen. Too many stories about correctional services have been stimulated by negative events rather than originating within the correctional services. Too many of us have surrounded our work with a wall of brick and mortar as well as secrecy, that has isolated us from the free world except when the personal conduct of an officer makes the news, an escape or riot takes place, or a parolee commits a vicious crime. In short, most of the news carried to the public, with exceptions of course, emphasize the negative.

How Does This Affect the Public?

The public really does not know what is going on. Most people do not know the difference between probation and parole services. Why probation? Why parole? What do probation and parole officers do? Why do we need qualified officers? How much does it cost? What are some of the good results? What happens to the men who fail? Why? What is being done to improve probation and parole services? What are the constructive activities in the prisons? How are inmates being prepared to return to free society?

The public is conscious of the high walls or chain wire fences around our prisons. The gun towers and armed guards emphasize and dramatize security, but this leads the public to believe all prisoners are dangerous; sex deviates and potential killers. We therefore have helped to create this image.

How To Change the Situation?

We must take a positive attitude toward the goal we are trying to reach. We must believe we are capable of attaining that goal. We can tell what is being done, what needs to be done and how to get it done.

We must, however, be willing to work to accomplish our goals. We need to sell one idea and one idea only --- our services lead to the rehabilitation of our wards, whether they are probationers, prisoners or parolees. Every communication we have with the public, whether it is on the radio, television, in the press, should underline that what we are doing will lead to increased public safety and the rehabilitation of the offenders.

The Channels of Communication

There are many ways to reach the public: On a person to person basis; through interesting, attractive, concise printed reports; or through mass media. My remarks will be limited to the use of mass media of communication.

Not only are millions of people in this country interested in what is happening in correctional services, but as a result of my attendance at two international correctional conferences, I know that correctional workers and lay leaders in all parts of the world are interested in new programs, new techniques, new methods, new approaches and their results. From my personal experience with mass media I know they are interested in positive aspects of the correctional process, but we have to sell it to them. Workers in mass media are experts in communication, but we are the pros in correction.

What Must We Sell?

We must sell the fact that our workers are qualified to do the job they are paid to do, or we better hire people who are qualified. One thing is certain, it is almost impossible to sell a \$3.00 bill to a reporter. If you cannot sell your staff to a reporter, he in turn cannot sell them to the public.

We must convey the idea that the staff knows what they are doing and why. That their work produces the desired results and the results are worth more than the cost of obtaining them. Furthermore, not only do the probationers, inmates and parolees derive benefits, but the public also gains by the correctional process.

Where Are The Stories?

We are literally surrounded with exciting stories. Our job is to capture them and present them to mass media in a factual, timely, interesting, accurate and enthusiastic way. And at times, we should demonstrate that we have a sense of humor.

There are stories about our personnel - new appointments, honors, attendance at institutes, awards presented to them in the institution, recognition given to them in the community. There are stories about the work of the chaplains, the industries, medical research, sociological findings and research, educational and vocational accomplishments. Each time there is a new development, or an exciting event in one of the departments, it should be given to mass media in advance so that it will make news. Mass media is more interested in what is going to happen tomorrow than what happened yesterday.

Here are just a few of the things mass media is certainly interested in:

1. New developments within the services and what have been the results.
2. Your research findings and what effect they have on your program.
3. Interpretation of your monthly and annual statistics in a palatable way so the public will understand.
4. The need for new types of institution facilities and why? What is their value? What will be the results?
5. The need for additional staff, staff training and why?
6. The participation of staff in public affairs. Pointing out how your staff has contributed to the work of other departments, agencies and services because of their special knowledge and ability.
7. The participation of representatives of industry, religion, civic groups, welfare services, public and private in the activities of your institution or agency.

You know the exciting, meaningful events that are happening in your services and you should encourage mass media to share in telling the public about them.

Something About Our Efforts in Communication

Our agency has many limitations, and we have faced up to most of them. One of these limitations is that we hold only one public meeting yearly where our program and credo of corrections are publicly presented. Another limitation is our budget for printing. Very frankly, since we are able to attract only a few hundred people to our annual meeting, and our printing budget is in the hundreds of dollars rather than thousands, we have to rely on mass media to tell our story. If you are interested in a description of our method of conducting 'John Howard Association Week' in Illinois commemorating the anniversary of the Association with a press conference, radio and television guest appearances, and an annual dinner addressed by an outstanding authority in correctional work, I will give it during the discussion period.

In order to give impact to what we have to say, our agency has developed a clearly stated credo of operating principles. The credo becomes more vital as it results from actual studies by the agency and by professional colleagues. Unsubstantiated cliches will not do. In simple words, our agency must have a story to tell before it can tell a convincing story.

Our agency has a broad interest in and knowledge of the correctional field from crime prevention to after care. It cannot work like the Cabots and Lodges; it must operate in cooperation with all people and groups.

We decided that one of our contributions could be in the area of making modest studies of various facets of corrections, and in stimulating definite but limited programs. You have received copies of such studies. You know that they have cost only a few hundred dollars each, but they have affected the lives of thousands of persons, perhaps millions. We have always made it evident that we are willing to share our findings and recommendations with other social, civic and professional groups, and have asked them to join hands with us. We have stimulated the formation of committees and commissions, and, by board and staff participation, have accepted the burden of leadership and, I might add, positions that require just plain hard work, in order to carry forward the objectives of these commissions and committees. We have stimulated public officials and have also been stimulated by them. We have never forgotten, I want to add, that we are a private agency, supported by private funds voluntarily given to us because the donors believe in our stated purposes.

During the discussion period you might want me to discuss one of our studies and to describe step by step how we developed the cooperative interest and help of mass media to present the findings and recommendations. Such studies as "The Chicago Police Lockups" or "Held Without Bail" as it was popularly called, or, our study and campaign for the renovation of the Chicago House of Correction are examples. Both of these surveys had the full support of mass media, public interest was aroused, public officials took action, and gains were made. You might want to discuss the educational phases of our "Prisoners Blood Bank Program" or "Operation Eye Bank". Both of these programs attracted wide interest and their results were most gratifying.

All too often efforts motivated by the loftiest ideals bog down because of a clash of personalities. We agreed to make our attacks upon the problem, and not upon the personalities involved. We have held all of our so called "reform efforts" at this high level.

We must use mass media to tell our story. Mass media will tell our story, but they need our help to do it. "Our help" means our hard work. They need facts, not generalizations. The facts need to be interpreted, before they can be used. We must remember that there is always more than one point of view and we should help mass media to obtain conflicting points of view at the same time we support our own with facts and conviction. We had a major part in encouraging three metropolitan daily newspapers in writing a series of stories on different aspects of correctional services. During the discussion period we might discuss how we were helpful to the newspapers. Or, you might want me to describe our cooperation with a radio station when it presented a series on juvenile delinquency and one on narcotic addiction. We actually did not stimulate the Associated Press to run a series on our state correctional institutions -- but we were invited to write the concluding story. The other national stories by Associated Press and the United Press International were based on our surveys.

We must be accessible to mass media whenever they need us, at almost any hour of the day or night. We cannot be surrounded by red tape. We must be constantly aware of timing. Our schedule must be flexible. Rigidity is everything except integrity and philosophy, should be taboo, particularly inaccessibility during conferences and leisure time. A good job of interpretation is a full-time job. Leisure time comes only with retirement.

We have patience, but at the same time we must be persistent. We realize that it takes time to sell and to get "reform" accepted. Discouragement is a word we do not acknowledge at all. We must be willing -- yes, thankful, to gain acceptance of parts of our programs with the hope that more will be accepted

in the future.

It took us three years of hard work to rid Chicago of its "Black Hole of Calcutta" police lockup in the infamous Des Plaines Street Police Station. We worked for well over ten years to purge from the Chicago scene the disgraceful South Cell Block of the Chicago House of Correction, and in both instances modern facilities have taken their places. Mass media played a major role in sensitizing the public's conscience, which had almost become atrophied because of lack of information as to their deplorable condition. The stench of these two public facilities almost became a real sensation to the readers of the daily press, and to the audiences of radio and television news broadcasts. Civic minded citizens were shocked. Public officials became tremendously concerned, and remedial action was started and continued to move forward.

You should know too, that after the desired reforms were obtained in both the police lockups and the city jail, the John Howard Association made public presentations of awards commending the administrators. We believe that if it is our duty to criticize, we also have the responsibility to commend.

In conclusion, I want to say that good communication with the public through the use of mass media can enable us to reach new plateaus of correctional services. We cannot operate our programs under a cloak of secrecy. We cannot wait for mass media to come to us. We must stimulate mass media to tell our story. We have a dynamic and exciting story to tell. We are able to tell the story.

We have a message that is of vital importance to the masses, that has significance, not only in preserving the dignity and value of man, but in preserving the proper investment of the tax dollar spent on man, particularly, in correctional services. And we must make friends and find channels to convey this message, bits at a time, to mass media to use as it knows how. We must be partners in a cooperative effort, not sparring partners in a show of strength.

NOTES FROM BUZZ SESSIONS AND GENERAL DISCUSSION PERIODS

Thursday, April 11

Discussion Leaders and Recorders: Otto Zahn
 Darrell Schlotterback
 Vernon Johnson
 Frank Nye
 Eugene Zemans

The buzz sessions were originally scheduled for a 15-minute period; however, this proved to be insufficient and the time was extended. This is why there will be no distinction made between buzz session notes and general discussion notes. The questions and answers discussed during these discussion periods have been edited because of duplication and the time periods mentioned above.

Question: When news releases are given to the daily paper, should the number of words be limited?

Answer: Don't write it in story form. Just furnish the facts for the news-writer. Talk to the newswriter if possible. Don't fail to pass on suggestions and news tips.

Question: Do newsmen consider it an imposition or breach of courtesy to ask to proof copy before it is printed.

Answer: It will depend upon the newsmen, with many presenting the request and others desiring to clear the material for technical accuracy. The deadline is an important consideration in this matter. If mutual trust is established, this will not be a problem. A good approach is to ask the newsmen if you can assist him and be willing to do so.

Question: What can be done about sensationalism in conventional reporting?
Is it passing from the scene?

Answer: Papers are moving away from this type of reporting. It is not required to sell papers.

Question: Have you ever written editorials on correctional themes?

Answer: Yes, many in a positive vein supporting continued rehabilitation in the community. The State of Iowa is interested in getting more parole officers and placing more people on probation and parole for treatment.

NOTES ON SPEECH GIVEN BY FRANK NYE, ASSOCIATE EDITOR OF CEDAR RAPIDS GAZETTE

First of all, I lay no claim to being an expert in the field of corrections nor in how to get along with people. As a newspaper man, I am a go-between. All of us engaged in journalism try to tell your story to those you want to reach.

The pressure of deadlines and the wide-scope of operation makes it difficult for the newspaper man to know enough about any one field. Even the reporter especially assigned to cover an area does not know all about it by any means. He just knows more than the average reporter. We all know you have a mighty tough job and an important one! You deal with people who have a wrong viewpoint and are charged with a responsibility of trying to change that perspective. You try to instill an attitude that will help the inmate obtain a better view of life, and with it, the courage to go out and face the world anew. You hope he will become a useful citizen as a result. Yes, it is a tough job! In some cases it is probably impossible.

The newspaper man also has a tough job. The pressure of deadlines and circumstances drive him. But, he strives to tell your story accurately and intelligently so the public will fully understand. He constantly strives to improve communications

between corrections and the newspaper. But, we all need to communicate with each other in order that we may more effectively communicate with the people. We must be able to understand what each is trying to say to the other. There is a vast difference between their talking and communicating. There are times when people are talking with each other and are utterly failing to communicate. We just don't get through. If we can't get through to each other, how can we hope to get through to the public? It is impossible to communicate unless each participant clearly understands what the other means. A good example is the housewife who called in a furnace man to get it operating when it stopped. Apparently, all he did was to tap on the pipe. Yet, the bill was for \$25. When questioned about this and reproached for rendering such a high charge for so simple an operation, he calmly replied that he was charging her only \$.50 for tapping - but \$24.50 for knowing where to tap!

We have to know where to tap in order to communicate! We must be sure that we have the same understanding of what each of us is saying. What are some of the practical steps you can take to make sure you will get through to the person with whom you are communicating, and more particularly, to the communications media?

1. Establish strong lines of communication. It is well to make contact with each of the top people in the media you want to deal with. This applies to all types of media. Let them get to know you.
2. Have some particular person on your staff known to them. This person should be accessible at any time, day or night, when facts are needed. Appoint a particular person to make a special study of your subject.
3. This special person should contact us so that we may get together and talk things over - get to understand each other. For example, men covering the general assembly should have knowledge of

government, must know the relation between events occurring and the law.

4. A newspaper man wants tips and suggestions. You should visit both newspaper and telephone offices so you may acquire some practical knowledge on how they operate. You should know their special problems in order to be able to cooperate with them.
5. You should be accessible.
6. You should get to the point and never lead a reporter down a blind alley. If you can't answer a question, tell him this and tell him why. If he must go to higher authority, he will appreciate having you tell him so.
7. Don't forget for one minute that you are your own best salesman. The world is becoming more complex by the minute. Be sure that your story is brought to the attention of those who can bring it to the attention of the public you must reach. Tell your story clearly and accurately.

Question: How do you prepare a release?

Answer: As a general rule, a release covers all media. I wouldn't attempt to write it in its finished form; just plain facts on what happened or is going to happen. It will be re-written by the editor of the specific media using it. However, you should be sure to give your name and telephone number for verification of facts or for additional information.

Question: Why aren't all released stories printed?

Answer: New varies from day to day. Something is always being crowded out for something late coming in that is considered more important at the moment. Two good examples are the two big bills before the

legislature; and the sinking of the submarine, Thrasher. These are played up. Other stories have to go entirely or be reduced to bare facts. This is due to limitation of space.

Question: What about newspaper style?

Answer: Like individuals, practically every newspaper has a particular style. Usually a new reporter receives a "style book" for his guidance when he is employed by a newspaper. Every news story must be written to conform.

Question: How about getting interpretive information into the paper?

Answer: If corrections warrants the news interpreted. You must supply the editor with your subject, your problems, and your progress. Usually a news tie-in results in expansion by editorial interpretation. Again, this depends on availability of space and importance of the subject. For instance, if a capital punishment bill is expected to come before the legislature while feeling is running high as a result of recent executions, many editorials will appear regarding this subject.

Here I should like to point out that cities the size of those in Iowa no longer sell newspapers by sensational headlines. Big city newspapers, on the other hand, have different editions coming out frequently during a 24-hour period, hence they have to carry sensational headlines in order to sell. The headlines are like barkers in a sideshow.

Question: What about explaining the problem of placing parolees in the community - and community rejection and stigma?

Answer: We have always editorialized on the community's responsibility for accepting parolees. However, the public has come to feel that if the government is unwilling to hire them how can industry be expected

to do so. For example, a parolee comes to Cedar Rapids and "just doesn't do anything wrong," yet, nobody will hire him. Most of them have done or do something wrong. We have also editorialized on how we can save money by spending for parole agents. We have long held that it is better to place a man under supervision when he leaves prison than to just turn him loose to fend for himself in a rejecting society.

Summary: To summarize, I would say: Get acquainted with your media and the individuals who operate it. Help to develop mutual confidence. Establish strong lines of communication. Pass suggestions back and forth between you. Sooner or later you will gain the editor's attention and assistance.

Question: What is the relation of The John Howard Association to The Ashorne Association?

Answer: The John Howard Association is a private organization. The Ashorne Association, also private, sponsors surveys and makes reports. John Howard works with Encyclopedia Britannica and World Books to help them move their surplus books into correction fields, via civic organizations in the local community.

The John Howard Association occupies 800 square feet, has 8 employees, and it is a big social service institution.

The John Howard Association is now sponsoring an art contest in Illinois. They put out a mimeograph newsletter. They also act as a resource center.

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